# School Finance: Formula Revenue Distribution 

House Committee on Revenue

Presented by
Legislative Revenue Office

## Operating Revenue of K-12 Public Education

- The revenue for operating expenditures of $\mathrm{K}-12$ public education in Oregon has been primarily funded through a combination of state and local resources
- This combined revenue is often called the formula revenue
- The relative shares between state and local revenue resources have shifted over time, primarily in response to Measure 5 (1990) and Measure 50 (1997).


## Sources and Distribution

I. Background Information and Big Picture
II. Sources of Formula Revenue
III. About Formula: Fundamentals of Formula Revenue Distribution commonly referred to as State School Fund Distribution
IV. A Hypothetical Case Study: Property Tax Exemption and Formula Revenue
V. A Primer on Local Option Property Tax

## I. Background and Big Picture

- Operationally
- Distribution Charts 2019-23
- Big Picture


## Operationally

- Revenue Available = State School Fund + Local Revenues of School Districts and Education Service Districts
- Shares: After carve-outs/set-asides from the top, School Districts (SD) receive 95.5\%, Education Service Districts (ESD) 4.5\%
- Within SD and ESD shares, there are statutorily defined grants and distributions


## The Distribution Chart

 (Example: 2021-23 Distribution*)
## SB 5514 (2021)**

## 61176 (oregonlegislature.gov)

*Estimate as of May 12, 2021
**HB 5006 (2021) adjusts appropriations to the State School Fund to align with the total amount in SB 5514 as enrolled. The section within SB 5514 related to a \$200 million from the Education Stability Fund did not take effect. Instead, HB 5006 increases the expenditure limitations from the Lottery ( $\$ 219$ million) and the Fund for Student Success ( $\$ 8.8$ million) and reduces the appropriation from the General Fund ( $\$ 27.8$ million). The net impact of these changes is to maintain the State School Fund allocation of $\$ 9.3$ billion provided in SB 5514.

## Big Picture I

## State School Fund + Local Revenue = \$ available for SDs and ESDs

(-) Carve-Outs/Set-Asides off the top

- Small High School Grants
- Talented and Gifted; Speech Pathology
- Virtual School District
- Educator Advancement Fund (EAF)
- Long Term Care and Treatment; Pediatric Nursing Facility; State School
- Office of School Facilities; Healthy School; Feminine Hygiene Products
- English Language Learner; No Charge School Lunch
- Local Option Equalization Grant
- Reserves* and Others
= Formula Revenue to be distributed to SDs and ESDs (100\%) (continued)
* Reserves will be eventually distributed according to formula


## Big Picture II

(1) School Districts (95.5\%)
(-) School District Share of EAF
(-) High Cost Disabilities Grant
(-) Facility Grant
(-) Transportation Grant
= Formula Revenue remaining for distribution to SDs
= General Purpose Grant (ADMw and teacher experience factor come into play)
(2) Education Service Districts (4.5\%)
(-) 10th Grade Assessment
(-) ESD Share of EAF
= Formula Revenue available for distribution to ESDs

## In One Big Picture

## State School Fund + Local Revenue = \$ available for SDs and ESDs

## (-) Carve-Outs and Set-Asides off the top

- Small High School Grants
- Talented and Gifted; Speech Pathology
- Virtual School District
- Educator Advancement Fund (EAF)
- Long Term Care and Treatment; Pediatric Nursing Facility; State School
- Office of School Facilities; Healthy School; Feminine Hygiene Products
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(1) School Districts (95.5\%)
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= Formula Revenue remaining for distribution to SDs
= General Purpose Grant
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(-) 10th Grade Assessment
(-) ESD Share of EAF
= Formula Revenue available for distribution to ESDs


## II. Sources of Formula Revenue: State vs. Local

- State School Fund (SSF)
- Local Revenues
- Currently, roughly 2/3 from SSF, 1/3 from Local Revenues
- For the 2021-23 school years
- SSF = \$9.30 billion
- Local Revenues (estimate*) = \$4.59 billion
*As of Feb 2021. Since then, revised up. Property taxes came in higher than forecast.


