Basic Education Funding Commission School Finance Briefing: Act 319; Funding Metric Impact; and other

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Lancaster County
Quarryville, PA

Clean and Green

- The Pennsylvania Forest and Farm Land -- Preferential Assessment Act of 1974 Act 319
- It is a Preferential Assessment program technically a 'deferred' taxation program in PA due to roll-back tax provisions
- Joint State Government Commission; April 1997
 Report
 - Senate Resolution No. 81 (Punt) adopted May 1996
 - The Executive summary....

...From the Executive Summary of the Joint State Commission April 1997 Report

The Clean and Green program shifts a portion of the burden of real estate taxes from open space landowners to other taxpayers.

The effect of the program throughout the state is to lower assessment values about 1.9 percent. However the impact on certain counties, municipalities and school districts is much greater; in some localities more than 20 percent of the property tax burden is shifted by the program.

Some of the more heavily impacted local taxing authorities have moved from real property taxes to other taxes to minimize this effect.

8 Report Recommendations

#8

 Consider establishing a subvention program to make up for tax revenues lost to counties and local governments that are heavily affected by preferential assessments

Cutler, 2009 ---- HB 1788

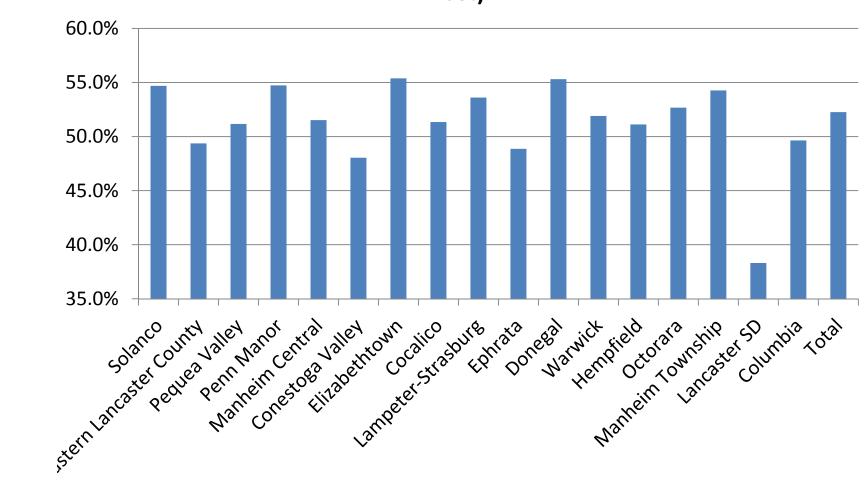
Doing the Math---

Agricultural Use and Agricultural Reserve Valuation

V =	<u>N/GR (VCR) (PRI)</u> r
V =	Use Value
N/GR =	10 Year rolling Average of state crop profit margin percentage
VCR =	10 year rolling average of value of crop receipts per acre by county for field crops (PASS)
PRI =	Soil index factor adjusted for cost of production by county by Land Capability Class and Yield
r =	10 year rolling average capitalization rate for 15 year fixed loan interest rate landowners from federal land bank sources

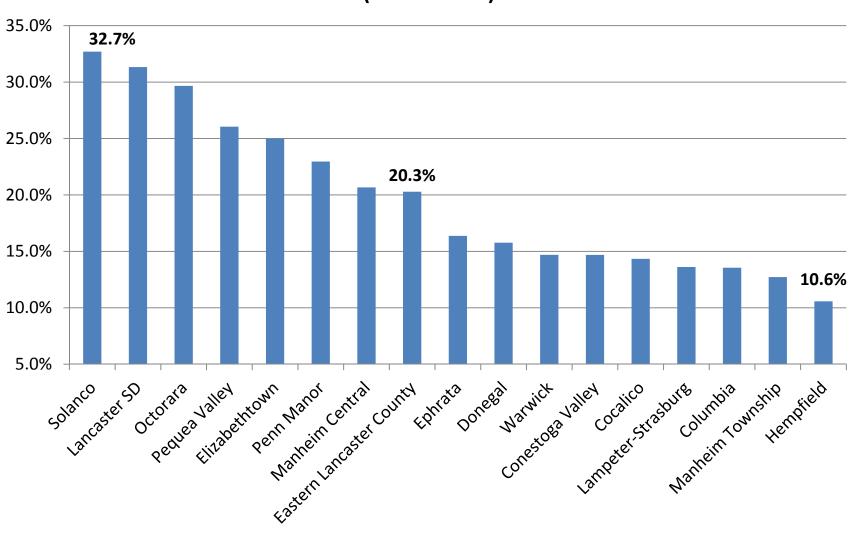
Act 319 Incentive

Lancaster County: Average Exemption Reduction Value as a % of the 319 Property total assessment (March 2014 Data set)

