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

With all the talk of New York's new "2 percent tax cap," it may come as a surprise to learn that each school district in the state will present three separate tax levy numbers this spring, as part of their compliance with the new legislation.

And chances are good that none of your school district's three tax levy numbers will be exactly 2 percent.

That's because the 2 percent that 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**.

# **Tax levy limit**

Essentially, the tax levy limit tells a school district how much community 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 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.

# **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**

The third tax levy number is arguably the most important. It's the tax levy called for by a school district's proposed budget. By definition, the tax levy is the total amount of money to be raised locally by a municipality (i.e., school district) after factoring in all other available revenues.

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.

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### **Comparing the numbers**

On May 15, 2012, New Yorkers will still be voting on school districts' proposed budgets. The level of voter support needed to pass the budget will depend on the amount of the budget's proposed tax levy, as illustrated for a hypothetical district, below:

- PRIOR YEAR TAX LEVY ('11-'12): \$15,000,000
- **CALCULATED TAX LEVY LIMIT ('12-'13):** \$15,207,000
- **EXCLUSIONS FROM THE LIMIT ('12-'13):** \$216,500
- MAXIMUM ALLOWABLE TAX LEVY ('12-'13): \$15,423,500

#### Scenario A

PROPOSED TAX LEVY ('12-'13):

\$15,373,500 (2.49% increase over '11-'12) 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 ('12-'13):

\$15,423,500 (2.82% increase over '11-'12) 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 ('12-'13):

\$15,472,500 (3.15% increase over '11-'12) 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 super majority of voters (60% or more) to pass.

# New York's Tax Levy Limit Formula:

How does it add up?

Although often referred to as a "2 percent tax cap," New York's new 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 (2011-12) 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.

For the 2012-13 budget year, this factor is 1.02 (2% increase) for all school districts.

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

X

TAX BASE GROWTH FACTOR

4

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

X

ALLOWABLE LEVY GROWTH FACTOR

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PILOTS RECEIVABLE IN COMING SCHOOL YEAR

TAX LEVY LIMIT

The total amount of property tax revenue levied by the school district for the 2011-12 school year (the year *prior to* budget year 2012-13).

The amount of revenue receivable by the school district in the 2011-12 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 (2011-12) 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 2012-13 school year from "payments in lieu of taxes," or PILOTs.

Note: In future years, a district can "carry over" any unused portion of its tax levy limit, up to 1.5%. However, this is not a factor for 2012-13.

#### **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 COURT ORDERS/JUDGMENTS

The amount of the school district's coming-year tax levy (2012-13) 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 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 LOCAL CAPITAL COSTS

The amount of the school district's comingyear tax levy (2012-13) 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.