## State School Fund (SSF)

- General Fund
- Lottery Resources
- Marijuana Tax Revenue
- Transfer from the Fund for Student Success


## Local Revenues

## ORS 327.011 explicitly lists local revenues for SDs for the purpose of SSF distributions

- Permanent rate based property tax revenue (over 95\% of total)
- Other sources: Common School Fund distribution, county school fund and state timber sales revenue from state managed forestlands, occasional federal funds without specific application, and not deemed non-supplantable under federal law, moneys in lieu of property taxes, local option property taxes above statutorily allowed limits

Note: ORS 327.019 defines local revenues for an ESD - permanent rate based property tax revenue and state timber sales revenue, among other things

## Local Revenue Forecast (FY 2023-25)

|  | March 2022 Forecast |  |  | March 2023 Forecast |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | 2023-24 | 2024-25 | 2023-25 | 2023-24 | 2024-25 | 2023-25 |
| School Districts (A) |  |  |  |  |  |  |
| Total Available Local Revenue | 2,317,593,056 | 2,397,109,767 | 4,714,702,823 | 2,362,259,792 | 2,458,137,041 | 4,820,396,833 |
| Net Property Taxes | 2,211,067,812 | 2,288,630,185 | 4,499,697,997 | 2,246,791,437 | 2,341,366,677 | 4,588,158,114 |
| Property Taxes | 2,247,627,076 | 2,326,294,023 | 4,573,921,099 | 2,284,414,405 | 2,380,359,810 | 4,664,774,214 |
| Excluded from Formula | -36,559,264 | -37,663,838 | -74,223,102 | -37,622,968 | -38,993,132 | -76,616,100 |
| Other Revenues | 106,525,244 | 108,479,582 | 215,004,826 | 115,468,355 | 116,770,364 | 232,238,719 |
| Common School Fund | 75,060,327 | 76,904,806 | 151,965,133 | 74,168,181 | 75,102,671 | 149,270,852 |
| County School Fund | 8,463,140 | 8,496,992 | 16,960,132 | 13,815,040 | 13,951,160 | 27,766,200 |
| State Timber \& Misc | 19,001,777 | 19,077,784 | 38,079,561 | 23,485,134 | 23,716,533 | 47,201,667 |
| ESD Equalization Sharing | 4,000,000 | 4,000,000 | 8,000,000 | 4,000,000 | 4,000,000 | 8,000,000 |
| Education Service Districts (B) |  |  |  |  |  |  |
| Total Available Local Revenue | 155,374,364 | 160,935,156 | 316,309,520 | 158,236,947 | 165,030,838 | 323,267,785 |
| Net Property Taxes | 158,815,959 | 164,374,517 | 323,190,476 | 161,612,895 | 168,400,637 | 330,013,532 |
| Other Revenues | -3,441,595 | -3,439,361 | -6,880,956 | -3,375,948 | -3,369,799 | -6,745,747 |
| State Timber | 558,405 | 560,639 | 1,119,044 | 624,052 | 630,201 | 1,254,253 |
| ESD Equalization Sharing | -4,000,000 | -4,000,000 | -8,000,000 | -4,000,000 | -4,000,000 | -8,000,000 |
| Total Available Local Revenue (A+B) | 2,472,967,420 | 2,558,044,923 | 5,031,012,343 | 2,520,496,739 | 2,623,167,879 | 5,143,664,618 |

