

School Finance Training

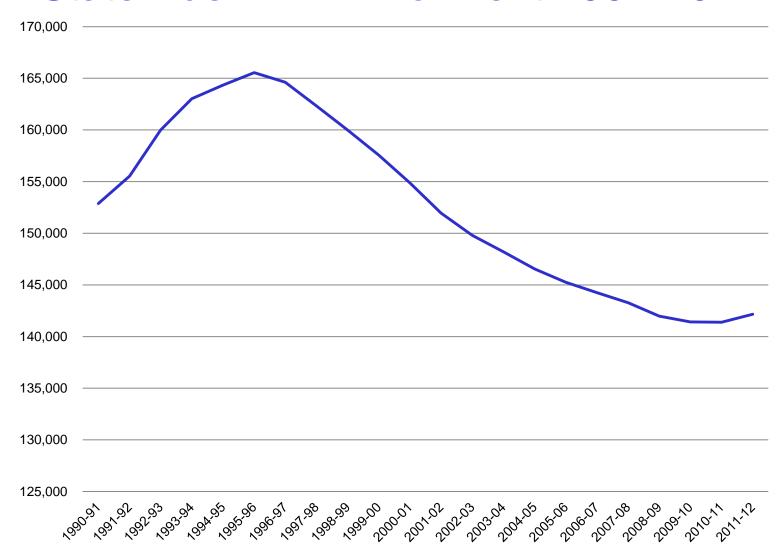


September 13, 2012

Education and Local Government Committee



Statewide K-12 Enrollment 1991-2012





Budgeted/Non-Budgeted Funds

1. Budgeted Funds (11 Funds)

- District trustees adopt expenditure budget annually
- Revenue may include tax levies
- Examples:
 - General
 - Transportation
 - Retirement





Budgeted Fund Statewide Totals

Fund	FY12 Adopted Budgets		
General	\$	967,179,082	
Transportation	\$	86,822,589	
Bus Depreciation	\$	46,925,425	
Tuition	\$	4,677,504	
Retirement	\$	133,274,407	
Adult Education	\$	14,125,981	
Non-Operating (3 districts)	\$	88,555	
Technology	\$	28,573,828	
Flexibility	\$	40,451,343	
Debt Service	\$	49,826,640	
Building Reserve	\$	84,303,902	
Grand Total	\$1	,456,249,255	



Budgeted/Non-Budgeted Funds

2. Non-Budgeted Funds

- District can spend up to cash balance in fund
- No tax revenue
- Examples:
 - Food Service
 - Miscellaneous Programs
 - Extracurricular





General Fund

- Authorized by 20-9-308, MCA
- Purpose: To finance general maintenance and operational costs of a district not financed by other funds
- Budgeted Fund (Tax Levy)
- Funding Model
- Funding Sources





Principles of Equalization

Basis for HB 667 (L.1993)

- Limit expenditure disparities to 25% from lowest to highest spending districts
- Recognize school district size and special education costs as educationally-relevant reasons for expenditure disparities



Average Number Belonging

 ANB – Average Number Belonging is a student count for each school district used for school funding purposes. The ANB count for the current year is derived from school enrollment counts conducted in October and February of the previous school year.



Changes to ANB Calculation

- Three-Year averaging Choose the higher of current Year ANB or a 3-yr average
- Full Time Kindergarten (SB2- 2007 Session) ANB Funding for students enrolled in a Full-Time Kindergarten (FTK) program. With the addition of FTK the three year average is calculated by allowing the FTK ANB calculation to be included in the prior two years.
- ¼ enrollment 180-359 hours per year
- ½ enrollment 360-539 hours per year
- ¾ enrollment 540-719 hours per year
- Full time enrollment 720 or more hours per year.

FY 2004 FY 2008

ANB = Average Number Belonging ANB = Average Number Belonging



(1st Monday in October)

Less 1/2 Kindergarten

Adjusted for 1/2-time students

SPRING ENROLLMENT

(February 1)

Less 1/2 Kindergarten

Adjusted for 1/2-time students

Total of 2 counts
Divided by 2
Times <u>180 + PIR Days</u> =ANB
180

FALL ENROLLMENT

(1st Monday in October)

Adjusted for 1/4, 1/2, 3/4 -time students

SPRING ENROLLMENT

(February 1)

Adjusted for ¼, ½, ¾ -time students

Total of 2 counts
Divided by 2
Times <u>180 + PIR Days</u> =ANB
180

3yr Average (HB63)



General Fund Budget Elements

- Basic Entitlement
- Per-Student Entitlement
- State Special Education Payment
- Local Special Education Match Amount
- Quality Educator Payment (New FY2007)
- At-Risk Student Payment (New FY2007)
- Indian Education for All Payment (New FY2007)
- American Indian Achievement Gap Payment (New FY2007)



Entitlements (FY04)

Basic Entitlement

Elementary \$ 19,456

High School \$ 216,171

Per ANB Entitlement

Elementary

\$3,949 - \$0.20/ANB to 1,000 ANB

High School

\$5,262 -\$0.50/ANB to 800 ANB

Special Education Block Grant

Instructional \$122.67/ANB

Related-Services \$ 40.89/ANB

Entitlements (FY13)

Basic Entitlement

Elementary \$ 23,593

Middle School \$ 66,816

High School \$ 262,224

Per ANB Entitlement

Elementary

\$5,075 - \$0.20/ANB to 1,000 ANB

High School

\$6,497 -\$0.50/ANB to 800 ANB

Special Education Block Grant

Instructional \$150.13/ANB

Related-Services \$ 50.04/ANB



Middle School Basic Entitlement

- Middle School and 7-8 programs
 Basic Entitlement Eliminating the proration for K-8 programs and providing 7-8 with \$60,275 in FY08 and \$62,083 in FY09.
- FY13 \$66,816
 (SB2) 2007 Session



Special Education

Funding Allocations

- 52.5% Instructional Block Grants
- 17.5% Related Services Block Grants
- 25% Disproportionate Cost Reimbursement
- 5% Coop Travel and Administrative Costs
- Money is distributed on a per ANB basis not based on the number of students with disabilities.