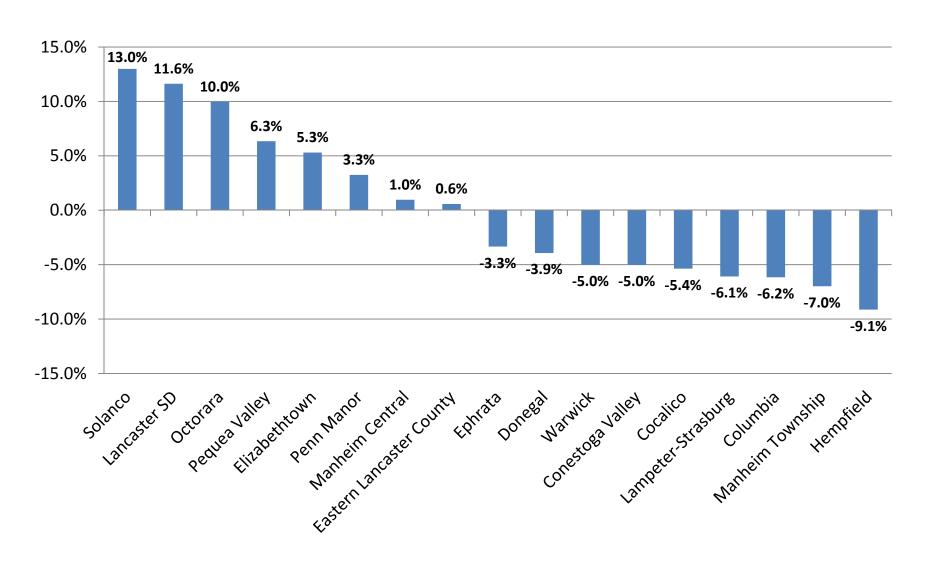


Solanco	Total Taxable (3/5/14) 1,856,647,200	Total Exempt (3/5/14) [Excludes Act 319 Exempt]	Total Exempt as a % of Taxable (3/5/14)	Act 319 Exempt (3/24/14) 464,172,500	Exempt Property Plus Act 319 Exempt	Exempt Property Plus Act 319 Exempt Property as a % of Taxable (March 2014)	Total Exempt (Act 319 Plus Regular Exempt) as a % Variance from the Average District Total Exempt
Lancaster SD	2,666,624,900	832,569,500	31.2%	2,905,200	835,474,700	31.3%	11.6%
Octorara	239,690,500	12,760,100	5.3%	58,344,700	71,104,800	29.7%	10.0%
Pequea Valley	1,256,379,800	95,933,500	7.6%	231,330,100	327,263,600	26.0%	6.3%
Elizabethtown	1,580,734,600	285,619,500	18.1%	109,692,700	395,312,200	25.0%	5.3%
Penn Manor	2,353,828,700	320,428,000	13.6%	220,009,100	540,437,100	23.0%	3.3%
Manheim Central	1,684,263,200	154,561,200	9.2%	193,603,300	348,164,500	20.7%	1.0%
Eastern Lancaster County	2,099,110,900	189,586,800	9.0%	236,159,400	425,746,200	20.3%	0.6%
Ephrata	1,886,938,600	228,815,500	12.1%	80,082,600	308,898,100	16.4%	-3.3%
Donegal	1,217,558,300	112,086,100	9.2%	79,953,700	192,039,800	15.8%	-3.9%
Warwick	1,947,963,800	208,890,900	10.7%	77,276,600	286,167,500	14.7%	-5.0%
Conestoga Valley	2,679,513,100	247,342,300	9.2%	146,182,500	393,524,800	14.7%	-5.0%
Cocalico	1,469,638,300	108,563,300	7.4%	102,147,400	210,710,700	14.3%	-5.4%
Lampeter-Strasburg	1,676,215,800	132,824,200	7.9%	95,440,400	228,264,600	13.6%	-6.1%
Columbia	355,573,200	47,978,400	13.5%	195,900	48,174,300	13.5%	-6.2%
Manheim Township	3,127,988,400	379,055,100	12.1%	18,894,400	397,949,500	12.7%	-7.0%
Hempfield	3,622,390,800	322,142,100	8.9%	60,896,900	383,039,000	10.6%	-9.1%
Total*	31,721,060,100	3,822,053,900	12.0%	2,177,287,400	5,999,341,300	19.7%	
						Avg Exempt	
* Excludes 8 properties in							
Source: Lanc Co Assessme	nt Office 3/5/14						

Exempt Property Plus Act 319 Exempt Property as a % of Taxable (March 2014)

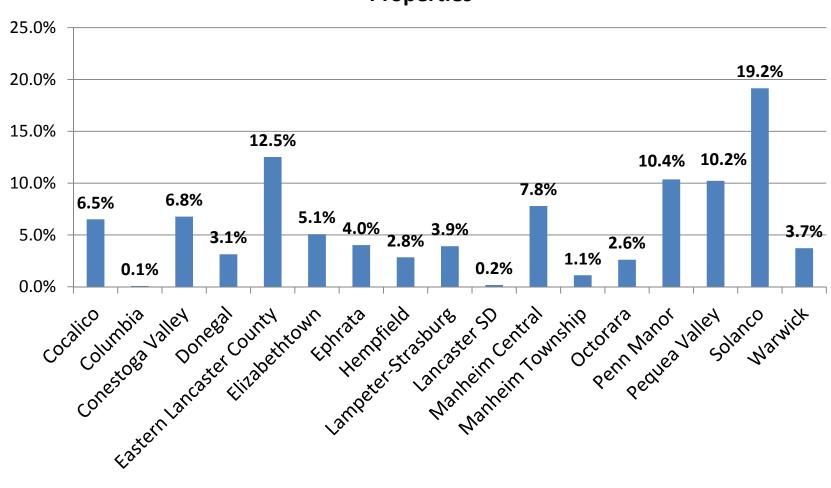


Total Exempt (Act 319 Plus Regular Exempt) as a % Variance from the Average District Total Exempt