## A Closer Look into School District Property Taxes

(Imposed, $\$ 1,000):$ FY 2021-22*

| District Type | Permanent Authority |  |  | Local Option |  |  | Bonds |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | FY 20-21 | FY 21-22 | \% CH | FY 20-21 | FY 21-22 | \% CH | FY 20-21 | FY 21-22 | \% CH |
| County | 1,098,335 | 1,148,164 | 4.5 | 147,517 | 157,109 | 6.5 | 17,097 | 70,390 | 311.7 |
| City | 1,220,024 | 1,274,138 | 4.4 | 103,036 | 154,864 | 50.3 | 100,874 | 101,804 | 0.9 |
| School | 2,060,872 | 2,150,896 | 4.4 | 239,734 | 253,193 | 5.6 | 816,814 | 822,901 | 0.7 |
| Education Service | 145,629 | 151,981 | 4.4 | 0 | 0 | 0.0 | 0 | 0 | 0.0 |
| Community College | 201,322 | 209,916 | 4.3 | 0 | 0 | 0.0 | 106,237 | 107,925 | 1.6 |
| Cemetery | 3,310 | 3,469 | 4.8 | 0 | 65 | 0.0 | 0 | 0 | 0.0 |
| Fire | 368,530 | 383,531 | 4.1 | 60,997 | 66,965 | 9.8 | 23,480 | 23,551 | 0.3 |
| Health | 35,006 | 36,831 | 5.2 | 5,268 | 5,197 | -1.4 | 5,525 | 4,794 | -13.2 |
| Park | 95,010 | 99,125 | 4.3 | 1,538 | 1,558 | 1.3 | 15,099 | 15,652 | 3.7 |
| Port | 22,917 | 23,868 | 4.2 | 0 | 0 | 0.0 | 963 | 1,153 | 19.8 |
| Road | 13,520 | 13,958 | 3.2 | 152 | 158 | 3.8 | 8 | 8 | 0.0 |
| Sanitary | 1,315 | 1,390 | 5.7 | 0 | 0 | 0.0 | 1,404 | 1,403 | 0.0 |
| Water Supply | 3,078 | 3,148 | 2.3 | 1,315 | 1,361 | 3.5 | 1,409 | 1,403 | -0.4 |
| Water Control | 20,533 | 26,059 | 26.9 | 0 | 0 | 0.0 | 284 | 300 | 5.9 |
| Vector Control | 5,365 | 5,630 | 4.9 | 1,948 | 2,063 | 5.9 | 0 | 0 | 0.0 |
| Service | 46,262 | 48,340 | 4.5 | 17,394 | 18,039 | 3.7 | 75,041 | 75,465 | 0.6 |
| Other | 263,454 | 274,925 | 4.4 | 19,219 | 19,741 | 2.7 | 0 | 12,553 | 0.0 |
| Statewide Total | 5,604,481 | 5,855,369 | 4.5 | 598,120 | 680,313 | 13.7 | 1,164,234 | 1,239,303 | 6.4 |

## Imposed Property Taxes: School Districts



## III. About Distribution Formula

- Mechanics
- What the Formula Is and Is Not About
- Distribution Principles
- Formula Revenue distributed to a school district = General Purpose Grant + Transportation Grant + High Cost Disabilities Grant + Facility Grant
- Some Terms in the Formula
- Weight and Cost Factors in the Formula


## SSF Distribution to Districts: Mechanics

- Formula revenues to districts are determined (using formula, of course)
- Districts keep their local revenues in their accounts
- For a school district (SD),
- If apportioned formula revenue > its local revenue, the district receives the difference from the state
- An example: Salem-Keizer SD (details later)
- Total formula grants = \$469.6 million
- Local Revenue = $\$ 91.6$ million
- SSF = \$469.6 mil - \$91.6 mil = \$378.0 mil

Note: If apportioned formula revenue $=<$ local revenue, no additional money to the district; district keeps the difference (i.e., keeps the excess local revenue)

## What Formula Is or Is Not About

- Not about general cost reimbursement
- Not about revenue entitlement per student
- Not about funding adequacy or stability
- Not about outcomes or achievements
- Not about program quality or accountability
- About Quantifying Relative Need of Districts for Funding, Given Student Demographics and School/District Characteristics


## SSF Distribution: Principles

- Share school funding sources statewide - Allocate all state and local operating revenue combined
- Let each district decide how to spend its allocation - Give state aid in lump sum, not categorical grants
- Adjust funding only for uncontrollable cost differences - Justify revenue differences in a rational manner
- Avoid incentives to increase district allocation - Minimize classifications and set limits


## Some Terms in Formula

- ADM - Average daily membership (ORS 327.006 and Rules by State Board of Education)
- ADMw - ADM adjusted by student demographics and/or district characteristics
- Extended ADMw - Higher of current or prior year ADMw to alleviate financial burden of a district in coping with sometimes abrupt change in ADM and associated ADMw


## Factors in Formula

- Student Demographics and School/District Characteristics
- IEP (or special education) and At Risk
- Grades and School
- Teacher Experience relative to the state average
- Transportation Costs
- High Cost Disability Students
- New Facility Costs


