### **NEW MONEY ISSUE - BOOK-ENTRY-ONLY**

In the opinion of Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, P.C., Bond Counsel, under existing law, interest on the Bonds will not be excluded from the gross income of the owners thereof for federal income tax purposes under the Internal Revenue Code of 1986 (the "Code"). In the opinion of Bond Counsel, under existing law, interest on the Bonds is exempt from Massachusetts personal income taxes and the Bonds are exempt from Massachusetts personal property taxes. Bond Counsel expresses no opinion regarding any other tax consequences related to the ownership or disposition of, or the accrual or receipt of interest on, the Bonds. See "TAX MATTERS" herein.

### THE COMMONWEALTH OF MASSACHUSETTS



\$350,000,000 General Obligation Bonds Consolidated Loan of 2010, Series E (Federally Taxable - Build America Bonds - Direct Pay to Issuer)

#### **Dated:** Date of Delivery

### Due: As shown on the inside cover hereof

The Bonds will be issued by means of a book-entry-only system evidencing ownership and transfer of the Bonds on the records of The Depository Trust Company, New York, New York ("DTC"), and its participants. Details of payment of the Bonds are more fully described in this Official Statement. The Bonds will bear interest from their date of delivery and interest will be payable on June 1, 2011 and semiannually thereafter on December 1 and June 1, calculated on the basis of a 360-day year of twelve 30-day months. The Bonds are subject to redemption prior to maturity as more fully described herein.

The Bonds will constitute general obligations of The Commonwealth of Massachusetts (the "Commonwealth"), and the full faith and credit of the Commonwealth will be pledged to the payment of the principal of and interest on the Bonds. However, for information regarding certain statutory limits on state tax revenue growth and on expenditures for debt service, see "SECURITY FOR THE BONDS" (herein) and the Commonwealth Information Statement (described herein) under the headings "COMMONWEALTH REVENUES AND EXPENDITURES – Limitations on Tax Revenues" and "LONG-TERM LIABILITIES – General Authority to Borrow; Limit on Debt Service Appropriations."

The Bonds are offered when, as and if issued and received by the original purchasers, and subject to the unqualified approving opinion as to legality of Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, P.C., Boston, Massachusetts, Bond Counsel. Certain legal matters will be passed upon for the Commonwealth by Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, P.C., Boston, Massachusetts, Disclosure Counsel. Public Resources Advisory Group is acting as financial advisor to the Commonwealth in connection with the issuance of the Bonds. Settlement of the issue is expected at DTC in New York, New York, on or about December 1, 2010.

November 23, 2010

### THE COMMONWEALTH OF MASSACHUSETTS

### \$350,000,000 General Obligation Bonds Consolidated Loan of 2010, Series E (Federally Taxable - Build America Bonds - Direct Pay to Issuer)

**Dated: Date of Delivery** 

Due: December 1, as shown below

\$350,000,000 4.20% Term Bonds Due December 1, 2021 to Yield 3.98% - CUSIP Number\*: 57582PWK2

<sup>\*</sup> Copyright, American Bankers Association. CUSIP data herein are provided by Standard & Poor's, CUSIP Service Bureau, a division of The McGraw-Hill Companies, Inc. The CUSIP numbers listed above are being provided solely for the convenience of Bondowners only at the time of issuance of the Bonds and the Commonwealth does not make any representation with respect to such numbers or undertake any responsibility for their accuracy now or at any time in the future. The CUSIP number for a specific maturity is subject to being changed after the issuance of the Bonds as a result of various subsequent actions including, but not limited to, a refunding in whole or in part of such maturity or as a result of the procurement of secondary market portfolio insurance or other similar enhancement by investors that is applicable to all or a portion of certain maturities of the Bonds.

No dealer, broker, salesperson or other person has been authorized by The Commonwealth of Massachusetts or the original purchasers of the Bonds to give any information or to make any representations, other than those contained in this Official Statement, and if given or made, such other information or representations must not be relied upon as having been authorized by either of the foregoing. This Official Statement does not constitute an offer to sell or a solicitation of any offer to buy nor shall there be any sale of the Bonds offered hereby by any person in any jurisdiction in which it is unlawful for such person to make such offer, solicitation or sale. The information set forth herein or included by reference herein has been furnished by the Commonwealth and includes information obtained from other sources which are believed to be reliable, but is not guaranteed as to accuracy or completeness and is not to be construed as a representation by the original purchasers of the Bonds or, as to information from other sources, the Commonwealth. The information and expressions of opinion herein or included by reference herein are subject to change without notice and neither the delivery of this Official Statement nor any sale made hereunder shall, under any circumstances, create any implication that there has been no change in the affairs of the Commonwealth, or its agencies, authorities or political subdivisions, since the date hereof, except as expressly set forth herein.

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### THE COMMONWEALTH OF MASSACHUSETTS



### **CONSTITUTIONAL OFFICERS**

| Deval L. Patrick  |                                |
|-------------------|--------------------------------|
| Timothy P. Murray | Lieutenant Governor            |
| William F. Galvin | Secretary of the Commonwealth  |
| Martha Coakley    | Attorney General               |
| Timothy P. Cahill | Treasurer and Receiver-General |
| A. Joseph DeNucci | Auditor                        |

### **LEGISLATIVE OFFICERS**

| Therese Murray  | President of the Senate |
|-----------------|-------------------------|
| Robert A. DeLeo | Speaker of the House    |

### OFFICIAL STATEMENT

### THE COMMONWEALTH OF MASSACHUSETTS

\$350,000,000 General Obligation Bonds Consolidated Loan of 2010, Series E (Federally Taxable - Build America Bonds - Direct Pay to Issuer)

#### **INTRODUCTION**

This Official Statement (including the cover page and Appendices A through D attached hereto) provides certain information in connection with the issuance by The Commonwealth of Massachusetts (the "Commonwealth") of its General Obligation Bonds, Consolidated Loan of 2010, Series E (Federally Taxable – Build America Bonds – Direct Pay to Issuer) (the "Bonds"), in the aggregate principal amount of \$350,000,000. The Bonds will be general obligations of the Commonwealth, and the full faith and credit of the Commonwealth will be pledged to the payment of the principal of and interest on the Bonds. However, for information regarding certain statutory limits on state tax revenue growth and expenditures for debt service, see "SECURITY FOR THE BONDS" and the Commonwealth Information Statement (described below) under the headings "COMMONWEALTH REVENUES AND EXPENDITURES – Limitations on Tax Revenues" and "LONG-TERM LIABILITIES – General Authority to Borrow; Limit on Debt Service Appropriations."

The Bonds are being issued to finance certain authorized capital projects of the Commonwealth. See "THE BONDS – Application of Proceeds of the Bonds."

### **Purpose and Content of Official Statement**

This Official Statement describes the terms and use of proceeds of, and security for, the Bonds. This introduction is subject in all respects to the additional information contained in this Official Statement, including Appendices A through C. All descriptions of documents contained herein are only summaries and are qualified in their entirety by reference to each such document.

Specific reference is made to the Commonwealth's Information Statement dated June 8, 2010 (the "June Information Statement"), as it appears as Appendix A in the Official Statement dated June 21, 2010 of the Commonwealth with respect to its \$250,000,000 General Obligation Bonds, Consolidated Loan of 2010, Series B (the "June Official Statement"). A copy of the June Official Statement has been filed with the Municipal Securities Rulemaking Board (the "MSRB") through its Electronic Municipal Market Access ("EMMA") system. The information contained in the June Information Statement has been supplemented by the Commonwealth's Information Statement Supplement dated November 10, 2010 (the "November Supplement"), which is attached hereto as Appendix A. The June Information Statement and the November Supplement are referred to herein collectively as the "Information Statement." The Information Statement contains certain fiscal, budgetary, financial and other general information concerning the Commonwealth. Exhibit A to the Information Statement contains certain economic information concerning the Commonwealth. Exhibit B to the Information Statement contains the financial statements of the Commonwealth for the fiscal year ended June 30, 2010, prepared on a statutory basis. Exhibit C to the Information Statement contains the financial statements of the Commonwealth for the fiscal year ended June 30, 2009, prepared on a GAAP basis. Specific reference is made to said Exhibits A, B and C, copies of which have been filed with EMMA. The financial statements are also available at the website of the Comptroller of the Commonwealth.

Appendix B attached hereto contains the proposed form of legal opinion of Bond Counsel with respect to the Bonds. Appendix C attached hereto contains the proposed form of the Commonwealth's continuing disclosure undertaking to be included in the form of the Bonds to facilitate compliance by the successful bidders

of the Bonds with the requirements of paragraph (b)(5) of Rule 15c2-12 of the Securities and Exchange Commission.

### **Build America Bonds**

The Commonwealth intends to elect to treat the Bonds as "Build America Bonds" for purposes of the American Recovery and Reinvestment Act of 2009 ("ARRA") and to receive a cash subsidy from the United States Treasury ("Interest Subsidy Payments") in connection therewith. As a result of such elections, interest on the Bonds will be included in the gross income of holders thereof for federal income tax purposes, and the holders will not be entitled to any federal tax credits as to Build America Bonds in connection with their holding of Bonds. Pursuant to ARRA, the Commonwealth will be entitled to receive Interest Subsidy Payments equal to 35% of the interest payable on the Bonds, provided the Commonwealth makes certain required filings in accordance with applicable federal rules pertaining to the Interest Subsidy Payments. Such Interest Subsidy Payments received by the Commonwealth are not pledged to pay the Bonds, nor is their receipt a condition of payment of any portion of the Bonds. Federal tax law imposes certain requirements for qualification of the Bonds as Build America Bonds, including that interest on such Bonds would be, but for the Commonwealth's election, excludable from gross income for federal income tax purposes. Such interest subsidy payments are treated under federal law as overpayments of tax and, accordingly, are subject to offset against certain amounts that may be owed by the Commonwealth to the federal government or its agencies. The Commonwealth is obligated to make payments of the principal of and interest on the Bonds whether or not it receives Interest Subsidy Payments.

### THE BONDS

### General

The Bonds will mature on December 1 in the years and in the aggregate principal amounts, and shall bear interest at the rates per annum (calculated on the basis of a 360-day year of twelve 30-day months), as set forth on the inside cover page of this Official Statement. The Bonds will be dated their date of delivery and will bear interest from such date. Interest on the Bonds will be payable semiannually on June 1 and December 1 of each year, commencing June 1, 2011, until the principal amount is paid. The Commonwealth will act as its own paying agent with respect to the Bonds. The Commonwealth reserves the right to appoint from time to time a paying agent or agents or bond registrar for the Bonds.

*Book-Entry-Only System.* The Bonds will be issued by means of a book-entry-only system, with one bond certificate for each maturity immobilized at The Depository Trust Company, New York, New York ("DTC"). The certificates will not be available for distribution to the public and will evidence ownership of the Bonds in principal amounts of \$5,000 or integral multiples thereof. Transfers of ownership will be effected on the records of DTC and its participants pursuant to rules and procedures established by DTC and its participants. Interest and principal due on the Bonds will be paid in federal funds to DTC or its nominee as registered owner of the Bonds. As long as the book-entry-only system remains in effect, DTC or its nominee will be recognized as the owner of the Bonds for all purposes, including notices and voting. The Commonwealth will not be responsible or liable for maintaining, supervising or reviewing the records maintained by DTC, its participants or persons acting through such participants. See "BOOK-ENTRY-ONLY SYSTEM."

### Redemption

**Optional Redemption with Make-Whole Payment.** 

The Bonds will be subject to redemption on any date prior to their stated maturity date at the option of the Commonwealth, in whole or in part (on a pro rata basis with respect to the Bonds to be redeemed as described below), at any time, at a redemption price equal to the greater of:

(i) 100% of the principal amount of the Bonds to be redeemed; or

(ii) the sum of the present values of the remaining scheduled payments of principal and interest on the Bonds to be redeemed (exclusive of interest accrued to the date fixed for redemption) discounted to the date of redemption on a semiannual basis (assuming a 360day year consisting of twelve 30-day months) at the Treasury Rate plus 25 basis points,

plus accrued and unpaid interest on the Bonds being redeemed to the date fixed for redemption.

"Treasury Rate" means, with respect to any redemption date for a particular Bond, the yield to maturity as of such redemption date of United States Treasury securities with a constant maturity (as compiled and published in the Federal Reserve Statistical Release H.15 (519) that has become publicly available at least two Business Days, but not more than 45 calendar days, prior to the redemption date (excluding inflation indexed securities) (or, if such Statistical Release is no longer published, any publicly available source of similar market data)) most nearly equal to the period from the redemption date to the maturity date of the Bond to be redeemed; provided, however, that if the period from the redemption date to such maturity date is less than one year, the weekly average yield on actually traded United States Treasury securities adjusted to a constant maturity of one year will be used.

### Extraordinary Optional Redemption of Bonds.

The Bonds will be subject to extraordinary optional redemption prior to maturity, at the option of the Commonwealth, upon the occurrence of an Extraordinary Event (defined below), in whole or in part (on a pro rata basis with respect to the Bonds to be redeemed as described below), at any time, at the "Extraordinary Redemption Price." The Extraordinary Redemption Price is equal to the greater of (i) 100% of the principal amount of the Bonds to be redeemed or (ii) the sum of the present value of the remaining scheduled payments of principal and interest on the Bonds to be redeemed to the maturity date of such Bonds, not including any portion of those payments of interest accrued and unpaid as of the date on which the Bonds are to be redeemed, discounted to the date on which the Bonds are to be redeemed on a semiannual basis, assuming a 360-day year containing twelve 30-day months, at the Treasury Rate plus 100 basis points, plus accrued interest on the Bonds to be redeemed to the redeemed on the Bonds to be redeemed on a semiannual basis, assuming a 360-day year containing twelve 30-day months, at the Treasury Rate plus 100 basis points, plus accrued interest on the Bonds to be redeemed to the re

An "Extraordinary Event" will have occurred if the Commonwealth determines that a material adverse change has occurred to section 54AA or section 6431 of the Internal Revenue Code of 1986 (the "Code") (as in effect on the date of issuance of the Bonds) or there is any guidance published by the Internal Revenue Service or the Department of the Treasury with respect to such sections of the Code or any other determination by the Internal Revenue Service or the Department of the Department of the United States Treasury, which determination is not the result of an act or omission by the Commonwealth to satisfy the requirements to receive the Interest Subsidy Payments, pursuant to which the Interest Subsidy Payments are eliminated or reduced below 35% of the amount of interest payable on the Bonds.

The Bonds are subject to mandatory sinking fund redemption on a pro rata basis, as described below, at a redemption price equal to 100% of the principal amount of the Bonds to be redeemed, plus accrued interest thereon to the date specified for redemption on such dates as set forth in the following table, in the principal amount specified on each such date:

### \$350,000,000 4.20% Term Bonds Due December 1, 2021

| Year | Amount       | Year  | Amount        |
|------|--------------|-------|---------------|
| 2019 | \$35,000,000 | 2021† | \$175,000,000 |
| 2020 | 140,000,000  |       |               |

† Stated Maturity.

In the event that any Bonds shall be redeemed at the option of the Commonwealth, an amount equal to the principal amount of the Bonds so redeemed shall be credited on a pro rata basis, as nearly as practicable, toward any remaining sinking fund installment.

### Notice of Redemption.

The Commonwealth shall give notice of redemption to the owners of the applicable Bonds not less than 30 days prior to the date fixed for redemption. So long as the book-entry-only system remains in effect for such Bonds, notices of redemption will be sent by the Commonwealth only to DTC or its nominee. Any failure on the part of DTC, any DTC participant or any nominee of a beneficial owner of any such Bond (having received notice from a DTC participant or otherwise) to notify the beneficial owner so affected, shall not affect the validity of the redemption.

On the specified redemption date, all Bonds called for redemption shall cease to bear interest, provided the Commonwealth has monies on hand to pay such redemption in full.

### Pro Rata Redemption of the Bonds.

If the Bonds are registered in book-entry-only form and so long as DTC or a successor securities depository is the sole registered owner of the Bonds, partial redemptions with respect to the Bonds will be treated by DTC as a "pro rata pass-through distribution of principal" in accordance with DTC procedures. It is the Commonwealth's intent that redemption allocations made by DTC, the DTC Participants or such other intermediaries that may exist between the Commonwealth and the beneficial owners be made on a pro rata pass through distribution of principal basis. However, the Commonwealth can provide no assurance that DTC, the DTC Participants or any other intermediaries will allocate redemptions among beneficial owners on such a proportional basis. If the DTC operational arrangements do not allow for the redemption of Bonds on a pro rata pass-through distribution of principal basis then the Bonds will be selected for redemption, in accordance with DTC procedure, by lot.

If the Bonds are not registered in book-entry-only form, any redemption of less than all of the Bonds of any maturity will be allocated among the registered owners of such Bonds as nearly as practicable in proportion to the principal amounts of the Bonds of such maturity owned by each registered owner, subject to the authorized denominations applicable to the Bonds. This will be calculated based on the formula: (principal amount of applicable maturity to be redeemed) x (principal amount of applicable maturity owned by owner) / (principal amount of applicable maturity outstanding). The particular Bonds to be redeemed will be determined by the Commonwealth, using such method as it deems fair and appropriate.

### **Application of Proceeds of the Bonds**

The Bonds are being issued pursuant to the provisions of Section 49 of Chapter 29 of the Massachusetts General Laws and specific bond authorizations enacted by the Legislature. The net proceeds of the sale of the Bonds, including any premium received by the Commonwealth upon original delivery of the Bonds, will be applied by the Treasurer and Receiver-General of the Commonwealth (the "State Treasurer") to the various purposes for which the issuance of bonds has been authorized pursuant to such special laws, or to reimburse the Commonwealth's treasury for expenditures previously made pursuant to such laws, as will the investment earnings thereon. Any remaining premium received by the Commonwealth upon original delivery of the Bonds and not applied to the various purposes for which bonds have been authorized will be applied to the costs of issuance thereof.

The purposes for which the Bonds will be issued have been authorized by the Legislature under various bond authorizations. The proceeds will be used to finance or reimburse the Commonwealth for a variety of capital expenditures that are included within the current capital spending plan established by the Executive Office for Administration and Finance. The plan, which is an administrative guideline and is subject to amendment at any time, sets forth capital spending allocations and establishes annual capital spending limits. See the Commonwealth Information Statement under the heading "COMMONWEALTH CAPITAL INVESTMENT PLAN."

