# The **three tax levy numbers** under New York state's tax levy "cap"

With all the talk of New York's "2 percent tax cap," it may come as a surprise to learn that each school district presents three separate tax levy numbers every year in order to comply with the law.

And chances are good that none of these numbers will be exactly 2 percent. In fact, in 2014 only two of the state's nearly 700 school districts had a 2 percent "cap." That's because the 2 percent you hear about is just one part of a complex formula that school districts must use to calculate two of their tax levy numbers, the **tax levy limit** and the **maximum allowable tax levy**. These two numbers—that establish more of a threshold than a cap—help districts determine their proposed tax levy.

### **Tax levy limit**

Essentially, the tax levy limit tells a school district how much voter support it will need to pass a budget with its proposed tax levy. For school districts, the tax levy limit is the highest allowable tax levy (before exclusions) that a school district can propose as part of its annual budget and need the approval of only a simple majority of voters (50 percent plus 1) to pass the budget. If a district reposes a budget with a tax levy amount (before exclusions) above this limit, it will need

proposes a budget with a tax levy amount (before exclusions) above this limit, it will need the approval of a supermajority of voters (60 percent) to pass the budget.

School districts are required to report their calculated tax levy limit to the state comptroller by March 1 each year.

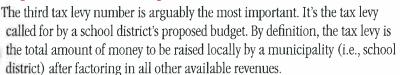
### **Maximum allowable tax levy**

The maximum allowable tax levy is the tax levy limit PLUS certain exclusions. Taxes levied to fund the following expenses are excluded from the tax levy limit:

- Voter-approved local capital expenditures.
- Increases in the state-mandated employer contribution rates for teacher and employee pension systems that exceed two percentage points.
- Court orders/judgments resulting from tort actions of any amount that exceeds 5 percent of a district's current levy.

A school district adds these exclusions to its tax levy limit without triggering the need for 60 percent voter approval.

### **Proposed tax levy**



If a school district's proposed tax levy minus exclusions is less than or equal to the district's calculated tax levy limit, the district will need the approval of a simple majority of voters to pass its budget. If the proposed tax levy minus exclusions is greater than the district's calculated tax levy limit, 60 percent voter approval is needed.

#### **Comparing the numbers**

Each May, New Yorkers vote on their school districts' proposed budgets. The level of voter support needed to pass each budget will depend on how much the tax levy would be in the proposed budget. Here is a hypothetical school district to illustrate:

- PRIOR YEAR TAX LEVY (2014-15): \$15,000,000
- CALCULATED TAX LEVY LIMIT (2015-16): \$15,207,000
- **EXCLUSIONS FROM THE LIMIT (2015-16):** \$216,500
- MAXIMUM ALLOWABLE TAX LEVY (2015-16): \$15,423,500

#### Scenario A

PROPOSED TAX LEVY (2015-2016): \$15,373,500 (2.49% increase over 2014-15)
How does this compare with the tax levy limit?
\$15,373,500 - \$216,500 = \$15,157,000

The proposed tax levy minus exclusions (\$15,157,000) is <u>below</u> the district's calculated tax levy limit (\$15,207,000). Therefore, the proposed budget, with a tax levy increase of 2.49%, requires approval by a simple majority of voters to pass.

#### Scenario B

PROPOSED TAX LEVY (2015-16):

\$15,423,500 (2.82% increase over 2014-15)

How does this compare with the tax levy limit? \$15,423,500 - \$216,500 = \$15,207,000

The proposed tax levy minus exclusions (\$15,207,000) is at the district's calculated tax levy limit (\$15,207,000). Therefore, the proposed budget, with a tax levy increase of 2.82%, requires approval by a simple majority of voters to pass.

#### Scenario C

PROPOSED TAX LEVY (2015-16):

\$15,472,500 (3.15% increase over 2014-15) How does this compare with the tax levy limit? \$15,472,500 - \$216,500 = \$15,256,000

The proposed tax levy minus exclusions (\$15,256,000) is above the district's calculated tax levy limit (\$15,207,000). Therefore, the proposed budget, with a tax levy increase of 3.15%, requires approval by a supermajority of voters (60% or more) to pass.