SPED Entitlements (FY04)

SPED Entitlements (FY13)

Special Education Block Grant

Instructional \$122.67/ANB

Related-Services \$ 40.89/ANB

State Special Education Appropriation \$ 30,939,589

Special Education Block Grant

Instructional \$150.13ANB

Related-Services \$ 50.04/ANB

State Special Education Appropriation \$41,647,331



Quality Educator

Quality Educator is defined as a person who holds a valid certificate and is employed by a school District or Coop in a position that requires an educator license or other professional license to provide services to students.



Quality Educator Payment

Each district and special education cooperative received a \$2,000 payment in FY07 for each full-time equivalent (FTE) licensed educator and other licensed professional employed by the school district, including registered nurses, licensed practical nurses, physical therapists, speech language professionals, counselors, occupational therapists and nutritionists. Social workers, psychologists and other professionals were added in the 2007 Session. (FY13 \$3,042)



Changes to General Fund Components 2005 Special Session

- Quality Educator Payment FY07 \$2,000 per educator FY11 \$3,042
- American Indian Achievement Gap Payment FY07 \$200 per American Indian Student
- Indian Education for All Payment
 FY07 \$20.40 per ANB min \$100 district
- At Risk Payment
 FY07 \$5 million annually allocated based on Title I Allocations

(SB1) 2005 Special Session



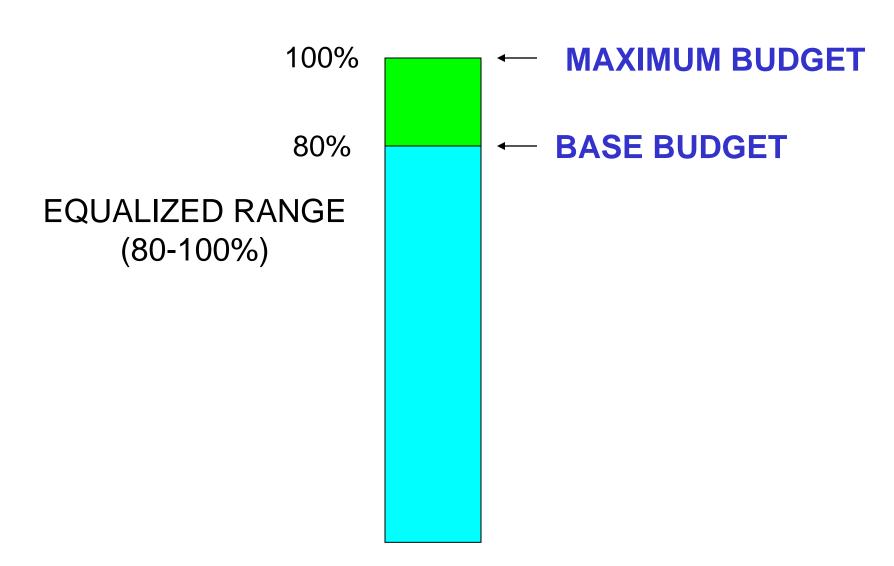
Maximum Budget (FY13)

- **Basic Entitlement**
- + Per-ANB Entitlement
- + 200% Special Ed Per Student
- Quality Educator Payment
- At-Risk Student Payment
- Indian Education for All Payment
- + American Indian Achvmnt Gap Payment

MAXIMUM BUDGET (100%)



General Fund Budget Limits





Maximum

Over-BASE

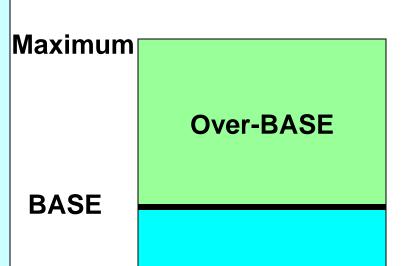
BASE

BASE

80% Per-Student Entitlement
80% Basic Entitlement
100% Quality Educator Payment
100% At-Risk Student Payment
100% Indian Education for All Payment
100% Amer Indian Achvmnt Gap Payment
140% Spec Ed Allowable Cost Funding
(State)

The BASE is 80% of the basic and per-student entitlements, 100% of the other state entitlements, plus 140% of the state special education funding.





Maximum

100% Per-Student Entitlement
100% Basic Entitlement
100% Quality Educator Payment
100% At-Risk Student Payment
100% Indian Education for All Payment
100% Amer Indian Achvmnt Gap Payment
200% Spec Ed Allowable Cost Funding
(State)

The Maximum for a district is based on state entitlements that are driven by enrollment and other factors. From 175% to 200% of the state funding for special education is also included in the Maximum, depending on the district's previous costs of special education.



"Disequalized"

Maximum

"Equalized" Range

BASE

Minimum budget allowed

A district may adopt a budget that exceeds the Maximum in limited cases.



In an effort to equalize school funding in Montana, state law encourages schools to adopt general fund budgets within an "equalized" range between the "BASE" and "Maximum."

The BASE is the minimum legal budget for a district.



Highest Budget Without a Vote

Without a vote:

Prior Yr Over-BASE
Tax Levy Amt

+ Prior Yr Excess Reserves Used to Fund Over-BASE

+ Estimated Tuition Revenue

SB329- 2011 Session
Changes this language to
Highest Levy OB
Authorized or Imposed
In the past 5 years

BASE



Highest Budget With a Vote

Over-BASE portion

Without a vote:
Highest Levy OB
Authorized or
Imposed In the past
5 years

+ Prior Yr Excess Reserves Used to Fund Over-BASE

+ Estimated Tuition Revenue

Vote Required for Increase in Over-BASE Tax Levy

District may adopt up to prior year budget or ensuing year's Maximum, whichever is higher. (HB363) 2007 Session

Requires voter approval to increase the over-BASE levy.