### SECURITY FOR THE BONDS

The Bonds will be general obligations of the Commonwealth to which its full faith and credit will be pledged for the payment of principal and interest when due. However, it should be noted that Chapter 62F of the Massachusetts General Laws imposes a state tax revenue growth limit and does not exclude principal and interest payments on Commonwealth debt obligations from the scope of the limit. It should be noted further that Section 60B of Chapter 29 of the Massachusetts General Laws imposes an annual limitation on the percentage of total appropriations that may be expended for payment of interest and principal on general obligation debt of the Commonwealth. These statutes are both subject to amendment or repeal by the Legislature. Currently, both actual tax revenue growth and annual general obligation debt service are below the statutory limits. See the Commonwealth Information Statement under the headings "COMMONWEALTH REVENUES AND EXPENDITURES – Limitations on Tax Revenues" and "LONG-TERM LIABILITIES – General Authority to Borrow; Limit on Debt Service Appropriations."

The Commonwealth has waived its sovereign immunity and consented to be sued on contractual obligations, including the Bonds, and all claims with respect thereto. However, the property of the Commonwealth is not subject to attachment or levy to pay a judgment, and the satisfaction of any judgment generally requires a legislative appropriation. Enforcement of a claim for payment of principal of or interest on the Bonds may also be subject to the provisions of federal or state statutes, if any, hereafter enacted extending the time for payment or imposing other constraints upon enforcement, insofar as the same may be constitutionally applied. The United States Bankruptcy Code is not applicable to the Commonwealth. Under Massachusetts law, the Bonds have all of the qualities and incidents of negotiable instruments under the Uniform Commercial Code. The Bonds are not subject to acceleration.

### LITIGATION

No litigation is pending or, to the knowledge of the Attorney General, threatened against or affecting the Commonwealth seeking to restrain or enjoin the issuance, sale or delivery of the Bonds or in any way contesting or affecting the validity of the Bonds.

There are pending in courts within the Commonwealth various suits in which the Commonwealth is a defendant. In the opinion of the Attorney General, no litigation is pending or, to her knowledge, threatened which is likely to result, either individually or in the aggregate, in final judgments against the Commonwealth that would affect materially its financial condition. For a description of certain litigation affecting the Commonwealth, see the Commonwealth Information Statement under the heading "LEGAL MATTERS."

### **BOOK-ENTRY-ONLY SYSTEM**

The Depository Trust Company, New York, NY, will act as securities depository for the Bonds. The Bonds will be issued as fully-registered securities registered in the name of Cede & Co. (DTC's partnership nominee) or such other name as may be requested by an authorized representative of DTC. One fully-registered Bond will be issued for each maturity set forth on the inside cover page hereof, each in the aggregate principal amount of such maturity, and will be deposited with DTC.

DTC is a limited-purpose trust company organized under the New York Banking Law, a "banking organization" within the meaning of the New York Banking Law, a member of the Federal Reserve System, a "clearing corporation" within the meaning of the New York Uniform Commercial Code and a "clearing agency" registered pursuant to the provisions of Section 17A of the Securities Exchange Act of 1934, as amended. DTC holds and provides asset servicing for over 3.5 million issues of U.S. and non-U.S. equity issues, corporate and municipal debt issues, and money market instruments (from over 100 countries) that DTC's participants ("Direct Participants") deposit with DTC. DTC also facilitates the post-trade settlement among Direct Participants of sales and other securities transactions in deposited securities, through electronic computerized book-entry transfers and pledges between Direct Participants' accounts. This eliminates the need for physical movement of securities certificates. Direct Participants include both U.S. and non-U.S. securities brokers and dealers, banks, trust companies, clearing corporations and certain other organizations. DTC is a wholly-owned subsidiary of The Depository Trust & Clearing Corporation ("DTCC"). DTCC is the

holding company for DTC, National Securities Clearing Corporation and Fixed Income Clearing Corporation, all of which are registered clearing agencies. DTCC is owned by the users of its regulated subsidiaries. Access to the DTC system is also available to others such as both U.S. and non-U.S. securities brokers and dealers, banks, trust companies, and clearing corporations that clear through or maintain a custodial relationship with a Direct Participant, either directly or indirectly ("Indirect Participants"). DTC has Standard & Poor's highest rating: AAA. The DTC Rules applicable to its Participants are on file with the Securities and Exchange Commission. More information about DTC can be found at www.dtcc.com and www.dtc.org.

Purchases of Bonds under the DTC system must be made by or through Direct Participants, which will receive a credit for the Bonds on DTC's records. The ownership interest of each actual purchaser of each Bond ("Beneficial Owner") is in turn to be recorded on the Direct and Indirect Participants' records. Beneficial Owners will not receive written confirmation from DTC of their purchase. Beneficial Owners are, however, expected to receive written confirmations providing details of the transaction, as well as periodic statements of their holdings, from the Direct or Indirect Participant through which the Beneficial Owner entered into the transaction. Transfers of ownership interests in the Bonds are to be accomplished by entries made on the books of Direct and Indirect Participants acting on behalf of Beneficial Owners. Beneficial Owners will not receive certificates representing their ownership interests in the Bonds, except in the event that use of the book-entry system for the Bonds is discontinued.

To facilitate subsequent transfers, all Bonds deposited by Direct Participants with DTC are registered in the name of DTC's partnership nominee, Cede & Co., or such other name as may be requested by an authorized representative of DTC. The deposit of the Bonds with DTC and their registration in the name of Cede & Co. or such other DTC nominee do not effect any change in beneficial ownership. DTC has no knowledge of the actual Beneficial Owners of the Bonds; DTC's records reflect only the identity of the Direct Participants to whose accounts such Bonds are credited, which may or may not be the Beneficial Owners. The Direct and Indirect Participants will remain responsible for keeping account of their holdings on behalf of their customers.

Conveyance of notices and other communications by DTC to Direct Participants, by Direct Participants to Indirect Participants, and by Direct Participants and Indirect Participants to Beneficial Owners will be governed by arrangements among them, subject to any statutory or regulatory requirements as may be in effect from time to time. Beneficial Owners of Bonds may wish to take certain steps to augment the transmission to them of notices of significant events with respect to the Bonds, such as redemptions, defaults, and proposed amendments to the Bond documents. For example, Beneficial Owners of Bonds may wish to ascertain that the nominee holding the Bonds for their benefit has agreed to obtain and transmit notices to Beneficial Owners.

Redemption notices shall be sent to DTC. If less than all of the Bonds within an issue are being redeemed, DTC's practice is to determine by lot the amount of the interest of each Direct Participant in such issue to be redeemed.

Neither DTC nor Cede & Co. (nor any other DTC nominee) will consent or vote with respect to the Bonds unless authorized by a Direct Participant in accordance with DTC's MMI Procedures. Under its usual procedures, DTC mails an Omnibus Proxy to the Commonwealth as soon as possible after the record date. The Omnibus Proxy assigns Cede & Co.'s consenting or voting rights to those Direct Participants to whose accounts the Bonds are credited on the record date (identified in a listing attached to the Omnibus Proxy).

THE COMMONWEALTH WILL NOT HAVE ANY RESPONSIBILITY OR OBLIGATION TO THE DIRECT PARTICIPANTS, THE INDIRECT PARTICIPANTS OR THE BENEFICIAL OWNERS WITH RESPECT TO THE ACCURACY OF ANY RECORDS MAINTAINED BY DTC OR BY ANY DIRECT OR INDIRECT PARTICIPANT, THE PAYMENT OF OR THE PROVIDING OF NOTICE TO THE DIRECT PARTICIPANTS, THE INDIRECT PARTICIPANTS OR THE BENEFICIAL OWNERS OR WITH RESPECT TO ANY OTHER ACTION TAKEN BY DTC AS BOND OWNER. The principal of and interest and premium, if any, on the Bonds will be paid to Cede & Co., or such other nominee as may be requested by an authorized representative of DTC, as registered owner of the Bonds. DTC's practice is to credit Direct Participants' accounts upon DTC's receipt of funds and corresponding detail information from the Commonwealth, on the payable date in accordance with their respective holdings shown on DTC's records. Payments by Participants to Beneficial Owners will be governed by standing instructions and customary practices, as is the case with municipal securities held for the accounts of customers in bearer form or registered in "street name," and will be the responsibility of such Participant and not of DTC or the Commonwealth, subject to any statutory or regulatory requirements as may be in effect from time to time. Payment of the principal of and interest and premium, if any, to Cede & Co. (or such other nominee as may be requested by an authorized representative of DTC) is the responsibility of the Commonwealth, disbursement of such payments to Direct Participants will be the responsibility of DTC, and disbursement of such payments to the Beneficial Owners will be the responsibility of Direct and Indirect Participants.

The Commonwealth cannot give any assurances that Direct Participants or others will distribute payments of principal of and interest on the Bonds paid to DTC or its nominee, as the registered owner, to the Beneficial Owners, or that they will do so on a timely basis or that DTC will serve and act in a manner described in this document.

Beneficial Owners of the Bonds will not receive or have the right to receive physical delivery of such Bonds and will not be or be considered to be the registered owners thereof. So long as Cede & Co. is the registered owner of the Bonds, as nominee of DTC, references herein to the holders or registered owners of the Bonds shall mean Cede & Co. and shall not mean the Beneficial Owners of the Bonds, except as otherwise expressly provided herein.

DTC may discontinue providing its services as depository with respect to the Bonds at any time by giving reasonable notice to the Commonwealth. Under such circumstances, in the event that a successor depository is not obtained, Bonds will be delivered and registered as designated by the Beneficial Owners. The Beneficial Owner, upon registration of Bonds held in the Beneficial Owner's name, will become the Bondowner. Bond certificates are required to be printed and delivered.

The Commonwealth may decide to discontinue use of the system of book-entry-only transfers through DTC (or a successor securities depository). In such event, Bond certificates will be printed, delivered and registered as designated by the Beneficial Owners.

### THE INFORMATION IN THIS SECTION CONCERNING DTC AND DTC'S BOOK-ENTRY-ONLY SYSTEM HAS BEEN OBTAINED FROM SOURCES THAT THE COMMONWEALTH BELIEVES TO BE RELIABLE, BUT THE COMMONWEALTH TAKES NO RESPONSIBILITY FOR THE ACCURACY THEREOF.

### RATINGS

The Bonds have been assigned ratings of "AA+," "Aa1" and "AA" by Fitch Ratings ("Fitch"), Moody's Investors Service, Inc. ("Moody's") and Standard & Poor's Ratings Services ("Standard & Poor's"), respectively.

Such ratings reflect only the respective views of such organizations, and an explanation of the significance of such ratings may be obtained from the rating agency furnishing the same. There is no assurance that a rating will continue for any given period of time or that a rating will not be revised or withdrawn entirely by any or all of such rating agencies, if, in its or their judgment, circumstances so warrant. Any downward revision or withdrawal of a rating could have an adverse effect on the market prices of the Bonds.

### **COMPETITIVE SALE OF BONDS**

After competitive, electronic bidding on November 23, 2010, the Bonds were awarded by the Commonwealth to Jefferies & Company, Inc., as purchaser. The purchaser of the Bonds has supplied the information as to the public reoffering price of the Bonds set forth on the inside cover hereof. If all of the Bonds were resold to the public at such price, the purchaser of the Bonds has informed the Commonwealth that its total compensation is expected to be \$1,155,000.00. The purchaser of the Bonds may change the public offering prices from time to time.

### TAX MATTERS

Bond Counsel is of the opinion that, under existing law, interest on the Bonds will not be excluded from the gross income of holders of such Bonds for federal income tax purposes. The following discussion briefly summarizes the principal U.S. federal tax consequences of the acquisition, ownership, and disposition of the Bonds for holders who acquire any Bonds in the initial offering and hold such Bonds as "capital assets." It does not discuss all aspects of U.S. federal income taxation which may apply to a particular holder, nor does it discuss U.S. federal income tax provisions which may apply to particular categories of holders, such as partnerships, insurance companies, financial institutions, regulated investment companies, real estate investment trusts, employee benefit plans, tax-exempt organizations, dealers in securities or foreign currencies, persons holding Bonds as a position in a "hedge" or "straddle," or holders whose functional currency is not the U.S. dollar. It is based upon provisions of existing law which are subject to change at any time, possibly with retroactive effect.

Except as otherwise explicitly noted below, this summary addresses only "U.S. Holders," that is, individual citizens or residents of the United States, corporations or other business entities organized under the laws of the United States, any state, or the District of Columbia, estates with income subject to United States federal income tax, trusts subject to primary supervision by a United States court and for which United States persons control all substantial decisions, and certain other trusts that elect to be treated as United States persons. Except as otherwise explicitly noted in the discussion of Massachusetts taxes below, this discussion relates only to U.S. federal income taxes and not to any state, local or foreign taxes or U.S. federal taxes other than income taxes.

Interest on the Bonds that is "qualified stated interest" generally will be taxable to a U.S. Holder as ordinary interest income at the time such payments are accrued or are received (in accordance with the U.S. Holder's regular method of tax accounting). Generally, "qualified stated interest" means stated interest that is unconditionally payable in cash or property (other than debt instruments of the issuer) at least annually at a single fixed rate and includes the semi-annual interest payments as set forth on the inside cover hereof.

Because the Commonwealth will elect to receive Interest Subsidy Payments, holders of the Bonds will not be entitled to any federal tax credits as to Build America Bonds in connection with their holding of Bonds. See "Introduction - Build America Bonds."

An amount equal to the excess, if any, of the purchase price of a Bond over the principal amount payable at maturity generally constitutes amortizable bond premium. A holder of a Bond may elect to amortize such premium during the term of such Bond by claiming a deduction to offset interest otherwise required to be included in income during any taxable year by the amortizable amount of such premium for the taxable year. Such amortization will result in a corresponding reduction of the holder's tax basis in such Bond. Any election to amortize bond premium applies to all taxable debt instruments held by the holder at the beginning of the first taxable year to which the election applies and to all taxable debt instruments acquired on or after such date and may be revoked only with the consent of the Internal Revenue Service. Holders of Bonds purchased at a premium should consult their own tax advisors with respect to the determination and treatment of amortizable bond premium.

Unless a non-recognition provision of the Code applies, upon the sale, exchange, redemption, or other disposition (including a legal defeasance) of a Bond, a U.S. Holder will recognize taxable gain or loss in an amount equal to the difference between the amount realized (other than amounts representing accrued

but unpaid interest) and such holder's adjusted tax basis in such Bond. Such gain or loss generally will be long-term capital gain or loss if the Bond was held for more than one year. If the U.S. Holder is an individual, long-term gains will be subject to reduced rates of taxation. The deductibility of losses is subject to limitations.

A non-U.S. Holder of Bonds whose income from such Bonds is effectively connected with the conduct of a U.S. trade or business generally will be taxed as if the holder were a U.S. Holder. Otherwise: (i) a Non-U.S. Holder who is an individual or corporation (or an entity treated as a corporation for federal income tax purposes) holding Bonds on its own behalf generally will not be subject to federal income taxes on payments of principal, premium, interest or original issue discount on a Bond, as long as the Non-U.S. Holder makes an appropriate filing with a U.S. withholding agent; and (ii) a Non-U.S. Holder will not be subject to federal income taxes on any amount which constitutes capital gain upon retirement or disposition of a Bond unless such Non-U.S. Holder is an individual who is present in the United States for 183 days or more in the taxable year of the disposition and such gain is derived from sources within the United States.

Information as to interest on or proceeds from the sale or other disposition of Bonds is required to be reported by payors to the Internal Revenue Service and to recipients. In addition, backup withholding may apply unless the holder of a Bond provides to a withholding agent its taxpayer identification number and certain other information or certification of foreign or other exempt status. Any amount withheld under the backup withholding rules is allowable as a refund or credit against the holder's actual U.S. federal income tax liability.

To ensure compliance with Internal Revenue Service Circular 230, prospective purchasers of Bonds are hereby informed that (i) any federal tax advice contained herein is not intended or written to be used, and cannot be used, by any taxpayer for purposes of avoiding penalties that may be imposed on the taxpayer, (ii) any such federal tax advice is written to support the promotion or marketing of the Bonds, and (iii) each purchaser of a Bond should seek advice based on such purchaser's particular circumstances from an independent tax advisor.

For Massachusetts income tax purposes, Massachusetts gross income is federal gross income generally as defined under the Internal Revenue Code of 1986, as amended on January 1, 2005 (and subject to subsequent amendments to the Code specifically adopted by the Commonwealth by legislative action, although not relevant to the Bonds), with certain modifications. As a result, in general, federally taxable interest on obligations of the Commonwealth is also taxable for purposes of the Massachusetts personal income tax. However, as described above, the Commonwealth intends to issue the Bonds as "Build America Bonds" under ARRA. Section 1531(d) of ARRA provides, in part, as follows:

"Except as otherwise provided by a State after the date of enactment of [ARRA], the interest on any build America bond (as defined in section 54AA of [the Code], as added by this section)...shall be treated for purposes of the income tax laws of such State as being exempt from Federal income tax."

To date, the Commonwealth has not taken any action with respect to the Massachusetts personal income tax status of interest on any Build America Bond and accordingly, Bond Counsel is further of the opinion that, under existing law, interest on the Bonds is exempt from Massachusetts personal income taxes, and the Bonds are exempt from Massachusetts personal property taxes. Prospective purchasers of the Bonds should be aware that the Bonds are included in the measure of Massachusetts estate and inheritance taxes, and the Bonds and the interest thereon is included in the measure of certain Massachusetts corporate excise and franchise taxes. Bond Counsel has not opined as to the taxability of the Bonds or the income therefrom under the laws of any state other than Massachusetts.

### **OPINION OF COUNSEL**

The unqualified approving opinion as to the legality of the Bonds will be rendered by Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, P.C., of Boston, Massachusetts, Bond Counsel to the Commonwealth. The proposed form of the opinion of Bond Counsel relating to the Bonds is attached hereto as Appendix B. Certain legal matters will also be passed upon by Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, P.C. of Boston, Massachusetts, as Disclosure Counsel to the Commonwealth.

### CONTINUING DISCLOSURE

In order to assist the successful bidder of the Bonds in complying with paragraph (b)(5) of Rule 15c2-12, the Commonwealth will undertake in the Bonds to provide annual reports and notices of certain events. A description of this undertaking is set forth in Appendix C attached hereto.

For information concerning the availability of certain other financial information from the Commonwealth, see the Commonwealth Information Statement under the heading "CONTINUING DISCLOSURE."

#### FINANCIAL ADVISOR

The Commonwealth has retained Public Resources Advisory Group to act as financial advisor with respect to the issuance of the Bonds.

