

## PUBLIC EDUCATION BASE BUDGET AMENDMENTS: PUBLIC EDUCATION BUDGET STABILIZATION

2022 General Session | House Bill 1

R. Benjamin Leishman, Finance Manager | Emily Willis, Financial Analyst

January 2022

# Executive Appropriations Committee



# Base Budget Bill – Overview

2022 GS | House Bill 1: Public Education Base Budget Amendments

### Content & Process

- Executive Appropriations
   Committee (EAC) Approves Content
  - Prior-Year Funding (Less One-time Appropriations)
  - Public Education Budget Stabilization
    - Enrollment Growth
    - Inflationary Adjustment
    - Stabilization Restricted Account
  - Dedicated Credit & Federal Fund Adjustments
  - Technical Changes
- Legislative Rule: Pass on 10<sup>th</sup> Day
  - Thursday, January 27th

	LEGISLATIVE GENERAL COUNSEL H.B. 1 & Approved for Filing: M.E. Curtis & & 01-17-22 5:27 PM &			
1	PUBLIC EDUCATION BASE BUDGET AMENDMENTS			
2	2022 GENERAL SESSION			
3	STATE OF UTAH			
4	Chief Sponsor: Steve Eliason			
5	Senate Sponsor: Lincoln Fillmore			
6	-			
7	LONG TITLE			
8	General Description:			
9	This bill supplements or reduces appropriations otherwise provided for the support and			
10	operation of public education for the fiscal year beginning July 1, 2021, and ending			
11	June 30, 2022, and appropriates funds for the support and operation of public education			
12	for the fiscal year beginning July 1, 2022, and ending June 30, 2023.			
13	Highlighted Provisions:			
14	This bill:			
15	<ul> <li>provides appropriations for the use and support of school districts, charter schools,</li> </ul>			
16	and state education agencies;			
17	<ul> <li>sets the value of the weighted pupil unit (WPU) initially at \$3,908 for fiscal year</li> </ul>			
18	2022-2023;			
19	<ul> <li>adjusts the number of weighted pupil units to reflect anticipated student enrollment</li> </ul>			
20	in fall 2022;			
21	<ul> <li>appropriates funds to the Uniform School Fund Restricted - Public Education</li> </ul>			
22	Budget Stabilization Account:			



## Base Budget Bill – S.B. 1 2022 GS | Adjustments & Technical Changes

### Base Allocation & Adjustments

- o Subcommittee Allocation
  - FY 2023 Beginning Base = \$4,241,698,000
    - Equal to FY 2022 Ongoing State Fund Appropriations
- Funding Changes Included in Base Budget
  - State Fund Additions to Base
    - \$247.6 M Ongoing | \$18.7 M One-time
  - Non-State Fund Adjustments
    - Local Property Tax Revenues
    - Federal Funds & Dedicated Credits Changes Less Than 125% of FY 2021 Appropriations
    - Restricted Funds, Nonlapsing Balances & Transfers as Calculated

### Technical Inclusions & Changes

- o Performance Measures
  - Subcommittee Approved Changes [Oct. 2021]
    - Technical Changes on Dates
- o Local Property Tax Estimates
  - Used to Determine State Program Costs
    - \$17.6 M in Basic Levy New Growth
    - \$8.4 M in Basic Levy Equity Pupil
    - \$16.2 M in Basic Levy WPU Value
    - \$1.4 M Charter School Local Levy
    - \$70.4 M Voted Local Levy
    - \$43.0 M Board Local Levy
  - Corresponding Transfers of State Funds to Education Fund Restricted Accounts
  - Local Funds Not Collected by State



## State Budget: Estimated State Revenues

2022 General Session

Combined Estimate Amounts for FY 2022 & FY 2023

Available Revenue

- \$1.06 Billion One-time
- *\$219.0 Million Ongoing*

Available Revenue, 2022 General Session (\$m) Executive Appropriations Committee December, 2021

	а	b	С
		One-time	Ongoing
1	2021 Surplus	\$614	
2	2022 Re-estimate	\$1,000	
3	2023 Growth		\$930
4	Structural Surplus/Other		\$430
5	Forecast Risk	\$250	(\$250)
6	Base Budget Changes	(\$706)	(\$514)
7	Allocations	(\$94)	(\$377)
9	Net Available Revenue	\$1,064	\$219
	•		

LFA

Note: Excluding 2022 unappropriated balances. After EDTIF set-aside.