BASE



Voting Requirements

Max

Over-BASE portion

Without a vote:
Highest Levy OB
Authorized or
Imposed In the past
5 years

+ Prior Yr Excess Reserves Used to Fund Over-BASE

+ Estimated Tuition Revenue

Vote Required for Increase in Over-BASE Tax Levy

A district that adopted an equalized budget in the prior year may budget up to the Maximum.

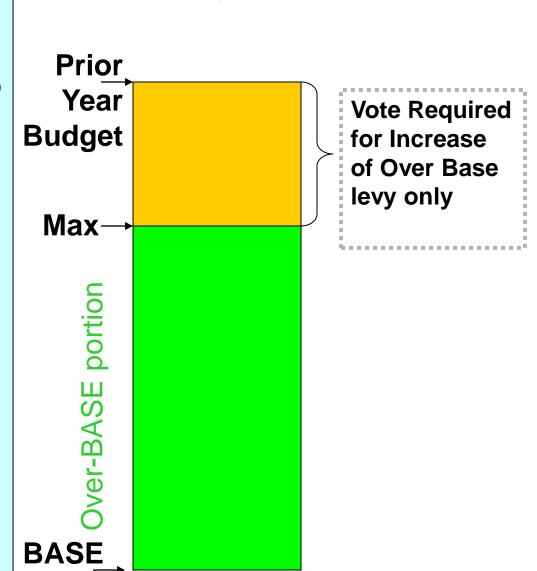
However, voter approval is required in order to increase the Over-BASE tax levy.

Equalized District

BASE



Voting Requirements FY2008



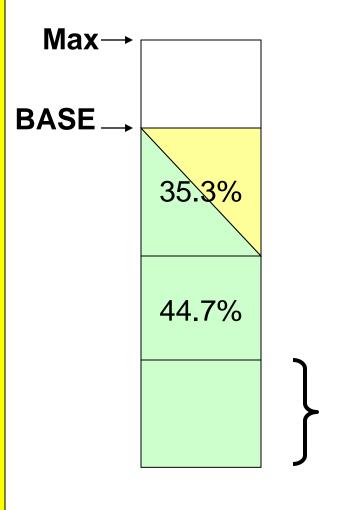
--Requires 5 year plan to budget at Max by end of 5th year

A district with a prior year budget that exceeds the ensuing year's Maximum budget may adopt the prior year budget if voters approve the Over-Maximum amount. The district must adopt a budget no higher than Maximum by the sixth year.

"Over-Max"
District



Funding the BASE Budget



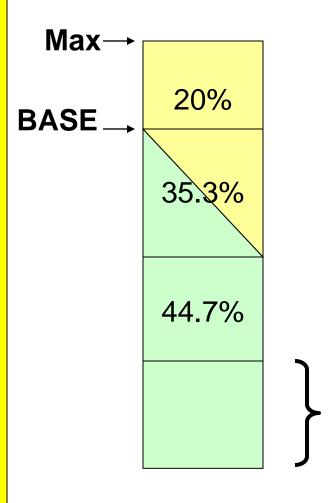
Local Mills
Guaranteed Tax Base Aid
Fund Balance Reappropriated
Non-Levy Revenue

Direct State Aid

100% Quality Educator Payment100% At-Risk Student Payment100% Indian Ed for All Payment100% Amer. Indian Achvmnt Gap Payment



Funding the Maximum Budget



Local Mills + Tuition+ Excess Reserves

Local Mills
Guaranteed Tax Base Aid
Fund Balance Reappropriated
Non-Levy Revenue

Direct State Aid

100% Quality Educator Payment100% At-Risk Student Payment100% Indian Ed for All Payment100% Amer. Indian Achvmnt Gap Payment140% Special Ed Allowable Cost Payment



How Guaranteed Tax Base Works

- State Taxable Value
 \$ 2,345,121,343 (2011 tax year)
- State guarantees that for every dollar of the BASE budget that the district must fund with property taxes (i.e. in the GTB Area), there will be \$22.13 (FY13) of taxable valuation at the elementary level and \$38.51 (FY13) at the high school level to fund that budget.
- The GTB level is recalculated each year.



Changes to General Fund GTB

 Statewide GF GTB Ratio changed from 175% to 193% effective in FY08.
 321 districts received GF GTB in FY08, up from 306 districts in FY07.

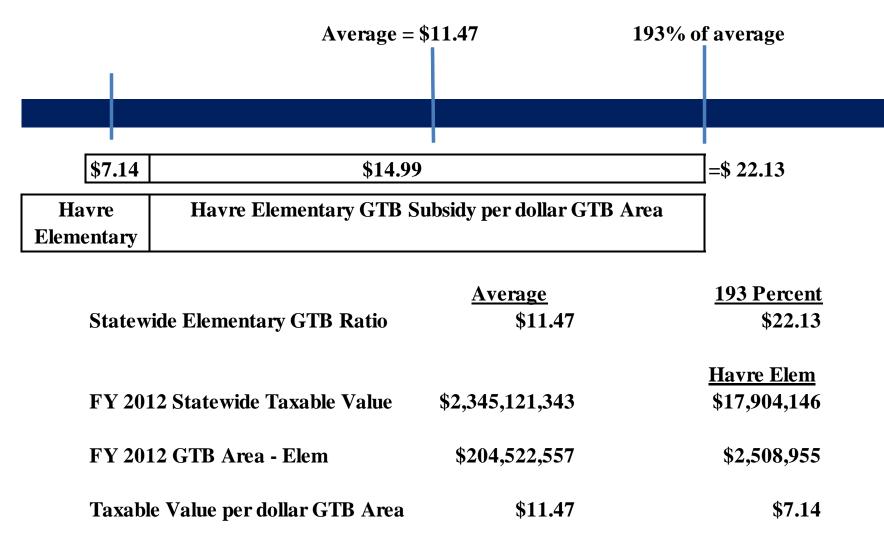
> 318 LEs in FY10 319 LE's in FY11 315 LE's in FY12