### **MISCELLANEOUS**

Any provisions of the constitution of the Commonwealth, of all general and special laws and of other documents set forth or referred to in this Official Statement are only summarized, and such summaries do not purport to be complete statements of any of such provisions. Only the actual text of such provisions can be relied upon for completeness and accuracy.

This Official Statement contains certain forward-looking statements that are subject to a variety of risks and uncertainties that could cause actual results to differ from the projected results, including without limitation general economic and business conditions, conditions in the financial markets, the financial condition of the Commonwealth and various state agencies and authorities, receipt of federal grants, litigation, arbitration, force majeure events and various other factors that are beyond the control of the Commonwealth and its various agencies and authorities. Because of the inability to predict all factors that may affect future decisions, actions, events or financial circumstances, including, in particular, the current unprecedented adverse global financial market and economic conditions, what actually happens may be different from what is set forth in such forward-looking statements. Forward-looking statements are indicated by use of such words as "may," "will," "should," "intends," "expects," "believes," "anticipates," events, and others.

All estimates and assumptions in this Official Statement have been made on the best information available and are believed to be reliable, but no representations whatsoever are made that such estimates and assumptions are correct. So far as any statements in this Official Statement involve any matters of opinion, whether or not expressly so stated, they are intended merely as such and not as representations of fact. The various tables may not add due to rounding of figures.

The Commonwealth has prepared the prospective financial information set forth in this Official Statement in connection with its budgeting and appropriations processes. This prospective financial information was not prepared with a view toward complying with the guidelines established by the American Institute of Certified Public Accountants with respect to prospective financial information, but, in the view of the Commonwealth, was prepared on a reasonable basis, reflects the best currently available estimates and judgments, and presents, to the best knowledge and belief of the offices of the Commonwealth identified in this Official Statement as the sources of such information, the currently expected course of action and the currently expected future budgeted revenues and expenditures of the Commonwealth. However, this information is not fact and should not be relied upon as being necessarily indicative of future results, and readers of this Official Statement are cautioned not to place undue reliance on the prospective financial information.

Neither the Commonwealth's independent auditors, nor any other independent accountants, have compiled, examined, or performed any procedures with respect to the prospective financial information contained herein, nor have they expressed any opinion or any other form of assurance on such information or its achievability, and assume no responsibility for, and disclaim any association with, the prospective financial information.

The information, estimates and assumptions and expressions of opinion in this Official Statement are subject to change without notice. Neither the delivery of this Official Statement nor any sale made pursuant to this Official Statement shall, under any circumstances, create any implication that there has been no change in the affairs of the Commonwealth or its agencies, authorities or political subdivisions since the date of this Official Statement, except as expressly stated.

### **AVAILABILITY OF OTHER INFORMATION**

Questions regarding this Official Statement or requests for additional financial information concerning the Commonwealth should be directed to Colin A. MacNaught, Assistant Treasurer, Office of the Treasurer and Receiver-General, One Ashburton Place, 12th floor, Boston, Massachusetts 02108, telephone (617) 367-3900, x. 226, or Karol D. Ostberg, Director of Capital Finance, Executive Office for Administration and Finance, State House, Room 373, Boston, Massachusetts 02133, telephone (617) 727-2040. Questions regarding legal matters relating to this Official Statement and the Bonds should be directed to John R. Regier, Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, P.C., One Financial Center, Boston, Massachusetts 02111, telephone (617) 348-1720.

### THE COMMONWEALTH OF MASSACHUSETTS

By /s/ Timothy P. Cahill

Timothy P. Cahill Treasurer and Receiver-General

By <u>/s/ Jay Gonzalez</u> Jay Gonzalez

Jay Gonzalez Secretary of Administration and Finance

November 23, 2010

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THE

### COMMONWEALTH

OF

### MASSACHUSETTS



### INFORMATION STATEMENT SUPPLEMENT

Dated November 10, 2010

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### THE COMMONWEALTH OF MASSACHUSETTS



### **CONSTITUTIONAL OFFICERS**

| Deval L. Patrick  | Governor                       |
|-------------------|--------------------------------|
| Timothy P. Murray | Lieutenant Governor            |
| William F. Galvin | Secretary of the Commonwealth  |
| Martha Coakley    | Attorney General               |
| Timothy P. Cahill | Treasurer and Receiver-General |
| A. Joseph DeNucci | Auditor                        |

### **LEGISLATIVE OFFICERS**

| Therese Murray  | President of the Senate |
|-----------------|-------------------------|
| Robert A. DeLeo | Speaker of the House    |

### THE COMMONWEALTH OF MASSACHUSETTS

### **INFORMATION STATEMENT SUPPLEMENT**

#### November 10, 2010

This supplement ("Supplement") to the Information Statement of The Commonwealth of Massachusetts (the "Commonwealth") dated June 8, 2010 (the "June Information Statement") is dated November 10, 2010 and contains information which updates the information contained in the June Information Statement. The June Information Statement has been filed with the Municipal Securities Rulemaking Board. This Supplement and the June Information Statement must be read collectively and in their entirety in order to obtain the appropriate fiscal, financial and economic information concerning the Commonwealth through November 10, 2010. All capitalized terms not otherwise defined in this Supplement shall have the meanings ascribed to them in the June Information Statement.

The June Information Statement, as supplemented hereby, includes three exhibits. Exhibit A is the Statement of Economic Information as of October 1, 2010, which sets forth certain economic, demographic and statistical information concerning the Commonwealth. Exhibits B and C are, respectively, the Commonwealth's Statutory Basis Financial Report for the year ended June 30, 2010, reviewed by independent auditors, and the Commonwealth's Comprehensive Annual Financial Report, reported in accordance with generally accepted accounting principles (GAAP), for the year ended June 30, 2009. The Commonwealth's independent auditor has not been engaged to perform, and has not performed, since the respective dates of its reports included herein, any procedures on the financial statements addressed in such reports, nor has said independent auditor performed any procedures relating to the official statement of which this Supplement is a part. Specific reference is made to said Exhibits A, B and C, copies of which have been filed with the Municipal Securities Rulemaking Board. The financial statements are also available at the web site of the Comptroller of the Commonwealth located at http://www.mass.gov/osc by clicking on "Publications and Reports" and then "Financial Reports."

### **RECENT DEVELOPMENTS**

#### Fiscal 2010

On October 31, 2010, the Commonwealth published the fiscal 2010 statutory basis financial report, which shows a consolidated net surplus of approximately \$21.3 million before a \$10 million transfer for life sciences funding required by the Commonwealth's fiscal 2011 budget.

Fiscal 2010 collections totaled \$18.544 billion, an increase of approximately \$284 million, or 1.6%, over fiscal 2009. The following table shows monthly tax collections for fiscal 2010 and the change from tax collections in the same months in the prior year, both in dollars and as a percentage. The table also notes the amount of tax collections in fiscal 2010 that are dedicated to the Massachusetts Bay Transportation Authority ("MBTA") and to the Massachusetts School Building Authority ("MSBA").

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| <u>Month</u> | Tax<br><u>Collections</u> | Change from<br><u>Prior Year</u> | Percentage<br><u>Change</u> | MBTA<br><u>Portion (2)</u> | MSBA<br><u>Portion</u> | Tax<br>Collections:<br>Net of MBTA<br>and<br><u>MSBA</u> |
|--------------|---------------------------|----------------------------------|-----------------------------|----------------------------|------------------------|--|
| July         | \$ 1,250.6                | \$ (131.1)                       | (9.5)%                      | \$ 57.6                    | \$ 54.7                | \$ 1,138.4   |
| August       | 1,296.5                   | (12.7)                           | (1.0)                       | 54.4                       | 51.7                   | 1,190.4  |
| September    | 1,765.9                   | (333.6)                          | (15.9)                      | 79.8                       | 47.2                   | 1,638.9  |
| October      | 1,224.9                   | 74.8                             | 6.5                         | 53.8                       | 51.1                   | 1,120.0  |
| November     | 1,288.7                   | 32.4                             | 2.6                         | 50.5                       | 48.0                   | 1,190.2  |
| December     | 1,885.9                   | 23.4                             | 1.3                         | 87.4                       | 48.2                   | 1,750.3  |
| January      | 1,845.1                   | 54.5                             | 3.0                         | 61.9                       | 58.8                   | 1,724.4  |
| February     | 1,002.7                   | 49.0                             | 5.1                         | 46.0                       | 43.7                   | 913.0  |
| March        | 1,624.9                   | 21.7                             | 1.4                         | 83.9                       | 45.3                   | 1,495.8  |
| April        | 1,747.6                   | (31.6)                           | (1.8)                       | 56.0                       | 53.2                   | 1,638.4  |
| May          | 1,574.3                   | 291.7                            | 22.7                        | 53.0                       | 50.3                   | 1,471.1  |
| June         | 2,036.7                   | 245.8                            | 13.7                        | 82.8                       | 53.1                   | 1,900.8  |
| Total (1)    | <u>\$ 18,543.7</u>        | <u>\$ 284.4</u>                  | <u>1.6%</u>                 | <u>\$767.1</u>             | <u>\$_605.2</u>        | <u>\$17,171.4</u>  |

### **Fiscal 2010 Tax Collections (in millions)**

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SOURCE: Executive Office for Administration and Finance.

(1) Totals may not add due to rounding.

(2) Includes adjustment of \$30.2 million on the account of the first quarter, \$36.7 million on the account of the second quarter, \$36.2 million on account of the third quarter and an anticipated \$26.9 million on account of the fourth quarter related to the inflation-adjusted floor applicable to tax receipts dedicated to the MBTA.

The tax revenue increase of \$284.4 million from fiscal 2009 is attributable in large part to an increase of approximately \$743 million, or 19.2%, in sales and use tax collections, an increase of approximately \$21 million, or 1.0%, in corporate and business collections, offset by a decrease of approximately \$473 million, or 4.5%, in income tax collections. The tax revenue figures from the Department of Revenue indicate that fiscal 2010 tax collections were \$84 million above the revised fiscal 2010 estimate of \$18.460 billion announced by the Secretary of Administration and Finance on January 7, 2010. See the June Information Statement under the heading "COMMONWEALTH REVENUES AND EXPENDITURES – Tax Revenue Forecasting."

### Fiscal 2011

On June 30, 2010 the Governor approved the fiscal 2011 budget, which totaled \$27.570 billion. The Governor vetoed approximately \$457 million from the budget that was enacted by the Legislature. Such vetoes included \$372 million of appropriations funded from additional federal Medicaid matching funds (FMAP) that were assumed in the budget, but which the United States Congress had not yet approved. (As described below, the FMAP extension legislation was subsequently approved.) A six-month extension of the enhanced FMAP rate was anticipated in the Governor's fiscal 2011 budget proposals filed in January, as well as in both the House and Senate versions of the budget. See the June Information Statement under the heading "FISCAL 2010 AND FISCAL 2011 – Fiscal 2011 Budget Proposals." In addition, the budget enacted by the Legislature included \$54 million in anticipated federal assistance for needy families that has not yet been approved by Congress. The budget enacted by the Legislature also included approximately \$17 million in Lottery revenues in excess of revenue projections given by the State Lottery Commission. The Governor has vetoed certain funding in the fiscal 2011 budget to solve for these anticipated exposures.

The fiscal 2011 budget includes a \$100 million withdrawal from the Stabilization Fund, the use of fiscal 2011 interest earnings on the Stabilization Fund and an additional \$95 million in savings by suspending the statutory carryover of the General Fund balance into fiscal 2010. Taking all that into account, the Stabilization Fund is projected to have a \$556 million balance at the end of fiscal 2011. The fiscal 2011 budget also relies on \$809 million in remaining available federal funds under the American Recovery and Reinvestment Act of 2009.

On August 5, 2010, the Governor signed into law legislation relating to economic development that includes four sets of provisions affecting tax revenues:

- The legislation extends the net operating loss carry-forward period for specified categories of taxpayers (generally including business corporations but not financial institutions or utility corporations) filing under the corporate excise tax from five years to 20 years, for losses sustained in tax years beginning in calendar year 2010. The Department of Revenue estimates that the static revenue loss under this provision will be approximately \$4.7 million in fiscal 2016, \$12.6 million in fiscal 2017, \$19.8 million in fiscal 2018, \$25.5 million in fiscal 2019, and \$30.3 million in fiscal 2020. The Department of Revenue estimates that the static revenue loss under this provision will increase annually until the tax law change is fully phased in by fiscal 2031, at which point the annual revenue loss will be approximately \$92.2 million.
- The legislation institutes a reduced 3% capital gains tax rate under the individual income tax for sale of investments in certain Massachusetts-based start-ups. The new rate takes effect for tax years beginning on or after January 1, 2011 with respect to investments in corporations incorporated on or after January 1, 2011, but a three-year holding period is required. The Department of Revenue estimates that this provision will result in a static revenue loss of \$0.1 million in fiscal 2014, \$0.7 million in fiscal 2015, \$2.3 million in fiscal 2016, \$4.0 million in fiscal 2017, and \$5.7 million in fiscal 2018. The Department of Revenue estimates that the static revenue loss under this provision will increase annually until fiscal 2022, at which point the annual revenue loss will be approximately \$13.5 million.
- The legislation provides for the exclusion of income of a non-U.S. corporation from a "water's edge" combined report under the corporate excise tax if the income is not subject to U.S. federal income tax by reason of an exemption in a federal bi-lateral treaty, effective for tax years beginning January 1, 2009. Other income of a non-U.S. corporation that is derived from U.S. sources (as well as income effectively connected with a U.S. trade or business) would continue to be included in the combined group's Massachusetts income tax base in accordance with the combined reporting statute and regulations, including in situations where a federal treaty reduces the federal tax rate on such income but does not completely exempt the income from tax. The Department of Revenue estimates that this provision will result in a revenue reduction or revenue forgone of up to approximately \$28 million annually, with a potentially larger revenue loss in fiscal 2011 due to the retroactive nature of the change. See the June Information Statement under the heading "COMMONWEALTH REVENUES AND EXPENDITURES State Taxes; *Corporate Tax Reform.*"
- The legislation established a sales tax holiday on August 14-15, 2010. All non-business retail sales of \$2,500 or less were exempt from the Massachusetts sales tax, excluding telecommunications services, motor vehicles, meals, utilities, motor boats, and tobacco products. The Department of Revenue estimates that the sales tax holiday will result in a static revenue loss of approximately \$20 million in fiscal 2011. See the June Information Statement under the heading "COMMONWEALTH REVENUES AND EXPENDITURES State Taxes ; *Sales and Use Tax.*"

On August 10, 2010, the President signed a \$26 billion state-aid package that would provide additional federal funding to the states for Medicaid and teachers' pay. This measure extends the FMAP rate originally set to expire December 31, 2010 to June 30, 2011, which is expected to provide approximately \$449 million in additional Medicaid reimbursement to the Commonwealth. The state-aid package is also expected to provide approximately \$204 million to the Commonwealth to retain or hire teachers at local school districts.

On September 8, 2010, the Commonwealth novated its swap agreement with Ambac Financial Services, LLC initially entered into with respect to the Commonwealth's General Obligation Refunding Bonds, 1997 Series B. As part of the novation, Ambac Financial Services, LLC transferred all of its rights, liabilities, duties and obligations with respect to such swap to SMBC Capital Markets, Inc. The Commonwealth pays a fixed rate of 4.659% to SMBC and SMBC pays the Commonwealth a variable rate equal to the SIFMA Index.

On October 15, 2010 the Governor approved supplemental budget legislation that included approximately \$419 million in supplemental appropriations in order to preserve program funding for safety net services and public safety functions. This additional funding was supported with \$399 million of the \$449 million in estimated

additional federal revenues to be provided to the Commonwealth in fiscal 2011 from the August 2010 extension of the FMAP rate through June 30, 2011. This leaves \$50 million in such revenues currently unexpended. The legislation also eliminated the planned fiscal 2011 withdrawal of \$100 million from the Stabilization Fund and authorized the Secretary of Administration and Finance to forego the use of approximately \$95 million in additional reserves assumed from the suspension of the "statutory carry forward" in fiscal 2011. The Secretary of Administration and Finance to use the \$95 million in reserves in fiscal 2011. Of the \$419 million in supplemental funding, approximately \$327 million was provided for the MassHealth program. The Commonwealth receives additional federal Medicaid reimbursements for these expenditures, leaving the "net" total amount of supplemental funding at approximately \$203 million.

Taking into account all appropriations to date, all cost and revenue exposures, and all anticipated savings and unbudgeted revenue, the Executive Office for Administration and Finance projects that the Commonwealth's fiscal 2011 budget is in balance. The Executive Office for Administration and Finance's current projection for fiscal 2011 assumes that there could be up to \$500 million in "gross" additional appropriations (up to \$277 million of which would require state funding). These additional appropriations, to the extent necessary, will be funded from existing resources, and would possibly be needed as a result of increased utilization in certain case-load driven accounts, including the MassHealth program, the emergency assistance shelter program and the Commonwealth's public defender program. The Executive Office for Administration and Finance is working with the relevant state agencies to manage and mitigate these cost pressures to the greatest extent possible.

Preliminary tax revenues for the first four months of fiscal 2011, ended October 31, 2010, totaled approximately \$6.096 billion, an increase of approximately \$557.9 million, or 10.1%, over the same period in fiscal 2010. The following table shows the tax collections for the first four months of fiscal 2011 and the change from tax collections in the same period in the prior year, both in dollars and as a percentage. The table also notes the amount of tax collections in the same month that are dedicated to the MBTA and the MSBA.

### **Fiscal 2011 Tax Collections (in millions)(1)**

|              |                    |                |              |                |                | Tax              |
|--------------|--------------------|----------------|--------------|----------------|----------------|------------------|
|              |                    |                |              |                |                | Collections:     |
|              |                    |                |              |                |                | Net of MBTA      |
|              | Tax                | Change from    | Percentage   | MBTA           | MSBA           | and              |
| <u>Month</u> | <b>Collections</b> | Prior Year     | Change       | Portion(3)     | <b>Portion</b> | <b>MSBA</b>      |
| July         | \$1,352.7          | \$102.1        | 8.2%         | \$ 60.3        | \$ 60.3        | \$1,232.1        |
| August       | 1,385.6            | 89.1           | 6.9          | 55.3           | 55.2           | 1,275.0          |
| September    | 2,015.1            | 249.2          | 14.1         | 76.2           | 51.9           | 1,887.1          |
| October      | 1,342.3            | <u>117.4</u>   | <u>9.6</u>   | <u>55.3</u>    | <u>55.3</u>    | 1,231.7          |
| Total (2)    | <u>\$ 6,095.7</u>  | <u>\$557.9</u> | <u>10.1%</u> | <u>\$247.1</u> | <u>\$222.8</u> | <u>\$5,625.8</u> |

SOURCE: Executive Office for Administration and Finance.