### New York's Tax Levy "Cap" Formula:

### How does it add up?

Although often referred to as a "2 percent tax cap," New York's tax levy "cap" law does not restrict any proposed tax levy increase to 2 percent. Pursuant to the law, each school district must follow an 8-step calculation, outlined below, to calculate its individual "tax levy limit." That limit then determines what level of voter support is required for budget approval.

#### THE BASE FORMULA

The "quantity change factor," determined by the Dept. of Taxation and Finance for each district by Feb. 1. It's the year-to-year increase in the full value of taxable real property in a school district due to physical or quantity change (e.g., new construction). Increases in full value due solely to assessment changes are not included. This factor will not be less than 1.000, even if a district sees a decrease in its full property value.

The amount of the school district's current-year tax levy necessary to pay for court orders or judgments arising out of tort actions. Applies only to the portion that exceeds 5% of the school district's total prior-year tax levy. Tax certioraries do not qualify.

This factor, which accounts for inflationary change, is limited to the lesser of 2 percent or the change in the consumer price index.

The highest allowable tax levy (before exclusions; see below) that a school district can propose as part of its annual budget and need only a simple majority of voters (50% + 1) to pass the budget. Each school district will calculate and report its own tax levy limit.

PRIOR SCHOOL-YEAR TAX LEVY

×

TAX BASE GROWTH FACTOR

+

PILOTS RECEIVED IN PRIOR SCHOOL YEAR

TAX LEVY TO PAY FOR <u>SOME</u> COURT ORDERS/JUDGMENTS

TAX LEVY TO PAY FOR LOCAL CAPITAL COSTS

ALLOWABLE LEVY GROWTH FACTOR

PILOTS RECEIVABLE IN COMING SCHOOL YEAR

+

AVAILABLE CARRYOVER (IF ANY)

**TAX LEVY LIMIT** 

The total amount of property tax revenue levied by the district for the current school year, adjusted for any excess tax levy that was identified for a previous year, including any interest earned.

The amount of revenue receivable by the school district in the current school year from "payments in lieu of taxes," or PILOTs. Certain commercial property owners (usually large corporations) enter into PILOT agreements to make annual payments instead of paying property taxes for a negotiated period of time.

The amount of the school district's currentyear tax levy necessary to pay for construction/ renovation of capital facilities or capital equipment (including debt service and lease expenditures) and transportation capital debt service (e.g., bus leases and purchases). Refers only to the portion paid with local tax dollars (i.e., does not include state building or transportation aid received).

The amount of revenue the school district expects to receive in the coming school year from "payments in lieu of taxes," or PILOTs.

If a district's current year tax levy was less than its tax levy limit, it must increase the coming year's tax levy limit by that amount or 1.5% of the current year's tax levy limit, whichever is less.

#### **EXCLUSIONS TO BE ADDED**

The law excludes certain portions of a school district's tax levy from the calculation above. A district can add these exclusions (described below) to its tax levy limit, increasing the amount of taxes the district is allowed to levy while still needing only a simple majority of voters for budget approval.

### TAX LEVY TO PAY FOR SOME PENSION CONTRIBUTION COSTS

Applies only when the employer contribution rates set by the statewide pension systems (TRS and ERS) increase by more than 2 percentage points from one year to the next. Even with this exclusion, most—if not all—pension costs must be funded within a school district's tax levy limit.

### TAX LEVY TO PAY FOR SOME COURT ORDERS/JUDGMENTS

The amount of the school district's coming-year tax levy necessary to pay for court orders or judgments arising out of tort actions. Only the amount that exceeds 5% of the school district's prior-year total tax levy can be excluded from the tax levy limit. Tax certioraries cannot be excluded.

### TAX LEVY TO PAY FOR SOME LOCAL CAPITAL COSTS

The amount of the school district's comingyear tax levy necessary to pay for construction/ renovation of capital facilities or equipment (including debt service and lease expenditures) and transportation capital debt service. This exclusion refers only to the portion paid with local tax dollars (i.e., does not include state building or transportation aid received).