## Formula Revenue distributed to a school district = General Purpose Grant + Transportation Grant + High Cost Disabilities Grant + Facility Grant

- Formula Grants based NOT on ADMw
- Transportation Grant
- High Cost Disabilities Grant
- Facility Grant
- General Purpose Grant
- \$4,500
- ADMw (Student Demographics and School/District Characteristics)
- Teacher Experience
- Balance Ratio


## Grants Not Dependent on ADMw

- Transportation Grant - 70\% to 90\% of approved transportation costs (depending on district's approved cost per ADM)
- High Cost Disabilities Grant - Up to district's sum of approved costs above $\$ 30,000$ per disability student; limited to $\$ 55$ million per year; prorated if statewide costs exceed the limit
- Facility Grant - Up to 8\% of district's new buildings-related costs; limited to $\$ 3$ million per biennium in 21-23; prorated if statewide costs exceed the limit


## General Purpose Grant

- Equals Weighted Students multiplied by (\$4,500 + teacher experience adjustment), balanced to available formula revenue for distribution, or

- A change in the way a weight is assigned, or a change in a set-aside, or a change in the application of the distribution formula, among other things, will impact the General Purpose Grant distributions.
- Impact on school district funding is often discussed in terms of a change in \$ per ADMw for the General Purpose Grant for each school district.


## Student Cost Weights IEP and At Risk

Each student has One Weight to begin with

## Additional Weight

Individualized education program (IEP) 1.00
English language learner (ELL) 0.50
Students in poverty 0.25
Neglected and delinquent 0.25
Students in foster homes 0.25
Pregnant and parenting 1.00

## Student Cost Weights Grades and School

Elementary district students
Union High district students
0.90
Remote small elementary schools (K-8) Varies
Small high schools (9-12)
Varies

Weight or Additional Weight

- 0.1


## SSF Distribution to School Districts (Summary)

Equals

General Purpose Grant (using extended ADMw)

+ Transportation Grant (reimbursed at 70-90\%)
+ High Cost Disabilities Grant (up to district's sum of approved costs above $\$ 30,000$ per disability student)
+ Facility Grant (up to 8\% of district's new buildings-related costs)


## An Example*: <br> Salem-Keizer SD 24J (2021-22)

- Local revenue = $\mathbf{\$ 9 1 . 6}$ million
- Extended ADMw = 49,724 (ADM = 38,701), Teacher experience adjustment $=-0.71$
- General Purpose grant = \$451.2 million, Transportation grant = \$13.7 million, High Cost Disabilities grant = \$4.7 million
- SSF Distribution to SD 24J = (451.2+13.7+4.7) -91.6 $=\$ 378.0$ million
*Estimates (Data Source - LRO, ODE)


## VI. A Hypothetical Case Study:

 Property Tax Exemption and Its Impact on Formula Revenue- Statewide Property Tax Data
- Assumptions
- A concrete example using Five School Districts and their data on ADMw, Local Revenues and General Purpose (GP) Grants (21-22 school year); Other Grants Are Not Impacted
- The analysis will show that a property tax exemption leads to
- A reduction in formula revenue (due to less local revenues)
- A slight decline in \$ per ADMw for all school districts including the school district in the area where the exemption is made available
- Local revenue share out of GP Grant could change substantially for the school district but not much for the other districts combined or the state


## Permanent Rate Based Taxes out of Total Property Taxes (Imposed, 21-22)

Table 2.2 Tax Imposed from FY 2020-21 and 2021-22
by Category of Tax and Type of District (Thousands of Dollars)