(HB2) 2007 Session



How GTB Works in the District General Fund - FY 2013

Taxable Value per Dollar of GTB Area - FY 2013



Havre Elementary GTB and Base Taxes

Ratio of Base Taxes to Statewide GTB R 7.14/22.13 = 32.2%

Ratio of GTB Subsidy to Statewide GTB 14.99/22.13 = 67.8%

Havre Elementary GTB Area FY 2013 \$1,986,920

Base Taxes \$640,707 33.86 mills

GTB Subsidy \$1,346,213

If Havre Elementary had not had GTB it would have levied 105 base mills to fund its GTB area. With GTB it will levy 33.86 Base Mills

Non-Levy Revenue

- Schools must budget non-levy revenue
- Must include non-levy revenue BEFORE levying property taxes
- Examples of non-levy revenue include:

Investment earnings

State Reimbursements (for tax law changes)

Oil, gas and coal payments

State Paid Tuition

Block Grants



Non-Levy Revenue – Block Grants

Block Grant Type	F	Y12 Amount
General Fund School Block Grant	\$	45,030,355
Transportation Fund School Block Grant	\$	1,856,355
Combined Fund SBG (Discretionary Placement)):	
General Fund:	\$	186,057
Transportation Fund:	\$	107,814
Bus Depreciation Fund:	\$	21,909
Tuition Fund:	\$	7,461
Adult Ed Fund:	\$	58,705
Non-Operating Fund:	\$	428
Technology Fund:	\$	693,290
Flexibility Fund:	\$	1,685,633
Debt Service Fund:	\$	137,656
Building Reserve Fund:	\$	524,249
Total Combined Fund School Block Grant	\$	3,423,203
Grand Total	.	50.309.913



Fund Balance Reappropriated

- Determine the fund balance in the district's general fund as of June 30
- Set aside up to 10% for an operating reserve for the ensuring year
- Set aside "excess reserves" (as defined in 20-9-104, MCA)
- Remaining fund balance must be used to fund the budget for the ensuing year before property taxes may be levied
- FBR is limited to 15% of the Maximum GF budget excess FBR is remitted to the state.



General Fund Budgets Number of Districts

Percent Group	2004	2005	2006	2007	2008	2009	2010	2011	2012
Below									
Base	0	0	0	0	0	0	0	0	0
At Base	62	59	56	54	53	54	53	51	49
< 90%	57	46	54	48	45	44	44	45	42
90 to 97%	64	68	81	78	83	77	82	80	78
97 to Max	122	147	164	147	135	142	119	127	84
Over Max	133	116	75	98	105	103	119	114	161
Grand Total	438	436	430	425	421	420	417	417	414

SB 329 – 2011 session

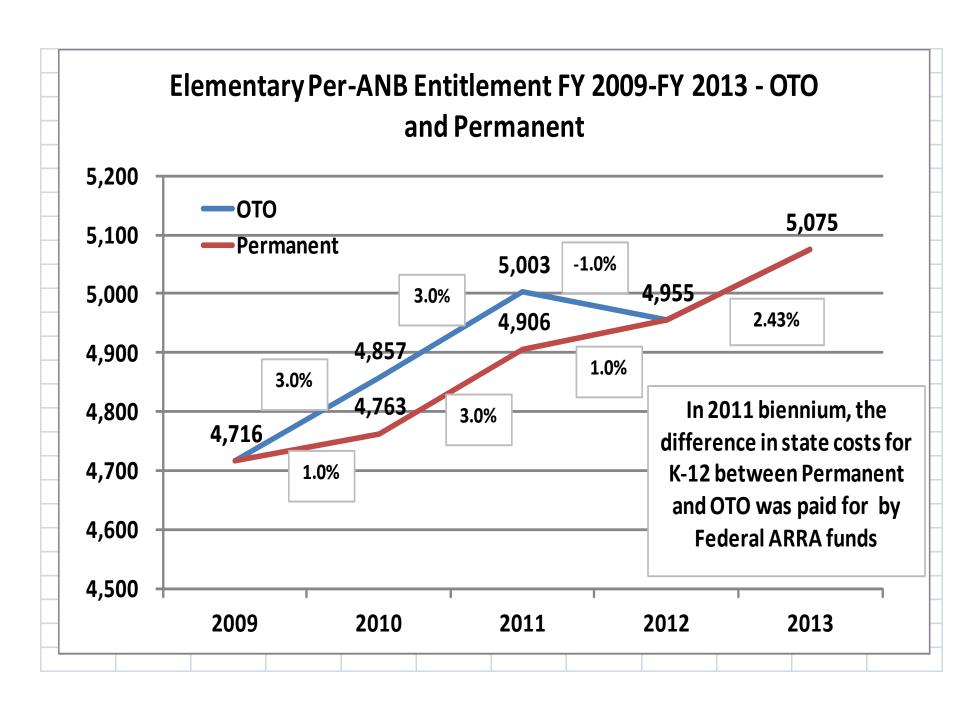
- FY2012 General Fund Budget
 - Basic and per-ANB Entitlements
 - General Fund over-BASE levy
 - Limit on GF fund balance reappropriated (FBR)
 - One-Time General Fund Transfer
 - Block grants frozen at 2011 rates
 - Oil and natural gas production taxes