Distribution of The Number of Properties in C & G in the county

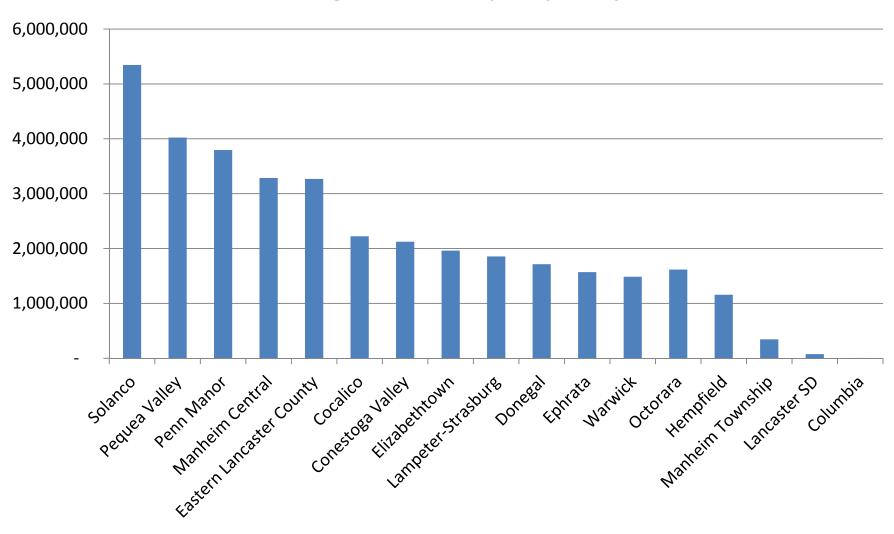
District # of Act 319 Properties as a % of Total County Act 319
Properties



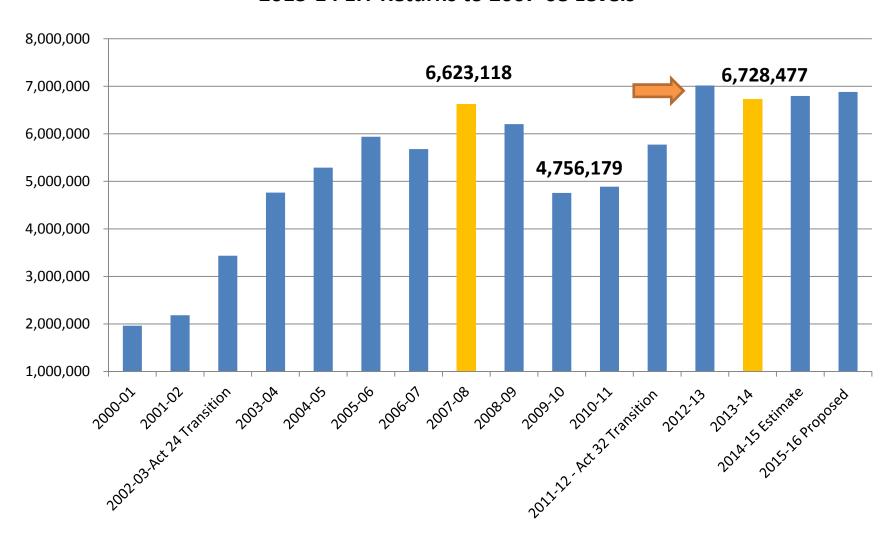
Millage times Exempt as a Proxy for Value of the exemption shift (Property tax Only)

	#Taxable (3/5/14)	Total \$ Taxable (3/5/14)	Act 319\$ Exempt	2013-14 Millage	Equated Dollar Value of Act 319 Exempt at Current 2013-14 Millage Rate	Exempt Shift	
Solanco	11,793	1,856,647,200	464,172,500	11.5161	5,345,457	14.9%	
Pequea Valley	6,852	1,256,379,800	231,330,100	17.3866	4,022,044	11.2%	
Penn Manor	15,586	2,353,828,700	220,009,100	17.2500	3,795,157	10.6%	
Manheim Central	10,022	1,684,263,200	193,603,300	16.9726	3,285,951	9.2%	
Eastern Lancaster County	11,273	2,099,110,900	236,159,400	13.8410	3,268,682	9.1%	55.0%
Cocalico	9,047	1,469,638,300	102,147,400	21.7600	2,222,727	6.2%	
Conestoga Valley	11,083	2,679,513,100	146,182,500	14.5280	2,123,739	5.9%	
Elizabethtown	10,097	1,580,734,600	109,692,700	17.8900	1,962,402	5.5%	
Lampeter-Strasburg	7,869	1,676,215,800	95,440,400	19.4384	1,855,209	5.2%	
Donegal	7,842	1,217,558,300	79,953,700	21.4453	1,714,631	4.8%	
Ephrata	12,104	1,886,938,600	80,082,600	19.6000	1,569,619	4.4%	
Warwick	10,939	1,947,963,800	77,276,600	19.2100	1,484,483	4.1%	
Octorara	1,414	239,690,500	58,344,700	27.7100	1,616,732	4.5%	
Hempfield	17,324	3,622,390,800	60,896,900	19.0030	1,157,224	3.2%	
Manheim Township	13,973	3,127,988,400	18,894,400	18.2575	344,965	1.0%	
Lancaster SD	22,180	2,666,624,900	2,905,200	25.9224	75,310	0.2%	
Columbia	3,802	355,573,200	195,900	27.3700	5,362	0.0%	
Avg or Total*	183,200	31,721,060,100	2,177,287,400	19.3589	35,849,694	100.0%	