(1) Figures are preliminary.

(2) Totals may not add due to rounding.

(3) Includes adjustments of \$24.3 million on account of the first quarter.

The year-to-date tax revenue increase of approximately \$557.9 million through October 31, 2010 from the same period in fiscal 2010 is attributable in large part to an increase of approximately \$169.5 million, or 6.2%, in withholding collections, an increase of approximately \$44.2 million, or 11.7%, in income estimated payments, a decrease of approximately \$52.0 million, or 24.9%, in income refunds, an increase of approximately \$216.5 million, or 14.7%, in sales and use tax collections, and an increase of approximately \$87.4 million, or 19.8%, in corporate and business tax collections. Preliminary year-to-date fiscal 2011 tax collections (through October) were approximately \$414 million above the benchmark estimate, which is based on the fiscal 2011 tax revenue estimate of \$19.078 billion (which is equal to the \$19.050 billion consensus estimate plus \$48 million in fiscal 2011 tax initiatives authorized in the fiscal 2011 general appropriations act and less \$20 million in the estimated sales tax revenue loss resulting from the August sales tax holiday). See the June Information Statement under the heading "COMMONWEALTH REVENUES AND EXPENDITURES – Tax Revenue Forecasting; *Fiscal 2011.*"

### **Cash Flow**

On August 31, 2010, the State Treasurer and the Secretary of Administration and Finance released cash flow statements for fiscal 2010 and fiscal 2011. Fiscal 2010 ended with an overall increase in the non-segregated cash balance from \$805.3 million to \$844.2 million, as compared to a projection of \$860.2 million in the June 3, 2010 cash flow forecast. See the June Information Statement under the heading "FISCAL 2010 AND FISCAL 2011 – Cash Flow."

The fiscal 2011 cash flow statement is based upon the fiscal 2011 budget signed on June 30, 2010 (including the value of all vetoes and subsequent overrides), all supplemental appropriations filed, enacted or anticipated, and all prior appropriations continued into fiscal 2011, but does not include approximately \$653.0 million in additional federal aid expected as a result of the federal state-aid package. See "RECENT DEVELOPMENTS – Fiscal 2011" herein.

The Commonwealth's five-year capital investment plan, which is reviewed annually, calls for approximately \$2.215 billion of bonds to be issued in fiscal 2011. This amount includes \$1.625 billion in general obligation bonds issued under the bond cap and \$590.0 million of borrowing for the accelerated bridge program (which includes \$300 million of borrowing for the program carried over from prior fiscal years, as well as \$290 million in borrowing for fiscal 2011). Prior year spending of \$200 million under the accelerated bridge program bond authorization was temporarily financed with general obligation bond anticipation notes issued in July, 2010. Such notes are expected to be retired with a portion of proceeds of accelerated bridge program bonds expected to be issued in the fall of 2010. See the June Information Statement under the headings "LONG-TERM LIABILITIES – Special Obligation Debt; *Commonwealth Transportation Fund*," "LONG-TERM LIABILITIES – Federal Grant Anticipation Notes" and "COMMONWEALTH CAPITAL INVESTMENT PLAN." The information contained in the August 31, 2010 cash flow statement does not reflect the information contained in the five-year capital investment plan recently released by the Executive Office for Administration and Finance. See "COMMONWEALTH CAPITAL INVESTMENT PLAN" herein.

On August 26, 2010 the State Treasurer issued \$358 million in general obligation bonds under the bond cap and \$1.2 billion in revenue anticipation notes to support the state's cash flow. The revenue anticipation notes are scheduled to mature in late April, 2011, late May, 2011 and late June, 2011. The State Treasurer also issued general obligation refunding bonds on July 29, 2010 (approximately \$120.4 million) and September 15, 2010 (approximately \$165.6 million) to refund certain Commonwealth bonds that matured on August 1, 2010, October 1, 2010 and November 1, 2010, pursuant to special legislation enacted in conjunction with the fiscal 2011 budget. Both series of refunding bonds were sold on July 23, 2010. The refunding bonds mature in 2014 and 2015.

The next cash flow statement is expected to be released on or about November 30, 2010.

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# Overview of Fiscal 2010 Non-Segregated Operating Cash Flow (in millions) (1) (as of August 31, 2010)

|   | (as of August 31, 2010) |                        |                        |              |                          |                        |                          |              |                            |                        |              |                          |              |                  |
|---|-------------------------|------------------------|------------------------|--------------|--------------------------|------------------------|--------------------------|--------------|----------------------------|------------------------|--------------|--------------------------|--------------|------------------|
|   |                         | T.,1                   | 4.000                  | Son          | Oct                      | Nov                    | Dee                      | Ion          | Esh                        | Mor                    | 4            | More                     |              | Total FY<br>2010 |
| On online New Second and One meting Cook Belance  | \$                      | <u>Jul</u><br>805.3 \$ | <u>Aug</u><br>581.8 \$ | <u>Sep</u>   | <u>Oct</u><br>1,033.1 \$ | <u>Nov</u><br>703.4 \$ | <u>Dec</u><br>5 529.2 \$ | Jan          | <u>Feb</u><br>5 1,271.7 \$ | <u>Mar</u><br>988.4 \$ | <u>Apr</u>   | <u>May</u><br>1,335.9 \$ | <u>June</u>  |                  |
| Opening Non-Segregated Operating Cash Balance   | Ф                       | 80 <i>3</i> .5 \$      | J01.0 \$               | 037.7 \$     | 1,055.1 \$               | 705.4 ¢                | ) 329.2 \$               | 890.0 4      | 5 1,2/1./ \$               | 900.4 J                | 091.4 J      | 1,555.9 \$               | 1,515.1 \$   | 805.5            |
| Operating Activities:   |                         |                        |                        |              |                          |                        |                          |              |                            |                        |              |                          |              |                  |
| Budgetary Funds:  |                         | 0.0                    | 100.0                  | 0.0          | 0.0                      | 0.0                    | 41.0                     | 0.0          | 0.0                        | 0.4                    | (10.0)       | 0.0                      | 0.0          | 100 5            |
| Transfer from/(to) Stabilization Fund   |                         | 0.0                    | 199.0                  | 0.0          | 0.0                      | 0.0                    | 41.2                     | 0.0          | 0.9                        | 0.4                    | (49.0)       | 0.0                      | 0.0          | 192.5            |
| Total Budgetary Revenue/Inflows   |                         | 1,949.0                | 2,435.1                | 2,852.1      | 2,294.5                  | 2,123.1                | 3,070.8                  | 2,927.6      | 2,245.9                    | 3,236.9                | 3,111.3      | 3,024.4                  | 2,123.0      | 31,393.6         |
| Total Budgetary Expenditures/Outflows   |                         |                        | 2,252.4                | 3,042.8      | 2,300.9                  | 2,115.7                | 2,931.6                  | 1,954.4      | 2,237.2                    | 3,295.5                | 2,206.3      | 1,958.6                  | 2,688.8      | 29,284.8         |
| Net Budgetary Funds<br>Non Budgetary Funds (Non Budgetary, Higher Ed<br>and Trust Funds): |                         | (351.5)                | 182.6                  | (190.7)      | (6.4)                    | 7.4                    | 139.1                    | 973.2        | 8.7                        | (58.7)                 | 905.0        | 1,065.9                  | (565.8)      | 2,108.8          |
| Total Non Budgetary Revenue/Inflows   |                         | 762.0                  | 642.6                  | 736.8        | 701.0                    | 774.2                  | 526.6                    | 431.8        | 715.0                      | 759.3                  | 844.0        | 514.8                    | 1,708.6      | 9,116.7          |
| Total Non Budgetary Expenditures/Outflows   |                         | 842.0                  | 806.8                  | 1,167.9      | 777.1                    | 879.6                  | 973.9                    | 866.7        | 1,005.0                    | 1,019.1                | 887.7        | 815.1                    | 1,173.7      | 11,214.6         |
| Net Non Budgetary Funds<br>Net Undesignated Revenue/Inflows and                           |                         | (80.0)                 | (164.2)                | (431.2)      | (76.0)                   | (105.4)                | (447.2)                  | (435.0)      | (290.0)                    | (259.8)                | (43.7)       | (300.2)                  | 534.9        | (2,097.9)        |
| Expenditures/Outflows   |                         | <u>0.5</u>             | <u>3.2</u>             | <u>0.7</u>   | <u>2.2</u>               | <u>1.6</u>             | <u>1.5</u>               | <u>9.7</u>   | <u>1.6</u>                 | <u>1.6</u>             | <u>1.5</u>   | <u>1.3</u>               | <u>17.7</u>  | <u>43.1</u>      |
| Net Operating Activities  | \$                      | (431.1) \$             | 21.6 \$                | (621.2) \$   | (80.3) \$                | (96.5) \$              | <b>6 (306.6)</b> \$      | 547.9 8      | \$ (279.7) \$              | (316.8) \$             | 862.9 \$     | 766.9 \$                 | (13.2) \$    | 54.0             |
| Federal Grants:   |                         |                        |                        |              |                          |                        |                          |              |                            |                        |              |                          |              |                  |
| Total Federal Grants Revenue/Inflows  |                         | 611.2                  | 174.1                  | 161.3        | 159.8                    | 209.7                  | 270.4                    | 233.5        | 87.9                       | 345.9                  | 392.9        | 302.1                    | 352.4        | 3,301.3          |
| Total Federal Grants Expenditures/Outflows  |                         | 202.0                  | <u>218.0</u>           | <u>165.8</u> | <u>178.2</u>             | <u>217.1</u>           | <u>287.3</u>             | <u>218.0</u> | <u>250.3</u>               | <u>313.1</u>           | <u>293.7</u> | <u>326.6</u>             | <u>334.1</u> | <u>3,004.2</u>   |
| Net Federal Grants  | \$                      | 409.1 \$               | (43.9) \$              | (4.4) \$     | (18.4) \$                | (7.4) \$               | <b>5</b> (16.9) \$       | 15.5 8       | \$ (162.5) \$              | 32.8 \$                | 99.3 \$      | (24.5) \$                | 18.3 \$      | 297.1            |
| Capital Funds:  |                         |                        |                        |              |                          |                        |                          |              |                            |                        |              |                          |              |                  |
| Total Capital Revenue/Inflows   |                         | 70.0                   | 238.3                  | 172.9        | 40.1                     | 105.6                  | 798.6                    | 3.5          | 302.6                      | 206.7                  | 2.1          | 316.1                    | 85.0         | 2,341.6          |
| Total Capital Expenditures/Outflows:  |                         | <u>271.6</u>           | <u>260.0</u>           | <u>269.6</u> | <u>271.1</u>             | <u>175.9</u>           | <u>244.4</u>             | <u>185.2</u> | <u>143.7</u>               | <u>169.7</u>           | <u>163.8</u> | <u>164.4</u>             | <u>324.9</u> | 2,644.3          |
| Net Capital Funds   | \$                      | (201.6) \$             | (21.7) \$              | (96.7) \$    | (231.0) \$               | (70.3) \$              | 554.2 \$                 | (181.7) \$   | 5 159.0 \$                 | 37.0 \$                | (161.6) \$   | 151.7 \$                 | (239.8) \$   | (302.7)          |
| Financing Activities:   |                         |                        |                        |              |                          |                        |                          |              |                            |                        |              |                          |              |                  |
| Cash Flow Financing Activities Inflows:   |                         |                        |                        |              |                          |                        |                          |              |                            |                        |              |                          |              |                  |
| Commercial Paper  |                         | 0.0                    | 300.0                  | 0.0          | 0.0                      | 0.0                    | 430.0                    | 0.0          | 0.0                        | 150.0                  | 0.0          | 0.0                      | 0.0          | 880.0            |
| Revenue Anticipation Notes (RANS)   |                         | 0.0                    | 0.0                    | 1,217.9      | 0.0                      | 0.0                    | 0.0                      | 0.0          | 0.0                        | 0.0                    | 0.0          | 0.0                      | 0.0          | 1,217.9          |
| Total Cash Flow Financing Activities Inflows  |                         | 0.0                    | 300.0                  | 1,217.9      | 0.0                      | 0.0                    | 430.0                    | 0.0          | 0.0                        | 150.0                  | 0.0          | 0.0                      | 0.0          | 2,097.9          |
| Cash Flow Financing Activities Outflows:  |                         |                        |                        |              |                          |                        |                          |              |                            |                        |              |                          |              |                  |
| Commercial Paper – (Principal + Interest)   |                         | 0.0                    | 0.0                    | 300.2        | 0.0                      | 0.0                    | 300.0                    | 0.0          | 0.0                        | 0.0                    | 0.7          | 280.0                    | 0.0          | 881.0            |
| RANS - (Principal + Interest)   |                         | 0.0                    | 0.0                    | 0.0          | 0.0                      | 0.0                    | 0.0                      | 0.0          | 0.0                        | 0.0                    | 355.3        | 435.0                    | 436.0        | 1,226.3          |
| Total Cash Flow Financing Activities Outflows   |                         | 0.0                    | 0.0                    | 300.2        | 0.0                      | 0.0                    | 300.0                    | <u>0.0</u>   | 0.0                        | 0.0                    | 356.0        | 715.0                    | 436.0        | 2,107.3          |
| Net Financing Activities  | \$                      | 0.0 \$                 | 300.0 \$               | 917.7 \$     | 0.0 \$                   | (0.0) \$               | 130.0 \$                 | (0.0) \$     | § (0.0) \$                 | 150.0 \$               | (356.0) \$   | (715.0) \$               | (436.0) \$   | (9.4)            |
| Ending Non-Segregated Operating Cash Balance  | \$                      | 581.8 \$               | 837.7 \$               | 1,033.1 \$   | 703.4 \$                 | 529.2 \$               | 890.0 \$                 | 1,271.7 \$   | <b>5 988.4</b> \$          | 891.4 \$               | 1,335.9 \$   | 1,515.1 \$               | 844.3 \$     | 844.3            |

SOURCE: Office of the Treasurer and Receiver-General.

(1) Totals may not add due to rounding.