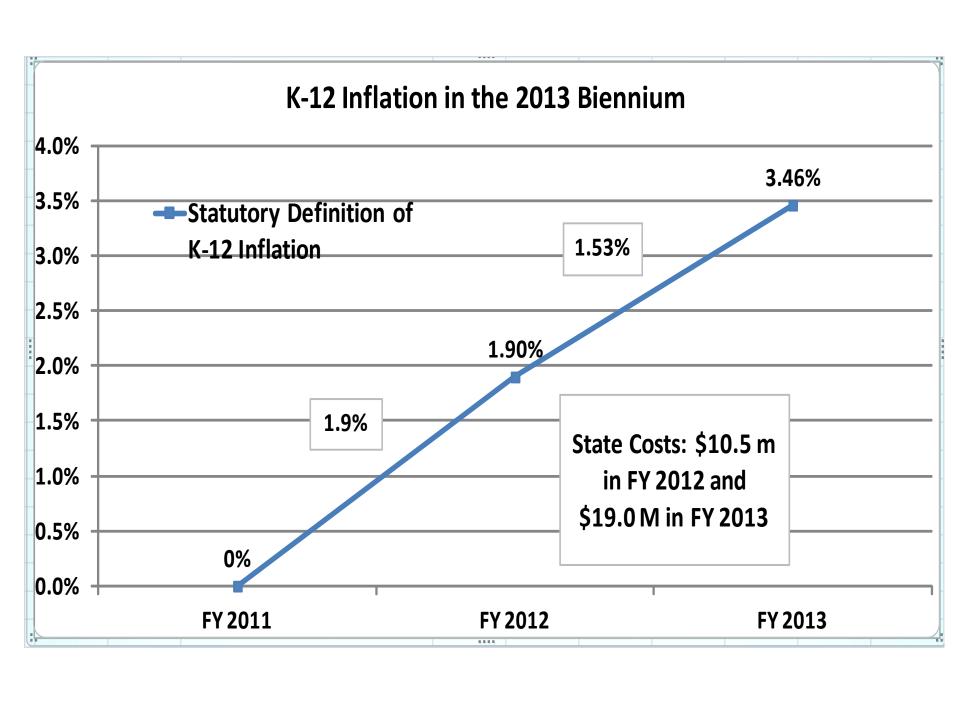
SB 329 - continued

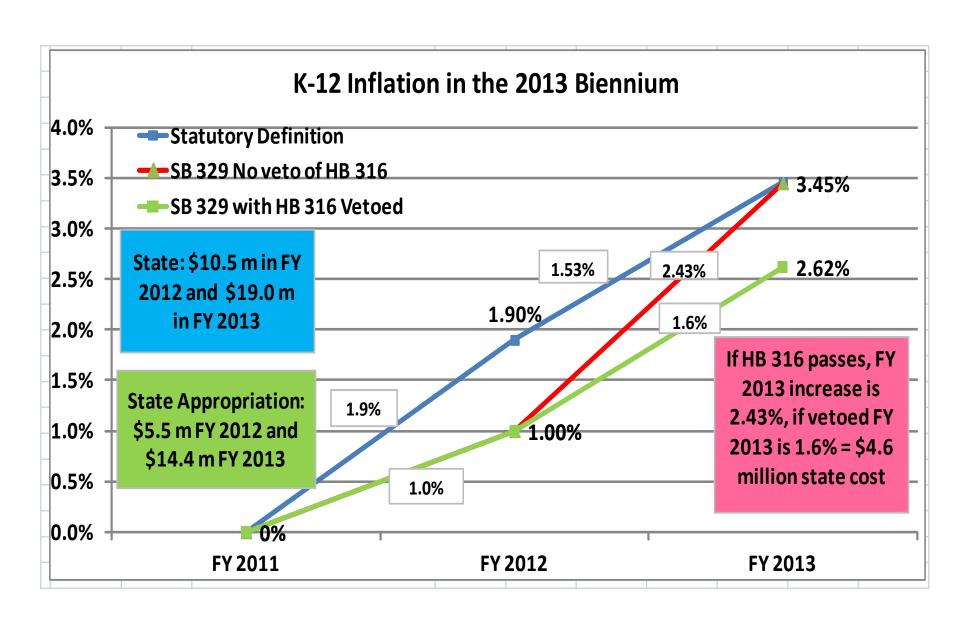
- Budget Amendments
- Ending Fund Balance Limits
 - Flexibility Fund (29)
 - All Budgeted Funds
- Pathway to Excellence Program
- Multi-District Cooperative Agreements
- Timelines