### State Budget: Additions to Base & Set Asides

#### 2022 General Session

Adopted by Executive Appropriations in December

Fiscal Years FY 2022 & FY 2023

#### Public Education

- Base Budget
  - \$247.6 Million Ongoing

EAC Amounts Listed are Higher than Actual Amounts in Bill Due to State/Local Funding Mix Adjustments

- \$19 Million One-time
- Set Aside
  - \$72 Million Ongoing

Base Budget Changes and Set-Asides, FY 2022-2023 (\$m) Executive Appropriations Committee

	3	ь	c
		EAC 12-7-21	
1	Base Budget Items:	One-time	Ongoing
2	Public Education Inflation & At-risk WPU	\$1	\$123
3	Public Education Stabilization Fund	(\$121)	\$121
4	Public Education Enrollment Growth	\$18	\$19
5	Medicaid Growth and Inflation	\$17	\$68
6	Autism Insurance Coverage	\$4	\$4
7	Home & Community Based Provider Rate Increases	(\$8)	\$8
8	Human Service Mandated Additional Needs	(\$0)	\$7
9	Prison Debt Retirement	\$350	
10	FrontRunner Bond Rescission	\$200	
11	Higher Education Building Fund Restoration		\$120
12	Rainy Day Deposit	\$57	
13	Accounting Accrual Liability	\$18	
14	North Capitol Building	\$61	\$7
15	Salt Lake Veterans' Nursing Home	\$25	
16	Capital Improvements = 1.5%		\$37
17	Open Space Preservation (Cinnamon Creek)	\$10	
18	Fire Suppression	\$50	
19	Law Enforcement Retention	\$10	
20	Agriculture Drought Relief	\$5	
21	Arts and Culture Capital Grants	\$3	
22	Public Lands Litigation	\$5	
23	Settlement Agreement	\$2	
	-		
24	Total Base Changes	\$ 706	\$ 514
	-		
		EAC 1	2-7-21
25	Set-Asides:	One-time	Ongoing
26	Tax Cuts		\$160
27	State & Higher Education Compensation		\$125
	Additional Public Ed Per Pupil Spending (WPU)		\$72
	Law Enforcement Compensation		\$20
	Transit/Rail Bonds Rescission	\$94	-
	-		
31	Total Set-asides	\$ 94	\$ 377
	:		-



# Public Education Budget Stabilization Implementing Amendment G & HB 357 (2020 GS)



## Public Education Budget Stabilization 2022 GS | Executive Appropriations Committee

### Base Budget Adjustments

- o Student Enrollment Growth Costs
- Inflationary Adjustment on the WPU Value
- PED Economic Stabilization
   Account Deposit
- State Appropriations from the Uniform School Fund

- Statute Requires the Executive Appropriations Committee to Determination Costs
  - Based on Recommendations from the Legislative Fiscal Analyst
  - In Consultation with the State Board of Education & Governor's Office



# Enrollment Growth



## Student Enrollment 2022 GS | History

Fall 2021 Students = 675,247

- Up 1,393 from Projection
- Up 8,638 from Fall 2020 Actual
- Still 58 Students Below Original Projection for Fall 2020

*Fall 2022 Projection = 678,927* 

- Increase of 3,680 from Fall 2021
- Change of 0.54%

#### October Count (1<sup>st</sup> School Day) Used to Project Next Fall

Common Data Committee



### Public Education - Total Fall Enrollment

### Public Education - Total Enrollment

Fall 1976 to Fall 2022 Projected



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### Enrollment Change 2022 GS | Percent Change

Enrollment Continues to Grow but Annual Rate is Slowing

Slowing Trend Expected to Continue – Birth Data

Migration (New Students in the System) Will Continue to be a Major Factor in Student Growth