Equated Dollar Value of Act 319 Exempt at 2013-14 Millage Rate (Property Only)



Solanco SD: Earned Income Tax (EIT): Audit / CAFR: 2013-14 EIT Returns to 2007-08 Levels



Funding Metrics

EM --- Denominator Sensitive

EQUALIZED MILL

Amount of local school taxes collected by the district divided by

Total Market Value of taxable property for the district

Local school taxes include:

Current real estate taxes

Interim real estate taxes

Act 511 Taxes

Payments in lieu of taxes

Delinquent taxes

MVPI Wealth Measure & EM as 'tax effort'

- EM Measures money "collected" Not Rate of levy
 - Higher value property, regardless of ROI or income wealth affiliated with the property, drives down EM
 - High value Farmland; Restricted zoning creating supply and demand costs, and "lower" tax rates can drive higher sale prices.
- MVPI wealth measure is not a measure of ability to pay....e.g. 70% of the wealth held by 30% of the people.

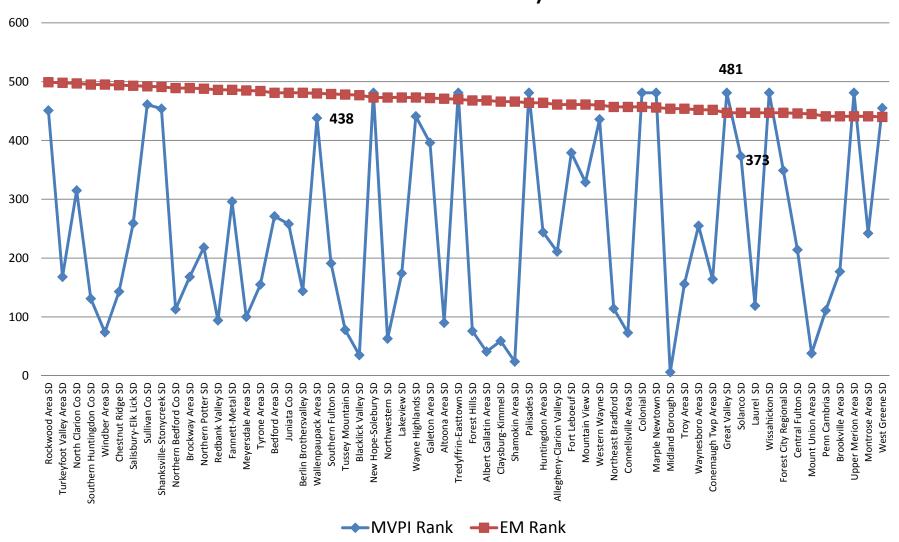
Lancaster County EM and MVPI Wide Variations within Counties

School District	2014-15 MV/PI Aid Ratio	2012-13 Eq Mills	Rank	2000 Pop per Sq Mile
Cocalico SD	0.4890	20.8	127	421.2
Columbia Borough SD	0.7289	25.8	39	3,903.4
Conestoga Valley SD	0.3839	14.8	377	509.2
Donegal SD	0.5546	22.2	96	468.1
Eastern Lancaster Co SD	0.2884	13.9	408	300.9
Elizabethtow n Area SD	0.5250	19.4	168	491.1
Ephrata Area SD	0.4784	19.5	166	693.2
Hempfield SD	0.4019	18.7	205	982.8
Lampeter-Strasburg SD	0.4232	19.4	168	531.5
Lancaster SD	0.6982	24.0	65	5,223.8
Manheim Central SD	0.3832	16.2	320	263.1
Manheim Tw p SD	0.3698	18.6	209	1,388.8
Penn Manor SD	0.4832	16.7	294	329.8
Pequea Valley SD	0.2349	16.0	329	241.2
Solanco SD	0.4629	12.8	447	153.6
Warw ick SD	0.4720	18.4	219	710.1