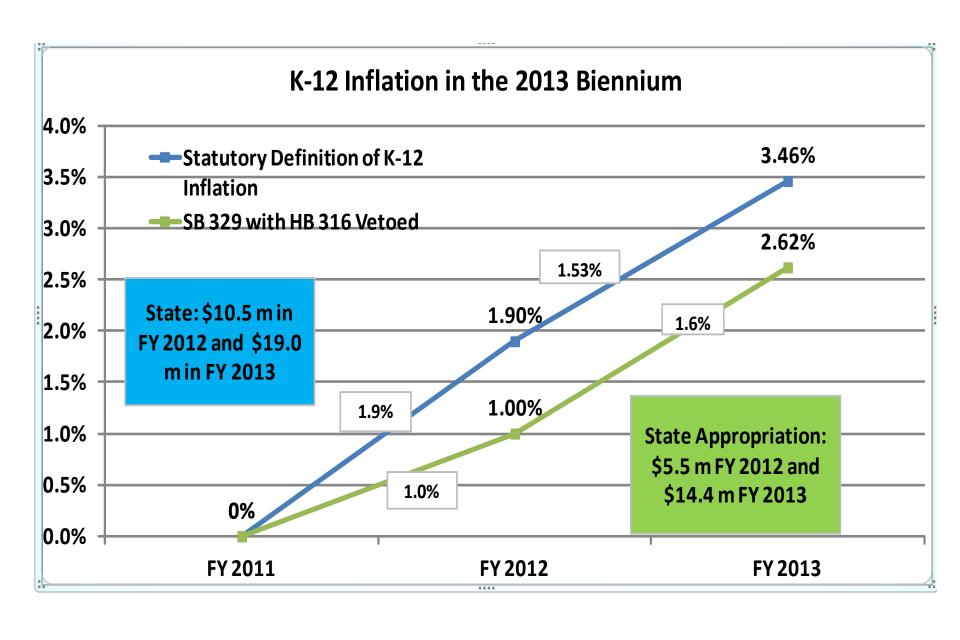
General Fund Budget Rates

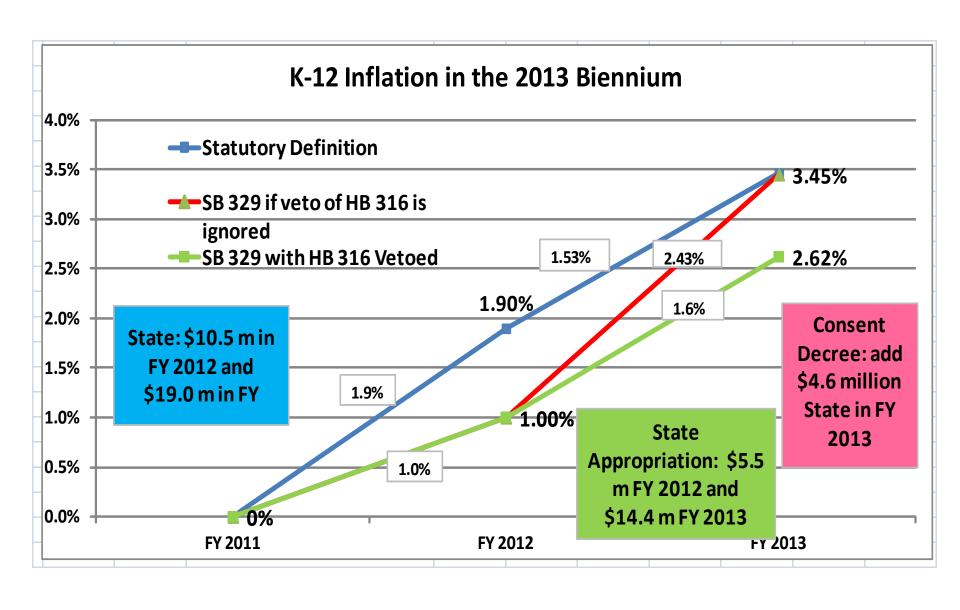
Entitlement	FY 2011		FY 2012 1%		FY 2013 2.43%		
Elementary Basic	\$	23,257	\$	23,033	\$	23,593	
Middle School Basic	\$	65,863	\$	65,231	\$	66,816	
High School Basic	\$ 258,487		\$ 256,003		\$ 262,224		
Elem Per-ANB	\$	5,003	\$	4,955	\$	5,075	
HS Per-ANB	\$	6,405	\$	6,343	\$	6,497	











SB 329 - FY2012 General Fund Budget

- Districts may permissively adopt an over-BASE levy that is equal to the higher of:
 - the highest over-BASE amount imposed (actually levied) in any of the previous 5 years (FY2007 – FY2011), OR
 - The highest over-BASE amount authorized by voters, up to the highest budget allowed, in any of the previous 5 years (FY2007 – FY2011)

SB 329 - FY2012 General Fund Budget

- General Fund Balance Reappropriated (FBR)
 - Any unreserved fund balance in excess of 15% of a school district's maximum general fund budget must be remitted to the state
 - FY2012 100% deposited to state general fund
 - FY2013 deposited to:
 - 70% Guarantee account
 - 5% State school oil and natural gas impact account
 - 25% County school oil and natural gas impact fund

Note: this provision terminates June 30, 2016

One-Time Transfer from General Fund

- Trustees must have approved the transfer at a properly noticed hearing prior to <u>June 30, 2011</u>
- General Fund money in excess of 15% of FY2011 GF adopted budget (doesn't include amendments)
 - FY2011 GF ending fund balance reported on TFS must be at least 15% of 2011 GF budget!
- May transfer to any <u>budgeted</u> fund(s)
- Notify OPI and county treasurer
 - Identify as SB329 One-time Transfer
 - Amount transferred
 - Identify to which fund(s) \$\$ were transferred

FY2012 General Fund Budget

- School district block grants (20-9-630, MCA) are frozen at FY2011 amounts:
 - General Fund
 - Transportation Fund
 - Combined Block Grant
 - In FY2013, SB372 Business Equipment Tax Reimbursements will be added to these payments

later!

 Countywide transportation block grants (20-9-632, MCA) will continue to increase by .76% annually

Distribution of taxes to taxing units (15-36-332, MCA)

- Dept. of Revenue (DOR) allocates per 15-31-331, MCA
- DOR distributes to Counties
- County remits to school districts

	Production Tax Months	DOR Remits to County			
Calendar	Jan. – Mar.	On or before August 1	Payments		
Year 2011	Apr. – June On or before November 1		Made in FY2012		
	July – Sept.	On or before February 1			
	Oct. – Dec.	On or before May 1			

- Limit on total oil and natural gas tax revenue
 - School district may receive 130% of its Maximum General Fund budget
 - DOR distributes \$\$ until the limit is reached
 - Excess of the limitation is deposited to:
 - In FY2012, to the guarantee account
 - Beginning in FY2013:
 - 70% to state guarantee account
 - 5% to state school oil and natural gas impact account
 - 25% to county school oil and natural gas impact fund

Note: this provision terminates June 30, 2016

- School district must budget a minimum amount of oil and natural gas production tax revenue in the General Fund equal to the lesser of:
 - 25% (FY2012) of the total oil and gas revenue received in all funds in the prior year, OR
 - The general fund levy requirement (BASE and over-BASE)
 - Required minimum receipts to be budgeted:

FY2012 25% FY2014 45%

FY2013 35% FY2015 and after 55%

Note: this provision terminates June 30, 2016

- Oil and natural gas revenue must be deposited in the General Fund until the budgeted amount is reached.
- All remaining oil and natural gas revenue may be deposited in any budgeted fund.