#### **MAXIMUM ALLOWABLE TAX LEVY**

The tax levy limit plus exclusions. This is the highest total tax levy that a school district can propose as part of its annual budget for which only the approval of a simple majority of voters (50% + 1) is required.





### Raising the stakes for schools...

# **Today's contingent budgets**



No longer is there a spending cap on

contingent budgets. Instead, there is

now a 0 percent cap on the tax levy

to levy the same amount of taxes as

in the current year or less—without

other costs, mandated or not.

any adjustments for state pension rate

increases, contractual obligations or any

increase. In other words, a district that

adopts a contingent budget would have

#### WHAT IS A TAX LEVY?

The tax levy is the total amount of taxes a school district raises to help fund its budget, after accounting for all other revenue sources. The tax levy is the basis for determining the tax rates for each municipality within a school district. Tax rates are also affected by changes in town assessments and state equalization rates.

BUDGET APPROVALS, BY THE NUMBERS

Statewide since 2007, voters have approved an average of 94.6 percent of school budgets on the annual school budget vote day in May of each year. As illustrated in the chart below, in each of those years, the percentage of budgets approved by a supermajority of voters (60% or more) was significantly lower.

Since New York's tax levy "cap" law went into effect, public schools have been facing a new reality when it comes to contingent budgets. No longer is there a spending cap on contingent budgets. Instead, there is now a **0 percent cap on the tax levy increase**. In other words, a district that adopts a contingent budget would have to levy the same amount of taxes as in the current year or less—without any adjustments for state pension rate increases, contractual obligations or any other costs, mandated or not.

However, other aspects of the contingent budget rules have stayed the same. If voters defeat their school district budget on May 20, a district has two options: resubmit the same proposal or a revised

2012

2013

one for a revote on June 17, or adopt a contingent budget. If residents vote down the budget a second time, the district MUST adopt a contingent budget.

Adopting a contingent budget prohibits a district from spending any money in certain areas, including community use of school facilities (unless all costs are reimbursed to the district); new equipment purchases; non-essential maintenance; capital expenditures (except in emergencies); salary increases for non-instructional, non-unionized employees; and certain field trips and student supplies. Contingency rules also cap the growth of the administrative component of the budget. These requirements existed prior to the tax levy cap and remain in effect.

(60% or more) was significantly lower. Budgets approved by simple majority Budgets approved by supermajority 100% 95.3% 93.4% 92.8% 92.2% % OF BUDGETS STATEWIDE 80.4% 80% 70.7% 69.3% 64.4% 60.4% 60% 40% 25.0% 20%

## Proposal above "tax levy limit" requires supermajority approval

The state's tax levy cap places restrictions on how school districts may increase their tax levies. It requires each district to calculate its own "tax levy limit," which determines the maximum allowable tax levy (including permissible exclusions) that a school district can propose and need the approval of only a simple majority of voters (more than 50 percent).

A district may, however, present voters with a budget proposal that carries a tax levy that exceeds its tax levy limit (plus exclusions). In such a case, budget passage requires approval by a supermajority of voters (60 percent or more). If a district fails to obtain a supermajority for a proposal that exceeds the tax levy limit, the same rules for a budget defeat, described above, apply.

### Zero percent increase in contingency is the real "cap"

While districts still have a chance at a revote if a proposed budget fails on the first try, the "zero percent cap" on contingent budget tax levies raises the stakes for school leaders as they work to craft budget proposals that their communities will support.

And with politicians and the media often erroneously referring to the law as a "2 percent tax cap," the reality is that any proposed school tax levy increase will likely be compared to this perceived levy limit, adding to the pressures schools face to keep tax increases in check despite escalating costs, stagnant state aid and rising expectations to build and sustain world-class schools.

Produced by the Capital Region BOCES Communications Service (http://www.capitalregionboces.org/Communications), in consultation with the Questar III BOCES State Aid and Financial Planning Service. Published March 2014.

2008

2009

2010

2011

0

2007