| District Type | Permanent Authority |  |  | Local Option |  |  | Gap Bonds |  |  | Bonds |  |  | Total |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | FY 2020-21 | FY 2021-22 | \% CH | FY 2020-21 | FY 2021-22 | \% CH | FY 2020-21 | FY 2021-22 | \% CH | FY 2020-21 | FY 2021-22 | \% CH | FY 2020-21 | FY 2021-22 | \% CH |
| County | 1,098,335 | 1,148,164 | 4.5\% | 147,517 | 157,268 | 6.6\% | 0 | 0 | 0.0\% | 17,097 | 70,390 | 311.7\% | 1,262,949 | 1,375,822 | 8.9\% |
| City | 1,220,024 | 1,274,138 | 4.4\% | 103,036 | 154,864 | 50.3\% | 173,322 | 199,938 | 15.4\% | 100,874 | 101,804 | 0.9\% | 1,597,257 | 1,730,744 | 8.4\% |
| School | 2,060,872 | 2,150,896 | 4.4\% | 239,734 | 253,193 | 5.6\% | 0 | 0 | 0.0\% | 816,814 | 822,901 | 0.7\% | 3,117,420 | 3,226,991 | 3.5\% |
| Education Service | 145,629 | 151,981 | 4.4\% | 0 | 0 | 0.0\% | 0 | 0 | 0.0\% | 0 | 0 | 0.0\% | 145,629 | 151,981 | 4.4\% |
| Community College | 201,322 | 209,916 | 4.3\% | 0 | 0 | 0.0\% | 0 | 0 | 0.0\% | 106,237 | 107,925 | 1.6\% | 307,559 | 317,840 | 3.3\% |
| Cemetery | 3,310 | 3,469 | 4.8\% | 0 | 65 | 0.0\% | 0 | 0 | 0.0\% | 0 | 0 | 0.0\% | 3,310 | 3,534 | 6.7\% |
| Fire | 368,530 | 383,531 | 4.1\% | 60,997 | 66,965 | 9.8\% | 0 | 0 | 0.0\% | 23,480 | 23,551 | 0.3\% | 453,007 | 474,048 | 4.6\% |
| Health | 35,006 | 36,831 | 5.2\% | 5,268 | 5,197 | -1.4\% | 0 | 0 | 0.0\% | 5,525 | 4,794 | -13.2\% | 45,800 | 46,822 | 2.2\% |
| Park | 95,010 | 99,125 | 4.3\% | 1,538 | 1,558 | 1.3\% | 0 | 0 | 0.0\% | 15,099 | 15,652 | 3.7\% | 111,647 | 116,335 | 4.2\% |
| Port | 22,917 | 23,868 | 4.2\% | 0 | 0 | 0.0\% | 0 | 0 | 0.0\% | 963 | 1,153 | 19.8\% | 23,879 | 25,021 | 4.8\% |
| Road | 13,520 | 13,958 | 3.2\% | 152 | 158 | 3.8\% | 0 | 0 | 0.0\% | 8 | 8 | 0.0\% | 13,680 | 14,124 | 3.2\% |
| Sanitary | 1,315 | 1,390 | 5.7\% | 0 | 0 | 0.0\% | 0 | 0 | 0.0\% | 1,404 | 1,403 | 0.0\% | 2,719 | 2,793 | 2.7\% |
| Water Supply | 3,078 | 3,148 | 2.3\% | 1,315 | 1,361 | 3.5\% | 0 | 0 | 0.0\% | 1,409 | 1,403 | -0.4\% | 5,802 | 5,913 | 1.9\% |
| Water Control | 20,533 | 23,638 | 15.1\% | 0 | 0 | 0.0\% | 0 | 0 | 0.0\% | 284 | 300 | 5.9\% | 20,817 | 23,938 | 15.0\% |
| Vector Control | 5,365 | 5,630 | 4.9\% | 1,948 | 2,063 | 5.9\% | 0 | 0 | 0.0\% | 0 | 0 | 0.0\% | 7,314 | 7,693 | 5.2\% |
| Service | 46,262 | 48,340 | 4.5\% | 17,394 | 18,039 | 3.7\% | 0 | 0 | 0.0\% | 75,041 | 75,465 | 0.6\% | 138,696 | 141,843 | 2.3\% |
| Other | 263,454 | 274,765 | 4.3\% | 19,219 | 19,741 | 2.7\% | 0 | 0 | 0.0\% | 0 | 12,553 | 0.0\% | 282,672 | 307,060 | 8.6\% |
| Statewide Total | 5,604,481 | 5,852,788 | 4.4\% | 598,120 | 680,472 | 13.8\% | 173,322 | 199,938 | 15.4\% | 1,164,234 | 1,239,303 | 6.4\% | 7,540,158 | 7,972,502 | 5.7\% |
| Notes: This table does not include property taxes for urban renewal. The category "Other" includes taxing districts such as library, transit, and public utility districts. Gap Bonds refer to the City of Portland pension lew. |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |

## \$20 million reduction in local revenue; All Other Things Are Being Held Constant

- A Hypothetical Example - a property tax exemption is made available in an area where the school district " $A$ " is a subset of all taxing districts of the area
- This Area Mimics the Entire State in the composition of four tax categories - permanent rate (or permanent authority), local option, gap bonds, and bonds
- As seen in the previous slide, SD and ESD permanent rate based property taxes are about 28-29\% of total property taxes for a given fiscal year
- Suppose an exemption leads to $\$ 20$ million less in property taxes for the school district A (hence $\$ 20$ million less in local revenue). The qualified exemption total would be about $\$ 70$ million.


## School District Data (21-22)

| School District | extended ADMw | extADMw <br> share | Local Revenue | Local Rrvenue share | General Purpose Grant | GP Grant share | Local Revenue Before change | Local Revenue <br> After change |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| A | 7,482.2 | 1.1\% | \$32,608,461 | 1.6\% | \$67,793,283 | 1.1\% | \$32,608,461 | \$12,608,461 |
| B | 55,688.1 | 8.2\% | \$276,965,000 | 13.3\% | \$507,164,353 | 8.2\% | \$276,965,000 | \$276,965,000 |
| C | 23,774.0 | 3.5\% | \$85,241,510 | 4.1\% | \$216,887,802 | 3.5\% | \$85,241,510 | \$85,241,510 |
| D | 8,570.0 | 1.3\% | \$16,892,203 | 0.8\% | \$78,161,977 | 1.3\% | \$16,892,203 | \$16,892,203 |
| E | 439.6 | 0.1\% | \$392,000 | 0.0\% | \$4,106,543 | 0.1\% | \$392,000 | \$392,000 |
| All Others | 584,619.9 | 85.9\% | \$1,676,707,727 | 80.3\% | \$5,327,249,040 | 85.9\% | \$1,676,707,727 | \$1,676,707,727 |
|  |  |  |  |  |  |  |  |  |
| State | 680,573.8 | 100.0\% | \$2,088,806,901 | 100.0\% | \$6,201,362,998 | 100.0\% | \$2,088,806,901 | \$2,068,806,901 |

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## Consequences on \$ per ADMw

| School <br> District | Gurpose Grant <br> Before <br> change | General <br> Purpose Grant <br> After change | General <br> GP Grant <br> difference* | \$ per <br> ADMw <br> before | \$ per <br> change | ADMw <br> after <br> change |
| :--- | ---: | ---: | ---: | ---: | ---: | ---: |
| A | $\$ 67,793,283$ | $\$ 67,574,643$ | $(\$ 218,640)$ | Difference |  |  |
| B | $\$ 507,164,353$ | $\$ 505,528,698$ | $(\$ 1,635,654)$ | $\$ 9,107.22$ | $\$ 9,077.85$ | $(\$ 29.37)$ |
| C | $\$ 216,887,802$ | $\$ 216,188,317$ | $(\$ 699,484)$ | $\$ 9,122.91$ | $\$ 9,093.49$ | $(\$ 29.42)$ |
| D | $\$ 78,161,977$ | $\$ 77,909,897$ | $(\$ 252,080)$ | $\$ 9,120.38$ | $\$ 9,090.97$ | $(\$ 29.41)$ |
| E | $\$ 4,106,543$ | $\$ 4,093,299$ | $(\$ 13,244)$ | $\$ 9,341.57$ | $\$ 9,311.44$ | $(\$ 30.13)$ |
| All Others | $\$ 5,327,249,040$ | $\$ 5,310,068,143$ | $(\$ 17,180,897)$ | $\$ 9,112.33$ | $\$ 9,082.94$ | $(\$ 29.39)$ |
|  |  |  |  |  |  |  |
| State | $\$ 6,201,362,998$ | $\$ 6,181,362,998$ | $(\$ 20,000,000)$ | $\$ 9,111.96$ | $\$ 9,082.58$ | $(\$ 29.39)$ |