Impacts From Oil and Natural Gas Production

- State School Oil and Natural Gas Impact Account
 - Purpose: to provide money to schools not receiving oil and natural gas tax revenue but are impacted by contiguous counties that are benefitting from oil and natural gas tax revenue
 - Funding sources (FY2013 FY2016):
 - Excess fund balance available for reappropriation
 - Excess oil and natural gas production tax revenue
 - Amount in fund is limited to \$7.5 million; excess is deposited in the state general fund
 - School applies to OPI for funds
 - Awards based on need, impacts and other criteria

Impacts From Oil and Natural Gas Production

- County School Oil and Natural Gas Impact Fund
 - County distributes 80% of the fund when:
 - A school district receives 30% or less of the district's 4-year average oil and gas revenue, OR
 - The average price of oil is \$50 or less for the fiscal year, OR
 - Production of oil in the county drops 50% or more below the county's 5year average production
 - County may retain 20% to:
 - Pay outstanding capital project bonds
 - Other expenses incurred prior to reduction in price,
 - Offset property taxes
 - Promote diversification and economic development in the county
 - Attract new industry
 - Provide cash incentives for expanding employment base in the impacted area

Budget Amendments

- Any budget amendment(s) adopted due to an "unforeseen need of the district that cannot be postponed until the next school year without dire consequences affecting the educational functions of the district" (20-9-161(b))
- Adopted in combination with other budget amendments within the same fiscal year
- Exceeds 10% of the district's adopted general fund budget
- Must be reported with an explanation of why the budget amendment is necessary to:
 - Board of Public Education
 - Education and Local Government Interim Committee

Ending Fund Balance Limits

- Flexibility Fund (29)
 - Beginning July 1, 2013 (FY2014), the balance of a school district's flexibility fund may not exceed 150% of its maximum general fund budget
 - Example:

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FY2014 Maximum GF Budget $ 1,500,000
Flexibility Fund balance as of
June 30, 2014 cannot exceed $ 2,250,000
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Ending Fund Balance Limits

- Beginning July 1, 2016 (FY2017), EFB limited to 300% of the maximum general fund budget
- All budgeted funds, except building reserve, debt service and bus depreciation
 - General (01)Transportation (10)
 - Tuition (13) Retirement (14)
 - Adult Education (17) Technology (28)
 - Flexibility (29)
- Doesn't apply to districts in a non-operating status or in the first year of re-opening

Pathway to Excellence Program

- Requires the Office of Public Instruction (OPI) to develop on its website an educational data profile for each district, which contains:
 - -school district contact information and links to district websites, when available.
 - -state criterion-referenced testing results.
 - -program and course offerings.
 - -student enrollment and demographics by grade level.
 - -graduation rates.



Pathway to Excellence Program

- Requires each school district to annually report to the OPI and post on its website the following district information for the previous school year
 - -The number and type of employee positions.
 - -The total amount of compensation paid to each school district.
 - -The certification held by and required of each employee.



Multidistrict Cooperatives

 Allows cooperative purchasing contracts between school districts to purchase supplies and services without complying with bid requirements if the group maintains an updated, publicly available master list of supplies and vendors. The group must allow vendors to compete twice yearly for inclusion on the master list.



Multidistrict Cooperatives

- Authorizes two or more school districts to create a multidistrict cooperative to perform any services, activities, and undertakings of the participating districts.
- Members of multidistrict cooperatives may transfer moneys from any budgeted funds of the district to the prime agent (host) district of the cooperative for deposit into the interlocal agreement fund.



Multidistrict Cooperatives

 SB 329 and HB 2 appropriated a total of \$2 million for the biennium for one-time payments to districts participating in multidistrict cooperatives as of December 31, 2012. Payments will be allocated to districts based on the proration of each district's FY 2013 BASE budget to the total of BASE budgets for all districts participating in multidistrict cooperatives. Funding may be, but is not required to be, used to fund cooperative efforts.



Prior to June 30, 2011

 One-time transfer of general fund money in excess of 15% of FY2011 GF budget that is not needed to fund the budget to any budgeted fund.

Effective July 1, 2011 (FY2012)

- Multidistrict agreements
- Cooperative purchasing contracts
- Transfers between funds
- Increase in basic and per-anb entitlements
- General Fund over-BASE levy
- Limit on fund balance reappropriated (FBR)
- Oil and natural gas production taxes
- Block grants frozen at FY2011 level
- Budget amendments

Ends June 30, 2016

Effective in FY2013

- OPI distributes \$2 million appropriation to districts participating in multidistrict cooperatives
- OPI must present longitudinal data on student achievement

Effective July 1, 2012 (FY2013)

- State school oil and natural gas impact account
- County school oil and natural gas impact account
- Flex fund ending balance is limited to 150% of max
 GF budget

- Effective July 1, 2016 (FY2017)
 - Limit on ending fund balance in budgeted funds, except retirement, debt service, building reserve and non-operating

SB372 Business Equipment Tax

- Effective January 1, 2012
- Class 8 property tax rate reduced from 3% to 2% on the first \$2 million of taxable market value
- DOR will calculate property tax reimbursement for local governments, school districts, county retirement and countywide transportation funds (approx. \$10.7 m in FY 13 and \$6.4 m per year thereafter)
- School districts will be reimbursed through the school block grant payments
 - Reimbursement begins with FY2013 block grant payments (70% in November; 30% in May)
 - Anticipate this revenue when calculating net levy req's

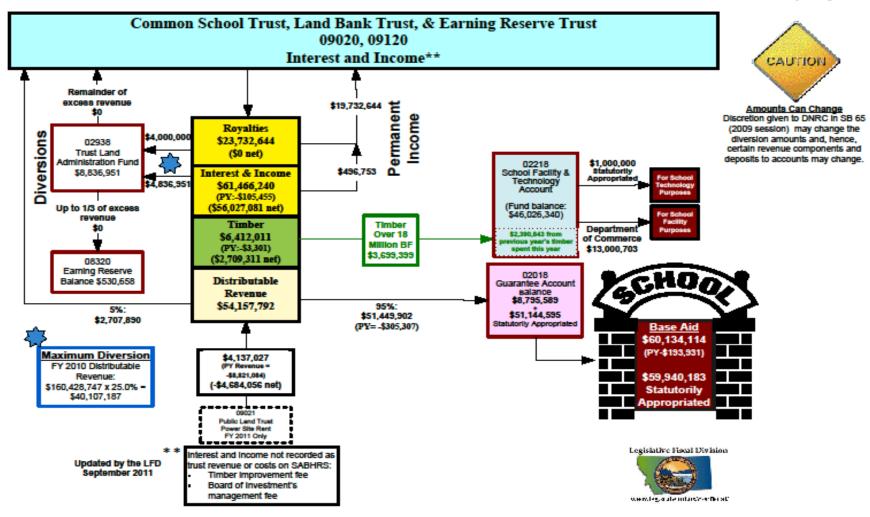
SB372 Business Equipment Tax

- Beginning in at the end of FY 2013, if fiscal year collections of income tax and corporate tax exceed 4% per year, then the tax rate on class 8 business equipment for the first \$3 million in market value will be 1.5%, and 3% for all value above that threshold.
- This will likely happen in FY 2013 and will apply to class 8 property starting tax year 2014.
- DOR will calculate property tax reimbursement for local governments, school districts, county retirement and countywide transportation funds, probably in FY 2015
- School districts will be reimbursed through the school block grant payments