(e.g.) Lowest 30 to 59 EM's Statewide --- Wider Variation Statewide

		2014-15	_		2000
		MV/PI	2012-13	EM	Pop per
School District	County	Aid Ratio	Eq Mills	Rank	Sq Mile
Tredyffrin-Easttow n SD	Chester	0.1500	11.7	470	1,400.1
Forest Hills SD	Cambria	0.7154	11.8	468	140.9
Albert Gallatin Area SD	Fayette	0.7570	11.8	468	178.9
Claysburg-Kimmel SD	Blair	0.7360	12.0	466	97.9
Shamokin Area SD	Northumberland	0.7762	12.0	466	305.1
Palisades SD	Bucks	0.1500	12.1	464	152.7
Huntingdon Area SD	Huntingdon	0.5853	12.1	464	73.3
Allegheny-Clarion Valley SD	Clarion	0.6113	12.2	461	48.6
Fort Leboeuf SD	Erie	0.4547	12.2	461	117.6
Mountain View SD	Susquehanna	0.5189	12.2	461	45.1
Western Wayne SD	Wayne	0.3529	12.3	460	91.2
Northeast Bradford SD	Bradford	0.6794	12.4	457	33.9
Connellsville Area SD	Fayette	0.7168	12.4	457	176.7
Colonial SD	Montgomery	0.1500	12.4	457	1,663.3
Marple New tow n SD	Delaw are	0.1500	12.5	456	1,718.5
Midland Borough SD	Beaver	0.8333	12.6	454	1,418.6
Troy Area SD	Bradford	0.6524	12.6	454	40.5
Waynesboro Area SD	Franklin	0.5783	12.7	452	309.4
Conemaugh Twp Area SD	Somerset	0.6472	12.7	452	153.2
Great Valley SD	Chester	0.1500	12.8	447	614.4
Solanco SD	Lancaster	0.4629	12.8	447	153.6
Laurel SD	Law rence	0.6714	12.8	447	117.7
Wissahickon SD	Montgomery	0.1500	12.8	447	1,537.6
Forest City Regional SD	Susquehanna	0.4929	12.8	447	59.1
Central Fulton SD	Fulton	0.6085	12.9	446	50.4
Mount Union Area SD	Huntingdon	0.7613	13.0	445	64.6
Penn Cambria SD	Cambria	0.6801	13.1	441	152.5
Brookville Area SD	Jefferson	0.6388	13.1	441	47.5
Upper Merion Area SD	Montgomery	0.1500	13.1	441	1,730.8

Equalized Mills Statewide Rank of the 60 Lowest EM districts (Low to high); Compared to Each Districts' MVPI statewide ranking (High MVPI rank is wealthiest)

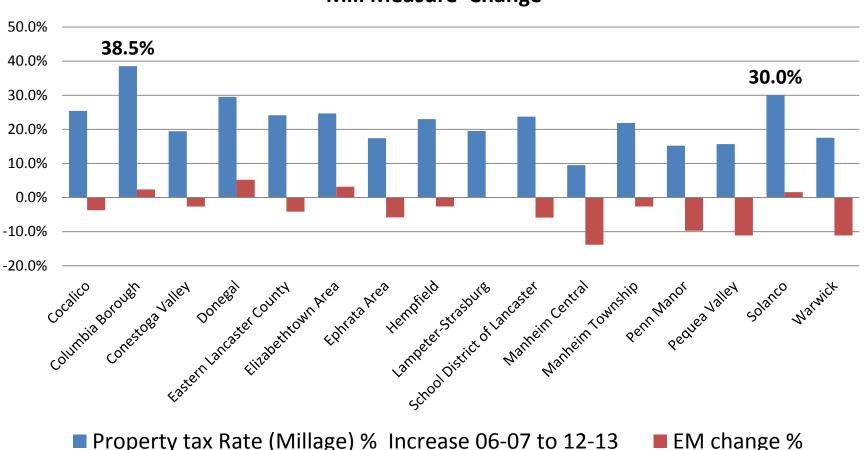


Property tax increases vs. ability to "move" EM Measure.... Is moot

Property tax Rate (Increase 06-0	EM change from 06-07 to 12-13	EM change %	
Cocalico	25.4%	-0.80	-3.7%
Columbia Borough	38.5%	0.60	2.4%
Conestoga Valley	19.5%	-0.40	-2.6%
Donegal	29.5%	1.10	5.2%
Eastern Lancaster Coun	24.1%	-0.60	-4.1%
Elizabethtown Area	24.7%	0.60	3.2%
Ephrata Area	17.4%	-1.20	-5.8%
Hempfield	23.0%	-0.50	-2.6%
Lampeter-Strasburg	19.5%	0.00	0.0%
School District of			
Lancaster	23.7%	-1.50	-5.9%
Manheim Central	9.5%	-2.60	-13.8%
Manheim Township	21.9%	-0.50	-2.6%
Penn Manor	15.2%	-1.80	-9.7%
Pequea Valley	15.7%	-2.00	-11.1%
Solanco	30.0%	0.20	1.6%
Warwick	17.5%	-2.30	-11.1%

EM Measure: Denominator changes impact more than Rate changes

Lancaster County 6 Year Cumulative Tax rate Increase And Equalized
Mill Measure Change



MV and PI and MVPI are Relative Statewide

	MAI	RKE1	VALUE /	PERSONAL IN	CON	IE AID R	ATIO	
				MV/PI AR				
MV AR	=	1	_ [School Distric	t MV/	WADM	X	0.5
				State MV/WAD	M			
PI AR	=	1		School Distric	t PI/V	VADM .	X	0.5
				State PI/WADM	1			
MV/PI A	=	0.6	(MV AR)	+	0.4	(PI AR)		