Fall 2020 & Fall 2021 Outside Trend

- 2020 Down 0.12%
- 2021 Up 1.3%
- 2022 Up 0.54% Back in Trend

#### Annual Percentage Change in Fall Enrollment

15 Year History | Fall 2005 to Fall 2022 (Projected)



**Comparisons** 2022 GS | Projection vs Actual *Common Data Committee Student Projection (Green) to Actual Fall Enrollment (Orange)* 

Projected Very Close to Actuals Reversed Price is Right Rule

 Get Close without Under Projecting

#### 2015, 2016, 2019, & 2021 Actual Higher than Projected

- Under Projection = Increased Cost over Budget
  - Nonlapsing Balances Help Cover Costs if Available
- Over Projection = Unused Balance (Usually)

#### Public Education - Total Fall Enrollment Actual Compared to Projected - Fall 2012 to Fall 2021



Source: CDC Enrollment Consensus & Enrollment Time Series.



# Enrollment Growth Cost Estimate



#### 2022 General Session Enrollment Growth Cost Estimate

FY 2022 Supplemental & FY 2023

Program	FY 2022	FY	2023
	One-time	One-time	Ongoing
Basic School Program			
Traditional Growth - Net of 948 WPUs	\$0	\$0	\$17,556,600
At-Risk WPU Add-on - Hold Harmless	\$0	\$1,149,900	
Enrollment Growth Contingency	\$0	\$13,945,600	(\$13,945,600)
Subtotal - Basic School Program	\$0	\$15,095,500	\$3,611,000
Related to Basic School Program & Other	Programs		
To & From School Pupil Transportation	\$0	\$0	\$600,100
At-Risk Students - Gang Prevention	\$0	\$0	\$11,500
Youth-in-Custody	\$0	\$0	\$151,600
Adult Education	\$0	\$0	\$85,200
Enhancement for Accelerated Students	\$0	\$0	\$33,000
Concurrent Enrollment	\$0	\$0	\$70,600
Educator Salary Adjustments <sup>(1)</sup>	\$3,630,500	\$0	\$3,630,500
Charter School Local Replacement <sup>(2)</sup>	\$0	\$0	\$13,635,600
Charter School Funding Base	\$0	\$0	(\$85,000)
Initiative Programs in USBE Budgets			
Carson Smith Scholarships	\$0	\$0	\$400,000
Statewide Online Education Program	\$0	\$0	\$33,600
Subtotal - Related to Basic & Other	\$3,630,500		\$18,566,700
Basic Levy Offset (Net New Growth)	\$0	\$0	(\$17,556,600)
Net Enrollment Growth Cost Estimate	\$3,630,500	\$15,095,500	\$4,621,100

#### Notes:

(1) ESA program growth contains two parts:

a. One-time in FY 2021 to cover costs for new qualifying teachers hired in fall 2022.

b. A similar ongoing amount to continue providing these adjustments in FY 2023.

(2) Includes an increase of \$1,436,300 in anticipated Charter School Levy Account revenue.

## Enrollment Growth Cost 2022 GS | Base Budget

- o Consensus Estimates
  - LFA | USBE | GOMB
  - Meets Statutory Requirements & Includes all Traditional Program Adjustments
  - Maintains Contingency Funding (One-time)
- Cost Highlights Approved by EAC
  - \$22.7 M Ongoing & \$18.7 M One-time
    - Net \$4.6 M Net State Fund Impact with Basic Levy Offset Amount of \$17.6 M
    - Some Growth Costs "Pre-Funded" in FY 2022 through Enrollment Growth Contingency Program
    - Local Replacement from \$2,701 to \$2,899/Student
  - Applies Student Growth Factor of 0.54%
    - Related to Basic Programs



## Student Enrollment Growth – WPU Changes 2022 GS | Base Budget

### Highlights

- o Enrollment Growth Contingencies Worked
  - FY 2022 WPU Costs Covered
    - Contingency WPUs Used
    - Some Remaining Balances in Basic Program
  - Pre-Funded Some FY 2023 Costs
- Net Increase of 948 WPUs Over FY 2022
- o FY 2023 At-Risk Add-on WPUs
  - Poor Free & Reduced-Price Lunch Data
  - Calculated Growth on Prior-Year Data + Percent Increase in Total LEA Enrollment
  - Declining Enrollment LEAs Held Flat
  - Weighting & WPU Value Changes will Increase Program Funding