# Overview of Fiscal 2011 Non-Segregated Operating Cash Flow (in millions) (1) (as of August 31, 2010)

|   | (as of August 51, 2010) |                                |                              |                           |                           |                              |                              |                               | Total FY                 |                          |                               |                              |                          |                              |
|---|-------------------------|--------------------------------|------------------------------|---------------------------|---------------------------|------------------------------|------------------------------|-------------------------------|--------------------------|--------------------------|-------------------------------|------------------------------|--------------------------|------------------------------|
|   |                         | Jul                            | Aug (2)                      | Sep (2)                   | Oct (2)                   | Nov (2)                      | <b>Dec</b> (2)               | Jan (2)                       | Feb (2)                  | Mar (2)                  | Apr (2)                       | May (2)                      | June (2)                 | 2011(2)                      |
| <b>Opening Non-Segregated Operating Cash Balance</b>                                      | \$                      |                                |                              |                           |                           |                              | \$ 1,264.5 \$                |                               | 1,213.0 \$               |                          |                               |                              |                          |                              |
| Operating Activities:   |                         |                                |                              |                           |                           |                              |                              |                               |                          |                          |                               |                              |                          |                              |
| Budgetary Funds:  |                         |                                |                              |                           |                           |                              |                              |                               |                          |                          |                               |                              |                          |                              |
| Transfer from/(to) Stabilization Fund   |                         | 0.0                            | 0.0                          | 0.0                       | 0.0                       | 0.0                          | 0.0                          | 0.0                           | 0.0                      | 100.0                    | 0.0                           | 0.0                          | 0.0                      | 100.0                        |
| Total Budgetary Revenue/Inflows   |                         | 2,599.9                        | 2,446.7                      | 2,852.3                   | 2,297.5                   | 2,334.0                      | 2,890.3                      | 2,954.0                       | 2,206.1                  | 3,246.2                  | 3,324.5                       | 2,831.7                      | 3,288.1                  | 33,271.2                     |
| Total Budgetary Expenditures/Outflows   |                         | 2,267.9                        | 2,342.2                      | 3,395.6                   | 2,425.6                   | 2,488.0                      | 3,199.4                      | 2,410.1                       | 2,374.6                  | 3,430.2                  | 2,265.4                       | 2,055.0                      | 2,861.2                  | 31,515.2                     |
| Net Budgetary Funds<br>Non Budgetary Funds (Non Budgetary, Higher Ed<br>and Trust Funds): |                         | 332.0                          | 104.5                        | (543.4)                   | (128.1)                   | (154.0)                      | (309.1)                      | 543.9                         | (168.5)                  | (184.0)                  | 1,059.1                       | 776.7                        | 426.9                    | 1,756.0                      |
| Total Non Budgetary Revenue/Inflows   |                         | 425.2                          | 758.1                        | 905.1                     | 645.5                     | 665.8                        | 759.2                        | 705.6                         | 601.6                    | 673.6                    | 605.0                         | 574.5                        | 635.5                    | 7,954.8                      |
| Total Non Budgetary Expenditures/Outflows   |                         | 935.1                          | 784.7                        | 1,131.1                   | 711.1                     | 752.4                        | 946.2                        | 845.6                         | 811.8                    | 981.9                    | 855.4                         | 797.5                        | 903.5                    | 10,456.6                     |
| Net Non Budgetary Funds<br>Net Undesignated Revenue/Inflows and                           |                         | (509.9)                        | (26.6)                       | (226.0)                   | (65.6)                    | (86.6)                       | (186.9)                      | (140.0)                       | (210.3)                  | (308.4)                  | (250.4)                       | (223.0)                      | (268.1)                  | (2,501.7)                    |
| Expenditures/Outflows   | ¢                       | <u>0.4</u>                     | <u>1.0</u>                   | <u>1.0</u>                | <u>1.0</u>                | <u>1.0</u>                   | <u>1.0</u>                   | <u>1.0</u>                    | <u>1.0</u>               | <u>1.0</u>               | <u>1.0</u>                    | <u>1.0</u>                   | <u>1.0</u>               | <u>11.4</u>                  |
| Net Operating Activities  | >                       | (177.5) \$                     | 79.0 \$                      | 6 (768.4) \$              | (192.7) \$                | (239.5) 3                    | \$ (495.1) \$                | 405.0 \$                      | (377.8) \$               | (491.4) \$               | 809.7 \$                      | 554.6 \$                     | 159.9 \$                 | (734.3)                      |
| Federal Grants:   |                         | 077.0                          | 105.0                        | 105.0                     | 100.0                     | 225.0                        | 279.0                        | 255.0                         | 221.0                    | 221.0                    | 225.0                         | 225.0                        | 275.0                    | 0 700 0                      |
| Total Federal Grants Revenue/Inflows  |                         | 277.8                          | 195.0                        | 195.0                     | 190.0                     | 225.0                        | 278.0                        | 255.0                         | 221.0                    | 221.0                    | 235.0                         | 225.0                        | 275.0                    | 2,792.8                      |
| Total Federal Grants Expenditures/Outflows<br>Net Federal Grants                          | \$                      | <u>230.2</u><br><b>47.6 \$</b> | <u>200.8</u><br>(5.8) \$     | <u>206.1</u><br>(11.1) \$ | <u>214.0</u><br>(24.0) \$ | <u>224.5</u><br>0.5 S        | <u>278.3</u><br>(0.3) \$     | <u>254.5</u><br><b>0.5</b> \$ | <u>222.5</u><br>(1.5) \$ | <u>222.5</u><br>(4.2) \$ | <u>230.9</u><br><b>4.1 \$</b> | <u>223.5</u><br>1.5 \$       | <u>281.0</u><br>(6.0) \$ | <u>2,791.5</u><br><b>1.3</b> |
| Capital Funds:  | Φ                       | 47.0 <b>p</b>                  | ( <b>5.0</b> ) <b>p</b>      | ) (11.1) ð                | (2 <b>4.</b> 0) Ţ         | 0.5                          | p (0.3) ş                    | U.S \$                        | (1.5) \$                 | ( <b>4.</b> 2) Ţ         | <b>4.1</b> Ø                  | 1.5 <b>p</b>                 | (0.0) ş                  | 1.5                          |
| Total Capital Revenue/Inflows   |                         | 422.1                          | 425.1                        | 265.1                     | 358.0                     | 241.0                        | 291.3                        | 253.8                         | 181.8                    | 191.7                    | 194.8                         | 179.4                        | 374.8                    | 3,378.9                      |
| Total Capital Expenditures/Outflows:  |                         | <u>422.1</u><br><u>254.3</u>   | <u>425.1</u><br><u>236.2</u> | 261.1                     | <u>219.1</u>              | <u>241.0</u><br><u>228.6</u> | <u>291.3</u><br><u>266.6</u> | <u>233.8</u><br><u>240.1</u>  | 166.2                    | <u>175.9</u>             | 194.8                         | <u>179.4</u><br><u>244.0</u> | <u>302.2</u>             | <u>2,754.3</u>               |
| Net Capital Funds   | \$                      | <u>254.5</u><br>167.8 \$       | <u>188.9</u> \$              |                           | <u>139.0</u> \$           |                              |                              |                               | <u>100.2</u><br>15.6 \$  | <u>175.9</u><br>15.8 \$  | <u>100.1</u><br>34.7 \$       |                              | <u>502.2</u><br>72.6 \$  |                              |
| Financing Activities:   | Ψ                       | 107.0 φ                        | 100.2 φ                      |                           | 157.0 φ                   | 12.7 4                       | γ 24.7 φ                     | 13.7 φ                        | 10.0 φ                   | 10.0 φ                   | <b>υπ</b> η φ                 | (04.0) φ                     | 72.0 φ                   | 024.7                        |
| Cash Flow Financing Activities Inflows:   |                         |                                |                              |                           |                           |                              |                              |                               |                          |                          |                               |                              |                          |                              |
| Commercial Paper  |                         | 200.0                          | 0.0                          | 0.0                       | 0.0                       | 0.0                          | 0.0                          | 0.0                           | 0.0                      | 0.0                      | 0.0                           | 0.0                          | 0.0                      | 200.0                        |
| Revenue Anticipation Notes (RANS)   |                         | 0.0                            | 1.200.0                      | 0.0                       | 0.0                       | 0.0                          | 0.0                          | 0.0                           | 0.0                      | 0.0                      | 0.0                           | 0.0                          | 0.0                      | 1,200.0                      |
| Total Cash Flow Financing Activities Inflows  |                         | 200.0                          | 1.200.0                      | 0.0                       | 0.0                       | 0.0                          | 0.0                          | 0.0                           | 0.0                      | 0.0                      | 0.0                           | 0.0                          | 0.0                      | 1,400.0                      |
| Cash Flow Financing Activities Outflows:  |                         |                                | ,                            |                           |                           |                              |                              |                               |                          |                          |                               |                              |                          | ,                            |
| Commercial Paper – (Principal + Interest)   |                         | 0.0                            | 0.0                          | 0.0                       | 200.0                     | 0.0                          | 0.0                          | 0.0                           | 0.0                      | 0.0                      | 0.0                           | 0.0                          | 0.0                      | 200.0                        |
| RANS – (Principal + Interest)   |                         | 0.0                            | 0.0                          | 0.0                       | 0.0                       | 0.0                          | 0.0                          | 0.0                           | 0.0                      | 0.0                      | 350.0                         | 425.0                        | 425.0                    | 1,200.0                      |
| Total Cash Flow Financing Activities Outflows   |                         | 0.0                            | 0.0                          | 0.0                       | 200.0                     | 0.0                          | 0.0                          | 0.0                           | 0.0                      | 0.0                      | 350.0                         | 425.0                        | 425.0                    | 1,400.0                      |
| Net Financing Activities  | \$                      | 200.0 \$                       | 1,200.0 \$                   | 0.0 \$                    | (200.0) \$                | 0.0                          | 5                            | 0.0 \$                        | 0.0 \$                   | 0.0 \$                   | (350.0) \$                    | (425.0) \$                   | (425.0) \$               | 0.0                          |
| Ending Non-Segregated Operating Cash Balance  | \$                      | 1,082.2 \$                     | 2,544.3 \$                   | 1,768.9 \$                | 1,491.1 \$                | 1,264.5 \$                   | \$ 793.8 \$                  | 1,213.0 \$                    | 849.3 \$                 | 369.5 \$                 | 868.0 \$                      | 934.5 \$                     | 735.9 \$                 | 735.9                        |

SOURCE: Office of the Treasurer and Receiver-General.

Totals may not add due to rounding.
 Figures are estimated.

### COMMONWEALTH REVENUES AND EXPENDITURES

In fiscal 2010, on a statutory basis, approximately 56.7% of the Commonwealth's budgeted operating revenues and other financing sources were derived from state taxes. In addition, the federal government provided approximately 28.2% of such revenues, with the remaining 15.1% provided from departmental revenues and transfers from non-budgeted funds.

### Statutory Basis Distribution of Budgetary Revenues and Expenditures

The following table sets forth the Commonwealth's revenues and expenditures for fiscal 2006 through fiscal 2010 and projected revenues and expenditures for fiscal 2011.

### **Budgeted Operating Funds – Statutory Basis (in millions)(1)**

|  | <u>Fiscal 2006</u> | <u>Fiscal 2007</u> | Fiscal 2008       | <u>Fiscal 2009</u> | <u>Fiscal 2010</u> | Projected<br><u>Fiscal 2011</u> |
|--|--------------------|--------------------|-------------------|--------------------|--------------------|---------------------------------|
| Beginning Fund Balances                      |                    |                    |                   |                    |                    |                                 |
| Reserved or Designated                       | \$ 355.6           | \$ 947.2           | \$ 351.3          | \$ 171.5           | \$ 68.9            | \$122.0                         |
| Bay State Competitiveness Investment         |                    |                    |                   |                    |                    |                                 |
| Fund   | -                  | -                  | 100.0             | -                  | -                  | -                               |
| Transitional Escrow Fund                     | 304.8              | -                  | -                 | -                  | -                  | -                               |
| Stabilization Fund                           | 1,728.4            | 2,154.7            | 2,335.0           | 2,119.2            | 841.3              | 669.8                           |
| Undesignated                                 | <u>98.4</u>        | <u>106.2</u>       | <u>114.7</u>      | <u>115.1</u>       | 106.4              | <u>111.3</u>                    |
| Total  | <u>2,487.2</u>     | <u>3,208.1</u>     | <u>2,901.0</u>    | <u>2,405.8</u>     | <u>1,016.5</u>     | <u>903.1</u>                    |
| Revenues and Other Sources                   |                    |                    |                   |                    |                    |                                 |
| Alcoholic Beverages                          | 68.9               | 71.0               | 71.2              | 71.9               | 71.0               | 71.6                            |
| Banks  | 349.9              | 340.9              | 547.8             | 242.6              | 234.9              | 69.2                            |
| Cigarettes                                   | 435.3              | 438.1              | 436.9             | 456.8              | 456.2              | 467.9                           |
| Corporations                                 | 1,390.7            | 1,587.6            | 1,512.2           | 1,548.6            | 1,600.3            | 1,396.9                         |
| Deeds  | 210.1              | 194.1              | 153.9             | 105.5              | 137.9              | 126.4                           |
| Income                                       | 10,483.4           | 11,399.6           | 12,483.8          | 10,583.7           | 10,110.3           | 10,704.1                        |
| Inheritance and Estate                       | 196.3              | 249.6              | 254.0             | 259.7              | 221.4              | 225.2                           |
| Insurance                                    | 448.5              | 418.6              | 417.7             | 356.7              | 330.0              | 341.0                           |
| Motor Fuel                                   | 671.8              | 676.1              | 672.2             | 654.0              | 654.6              | 663.0                           |
| Public Utilities                             | 118.5              | 178.3              | 120.2             | (1.7)              | (0.3)              | (0.3)                           |
| Room Occupancy                               | 105.8              | 111.1              | 119.2             | 109.5              | 101.6              | 99.5                            |
| Sales:                                       |                    |                    |                   |                    |                    |                                 |
| Regular                                      | 2,864.7            | 2,927.7            | 2,952.2           | 2,799.7            | 3,282.8            | 3,470.9                         |
| Meals  | 584.1              | 608.7              | 632.9             | 629.6              | 759.6              | 814.0                           |
| Motor Vehicles                               | 555.5              | <u>531.1</u>       | 501.6             | 439.3              | 569.3              | 612.2                           |
| Sub-Total–Sales                              | 4,004.3            | 4,067.5            | 4,086.7           | 3,868.6            | 4,611.7            | 4,897.1                         |
| Miscellaneous                                | <u>4.0</u>         | <u>3.8</u>         | <u>3.1</u>        | <u>3.3</u>         | <u>14.1</u>        | <u>16.3</u>                     |
| Total Tax Revenues (2)                       | <u>18,487.4</u>    | <u>19,736.3</u>    | <u>20,879.2</u>   | <u>18,259.5</u>    | <u>18,543.7</u>    | <u>19,078.0</u>                 |
| MBTA Transfer                                | (712.6)            | (734.0)            | (756.0)           | (767.1)            | (767.1)            | (767.1)                         |
| MSBA Transfer                                | (488.7)            | (557.4)            | (634.7)           | (702.3)            | (605.2)            | (653.3)                         |
| Total Budgeted Operating Tax                 |                    |                    |                   |                    |                    |                                 |
| Revenues                                     | <u>17,286.2</u>    | <u>18,444.9</u>    | <u>19,488.5</u>   | <u>16,790.0</u>    | <u>17,171.4</u>    | <u>17,657.0</u>                 |
| Federal Reimbursements                       | 5,210.1            | 6,167.6            | 6,429.5           | 8,250.9            | 8,548.8            | 9,121.9                         |
| Departmental and Other Revenues              | 2,094.3            | 2,218.4            | 2,355.9           | 2,326.2            | 2,800.9            | 2,933.6                         |
| Inter-fund Transfers from Non-               |                    |                    |                   |                    |                    |                                 |
| budgeted Funds and other sources (3)         | <u>1,714.9</u>     | <u>1,785.0</u>     | <u>2,039.3</u>    | <u>1,850.3</u>     | <u>1,788.8</u>     | 1,887.7                         |
| Budgeted Revenues and Other                  |                    |                    |                   |                    |                    |                                 |
| Sources                                      | 26,305.5           | 28,615.9           | 30,313.2          | 29,217.4           | 30,310.0           | 31,600.8                        |
| Inter-fund Transfers                         | <u>1,358.1</u>     | <u>552.9</u>       | 2,226.3           | <u>1,963.8</u>     | 770.8              | <u>398.3</u>                    |
| Total Budgeted Revenues and Other<br>Sources | <u>\$27,663.6</u>  | <u>\$29,168.8</u>  | <u>\$32,539.5</u> | <u>\$31,181.2</u>  | <u>\$31,080.8</u>  | <u>\$31,999.1</u>               |

|   | Fiscal 2006        | Fiscal 2007         | Fiscal 2008        | Figoal 2000      | Fiscal 2010        | Projected<br>Fiscal 2011 |
|---|--------------------|---------------------|--------------------|------------------|--------------------|--------------------------|
| Expenditures and Uses                       | <u>FISCAI 2000</u> | <u>F ISCAI 2007</u> | <u>FISCAI 2006</u> | Fiscal 2009      | <u>Fiscal 2010</u> | <u>FISCAI 2011</u>       |
| Direct Local Aid                            | \$4,430.0          | \$4,805.2           | \$5.040.5          | \$4,723.6        | \$4.837.4          | \$4,784.7                |
| Medicaid (4)                                | 6,852.5            | 7,550.4             | 8,246.3            | 8,679.2          | 9,287.6            | 10,238.3                 |
| Other Health and Human Services             | 4,433.6            | 4,625.3             | 4,796.5            | 4,828.3          | 4,616.6            | 4,655.4                  |
| Group Insurance                             | 963.7              | 1,022.3             | 852.5              | 973.1            | 1,063.8            | 1,246.1                  |
| Department of Elementary and                |                    | ,                   |                    |                  | ,                  | ,                        |
| Secondary Education                         | 408.6              | 459.0               | 485.8              | 495.9            | 358.1              | 422.4                    |
| Higher Education                            | 987.8              | 1,115.7             | 1,084.4            | 1,035.5          | 845.6              | 936.9                    |
| Department of Early Education and           |                    |                     |                    |                  |                    |                          |
| Care  | 387.1              | 507.1               | 549.9              | 560.3            | 513.5              | 510.3                    |
| Public Safety                               | 1,288.0            | 1,399.2             | 1,544.4            | 1,514.3          | 1,423.2            | 1,410.0                  |
| Energy and Environmental Affairs            | 202.0              | 238.5               | 227.1              | 215.9            | 202.2              | 189.7                    |
| Debt Service                                | 1,826.7            | 2,234.4             | 1,990.1            | 2,011.7          | 1,979.9            | 2,003.9                  |
| Post Employment Benefits (5)                | 1,274.7            | 1,335.2             | 1,398.6            | 1,314.4          | 1,748.6            | 1,838.8                  |
| Other Program Expenditures                  | 2,138.7            | <u>2,364.9</u>      | <u>2,414.1</u>     | <u>2,350.9</u>   | <u>2,509.0</u>     | <u>1,978.8</u>           |
| <b>Total - Programs and Services before</b> |                    |                     |                    |                  |                    |                          |
| transfers to Non-budgeted funds             | 25,193.4           | 27,657.2            | 28,630.2           | 28,703.1         | 29,384.5           | 30,215.3                 |
| Inter-fund Transfers to Non-budgeted        |                    |                     |                    |                  |                    |                          |
| Funds                                       |                    | <b>500</b> (        | 10150              | 0.05             |                    | <b>533</b> 0             |
| Commonwealth Care Trust Fund                | -                  | 722.1               | 1,045.9            | 987.6            | 631.7              | 722.0                    |
| State Retiree Benefit Trust Fund (5)        | -                  | -                   | 354.7              | 352.0            | -                  | -                        |
| Medical Assistance Trust Fund               | 70.0               | 364.0               | 376.7              | 374.0            | 313.3              | 640.6                    |
| Massachusetts Transportation Trust          |                    |                     |                    |                  |                    | 105.1                    |
| Fund<br>Other                               | 321.2              | - 179.6             | 400.9              | - 189.9          | - 04.1             | 195.1<br>175.0           |
| Total Inter-Fund Transfers to Non-          | <u>321.2</u>       | 1/9.0               | 400.9              | 189.9            | <u>94.1</u>        | 1/3.0                    |
| Budgeted Funds                              | 391.2              | 1,265.7             | 2,178.2            | 1,903.5          | 1,039.1            | 1,732.7                  |
| Dudgettu Funds                              | 571.2              | 1,205.7             | 2,170.2            | 1,705.5          | 1,057.1            | 1,752.7                  |
| Budgeted Expenditures and Other Uses        | <u>25,584.6</u>    | <u>28,922.9</u>     | <u>30,808.4</u>    | <u>30,606.6</u>  | <u>30,423.6</u>    | <u>31,948.0</u>          |
| Inter-fund Transfers                        | 1,358.1            | 553.0               | 2,226.3            | 1,963.8          | 770.8              | 398.3                    |
|   | 1,00011            | <u></u>             |                    | 1,70010          | 11010              | <u></u>                  |
| Total Budgeted Expenditures and             |                    |                     |                    |                  |                    |                          |
| Other Uses                                  | <u>26,942.7</u>    | <u>29,475.9</u>     | <u>33,034.7</u>    | <u>32,570.4</u>  | <u>31,194.4</u>    | <u>32,346.3</u>          |
| Excess (Deficiency) of Revenues and         |                    |                     |                    |                  |                    |                          |
| Other Sources Over Expenditures             |                    |                     |                    |                  |                    |                          |
| and Other Uses                              | 720.9              | (307.1)             | (495.2)            | (1,389.2)        | (113.6)            | (347.2)                  |
|   | 12015              | (00/11)             | (1)012)            | (1,00)(2)        | (11010)            | <u>(e 1112)</u>          |
| Ending Fund Balances                        |                    |                     |                    |                  |                    |                          |
| Reserved or Designated (6)                  | 947.2              | 351.3               | 171.5              | 68.9             | 122.0              | 10.8                     |
| Bay State Competitiveness Investment        |                    |                     |                    |                  |                    |                          |
| Fund  | -                  | 100.0               | -                  | -                | -                  | -                        |
| Transitional Escrow Fund                    | -                  | -                   | -                  | -                | -                  | -                        |
| Stabilization Fund                          | 2,154.7            | 2,335.0             | 2,119.2            | 841.3            | 669.8              | 669.8                    |
| Undesignated                                | 106.2              | 114.7               | 115.1              | 106.4            | <u>111.3</u>       | 120.0                    |
|   |                    |                     |                    |                  |                    |                          |
| Total                                       | <u>\$3,208.1</u>   | <u>\$2,901.0</u>    | <u>\$2,405.8</u>   | <u>\$1,016.6</u> | <u>\$903.1</u>     | <u>\$800.6</u>           |

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SOURCES: Fiscal 2006-2010, Office of the Comptroller; fiscal 2011, Executive Office for Administration and Finance.