MVPI is a Relative measure across the state: Changes in a county vs. Statewide impact

School District	2014-15 MV/PI Aid Ratio	MVPI Change from 2008-09	% MVPI change from 08-09 (positive = "poorer"
Cocalico SD	0.4890	-0.0054	-1.1%
Columbia Borough SD	0.7289	0.0518	7.7%
Conestoga Valley SD	0.3839	0.1040	37.2%
Donegal SD	0.5546	0.0324	6.2%
Eastern Lancaster Co SD	0.2884	-0.0131	-4.3%
Elizabethtown Area SD	0.5250	0.0395	8.1%
Ephrata Area SD	0.4784	0.0546	12.9%
Hempfield SD	0.4019	-0.0027	-0.7%
Lampeter-Strasburg SD	0.4232	0.0314	8.0%
Lancaster SD	0.6982	0.0246	3.7%
Manheim Central SD	0.3832	-0.0265	-6.5%
Manheim Twp. SD	0.3698	0.0689	22.9%
Penn Manor SD	0.4832	0.0297	6.5%
Pequea Valley SD	0.2349	-0.0542	-18.7%
Solanco SD	0.4629	0.0131	2.9%
Warwick SD	0.4720	0.0127	2.8%

State BEF has become overwhelmed:

- \$5.5 billion on \$25 billion in Expenditures
- Just a little over 20% 'stake' at the table
- Pendulum has swung too far on property tax reliance –
 IFO & PA changing demography...next decade.
- A sustainable direction needs to put in play to ramp up state share of total input
- Recommend to send money to all (per ADM); but focus additional money to greatest need (student demographics and district wealth)
- Recommend to target lift from below the mean (Chi Square and McLoone index conceptual framework)
- Need to Establish key Measurable outcomes...

Funding – Does it do what was said?

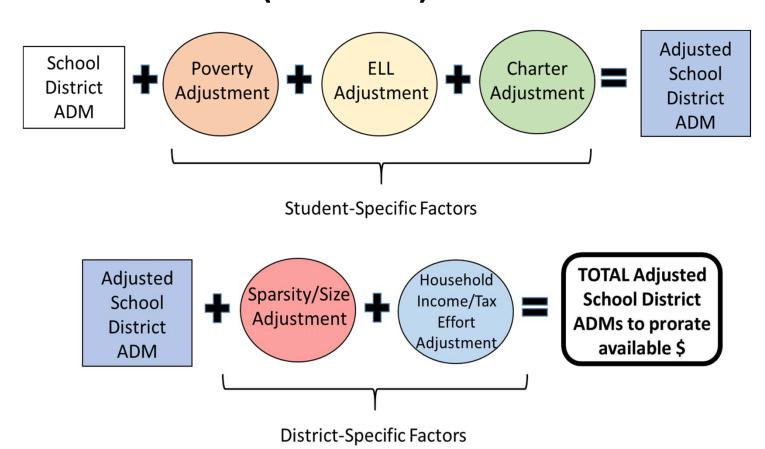
Distributing the Money Should Correlate to Rank of Need: Measuring Results						
Comparing Actual Spending with costing Out Estimates: Lancaster county						
School District	2005-06 ADM	Comparison Spending Per Pupil	Costing Estimate Per Pupil	Total Difference Per Pupil (i.e. based on standardized multiple district & student metrics)	Rank of 2007 COS 'need' out of 16 districts:	08-09 BEF Proposal Rank out 16 districts; % Increase: Lowest rank =
Cocalico	3,670	\$ 7,548	\$ 11,067	\$ (3,519)	6	3
Columbia	1,532	\$ 8,782	\$ 12,434	\$ (3,652)	4	2
Conestoga Valley	4,055	\$ 8,283	\$ 11,847	\$ (3,564)	5	4
Donegal	2,826	\$ 7,844	\$ 10,938	\$ (3,094)	10	5
Eastern Lanc co	3,507	\$ 8,294	\$ 11,793	\$ (3,499)	7	11
Elizabethtown SD	4,021	\$ 7,473	\$ 11,190	\$ (3,717)	3	9
Ephrata	4,124	\$ 8,731	\$ 11,355	\$ (2,624)	14	15
Hempfield	7,337	\$ 8,401	\$ 10,853	\$ (2,452)	15	13
Lampeter-Strasburg	3,344	\$ 7,972	\$ 11,130	\$ (3,158)	9	6
Lancaster SD	11,547	\$ 9,878	\$ 14,904	\$ (5,026)	1	1
Manheim Central	3,119	\$ 8,781	\$ 11,591	\$ (2,810)	13	14
Manheim Twp	5,621	\$ 8,607	\$ 10,845	\$ (2,238)	16	7
Penn Manor SD	5,451	\$ 7,776	\$ 11,104	\$ (3,328)	8	10
Pequea Valley	1,950	\$ 8,699	\$ 11,553	\$ (2,854)	12	12
Solanco SD	4,050	\$ 7,201	\$ 11,994	\$ (4,793)	2	16
Warwick	4,746	\$ 7,973	\$ 11,004	\$ (3,031)	11	8
Costing Out Study (App	endix F, pag	e 70)				
Augenblick, Palaich & Associates: November 2007 report; as presented to the State Board of Education						