#### 2022 General Session - Estimated Weighted Pupil Unit (WPU) Changes

FY 2023 - Statutory WPU Calculation

All Local Education Agencies on Prior-Year + Growth

Basic School Program	FY 2022 WPUs	Growth WPUs	FY 2023 Total WPUs
Kindergarten	26,446	221	26,667
Grades 1-12	604,069	8,480	612,549
Foreign Exchange Students	328	0	328
Necessarily Existent Small Schools	10,708	0	10,708
Professional Staff	57,070	317	57,387
Enrollment Growth Contingency	7,727	(7,727)	0
Special Education - Add-on	88,328	904	89,232
Special Education - Self-Contained	12,510	(1,321)	11,189
Special Education - Pre-School	11,311	61	11,372
Special Education - Extended Year Program	457	3	460
Special Education - Impact Aid	2,060	12	2,072
Special Education - Extended Year for Special Educators	909	0	909
Students At-Risk WPU Add-on	13,505	(388)	13,117
Career & Technical Education - Add-on	29,100	157	29,257
Class Size Reduction	42,375	229	42,604
Total	906,903	948	907,851

# Inflationary Adjustment Weighted Pupil Unit Value



### Inflation Adjustment 2022 GS | Impacts on WPU Value Increase

#### Public Education Funding Stabilization - Annual Inflationary Adjustment

5-Year Rolling Average (September) | FY 2023

	2017	2018	2019	2020	2021	Average
CPI-U Less Food & Energy	2.2%	2.3%	1.7%	1.4%	5.4%	2.6%

Note: CPI for Urban Consumers: All Items Less Food & Energy as Reported by the Bureau of Labor Statistics

- Approved Methodology
  - Definition Used for the Trust Distribution Account [53F-9-201]
    - CPI for Urban Consumers: All Items Less
       Food & Energy as Reported BLS
    - 5-Year Rolling Average (2017-2021)
  - Regular Review Based on Economic Conditions

- o Budgetary Impact
  - \$94.4 Million Approved in December
    - 2.6% Increase in WPU Value
  - Adjustments Included in the Public Education Base Budget Bill
  - Additional WPU Value Increases
     Discussed in General Session
    - 1% Increase = \$38.0 Million



#### WPU Value History

FY 1995 to FY 2023 Base Budget



# Economic Stabilization Restricted Account



## Public Education Economic Stabilization Account 2022 GS | Implementation & Base Budget

### Account Requirements

- Account Funding & Balance Limit
  - 15% of Ongoing EF/USF Revenue Growth
  - Other Appropriations as Designated
  - 11% of Uniform School Fund Appropriations to the Minimum School Program
- o 3 Year Review of Percentages
- Use of Ongoing Account Balance
  - One-time Appropriations to PED System
  - When Ongoing EF/USF Revenues are Insufficient to Fund:
    - Ongoing Appropriations for PED System (Base)
    - Enrollment Growth
    - Inflation Adjustment

### Account Funding

- \$121.0 M Ongoing Increase Included in Base Budget for FY 2023
  - Adds to \$127.1 M Ongoing from FY 2022
  - \$248.1 Million Available for One-time Appropriation in FY 2023
  - 11% Limit = \$412.5 M
    - Based on USF Appropriations in Base Budget



# Local Revenue Related Adjustments Property Tax Revenue & Restricted State Fund Transfers 2022 GS | House Bill 1: Public Education Base Budget Amendments