(1) Totals may not add due to rounding.

(2) Fiscal 2011 Total Tax Revenues reflect the fiscal 2011 tax revenue estimate of \$19.078 billion (which is equal to the \$19.050 billion consensus estimate adjusted for the \$48 million in fiscal 2011 tax initiatives authorized in the fiscal 2011 general appropriations act and \$20 million in the estimated sales tax revenue loss resulting from the August sales tax holiday) and does not include the approximately \$414 million in fiscal 2011 year-to-date tax collections (through October) above the benchmark tax estimate or estimated tax revenue losss resulting from the removal of the sales tax on alcoholic beverages. See "RECENT DEVELOPMENTS – Fiscal 2011" and "COMMONWEALTH REVENUES AND EXPENDITURES – State Taxes herein.

(3) Inter-fund Transfers from Non-budgeted Funds and Other Sources include profits from the State Lottery, transfer of tobacco settlement funds to allow their expenditure, abandoned property proceeds as well as other inter-fund transfers.

(4) Excludes off-budget Medicaid spending in fiscal 2006 and fiscal 2007 estimated at \$292 million and \$290 million, respectively. Fiscal 2006 through fiscal 2010 include program administration.

(5) Starting in fiscal 2010 Post Employment Benefits include budgeted pension transfers and State Retiree Benefit Trust Fund.

(6) Consists largely of appropriations from previous years, authorized to be expended in current years.

#### **State Taxes**

On November 2, 2010, the initiative petition that would have reduced the sales and use tax rates to 3% was defeated by voters. However, the initiative petition to remove the sales tax on alcoholic beverages effective January 1, 2011 was passed by voters. The Department of Revenue estimates the tax revenue loss resulting from this change will be approximately \$46 million for fiscal 2011 and between \$105 million to \$116 million annually thereafter. See the June Information Statement under the heading "COMMONWEALTH REVENUES AND EXPENDITURES – State Taxes; *Sales and Use Tax.*"

### Federal and Other Non-Tax Revenues

*Lottery Revenues.* The Lottery's operating revenues for fiscal 2010 were \$989.7 million. The result was a surplus of \$55.4 million against the assumed \$934.3 billion budget to fund various commitments appropriated by the Legislature from the State Lottery Fund and Arts Lottery Fund, including Lottery administrative expenses, and \$758.8 million in appropriations for local aid to cities and towns, with the balance of \$55.4 million to be transferred to the General Fund for the general activities of the Commonwealth.

The fiscal 2011 budget assumes total transfers from the Lottery of \$986.8 million to fund various commitments appropriated by the Legislature from the State Lottery Fund and the Arts Lottery Fund, including Lottery administrative expenses, and \$812.2 million in appropriations for local aid to cities and towns, with the balance, if any, to be transferred to the General Fund for the general activities of the Commonwealth. For fiscal 2011, the State Lottery Commission is currently projecting net operating revenues of \$986.8 million to fund the assumed transfers.

#### **Employee Benefits**

*Pension.* As of January 1, 2010, the Massachusetts State Employees' Retirement System ("MSERS") had 85,839 active members and 52,486 retirees and beneficiaries, the Massachusetts Teachers' Retirement System ("MTRS") had 88,673 active members and 53,951 retired members and beneficiaries, and the Boston Teachers' Retirement System had 5,564 active members and 3,916 retired members and beneficiaries. Legislation approved in 2010 allows the \$12,000 base for annual cost-of-living allowance increases to be increased in multiples of \$1,000 for local systems by a majority vote of the local retirement board, subject to approval of the local legislative body. See the June Information Statement under the heading "COMMONWEALTH REVENUES AND EXPENDITURES – Employee Benefits; *Pension*."

Unfunded Actuarial Accrued Liability. On October 1, 2010, pursuant to Chapter 32 of the Massachusetts General Laws, the Public Employee Retirement Administration Commission (PERAC) released its actuarial valuation of the total pension obligation as of January 1, 2010. This valuation was based on the plan provisions in effect at the time and is based on member data and asset information as of December 31, 2009.

The unfunded actuarial accrued liability as of that date for the total obligation was approximately \$19.986 billion, including approximately \$5.843 billion for the MSERS, \$12.477 billion for the MTRS, \$1.364 billion for Boston Teachers and \$302 million for cost-of-living increases reimbursable to local systems. The valuation study estimated the total actuarial accrued liability as of January 1, 2010 to be approximately \$61.576 billion (comprised of \$24.862 billion for MSERS, \$33.739 billion for MTRS, \$2.672 billion for Boston Teachers and \$302 million for cost-of-living increases reimbursable to local systems). Total assets were valued on an actuarial basis at approximately \$41.590 billion based on a five-year average valuation method, which equaled 110% of the January 1, 2010 total asset market value. The valuation method was the same as the method used in the 2009 valuation. See the June Information Statement under the heading "COMMONWEALTH REVENUES AND EXPENDITURES – Employee Benefits; *Unfunded Actuarial Accrued Liability.*"

The following table shows the valuation of accrued liabilities and assets from 2006 through 2010:

### Pension Fund Valuation and Unfunded Accrued Liabilities (in millions)

|                 |                   |                 | Unfunded Acci      | rued Liabilities   |
|-----------------|-------------------|-----------------|--------------------|--------------------|
|                 | Total Actuarial   | Actuarial Value | Unfunded Actuarial | Market Value of    |
| Valuation Date  | Accrued Liability | of Assets(1)    | Liability(2)       | Unfunded Liability |
| January 1, 2006 | \$50,865          | \$36,377        | \$14,488           | \$11,844           |
| January 1, 2007 | 53,761            | 40,412          | 13,349             | 8,859              |
| January 1, 2008 | 56,637            | 44,532          | 12,105             | 7,402              |
| January 1, 2009 | 59,142            | 37,058          | 22,084             | 25,453             |
| January 1, 2010 | 61,576            | 41,589          | 19,986             | 23,767             |

SOURCE: Public Employee Retirement Administration Commission.

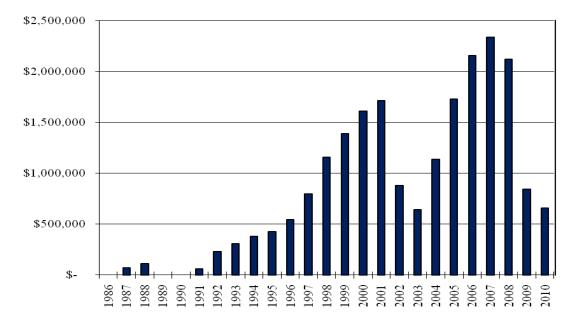
(1) Based on five-year average smoothing methodology.

(2) Based on actuarial valuation.

The Secretary of Administration and Finance will update the pension funding schedule as part of the development of the fiscal 2012 budget, taking into account the total fiscal and budgetary context as well as the need to responsibly address the Commonwealth's long-term liabilities.

### SELECTED FINANCIAL DATA

The following chart shows the Stabilization Fund balance from fiscal 1986 through fiscal 2010.



### Stabilization Fund Balance (in thousands)

SOURCE: Office of the Comptroller.

The following table shows the sources and uses of the Stabilization Fund during fiscal 2006 through fiscal 2010:

|  | <u>Fiscal 2006</u> | <u>Fiscal 2007</u> | Fiscal 2008        | <u>Fiscal 2009</u> | <u>Fiscal 2010</u> |
|--|--------------------|--------------------|--------------------|--------------------|--------------------|
| Beginning fund balances                  | \$1,728,355        | \$2,154,664        | \$2,335,021        | \$2,119,194        | \$841,344          |
| Revenues and Other Sources               |                    |                    |                    |                    |                    |
| Consolidated net surplus                 | 353,990            | 90,883             | -                  | 64,747             | 11,269             |
| Lottery transfer taxes                   | 4,204              | 2,680              | 2,243              | 2,436              | 1,982              |
| CA/T project cost recoveries             | -                  | -                  | -                  | -                  |                    |
| Investment income                        | 68,115             | 86,794             | 96,930             | 43,967             | 21,782             |
| Transfers due to fund consolidation      | -                  | -                  | -                  | -                  | -                  |
| Excess permissible tax revenue           | 20,000             | -                  | -                  | -                  | -                  |
| Transfer from Transitional Escrow Fund   |                    |                    |                    |                    |                    |
| <b>Total Revenues and Other Sources</b>  | 446,309            | 180,357            | <u>99,173</u>      | <u>111,150</u>     | 35,033             |
|  |                    |                    |                    |                    |                    |
| <b>Total Expenditures and Other Uses</b> | 20,000             |                    | 315,000            | 1,389,000          | 206,574            |
| Excess (Deficiency) of Revenues          |                    |                    |                    |                    |                    |
| and Other Sources Over                   |                    |                    |                    |                    |                    |
| Expenditures and Other Uses              | 426,309            | 180,357            | (215,827)          | (1,227,850)        | <u>(171,541)</u>   |
| Ending fund balances                     | \$2,154,664        | \$2,335,021        | <u>\$2,119,194</u> | <u>\$841,344</u>   | <u>669,803</u>     |
| Allowable Stabilization Fund Balance     | <u>\$3,945,820</u> | <u>\$4,292,382</u> | <u>\$4,546,976</u> | <u>\$4,382,687</u> | <u>4,546,502</u>   |

### Stabilization Fund Sources and Uses (in thousands)

SOURCE: Office of the Comptroller.

### LONG-TERM LIABILITIES

### **Contingent Liabilities**

Massachusetts Development Finance Agency. Under legislation approved by the Governor in August, 2010, the Massachusetts Development Finance Agency (MassDevelopment) is authorized to issue bonds for the benefit of nonprofit community hospitals and nonprofit community health centers. Such bonds are to be secured by capital reserve funds funded at the time of bond issuance in an amount equal to the maximum annual debt service on the bonds. The legislation provides that MassDevelopment is to notify the Governor if any such capital reserve fund needs to be replenished, and that the Legislature is to appropriate the amount necessary to restore the fund to its required level. The legislation contains no limit on the amount of such bonds that may be issued. Any project to be financed by such bonds must be approved by the Secretary of Health and Human Services, and any loan to a community hospital or community health center (and the issuance and terms of the related bonds) must be approved by the Secretary of Administration and Finance. If any such institution defaults on a loan, any moneys in the custody of the Commonwealth that are payable to the institution may be withheld by the Commonwealth and used to pay debt service or to replenish the applicable capital reserve fund. If, following a Commonwealth transfer to replenish a capital reserve fund, the applicable institution fails to reimburse the Commonwealth within six months, the Commonwealth may withhold funds payable to the institution, and all contracts issued by the Group Insurance Commission, the Commonwealth Health Insurance Connector Authority and MassHealth to a third party for the purposes of providing health care insurance paid for by the Commonwealth are to provide that the third party is to withhold payments to the institution and transfer the withheld amounts to the Commonwealth. If, following a Commonwealth transfer to replenish a capital reserve fund, the Commonwealth has not been fully reimbursed within one year, MassDevelopment would be required to reimburse the Commonwealth according to a schedule to be determined by the Secretary of Administration and Finance.

### COMMONWEALTH CAPITAL INVESTMENT PLAN

The Executive Office for Administration and Finance annually updates its five-year capital investment plan, including its debt affordability analysis. The five-year plan coordinates capital expenditures by state agencies and authorities that are funded primarily by Commonwealth debt and federal reimbursements. Beginning in fiscal 2009 and expected through fiscal 2013, capital funds are also provided pursuant to the American Recovery and Reinvestment Act of 2009.

The Executive Office for Administration and Finance sets an annual administrative limit on the amount of bond-funded capital expenditures. The purpose of the administrative limit, known as the "bond cap," is to keep Commonwealth debt within affordable levels.

In October 2010, the Governor released a five-year capital investment plan for fiscal 2011 through fiscal 2015, totaling nearly \$18 billion. With the release of the five-year capital investment plan, the Governor announced that the bond cap will be \$1.625 billion for fiscal 2011, plus \$140 million in unused bond cap from fiscal 2010 which has been carried forward to support spending in fiscal 2011. The bond cap for fiscal 2012 is projected to be \$1.750 billion, and is projected to increase by \$125 million in each subsequent fiscal year through fiscal 2015.

The bond cap determination is based on the debt affordability policy described in the updated debt affordability analysis. Under this policy, the Executive Office for Administration and Finance will set the annual borrowing limit at a level designed to keep debt service within 8% of budgeted revenues. For this purpose, debt service includes principal and interest payments on all general obligation debt, special obligation gas tax debt, interest on federal grant anticipation notes, general obligation contract assistance payment obligations and budgetary contract assistant payment obligations on certain capital lease financings. In addition, while the accelerated bridge program will be funded outside of the bond cap, the related debt service costs of the program have been fully accounted for under the debt affordability policy in setting the bond cap at the designated levels. However, when a project financed with debt payable by the Commonwealth directly or indirectly generates new state revenue that is applied to the payment of such debt, the Executive Office for Administration and Finance will exclude the debt, the related debt service payment obligations and the new revenue used to pay such obligations from the debt affordability analysis. For example, bonds issued by MassDevelopment and payable by the Commonwealth pursuant to the I-Cubed program or for the parkway at the former South Weymouth naval base are excluded from the bond cap, as the Commonwealth's payment liability with respect to such bonds is expected to be limited to the new state tax revenues generated from the private development supported by the infrastructure improvements financed by the such bonds.

For the purpose of the debt affordability analysis, budgeted revenue includes all Commonwealth taxes and other revenues available to pay Commonwealth operating expenses, including debt service, pensions and other budgetary obligations. It does not include off-budget revenues dedicated to the Massachusetts Bay Transportation Authority, the Massachusetts School Building Authority and the Massachusetts Convention Center Authority. The fiscal 2011 estimate was based on the adopted fiscal 2011 budget. For purposes of projecting budgeted revenue in future fiscal years, the compound annual growth rate in budgeted revenues from fiscal 2001 through 2011 of 2.75% was applied to fiscal 2012 revenues and to each year thereafter. This is consistent with the debt affordability policy, which states that projected increases to budgeted revenues will be the lesser of 3% or the actual compound annual growth rate over the last ten fiscal years.

In addition to keeping debt service within 8% of budgeted revenues, the debt management policy limits future annual growth in the bond cap for the regular capital program to not more than \$125 million. This additional constraint is designed to ensure that projected growth in the bond cap will be held to stable and sustainable levels. As noted above, the bond cap is expected to grow by \$125 million annually from fiscal 2012 through fiscal 2015.

The Executive Office for Administration and Finance will revisit the debt capacity and affordability analysis periodically, and at least every year, to revise estimates for future years by taking into account fluctuations in interest rates, budgeted revenues and other changes affecting the Commonwealth's debt capacity. In addition, the Executive Office for Administration and Finance will annually assess the appropriateness of the methodology and constraints for establishing the bond cap.

The following table shows the annual bond cap, the resulting estimated total annual debt service payment obligations and the estimated debt service as a percentage of estimated budgeted revenues, all as presented in the debt affordability analysis released in October 2010.

### Bond Cap (in thousands)

|  | <b>Fiscal 2011</b> | Fiscal 2012  | Fiscal 2013  | <b>Fiscal 2014</b> | <b>Fiscal 2015</b> |
|--|--------------------|--------------|--------------|--------------------|--------------------|
| Bond Cap (1)                           | \$ 1,765,000       | \$ 1,750,000 | \$ 1,875,000 | \$ 2,000,000       | \$ 2,125,000       |
| Total Debt Service Obligations         | 1,947,612          | 2,278,939    | 2,441,053    | 2,517,892          | 2,623,161          |
| Estimated Budgeted Revenue             | 29,989,511         | 30,804,986   | 31,642,776   | 32,503,722         | 33,388,838         |
| Debt Service as % of Budgeted Revenues | 6.49%              | 7.40%        | 7.71%        | 7.75%              | 7.86%              |

SOURCE: Executive Office for Administration and Finance, Debt Affordability Analysis released October, 2010. (1) Includes \$140 million of fiscal 2010 unused bond cap that has been carried forward to fiscal 2011.

Reflecting changed economic conditions, the total bond cap projected in the fiscal 2011 through fiscal 2015 five-year plan is \$1.045 billion less than the total bond cap projected in the fiscal 2008 through fiscal 2012 five-year capital plan.

In the past, the Commonwealth aggregated its capital expenditures into eight major categories based primarily on the agencies responsible for spending and carrying out capital projects: information technology, infrastructure and facilities, environment, housing, public safety, transportation, convention centers, other and school building assistance. The following table sets forth historical capital spending in fiscal 2006 through fiscal 2010 according to these categories.

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|                            | Fiscal 2006 | Fiscal 2007    | Fiscal 2008 | Fiscal 2009 | Fiscal 2010 |
|----------------------------|-------------|----------------|-------------|-------------|-------------|
| Investment Category:       |             |                |             |             |             |
| Information technology     | \$ 88       | \$ 53          | \$ 65       | \$ 97       | \$ 100      |
| Infrastructure/facilities  | 283         | 271            | 186         | 333         | 391         |
| Environment                | 142         | 153            | 188         | 246         | 158         |
| Housing                    | 129         | 140            | 172         | 252         | 318         |
| Public safety              | 19          | 18             | 19          | 21          | 11          |
| Transportation             | 1,189       | 1,120          | 1,109       | 1,388       | 1,694       |
| Convention centers         | 12          | 2              | -           | -           | 5           |
| Other                      | 30          | 29             | 43          | 96          | 108         |
| School building assistance | 435         |                |             |             |             |
| Total (1)                  | \$2,327     | <u>\$1,786</u> | \$1,782     | \$2,432     | \$2,785     |

SOURCE: Executive Office for Administration and Finance.

(1) Totals may not add due to rounding.

Beginning in fiscal 2008, the Executive Office for Administration and Finance re-characterized capital spending into 12 categories based on spending purpose, rather than spending agency: community investments, corrections, courts, economic development, energy and environment, health and human services, higher education, housing, information technology, public safety, state office buildings and facilities, and transportation. This presentation of capital investment categories results in certain expenditures appearing in categories that are different from those in which they had been categorized in the historical capital spending table above. For example, Chapter 90 local aid for municipal transportation projects appears in the community investment category, rather than the transportation category, because these funds are invested in municipally-owned assets.

The capital investment plan for fiscal 2011 through fiscal 2015 is designed to allocate resources strategically to invest in the Commonwealth's public facilities and programs and represents the Governor's vision for public infrastructure. The following tables show the allocation of bond cap spending by major investment category and the allocation of total capital spending from all sources of funding by major investment category for fiscal 2011 through fiscal 2015.