The Cost of Doing Nothing

(Hartman & Shrom, 2014)

	5 Year Totals
Total Local Revenues	\$2,389,884,079
BEF (2%)	\$468,016,002
Total Revenues	\$2,857,900,080
	• • • • • • • • • • • • • • • • • • • •
Net PSERS	\$974,303,988
Salaries	\$502,409,311
Charter Tuition (10.7%)	\$840,154,870
Health Care & Other	\$942,534,106
Major Expenditures	\$3,259,402,275
	(\$ 10.1 = 0.0 10.1)
Surplus or (Shortfall)	(\$401,502,194)
\$ Negative	(\$990,483,955)
\$ Positive	\$588,981,760
# Negative	297
# Positive	203

Proposed New BEF Formula (PASBO)



Rebalancing BEF to Address Hold Harmless Fears (PASBO SLIDE from November 2014)

- Many in the field are concerned that a new formula results in <u>less BEF</u> dollars to their district
- A concept under discussion
- Fund districts at base year BEF/ADM with adjustment for inflation but apply actual ADMs
- (Hold-harmless the Student per ADM...not the district).....fair, predictable, and it is a start....Going to take MORE than Just the BEF

Funding: Sustainability Critical

- District Funding must be sustainable
- E must R every year---District bifurcation occurring in both spending and program offerings
- Volatility of the Era has dramatically increased
 - Utilities, Health Care, Special education, Charters, Fuels and transportation, IT infrastructure and equipment replacement, Economic growth, Interest earnings, debt and construction, and capital replacements
 - Fund balance Caps facilitate poor spending initiatives and higher costs for long-term capital needs(PlanCon)
- Student program offerings are becoming more tailored and differentiated; Program Investment required, resource sharing required...high-end quality on-line learning opportunities required
- Extra-curricular Activities remain critical to student development

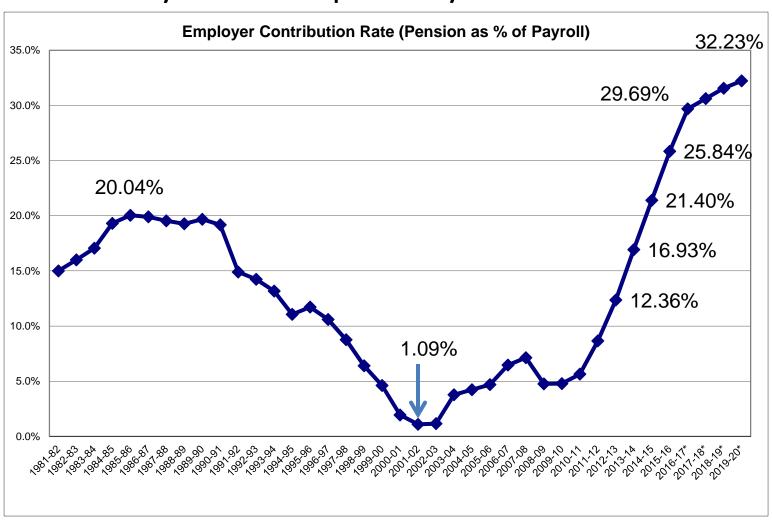
Metrics matter more than ever

- A significant (and Separate) piece of the funding should flow to ADM's --- (3 year moving avg)
- Start from where everyone is at current BEF per ADM funding level – Metrics must "reflect" the district
- Inflation adjust District ADM amount for growth, & distribute based on (moving avg) ADMs
- Easy to understand, explain, and begins to fund students at least from where "they" are
- Other significant Funding allocations must adjust for student demography as well as district & resident wealth ...PASBO Measures proxy well...
- Reward Efficiencies, Encourage innovation, Challenge for Creativity

Other

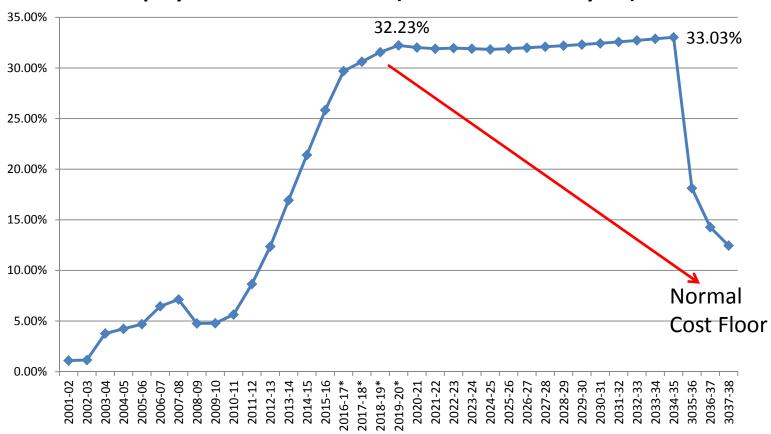
Pension

Pension: Tale of two charts Liability has to be paid...by who matters



State buy down (state share) required *prior* to 'reverse cliff'---22 years of 25%+ ECR will not go forward without unintended consequences