## Local Revenue Impacts on State Budget 2023 Estimates | Base Budget Summary

- o \$408.9 Billion Statewide Taxable Value
  - Up 13.7% from FY 2022
- Basic Rate Estimate = 0.001579 for \$654.3 M
  - Final Year of Basic Rate "Freeze" at 0.0016
- o Basic Levy Components
  - \$476.6 M Minimum Basic Tax Rate
    - Includes \$17.6 M in Net New Growth
  - \$108.5 M Equity Pupil Tax Rate
    - Up \$8.4 M (Diff. Basic Rate Est. and 0.0016 Rate)
    - Voted & Board Guarantee Rate Pending
  - \$85.5+ M WPU Value Rate
    - Teacher & Student Success
    - 2.6% WPU Value Rate Funded in Base
    - Potential Additional Amount with Final WPU Value



### Restricted Fund Transfers: 2022 GS | State Funds

Increased Basic Levy Revenue Means Districts Pay a Higher Share of WPU Costs

Requires Less State Funds to Make up the Difference in Cost

*"Saved" State Funds Transferred to Restricted Funds* 

- Basic Levy Increment to Minimum Basic Growth Account
- Equity Pupil Rate to Local Levy Growth Account
- WPU Value Rate to Teacher & Student Success Account

[			
896	PUBLIC EDUCATION		
897	ITEM 48 To Uniform School Fund Restricted - Public Education		
898	Economic Stabilization Restricted Account		
899	From Uniform School Fund		248,100,000
900	From Beginning Fund Balance		632,700
901	From Closing Fund Balance		(632,700)
902	Schedule of Programs:		
903	Public Education Economic Stabilization Restricted		
904	Account	248,100,000	
905	ITEM 49 To Education Fund Restricted - Minimum Basic Growth Account	<u>it</u>	
906	From Education Fund		75,000,000
907	Schedule of Programs:		
908	Education Fund Restricted - Minimum Basic Growth		
909	Account	75,000,000	
910	ITEM 50 To Underage Drinking Prevention Program Restricted Account		
911	From Liquor Control Fund		1,750,000
912	Schedule of Programs:		
913	Underage Drinking Prevention Program Restricted Account	1,750,000	
914	ITEM 51 To Local Levy Growth Account		
915	From Education Fund		108,461,300
916	Schedule of Programs:		
917	Local Levy Growth Account	108,461,300	
918	ITEM 52 To Teacher and Student Success Account		
919	From Education Fund		131,953,600
920	Schedule of Programs:		
921	Teacher and Student Success Account	131,953,600	



# Navigating the Base Budget Bill



### Public Education Base Budget Amendments: 2022 GS | H.B. 1

Initial Appropriations for Fiscal Year 2023 & Adjustments to Current Year (FY 2022)

Appropriates Over \$6.5 B in FY 2023 from All Sources

Appropriates from General, Education, & Uniform School Funds:

- \$3.6 M FY 2022
- \$3.9 B FY 2023

28	Money Appropriated in this Bill:
29	This bill appropriates (\$29,433,600) in operating and capital budgets for fiscal year
30	2022, including:
31	<ul> <li>\$3,630,500 from the Uniform School Fund; and</li> </ul>
32	<ul> <li>(\$33,064,100) from various sources as detailed in this bill.</li> </ul>
33	This bill appropriates (\$1,000,000) in expendable funds and accounts for fiscal year
34	2022.
35	This bill appropriates \$23,400,000 in restricted fund and account transfers for fiscal
36	year 2022.
37	This bill appropriates (\$4,000) in fiduciary funds for fiscal year 2022.
38	This bill appropriates \$6,328,636,000 in operating and capital budgets for fiscal year
39	2023, including:
40	<ul> <li>\$8,294,800 from the General Fund;</li> </ul>
41	<ul> <li>\$3,750,150,500 from the Uniform School Fund;</li> </ul>
42	<ul> <li>\$182,459,700 from the Education Fund; and</li> </ul>
43	<ul> <li>\$2,387,731,000 from various sources as detailed in this bill.</li> </ul>
44	This bill appropriates \$3,327,000 in expendable funds and accounts for fiscal year
45	2023.
46	This bill appropriates \$565,264,900 in restricted fund and account transfers for fiscal
47	year 2023, including:
48	<ul> <li>\$248,100,000 from the Uniform School Fund;</li> </ul>
49	<ul> <li>\$315,414,900 from the Education Fund; and</li> </ul>
50	<ul> <li>\$1,750,000 from various sources as detailed in this bill.</li> </ul>
51	This bill appropriates \$118,600 in fiduciary funds for fiscal year 2023.