## General Purpose Grant and \$ per ADMw: Graphically



## Local Revenue Share out of GP Grant



## VI. Local Option Property Tax

- Measure 50 and Measure 5
- Inception of Local Option Property Tax (1999)
- Local Option Property Taxes excluded from Formula - cap has changed over time
- Data
- Local Option Equalization Grants


## Measure 50 and Measure 5

- In 1997, Ballot Measure 50 (revision to Measure 47 in 1996) amended the constitution to add a new limit to Oregon's local property tax system
- Measure 50 property tax limit is usually lower than the 1990 Measure 5 limit (Let's define the difference as M5 limit - M50 limit)
- Measure 50 allowed use of this difference with various restrictions
- School districts - needed legislative approval to use the difference


## Inception of Local Option Taxes for Schools: HB 2753 (1999)

- Allowed school districts to seek voter approval of a local option property tax for operational expenses ( 5 -year limit)
- Excluded local option tax from local revenue in the school funding equalization formula
- Made taxes excluded equal to the least of
(1) Measures 5 and 50 limit difference,
(2) $10 \%$ of formula revenue, or
(3) $\$ 500$ per weighted student (or per extended ADMw)
- Allowed districts to collect less than the full tax approved by voters
- Excess collections over-the-cap flow into the pool of formula revenue


## Excluded local option revenue from formula

- SB 550 (2003) increased the limits on the amount of local option revenue that are excluded from the definition of local revenues in the formula revenue to the lesser of (1) 15\% of the district's formula revenue or (2) \$750 per extended ADMw
- HB 2641 (2007) increased limits (1) to \$1,000 per weighted student or (2) to 20\% of formula revenue; still the lesser of the two
- HB 2641 (2007) also escalated the \$1,000 limit by 3\% per year beginning in 2008-09
- HB 4117 (2018) increased limits (1) to $\$ 2,000$ per weighted student with $3 \%$ annual escalation beginning in 2019-20, or (2) to $25 \%$ of formula revenue; still the lesser of the two


Source: Oregon Department of Revenue, Property Tax Statistics

Portland Public Schools 109.0
Beaverton 38.4
Eugene 22.6
North Clackamas 22.1
Lake Oswego 14.8
West Linn 11.0
Tigard 10.9
Corvallis 8.9
Ashland 4.5
Hood River 3.1
Seaside 1.8
Sisters 1.8
Siuslaw 1.6
Philomath 1.1
Riverdale 1.0
Crow-Applegate-Lorane 0.3
Sweet Home 0.3
Falls City $\quad 0.1$