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|                            | Fiscal 2011        | Fiscal 2012        | Fiscal 2013        | Fiscal 2014        | Fiscal 2015        | 5-Year Total        | % of<br>5-Year Total |
|----------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|---------------------|----------------------|
| Investment Category:       | <u>FISCAI 2011</u> | <u>F15Cal 2012</u> | <u>FISCAI 2015</u> | <u>FISCAI 2014</u> | <u>FISCAI 2013</u> | <u>5-16ai 10tai</u> | <u>5-16ai 10tai</u>  |
| Community Investments      | \$ 235             | \$ 238             | \$ 239             | \$ 240             | \$ 240             | \$ 1,192            | 13%                  |
| Corrections                | 17                 | 31                 | 52                 | 75                 | 81                 | 256                 | 3%                   |
| Courts                     | 75                 | 51                 | 53                 | 107                | 131                | 417                 | 4%                   |
| Economic Development       | 118                | 119                | 131                | 133                | 135                | 635                 | 7%                   |
| Energy/Environment         | 110                | 101                | 104                | 106                | 108                | 528                 | 6%                   |
| Health/Human Services      | 100                | 86                 | 47                 | 59                 | 63                 | 354                 | 4%                   |
| Higher Education           | 134                | 166                | 262                | 259                | 259                | 1,080               | 11%                  |
| Housing                    | 168                | 168                | 171                | 173                | 178                | 858                 | 9%                   |
| Information Technology     | 97                 | 83                 | 84                 | 87                 | 89                 | 441                 | 5%                   |
| Public Safety              | 19                 | 20                 | 27                 | 44                 | 50                 | 160                 | 2%                   |
| State Buildings/Facilities | 102                | 112                | 67                 | 50                 | 56                 | 387                 | 4%                   |
| Transportation             | <u>589</u>         | 574                | <u>638</u>         | <u>669</u>         | 736                | 3,206               | 34%                  |
| Total (1)                  | <u>\$1,765</u>     | <u>\$1,750</u>     | <u>\$1,875</u>     | \$2,000            | \$2,125            | <u>\$9,515</u>      | <u>100%</u>          |

SOURCE: Executive Office for Administration and Finance, Five-Year Capital Investment Plan released October, 2010.

(1) Totals may not add due to rounding.

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### Capital Investment Plan – All Sources of Funding (in millions)

| Investment Category:       | <u>Fiscal 2011</u> | <u>Fiscal 2012</u> | <u>Fiscal 2013</u> | <u>Fiscal 2014</u> | <u>Fiscal 2015</u> | <u>5-Year Total</u> | % of<br><u>5-Year Total</u> |
|----------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|---------------------|-----------------------------|
| Community Investments      | \$ 299             | \$ 284             | \$ 278             | \$ 277             | \$ 276             | \$ 1,414            | 8%                          |
| Corrections                | 17                 | 31                 | 52                 | 75                 | 81                 | 256                 | 1%                          |
| Courts                     | 75                 | 51                 | 71                 | 123                | 144                | 464                 | 3%                          |
| Economic Development       | 204                | 194                | 191                | 183                | 185                | 956                 | 5%                          |
| Energy/Environment         | 215                | 201                | 204                | 206                | 208                | 1,034               | 6%                          |
| Health/Human Services      | 100                | 88                 | 54                 | 64                 | 68                 | 373                 | 2%                          |
| Higher Education           | 191                | 241                | 277                | 259                | 259                | 1,227               | 7%                          |
| Housing                    | 323                | 240                | 171                | 173                | 178                | 1,085               | 6%                          |
| Information Technology     | 101                | 83                 | 84                 | 87                 | 89                 | 444                 | 2%                          |
| Public Safety              | 33                 | 30                 | 38                 | 49                 | 50                 | 201                 | 1%                          |
| State Buildings/Facilities | 102                | 112                | 67                 | 50                 | 56                 | 387                 | 2%                          |
| Transportation             | <u>1,763</u>       | 2,023              | 2,172              | 2,123              | 2,068              | <u>10,148</u>       | <u>56%</u>                  |
| Total(1)                   | <u>\$3,423</u>     | <u>\$3,578</u>     | <u>\$3,660</u>     | <u>\$3,667</u>     | <u>\$3,661</u>     | <u>\$17,990</u>     | <u>100%</u>                 |

SOURCE: Executive Office for Administration and Finance, Five-Year Capital Investment Plan released October, 2010. (1) Totals may not add due to rounding.

The different sources of funding for the capital program, as reflected in the table above, include:

- Bond cap Commonwealth borrowing to support the regular capital program;
- Federal federal reimbursements for capital expenditures, primarily for transportation projects;
- Third-party contributions made by third parties to capital projects being carried out by the Commonwealth;
- Project-financed bonds self-supporting bonds payable by the Commonwealth from project-related revenue;
- Accelerated Bridge Program Commonwealth special obligation bonds secured by revenues credited to the Commonwealth Transportation Fund or federal grant anticipation notes issued to fund the accelerated bridge program;
- American Recovery and Reinvestment Act of 2009 (ARRA) funds provided by the federal stimulus bill directly to the Commonwealth for targeted capital investments; and
- Energy Efficiency self-supporting Commonwealth general obligation bonds payable with savings to be achieved as a result of energy efficiencies.

The following table shows the sources of capital funds for fiscal 2010 and the estimated sources of funds for the next five fiscal years.

| <u>Fiscal Year</u> | Bond Cap | <u>Federal</u> | Third <u>Party</u> | Project<br><u>Financed</u> | Accelerated<br>Bridge<br><u>Program</u> | <u>ARRA</u> | Energy<br><u>Efficiency</u> | <u>Total (1)</u> |
|--------------------|----------|----------------|--------------------|----------------------------|---|-------------|-----------------------------|------------------|
| 2010               | \$1,589  | \$ 708         | \$ 58              | \$ 12                      | \$ 206                                  | \$ 212      | \$ -                        | \$ 2,785         |
| 2011               | 1,775    | 704            | 193                | 68                         | 210                                     | 380         | 154                         | 3,332            |
| 2012               | 1,750    | 725            | 243                | 152                        | 294                                     | 192         | 83                          | 3,354            |
| 2013               | 1,875    | 743            | 116                | 156                        | 493                                     | 89          | 71                          | 3,470            |
| 2014               | 2,000    | 752            | 49                 | 193                        | 605                                     | -           | -                           | 3,599            |
| 2015               | 2,125    | 715            | 50                 | 189                        | 565                                     | -           | -                           | 3,644            |

#### **Capital Investment Plan – Sources of Funds (in millions)**

SOURCE: Executive Office for Administration and Finance.

(1) Totals may not add due to rounding.

### LEGAL MATTERS

Matters described in the June Information Statement under the heading "LEGAL MATTERS" are updated as follows:

*Health Care for All v. Romney, et al.*, United States District Court. Crucial aspects of the plan, including certain regulatory changes and the retention of a third-party administrator for the MassHealth dental plan, have already been implemented, but it is anticipated that ongoing compliance with the judgment will result in additional costs which cannot accurately be estimated at this time. Court oversight of the remediation plan is scheduled to end February 2011, but could be extended.

Rosie D., et al. v. The Governor, United States District Court, Western Division. In a memorandum of decision dated January 26, 2006, the District Court ruled in favor of a class of Medicaid-recipient children that the Commonwealth fails to provide the home- and community-based services required under the Early and Periodic Screening, Diagnosis and Treatment ("EPSDT") provisions of the Medicaid Act. In February 2007, the District Court adopted the defendants' proposed remedial plan, with some modifications, and, in July 2007, entered judgment in accordance with that plan, as modified. The Commonwealth did not appeal from that judgment and has begun implementation of its remedial plan. The plan originally contemplated full implementation by June 30, 2009, but, on the Commonwealth's motion, the court modified the judgment to extend the date for full implementation to November 30, 2009. In January 2009, the Court allowed plaintiffs' motion for \$7 million in legal fees. The cost of implementation is likely to exceed \$20 million annually beginning in fiscal 2009. Although in fiscal 2009 the Commonwealth paid the plaintiffs' attorneys approximately \$7.1 million in court-approved fees, plaintiffs are entitled to submit additional petitions for recovery of attorneys' fees incurred post-judgment (e.g., for monitoring activity), through the end of the remedial plan implementation period (July, 2012). In late May 2010, plaintiffs moved the court for payment of approximately \$1.48 million in attorneys' fees for monitoring the implementation of the judgment during the period from January 1, 2007, through June 30, 2009. Defendants' counsel has filed an objection to approximately \$250,000 of the fees requested.

*Harper et al. v. Massachusetts Department of Transitional Assistance*, United States District Court. As the result of an August 2010 court order, the case is stayed while the parties engage in mediation.

*Kristy Didonato, et al. v. Department of Transitional Assistance, et al, (Didonato I and Didonato II),* Massachusetts Housing Court Western Division. A hearing on the motion to amend was held on June 17, 2010. The court took the matter under advisement and has not yet issued a ruling.

*Finch, et al. v. Health Insurance Connector Authority, et al.,* Supreme Judicial Court for Suffolk County. This lawsuit, filed directly in the Supreme Judicial Court single justice session, challenges, under the state Equal Protection Clause, a statute enacted in August 2009 that excludes from the Commonwealth Care program, run by the Connector Authority, those individuals who are alien residents with special status (AWSS). Many members of the AWSS population are otherwise eligible for subsidized insurance through the Commonwealth Care program. Because the Commonwealth does not receive federal Medicaid funds for these individuals (unlike other members of Commonwealth Care), the Legislature effectively reduced the Connector Authority's budget by excluding this group of members. The Commonwealth then established a less expensive program to cover much of the AWSS population with health insurance. The lawsuit does not ask for retroactive relief, but seeks to have the individuals reinstated to the Commonwealth Care program. While no opinion on the likelihood of loss is expressed, if plaintiffs succeed on their claims, and the Legislature makes no other changes to eligibility requirements, the Commonwealth Care per fiscal year. This is a conservative estimate based on projected average program costs and will be refined as updated cost and enrollment information for special status immigrants becomes available.

In re: Centers for Medicare and Medicaid Services regulations (Uncompensated Care Pool/Health Safety Net Trust Fund). By the end of pool fiscal year 2011, the Commonwealth will have collected an estimated \$4.997 billion in acute hospital assessments since 1990 and an estimated \$1.877 billion in surcharge payments since 1998. Clarification of the law surrounding permissible provider taxes is a national issue involving a number of states.

In re: Deferral of 2005 MassHealth acute hospital supplemental payments. In March, 2006, CMS deferred payment of claims for federal financial participation ("FFP") totaling almost \$52.5 million. This amount represents the federal share of the portion of MassHealth supplemental payments to Boston Medical Center ("BMC"), Cambridge Health Alliance ("CHA") and UMass Memorial Health Care, Inc. ("UMMHC") hospitals attributable to dates of service on or before fiscal 2003. CMS released \$16.4 million in FFP for payments to BMC and CHA and is holding \$27 million in FFP for payments to UMMHC. EOHHS returned \$9 million in FFP based on its own update of projected payment limits.

In re: Disallowance by the U. S. Department of Health and Human Services Centers of Medicare and Medicaid Services (Targeted Case Management). On March 20, 2008, the Centers for Medicare and Medicaid Services (CMS) issued a notice of disallowance of \$86,645,347 in Federal Financial Participation (FFP) for fiscal 2002 and fiscal 2003. As the basis for the disallowance, CMS cited the final findings of an audit conducted by the Office of the Inspector General of the U. S. Department of Health and Human Services regarding Medicaid targeted case management claims for children in the target group of abused or neglected children involved with the Department of Social Services. The Commonwealth appealed the CMS disallowance to the Departmental Appeal Board of the U. S. Department of Health and Human Services. On December 31, 2008, the Departmental Appeals Board affirmed the disallowance. The Commonwealth filed an appeal of the disallowance in federal district court on February 25, 2009. (See Commonwealth v. Sebelius below.)

*Commonwealth v. Sebelius*, United States District Court (referred to as *Commonwealth v. Johnson* in the June Information Statement). The Attorney General filed this action seeking judicial review of the decision by the federal Centers for Medicare and Medicaid Services (CMS) to deny approximately \$86.6 million FFP for targeted case management (TCM) services provided by the Department of Children and Families (formerly the Department of Social Services). On March 24, 2010, the District Court entered judgment for the United States. On May 20, 2010, the Commonwealth filed its appeal with the United States Court of Appeals for the First Circuit. The parties have since reached a settlement in principle, whereby the Commonwealth will stipulate to dismissal of the appeal in exchange for CMS's waiver of future disallowances for periods after fiscal 2003. The settlement should be finalized in September 2010, at which point the district court's judgment upholding the \$86,645,347 disallowance will be final.

Boston Medical Center Corp. and Boston Medical Center Health Plan, Inc. v. Secretary of the Executive Office of Health and Human Services, Suffolk Superior Court. Plaintiffs filed suit in July 2009 claiming that they are owed at least \$127.6 million, plus interest, for fiscal 2009. First, plaintiffs allege that the Commonwealth was obligated to set higher Medicaid reimbursement rates for services provided to Medicaid clients by the Boston Medical Center hospital and managed care organization entities and that, if the rates for that year were increased to levels that BMC seeks, it would be entitled to an additional \$120.9 million for fiscal 2009. Second, BMC also alleges that it is entitled to an additional \$6.7 million in net supplemental payments for fiscal 2009 under St. 2006, c. 58, § 122, the so-called Health Care Reform Act. Defendant filed an Answer denying all claims. A hearing on the Defendant's motion to dismiss all claims was held September 29, 2010.

Holyoke Medical Center, Inc., et al. v. Secretary of the Executive Office of Health & Human Services, Suffolk Superior Court. Six community hospitals that mainly serve patients covered by state and federal public insurance plans filed suit in December 2009 claiming that they are owed at least \$115.9 million by the Commonwealth's Medicaid program. Plaintiffs allege that the Commonwealth was obligated to set higher Medicaid reimbursement rates for services provided to Medicaid clients by the six plaintiff hospitals. A hearing on the Defendant's motion to dismiss all claims is scheduled for December 13, 2010.

*Carol Surprenant v. Massachusetts Turnpike Authority, Massachusetts Port Authority, and Massachusetts Department of Transportation.* United States District Court. Plaintiff originally sued the Massachusetts Turnpike Authority (MTA) and the Massachusetts Port Authority (MassPort) on behalf of a purported "class" consisting of all toll-payers at the Tobin Memorial Bridge and the Sumner and Ted Williams Tunnels who use E-Z Pass or Fast Lane transponders but do not qualify for the so-called "Resident Discount Programs." The plaintiff claims that the "Resident Discount Programs" are unconstitutional. The MTA and MassPort filed a motion to dismiss the complaint. On March 4, 2010, the court allowed, in part, their motion to dismiss under the federal Privileges and Immunities Clause and denied it, in part, as to the claim under the federal Commerce Clause. The Court authorized a 90 day period for discovery, followed by supplemental briefing. On April 5, 2010, plaintiff filed her first amended complaint, adding the Massachusetts Department of Transportation ("MassDOT") as a defendant. MassDOT answered the amended complaint by denying all claims, and by asserting that the claims against it are barred by the Commonwealth's sovereign immunity, and by the fact that neither the Commonwealth nor MassDOT is subject to

suit under 42 U.S.C. § 1983. The Court has scheduled a hearing on the mortion for judgment on the pleadings for November 23, 2010.

Wellesley College v. Commonwealth, Suffolk Superior Court. Wellesley College has claimed a right of contribution from the Commonwealth and reserved potential counterclaims for costs related to the clean-up of environmental contamination on the Wellesley College campus and adjacent areas, including Lake Waban (the "Site"). In September, 2001, the Court entered judgment incorporating a partial settlement between the parties, under which the College funded a clean-up of hazardous materials at the campus and the northern shoreline of Lake Waban that is expected to cost approximately \$40 million. The judgment has since been amended by agreement of the parties and with approval of the court. Under the terms of the partial settlement and judgment, the Commonwealth has reimbursed the college approximately \$1.1 million (approximately 2.5% of total clean-up costs) from an escrow account after the Department of Environmental Protection (DEP) determined that a portion of the Lake Waban shoreline clean-up was properly performed. The Commonwealth and the College have each reserved rights against the other concerning liability for future clean-up costs for portions of the Site not covered by the partial settlement. Other issues that may lead to counterclaims by the College against the Commonwealth or its agencies include (1) groundwater contamination, estimated to cost \$2 million or more depending on future decisions by DEP on appropriate clean-up; (2) clean-up of Lake Waban itself, for which DEP has now approved a temporary solution, reviewable every five years; and (3) clean-up of contaminated sediments in Lower Waban Brook. (If a full clean-up of the lake is required in the future, it could cost up to \$100 million.)

*Perini Corp., Kiewit Constr. Corp., Jay Cashman, Inc., d/b/a Perini - Kiewit - Cashman Joint Venture v. Commonwealth.* In several related cases and potential litigation, plaintiffs make claims for alleged increased costs arising from differing site conditions and other causes of delay on the Central Artery/Ted Williams Tunnel project. Plaintiffs have asserted claims in excess of \$130 million. These claims are at various stages of resolution, including the Superior Court and the Central Artery Tunnel Project Dispute Review Board ("DRB") panel. The DRB has issued decisions on some of the claims, awarding plaintiffs approximately \$62 million on claims of approximately \$92 million. Those decisions are now the subject of further court proceedings. Plaintiffs also still have in excess of \$72 million in claims pending.

*TJX Companies v. Commissioner of Revenue ("TJX II")*, Appeals Court. In *TJX II*, the taxpayer challenged a tax liability of approximately \$18 million (including interest) arising from the Commissioner's disallowance of deductions for various royalty payments and interest taken in connection with transactions between several subsidiaries of the taxpayer. The Appellate Tax Board decided *TJX II* in favor of the Commissioner, and the taxpayer appealed. The Appeals Court affirmed the decision of the Appellate Tax Board in an unpublished decision dated July 23, 2010.

Local 589, Amalgamated Transit Union, et al. v. Commonwealth of Massachusetts, et al., Suffolk Superior Court. A Superior Court hearing on the parties' cross-motions for summary judgment is currently scheduled for October 7, 2010.