Legislative Fiscal Division

Common School Trust - Fiscal 2011 Actual

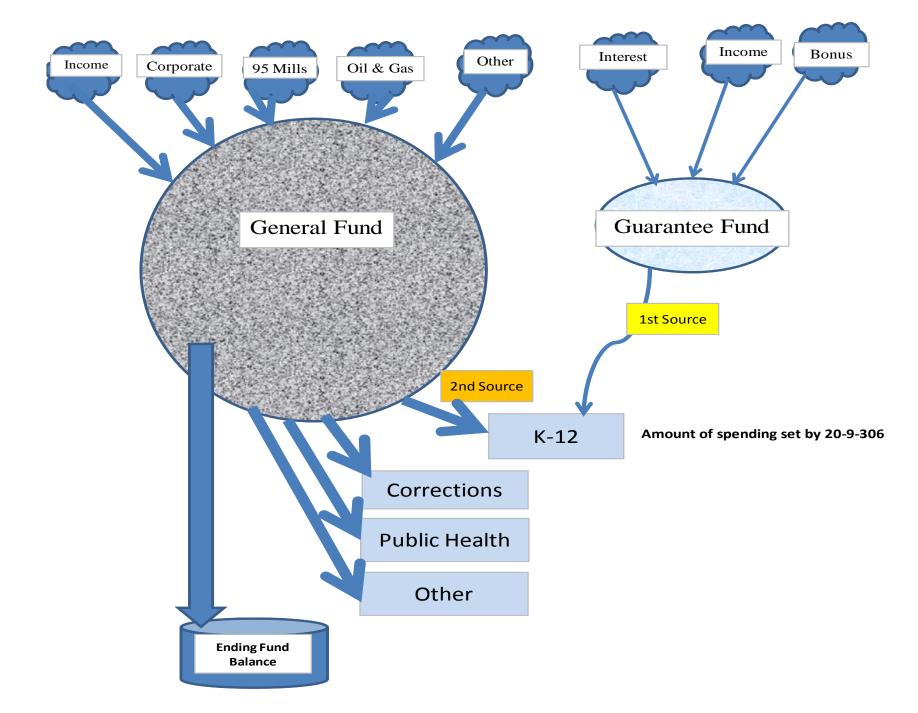
*As approved by RTIC and amended by the legislature

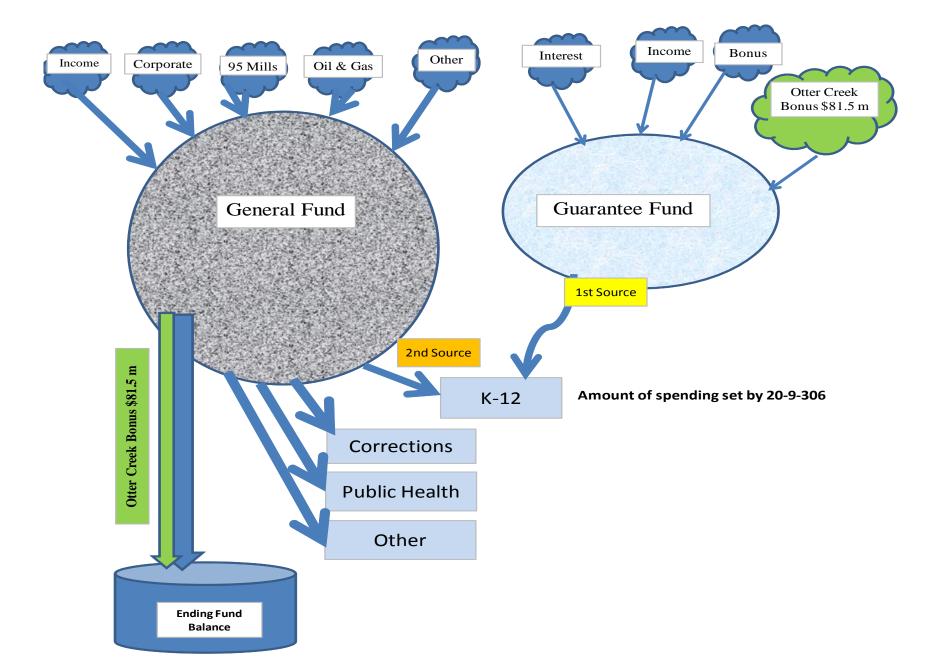


Guarantee Account

- Is Statutorily Appropriated (i.e. not directly appropriated in HB 2 – spending is equal to revenue into fund)
- Receives Interest and Income and Bonus
 Payments from State lands, Streambed rents
 until FY 2013, Excess oil and gas from school
 districts (70% in FY 2013), excess fund
 balance reappropriated beginning FY 2013

Guarantee Account - Revenues - FY 2012						
Interest and Income and Bonus Payments	\$	58,448,243				
Oil and Gas From School Districts - Excess of 130% of Max Bud	\$	15,267,924				
Streambed Rents from Power Companies	\$	4,165,917				
OTO Transfers due to HB604 (Junk Veh, BOG, Orphan share, coal						
bed methane)	\$	27,400,000				
Total	\$	105,282,085				





How the Guarantee Account Funds K-12