## Local Options Property Taxes: Imposed vs 25\% Cap (21-22)

| County | District Name | extended ADMw | Formula Reve <br> Total | \$ per ADMw | Local Option ${ }^{2}$ Imposed | 25\% cap | Usage |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  |  |  | (A) |  | (B) | $(C)=(A) * 0.25$ | (B)/(C) |
| Benton | Philomath SD 17J | 1,826.9 | \$17,275.6 | \$9.456 | \$1,098.3 | \$4,318.9 | 25.4\% |
| Benton | Corvallis SD 509J | 7,482.2 | \$72,676.7 | \$9.713 | \$8,853.2 | \$18,169.2 | 48.7\% |
| Clackamas | West Linn-Wilsonville SD 3J | 10,544.4 | \$101,988.3 | \$9.672 | \$10,975.5 | \$25,497.1 | 43.0\% |
| Clackamas | Lake Oswego SD 7J | 7,654.7 | \$73,175.3 | \$9.560 | \$14,848.8 | \$18,293.8 | 81.2\% |
| Clackamas | North Clackamas SD 12 | 19,772.8 | \$192,208.0 | \$9.721 | \$22,088.1 | \$48,052.0 | 46.0\% |
| Clatsop | Seaside SD 10 | 1,823.4 | \$17,377.7 | \$9.530 | \$1,841.8 | \$4,344.4 | 42.4\% |
| Deschutes | Sisters SD 6 | 1,241.2 | \$11,968.3 | \$9.642 | \$1,768.3 | \$2,992.1 | 59.1\% |
| Hood River | Hood River County SD | 4,829.7 | \$46,049.9 | \$9.535 | \$3,064.2 | \$11,512.5 | 26.6\% |
| Jackson | Ashland SD 5 | 2,900.9 | \$27,061.5 | \$9.329 | \$4,484.9 | \$6,765.4 | 66.3\% |
| Lane | Eugene SD 4J | 19,102.0 | \$182, 135.5 | \$9.535 | \$22,602.8 | \$45,533.9 | 49.6\% |
| Lane | Crow-Applegate-Lorane SD 66 | 402.4 | \$3,989.7 | \$9.916 | \$345.9 | \$997.4 | 34.7\% |
| Lane | Siuslaw SD 97J | 1,453.8 | \$13,840.7 | \$9.521 | \$1,578.0 | \$3,460.2 | 45.6\% |
| Linn | Sweet Home SD 55 | 2,585.8 | \$24,662.4 | \$9.538 | \$294.1 | \$6,165.6 | 4.8\% |
| Multnomah | Portland SD 1J | 55,688.1 | \$540, 172.8 | \$9.700 | \$108,957.1 | \$135,043.2 | 80.7\% |
| Multnomah | Riverdale SD 51J | 688.5 | \$6,375.1 | \$9.260 | \$1,007.4 | \$1,593.8 | 63.2\% |
| Polk | Falls City SD 57 | 331.4 | \$3,040.4 | \$9.173 | \$121.4 | \$760.1 | 16.0\% |
| Washington | Tigard-Tualatin SD 23J | 13,888.3 | \$138,500.1 | \$9.972 | \$10,899.5 | \$34,625.0 | 31.5\% |
| Washington | Beaverton SD 48J | 46,997.0 | \$452,606.8 | \$9.631 | \$38,364.3 | \$113,151.7 | 33.9\% |

## Local Option Equalization Grants (ORS 327.333)

- To provide substantial equity in opportunity among school districts in which electors support local option taxes for primary and secondary education
- Provide grant supplements to those districts that enact local option taxes and that have lower property wealth per student

Local Option Equalization Grants
(2021-22, \$1,000)

| District | Grants |
| :--- | ---: |
| Beaverton | $\$ 1,328.8$ |
| Crow-Applegate-Lorane | $\$ 12.9$ |
| Hood River | $\$ 589.5$ |
| Philomath | $\$ 539.9$ |
| Sweet Home | $\$ 213.7$ |
| Falls City | $\$ 173.4$ |
| State Total | $\$ 2,858.3$ |

## Again Data: Imposed Property Tax School Districts

(\$ million)

| FY | Permanent Rate | \% ch | Local Option | \% ch |
| :---: | :---: | :---: | :---: | :---: |
| 2011-12 | 1,438.9 | 1.9\% | 94.8 | 11.2\% |
| 2012-13 | 1,457.7 | 1.3\% | 86.9 | -8.3\% |
| 2013-14 | 1,504.1 | 3.2\% | 113.2 | 30.3\% |
| 2014-15 | 1,581.1 | 5.1\% | 134.1 | 18.5\% |
| 2015-16 | 1,658.0 | 4.9\% | 155.4 | 15.9\% |
| 1016-17 | 1,729.1 | 4.3\% | 170.4 | 9.7\% |
| 2017-18 | 1,809.8 | 4.7\% | 185.8 | 9.0\% |
| 2018-19 | 1,883.9 | 4.1\% | 200.1 | 7.7\% |
| 2019-20 | 1,969.1 | 4.5\% | 229.8 | 14.8\% |
| 2020-21 | 2,060.9 | 4.7\% | 239.7 | 4.3\% |
| 2021-22 | 2,150.9 | 4.4\% | 253.2 | 5.6\% |
| 2022-23* | 2,258.3 | 5.0\% |  |  |
| Source: Oregon Dept of Revenue |  |  |  |  |
| *preliminary Legislativ |  | ve Revenu | Office |  |

## For More Information

- LEGISLATIVE REVENUE OFFICE
- 900 Court St. NE, Room 160
- Temporary location - 255 Capitol St NE (5h floor)
- Salem, OR 97310
- 503-986-1266
- https://www.oregonlegislature.gov/lro


[^0]:    Data Source: ODE