*Commonwealth of Massachusetts v. Philip Morris Inc., RJ Reynolds Tobacco Company, Lorillard Tobacco Company, et. al.* (2003 NPM Adjustment) In early July, 2010, the three judge panel of arbitrators was seated to hear the 2003 NPM Adjustment arbitration between Massachusetts and the other states on one side, and the participating cigarette manufacturers on the other side. On July 20, 2010, the panel conducted its first administrative conference with all parties, and has scheduled resolution of certain preliminary jurisdictional issues raised by other parties. The next hearing has been scheduled for October 5, 2010, with an agenda yet to be determined by the panel. The parties anticipate that the panel will identify, during the October 5, 2010 hearing, other preliminary legal issues that the panel wishes to have briefed for its determination in the coming months.

*Connor B., ex rel. Vigurs, et al. v. Patrick, et al.*, United States District Court, Western Division. On August 20, 2010, defendants filed a motion to dismiss the entire complaint. The court has not yet issued a ruling.

Vodaphone Americas, Inc. v. Commissioner of Revenue, Appellate Tax Board. The trial date is scheduled for January 19, 2011.

### MISCELLANEOUS

Any provisions of the constitution of the Commonwealth, of general and special laws and of other documents set forth or referred to in the June Information Statement and this Supplement are only summarized, and such summaries do not purport to be complete statements of any of such provisions. Only the actual text of such provisions can be relied upon for completeness and accuracy.

The June Information Statement and this Supplement contain certain forward-looking statements that are subject to a variety of risks and uncertainties that could cause actual results to differ from the projected results, including without limitation general economic and business conditions, conditions in the financial markets, the financial condition of the Commonwealth and various state agencies and authorities, receipt of federal grants, litigation, arbitration, force majeure events and various other factors that are beyond the control of the Commonwealth and its various agencies and authorities. Because of the inability to predict all factors that may affect future decisions, actions, events or financial circumstances, what actually happens may be different from what is set forth in such forward-looking statements. Forward-looking statements are indicated by use of such words as "may," "will," "should," "intends," "expects," "believes," "anticipates," "estimates" and others.

All estimates and assumptions in the June Information Statement and this Supplement have been made on the best information available and are believed to be reliable, but no representations whatsoever are made that such estimates and assumptions are correct. So far as any statements in the June Information Statement and this Supplement involve any matters of opinion, whether or not expressly so stated, they are intended merely as such and not as representations of fact. The various tables may not add due to rounding of figures.

Neither the Commonwealth's independent auditors, nor any other independent accountants, have compiled, examined, or performed any procedures with respect to the prospective financial information contained herein, nor have they expressed any opinion or any other form of assurance on such information or its achievability, and assume no responsibility for, and disclaim any association with, the prospective financial information.

The information, estimates and assumptions and expressions of opinion in the June Information Statement and this Supplement are subject to change without notice. Neither the delivery of this Supplement nor any sale made pursuant to any official statement of which the June Information Statement and this Supplement are a part shall, under any circumstances, create any implication that there has been no change in the affairs of the Commonwealth or its agencies, authorities or political subdivisions since the date of this Supplement, except as expressly stated.

### CONTINUING DISCLOSURE

The Commonwealth prepares its Statutory Basis Financial Report and its Comprehensive Annual Financial Report with respect to each fiscal year ending June 30. The Statutory Basis Financial Report becomes available by October 31 of the following fiscal year and the Comprehensive Annual Financial Report becomes available in January of the following fiscal year. Copies of such reports and other financial reports of the Comptroller referenced in this document may be obtained by requesting the same in writing from the Office of the Comptroller, One Ashburton Place, Room 909, Boston, Massachusetts 02108. The financial statements are also available at the Comptroller's web site located at http://www.mass.gov/osc by clicking on "Financial Reports/Audits."

On behalf of the Commonwealth, the State Treasurer will provide to the Municipal Securities Rulemaking Board (MSRB), no later than 270 days after the end of each fiscal year of the Commonwealth, certain financial information and operating data relating to such fiscal year, as provided in Rule 15c2-12 of the federal Securities and Exchange Commission, together with audited financial statements of the Commonwealth for such fiscal year. To date, the Commonwealth has complied with all of its continuing disclosure undertakings relating to the general obligation debt of the Commonwealth and has not failed in the last seven years to comply with its continuing disclosure undertakings with respect to its special obligation debt and federal grant anticipation notes. However, the annual filings relating to the fiscal year ended June 30, 2001 for the Commonwealth's special obligation debt and for the Commonwealth's federal highway grant anticipation notes were filed two days late, on March 29, 2002. Proper notice of the late filings was provided on March 29, 2002 to the MSRB.

The Department of the State Auditor audits all agencies, departments and authorities of the Commonwealth at least every two years. Copies of audit reports may be obtained from the State Auditor, State House, Room 229, Boston, Massachusetts 02133.

### AVAILABILITY OF OTHER FINANCIAL INFORMATION

Questions regarding the June Information Statement or this Supplement or requests for additional information concerning the Commonwealth should be directed to Colin MacNaught, Assistant Treasurer for Debt Management, Office of the Treasurer and Receiver-General, One Ashburton Place, 12th floor, Boston, Massachusetts 02108, telephone (617) 367-3900, or to Karol Ostberg, Director of Capital Finance, Executive Office for Administration and Finance, State House, Room 373, Boston, Massachusetts 02133, telephone (617) 727-2040. Questions regarding legal matters relating to the June Information Statement or this Supplement should be directed to John R. Regier, Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, P.C., One Financial Center, Boston, Massachusetts 02111, telephone (617) 348-1720.

### THE COMMONWEALTH OF MASSACHUSETTS

By <u>/s/ Timothy P. Cahill</u> Timothy P. Cahill Treasurer and Receiver-General

By <u>/s/ Jay Gonzalez</u> Jay Gonzalez Secretary of Administration and Finance

November 10, 2010

### PROPOSED FORM OF OPINION OF BOND COUNSEL

Upon delivery of the Bonds described below, Bond Counsel proposes to deliver an opinion in substantially the following form:

# MINTZ LEVIN

One Financial Center Boston, MA 02111 617-542-6000 617-542-2241 fax www.mintz.com

[Date of Closing]

Honorable Timothy P. Cahill Treasurer and Receiver-General State House, Room 227 Boston, MA 02133

We have acted as bond counsel to The Commonwealth of Massachusetts (the "Commonwealth") in connection with the issuance by the Commonwealth of \$\_\_\_\_\_\_ General Obligation Bonds, Consolidated Loan of 2010, Series E (Federally Taxable - Build America Bonds - Direct Pay to Issuer), dated the date of delivery (the "Bonds"). In such capacity, we have examined such law and such certified proceedings and other documents as we have deemed necessary to render this opinion.

As to questions of fact material to our opinion, we have relied upon the certified proceedings and other certifications of public officials and others furnished to us without undertaking to verify the same by independent investigation.

Based upon the foregoing, we are of the opinion that, under existing law:

(a) The Bonds are valid and binding general obligations of the Commonwealth, and the full faith and credit of the Commonwealth are pledged to the payment of the principal of and interest on the Bonds. It should be noted, however, that Chapter 62F of the Massachusetts General Laws establishes a state tax revenue growth limit and does not exclude principal and interest payments on Commonwealth debt obligations from the scope of the limit. It should further be noted that Chapter 29, Section 60B, of the Massachusetts General Laws imposes an annual limitation on the percentage of total appropriations that may be expended for payment of interest and principal on general obligation debt of the Commonwealth.

(b) Under existing law, interest on the Bonds will not be excluded from the gross income of holders of such Bonds for federal income tax purposes. We express no opinion regarding other federal tax consequences arising with respect to the Bonds. Investors are urged to obtain independent tax advice regarding the Bonds based upon their particular circumstances. The tax advice in this paragraph is not intended or written to be used, and cannot be used for purposes of avoiding taxpayer penalties and such federal tax advice was written to support the promotion or marketing of the Bonds.

(c) Interest on the Bonds is exempt from Massachusetts personal income taxes and the Bonds are exempt from Massachusetts personal property taxes. We express no opinion regarding any other

Massachusetts tax consequences arising with respect to the Bonds or any tax consequences arising with respect to the Bonds under the laws of any state other than Massachusetts.

This opinion is given as of the date hereof, and we assume no obligation to revise or supplement this opinion to reflect any facts or circumstances that may hereafter come to our attention or any changes in law that may hereafter occur.

Very truly yours,

Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, P.C.

### The Commonwealth of Massachusetts

\$

General Obligation Bonds Consolidated Loan of 2010, Series E (Federally Taxable - Build America Bonds - Direct Pay to Issuer)

> Continuing Disclosure Undertaking [to be included in bond form]

On behalf of the Commonwealth, the Treasurer and Receiver-General of the Commonwealth hereby undertakes for the benefit of the owners of the Bonds to provide the Municipal Securities Rulemaking Board (the "MSRB") through its Electronic Municipal Market Access ("EMMA") system pursuant to the requirements of Rule 15c2-12 of the Securities and Exchange Commission (the "Rule"), no later than 270 days after the end of each fiscal year of the Commonwealth, commencing with the fiscal year ending June 30, 2011, (i) the annual financial information described below relating to such fiscal year, together with audited financial statements of the Commonwealth for such fiscal year if audited financial statements are then available; provided, however, that if audited financial statements of the Commonwealth are not then available, such audited financial statements shall be delivered to EMMA when they become available (but in no event later than 350 days after the end of such fiscal year) or (ii) notice of the Commonwealth's failure, if any, to provide any such information. The annual financial information to be provided as aforesaid shall include financial information and operating data, in each case updated through the last day of such fiscal year unless otherwise noted, relating to the following information contained in the Commonwealth's Information Statement dated June 8, 2010 (the "Information Statement"), as it appears as Appendix A in the Official Statement dated June 21, 2010 of the Commonwealth with respect to its \$250,000,000 General Obligation Bonds, Consolidated Loan of 2010, Series B, which Official Statement has been filed with EMMA, and substantially in the same level of detail as is found in the referenced section of the Information Statement:

|    | Financial Information and<br>Operating Data Category   | Reference to Information Statement<br>for Level of Detail  |
|----|--|--|
| 1. | Summary presentation on statutory accounting<br>and five-year comparative basis of selected<br>budgeted operating funds operations, revenues<br>and expenditures, concluding with prior fiscal<br>year, plus estimates for current fiscal year | "COMMONWEALTH BUDGET AND FINANCIAL<br>MANAGEMENT CONTROLS - Statutory Basis<br>Distribution of Budgetary Revenues and<br>Expenditures" |
| 2. | Summary presentation on GAAP and five-year<br>comparative basis of governmental funds<br>operations, concluding with prior fiscal year   | "SELECTED FINANCIAL DATA - GAAP Basis"   |
| 3. | So long as Commonwealth statutes impose<br>limits on tax revenues, information as to<br>compliance therewith in the prior fiscal year  | "COMMONWEALTH REVENUES AND<br>EXPENDITURES - Limitations on Tax<br>Revenues"   |
| 4. | Summary presentation of the then-current,<br>statutorily imposed funding schedule for future<br>Commonwealth pension liabilities, if any   | "COMMONWEALTH REVENUES AND<br>EXPENDITURES – Employee Benefits; <i>Pension</i> "   |
| 5. | If and to the extent otherwise updated in the<br>prior fiscal year, summary presentation of the<br>size of the state workforce   | "STATE WORKFORCE"  |
| 6. | Five-year summary presentation of actual capital project expenditures  | "Commonwealth Capital Investment<br>Plan"  |

|     | Financial Information and<br>Operating Data Category   | Reference to Information Statement<br>for Level of Detail                       |
|-----|--|---|
| 7.  | Statement of Commonwealth debt and debt<br>related to general obligation contract liabilities<br>as of the end of the prior fiscal year                                    | "LONG-TERM LIABILITIES – Outstanding Long<br>Term Commonwealth Debt"            |
| 8.  | Annual fiscal year debt service requirements<br>for Commonwealth general obligation and<br>special obligation bonds, beginning with the<br>current fiscal year             | "LONG-TERM LIABILITIES - Debt Service<br>Requirements"                          |
| 9.  | Annual fiscal year contract assistance<br>requirements for Commonwealth general<br>obligation contract assistance, beginning with<br>the current fiscal year               | "LONG-TERM LIABILITIES - General Obligation<br>Contract Assistance Liabilities" |
| 10. | Annual fiscal year budgetary contractual assistance liabilities for Commonwealth, beginning with the current fiscal year   | "LONG-TERM LIABILITIES - Budgetary<br>Contract Assistance Liabilities"          |
| 11. | Five-year summary presentation of authorized but unissued general obligation debt  | "LONG-TERM LIABILITIES - Authorized But<br>Unissued Debt"                       |
| 12. | So long as Commonwealth statutes impose a limit on the amount of outstanding "direct" bonds, information as to compliance therewith as of the end of the prior fiscal year | "LONG-TERM LIABILITIES - General Authority<br>to Borrow"                        |
| 13. | Summary presentation of the then-current,<br>Commonwealth interest rate swap agreements  | "LONG-TERM LIABILITIES - Interest Rate<br>Swaps"                                |

Any or all of the items listed above may be included by reference to other documents, including official statements pertaining to debt issued by the Commonwealth, which have been submitted to EMMA. The Commonwealth's annual financial statements for each fiscal year shall consist of (i) combined financial statements prepared in accordance with a basis of accounting that demonstrates compliance with the Massachusetts General Laws and other applicable state finance laws, if any, in effect from time to time and (ii) general purpose financial statements prepared in accordance with generally accepted accounting principles in effect from time to time and shall be audited by a firm of certified public accountants appointed by the Commonwealth.

On behalf of the Commonwealth, the Treasurer and Receiver-General of the Commonwealth hereby further undertakes for the benefit of the owners of the Bonds to provide in a timely manner, not in excess of ten business days after occurrence of the event, to EMMA notice of any of the following events with respect to the Bonds (numbered in accordance with the provisions of the Rule):

- (i) principal and interest payment delinquencies;
- (ii) non-payment related defaults, if material;
- (iii) unscheduled draws on debt service reserves reflecting financial difficulties;<sup>1/</sup>
- (iv) unscheduled draws on credit enhancements reflecting financial difficulties;
- (v) substitution of credit or liquidity providers, or their failure to perform;
- (vi) adverse tax opinions, the issuance by the Internal Revenue Service of proposed or final determinations of taxability, Notices of Proposed Issue (IRS Form 5701-TEB) or other material notices or determinations with respect to the tax status of the Bonds, or other material events affecting the tax status of the Bonds;
- (vii) modifications to the rights of security holders, if material;
- (viii) bond calls, if material;
- (ix) defeasances;
- (x) release, substitution or sale of property securing repayment of the Bonds, if material; $2^{2}$
- (xi) rating changes;
- (xii) tender offers;
- (xiii) bankruptcy, insolvency, receivership or similar event of the Commonwealth;<sup>3/</sup>
- (xiv) the consummation of a merger, consolidation, or acquisition or the sale of all or substantially all of the assets of the Commonwealth, other than in the ordinary course of business, the entry into a definitive agreement to undertake such an action or the termination of a definitive agreement relating to any such actions, other than pursuant to its terms, if material; and
- (xv) appointment of a successor or additional trustee or the change of name of a trustee, if material. <sup>4/</sup>

<sup>1/</sup>Not applicable to the Bonds, since there is no debt service reserve fund securing the Bonds.

<sup>2/</sup>Not applicable to the Bonds, since there is no property securing repayment of the Bonds that could be released, substituted or sold.

<sup>3/</sup> As noted in the Rule, this event is considered to occur when any of the following occur: (i) the appointment of a receiver, fiscal agent or similar officer for the Commonwealth in a proceeding under the U.S. Bankruptcy Code or in any proceeding under state or federal law in which a court or governmental authority has assumed jurisdiction over substantially all of the assets or business of the Commonwealth, or if such jurisdiction has been assumed by leaving the existing governing body and officials in possession but subject to the supervision and orders of a court or governmental authority, or (ii) the entry of an order confirming a plan of reorganization, arrangement or liquidation by a court or governmental authority having supervision or jurisdiction over substantially all of the assets or business of the Commonwealth.

<sup>4/</sup> Not applicable to the Bonds.

Nothing herein shall preclude the Commonwealth from disseminating any information in addition to that required hereunder. If the Commonwealth disseminates any such additional information, nothing herein shall obligate the Commonwealth to update such information or include it in any future materials disseminated.

To the extent permitted by law, the foregoing provisions of this Bond related to the above-described undertakings to provide information shall be enforceable against the Commonwealth in accordance with the terms thereof by any owner of a Bond, including any beneficial owner acting as a third-party beneficiary (upon proof of its status as a beneficial owner reasonably satisfactory to the Treasurer and Receiver-General). To the extent permitted by law, any such owner shall have the right, for the equal benefit and protection of all owners of Bonds, by mandamus or other suit or proceeding at law or in equity, to enforce its rights against the Commonwealth and to compel the Commonwealth and any of its officers, agents or employees to perform and carry out their duties under the foregoing provisions as aforesaid, provided; however, that the sole remedy in connection with such undertakings shall be limited to an action to compel specific performance of the obligations of the Commonwealth in connection with such undertakings and shall not include any rights to monetary damages. The Commonwealth's obligations in respect of such undertakings shall terminate if no Bonds remain outstanding (without regard to an economic defeasance) or if the provisions of the Rule concerning continuing disclosure are no longer effective, whichever occurs first. The provisions of this Bond relating to such undertakings may be amended by the Treasurer and Receiver-General of the Commonwealth, without the consent of, or notice to, any owners of the Bonds, (a) to comply with or conform to the provisions of the Rule or any amendments thereto or authoritative interpretations thereof by the Securities and Exchange Commission or its staff (whether required or optional), (b) to add a dissemination agent for the information required to be provided by such undertakings and to make any necessary or desirable provisions with respect thereto, (c) to add to the covenants of the Commonwealth for the benefit of the owners of Bonds, (d) to modify the contents, presentation and format of the annual financial information from time to time as a result of a change in circumstances that arises from a change in legal requirements, or (e) to otherwise modify the undertakings in a manner consistent with the provisions of state legislation establishing a state information depository or otherwise responding to the requirements of the Rule concerning continuing disclosure; provided, however, that in the case of any amendment pursuant to clause (d) or (e), (i) the undertaking, as amended, would have complied with the requirements of the Rule at the time of the offering of the Bonds, after taking into account any amendments or authoritative interpretations of the Rule, as well as any change in circumstances, and (ii) the amendment does not materially impair the interests of the owners of the Bonds, as determined either by a party unaffiliated with the Commonwealth (such as Commonwealth disclosure counsel or Commonwealth bond counsel) or by the vote or consent of owners of a majority in outstanding principal amount of the Bonds affected thereby at or prior to the time of such amendment.

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