## Base Budget Bill - Highlights 2022 GS | House Bill 1: Public Education Base Budget Amendments

#### o Organization

- Agency | Line-Item | Program
- Line-Item Controls/Vetoes
- Includes Revenues & Expenditures
  - Revenues Appropriated (From)
  - Expenditures by Program (To)
- o Basic School Program
  - Sets WPU Value at \$3,908
  - WPUs Increased/Decreased for Growth Impacts

383	PUBLIC EDUCATION	
384	STATE BOARD OF EDUCATION - MINIMUM SCHOOL PROGRAM	gency
385	ITEM 24 To State Board of Education - Minimum School Program -	Line Item
386	Basic School Program	
387	From Uniform School Fund	2,900,416,700
388	From Uniform School Fund, One-Time	15,095,500
389	From Local Revenue	670,518,100
390	From Beginning Nonlapsing Balances	20,505,800
391	From Closing Nonlapsing Balances	(20,505,800)
392	Schedule of Programs:	
393	Kindergarten (26,667 WPUs) Programs	104,214,600
394	Grades 1 - 12 (612,549 WPUs)	2,393,841,500
395	Foreign Exchange (328 WPUs)	1,281,800
396	Necessarily Existent Small Schools (10,708 WPUs)	41,846,900
397	Professional Staff (57,387 WPUs)	224,268,400
398	Special Education - Add-on (89,232 WPUs)	348,718,700
399	Special Education - Self-Contained (11,189 WPUs)	43,726,600



## Base Budget Bill – Performance Measures 2022 GS | House Bill 1: Public Education Base Budget Amendments

- o Intent Language
  - After Line Item | Tied to Appropriation
- o Includes Measures Approved During October 2021 Meeting
- o State Board of Education
  - Develops Measures | Provides Data to Inform Targets | Reports Annually

730	In accordance with Section 63J-1-903, the Legislature intends that the State Board of
731	Education report performance measures for the Policy, Communications, and Oversight line
732	item. The State Board of Education shall report to the Office of the Legislative Fiscal Analyst
733	and to the Governor's Office of Planning and Budget before October 1, 2022, the final status of
734	performance measures established in Fiscal Year 2022 appropriations bills. For Fiscal Year
735	2023, the department shall report the following performance measures:
736	(1) educators participating in trauma-informed practices training (target = $6,000$ ); and
737	(2) local education agency Individuals with Disabilities Education Act noncompliance
738	correction (target = $100\%$ ).
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Base Bill: Statute Changes 2022 GS | H.B. 1

*Public Education Budget Bills are Unique* 

- Amend Statute
- Enact New Statute
- Repeal Statutes

Changes Required to Implement Funding Changes

 Statute & Funding Pass/Fail Together

Multiple Statutory Changes Included in Senate Bill 1

#### 1. Cost of Growth & Inflation

- 63 Section 1. Section 53F-2-208 is amended to read:
  - 53F-2-208. Cost of adjustments for growth and inflation.
- 65 (1) In accordance with Subsection (2), the Legislature shall annually determine:

#### • Technical Corrections:

- Includes Enhancement for Accelerated Students to List
  - Fixes Error from Original Legislation
- Changes Name from EARS to Gang Prevention & Intervention

#### 2. Basic Levy

96

64

- 95 Section 2. Section 53F-2-301.5 is amended to read:
  - 53F-2-301.5. Minimum basic tax rate for a fiscal year that begins on July 1, 2018,
- 97 **2019, 2020, 2021, or 2022.**
- Updates Annual Target Revenue and Rate Estimates
  - Includes WPU Value Rate for 2.6% Increase in WPU Value

#### 3. Enrollment Growth Contingency

- 187 Section 3. Section 53F-2-302.1 is amended to read:
- 188 53F-2-302.1. Enrollment Growth Contingency Program.

Extends Statute to Include FY 2023



## Questions?