Employer Contribution Rate (Pension as % of Payroll)



Charters & Health Care

Charter

- \$2 billion Annually; historically growing at double digit rates
 - Even at a slow down to 6% annual growth in cost, that is the equivalent of a 1% increase in school district property tax (\$120 Million)

Health Care

- Urban and suburban ACA
 Excise Tax Thresholds
 approaching for 2018
 - Eventual return and re-set to 'normal' medical trend growth
 - Est. at \$3 billion base

PLANCON

- Given repressed property tax era, districts should be rewarded for efforts to maintain infrastructure in smaller increments.... Long-term bonds are not always the answer
- We should reward thoughtful well planned lower cost multi-year programs specific and targeted
 - Targeted program improvements using short term loans and cash
 - Addressing upgrades to student based technology programs
 - Physical Plant and utility upgrades & efficiency
 - Interior retro-fits and smaller specialty square footage additions
 - Major roofing and HVAC

BEFC – A path to Ten Years From Now

- Commission Establishment and charge is unparalleled
- Work, effort and review has been detailed and overarching
- Education focus; grounded in political and economic reality; Shaping the course...and future of many
- Need Action soon, and set direction, create a solid start, one that is sustainable AND scalable, with clear and measurable outcomes
- Improving BEF is part of the solution....but cannot leverage all.

Thank you to the Basic Education **Funding Commission** For the opportunity to present; and for your work, service and diligent effort...

Timothy J. Shrom, Ph.D.; PRSBA; (Pennsylvania Registered School Business Administrator)

Timothy (Tim) J. Shrom has served the past 33 years as the Business Manager at the Solanco School District in Quarryville, Pennsylvania. Prior to Solanco he served in the Lancaster County banking sector as both a loan officer and branch manager. Dr. Shrom holds a B.S. Degree in Business from Elizabethtown College, a Masters and PhD in Educational Leadership from Pennsylvania State University (PSU), where he has also done graduate work in their MBA program. His Doctoral Thesis was awarded The Donald. J. Willower Dissertation Award in Educational Leadership at PSU, and the National Education Finance Academy's (NEFA) Outstanding Dissertation (in School Finance) of the Year. His areas of specialty / focus are school finance, health care, and related public policy.

He has served as President of the Pennsylvania Association of School Business Officials (PASBO), and represented the Association of School Business Officials International (ASBOI) as a member of the National Center for Education Statistics (NCES) School Facilities Task Force. He serves as the chair of PASBO's task force for Statewide Health Care and a member of PASBO's Pension review task force.

In 2014, he served as one of nine school finance experts nationally on a review panel for the US Department of Education Office of Planning, Evaluation and Policy Development. This was a national study conducted by The American Institute for Research (AIR) for school financial reporting.

He has presented school finance related topics statewide and nationally for over two decades for PASBO, ASBOI, the American Education Finance Association (AEFA / now AEFP for Finance Policy), and the NEFA. In 2013 he was recognized as a Distinguished Research and Practice Fellow by the NEFA.

He was one of three school business practitioners to work with Pennsylvania State University's (PSU) College of Education, PSU's Smeal College of Business, New York University, and the University of Kentucky on a Cost Accounting Program for Student-Level Resources. This was a demonstration research project funded by a major grant award from the U. S Department of Education's Institute for Educational Sciences (IES).

In 2009, he was one of four Pennsylvania school finance representatives to participate in a school finance exchange program with the UK's National Association of School Business Management (NASBM). This exchange provided the opportunity to study with the UK's Education Department Value for Money Unit and discuss educational policy in Parliaments' House of Lords. The exchange included UK site visitations to various London area schools to observe operational differences and similarities.

Dr. Shrom was honored in 2005 as Elizabethtown College's (Lancaster County) Outstanding Business School Graduate. This recognition is presented to one business graduate alumnus annually. He has been recognized as the Outstanding School Business Official of the Year at both State (PASBO) and National (ASBOI) levels. Solanco School District has been recognized statewide and nationally for both student performance and effective fiscal operations. Recognition for quality fiscal management includes 17 consecutive years of both the Certificate of Excellence in Financial Reporting and the Certificate of Achievement for Excellence in Financial Reporting.

Present Service to Community and Boards Includes:

- -A Trustee on the Pennsylvania School District Liquid Asset Fund (PSDLAF); a \$4 + billion investment trust for school districts.
- -A board member and Chair (2015) of the Lancaster County Business Group on Health; a county-wide board for cooperative work in health care, affiliated with the Lancaster Chamber of Commerce.
- -Member of the Executive Committee of the Lancaster County Employee Health Care Consortia (EHCC) which serves to provide health care to over 15,000 lives in central Pennsylvania.
- -Member of the Pennsylvania School Boards Association (PSBA) Education Policy Research Advisory Committee; research review for various publications and articles.
- -He serves on the PPRC and as a Trustee with the Georgetown United Methodist Church, Georgetown, Pa.

His wife of 34 years, Debra Ann, owns and operates a Dance Studio in the Southern Lancaster County area. They reside in Quarryville, PA with their daughter Tiffany.