

# School District Property Tax Forecast

## INTRODUCTION

The Independent Fiscal Office (IFO) has issued periodic school property tax forecasts in response to legislative and public interest. This analysis provides an updated forecast to facilitate discussion of proposals that contemplate changes to school property taxes.

The most recent school property tax data published by the Pennsylvania Department of Education (PDE, or department) is for fiscal year (FY) 2015-16. For that year, current-year collections were \$12.6 billion, Act 1 allocations were \$530 million and delinquent collections were \$569 million, resulting in a total of \$13.7 billion for school district revenues related to the property tax.<sup>1</sup>

The department is expected to release actual collections for FY 2016-17 in late spring 2018. This report provides estimates for that year and FY 2017-18 based on an IFO analysis of millage rate and property tax assessment data. Projections for FY 2018-19 through FY 2022-23 are made based on the statutory, economic and structural factors that affect growth rates of school property taxes. This report also incorporates recent IFO research regarding the property taxes paid by homesteads and displays estimates through FY 2022-23.

## FORECAST OVERVIEW

Table 1 provides a summary of the IFO’s estimate of school property taxes for FY 2016-17 and FY 2017-18 as well as its projections for FY 2018-19 to FY 2022-23. The estimated total property tax collections for FY 2016-17 and FY 2017-18 are \$14.0 billion and \$14.4 billion, respectively. Collections are then projected to increase by roughly 3.3 percent per annum during the forecast period, reaching \$17.0 billion in FY 2022-23.

The estimates for FY 2016-17 and FY 2017-18 generally are based on individual school district tax rate and tax base data. After the beginning of each fiscal year, PDE publishes the millage rates adopted by school districts for that year. The IFO utilizes that information, along with taxable assessed values published by the State Tax Equalization Board (STEB), to estimate current-year collections for school districts. For the FY 2017-18 estimate, the office supplemented the data from STEB with survey data collected in conjunction with the County Commissioners Association of Pennsylvania.<sup>2</sup> Data on Act 1 allocations are released by PDE each fiscal year, and the amounts for FY 2016-17 and FY 2017-18 are actual amounts. The estimates for delinquent collections in these years are based on recent trends.

**Table 1: School Property Tax Forecast Overview**

Fiscal Year	Actual	Estimate		Forecast				
	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
Current-Year	\$12,615	\$12,922	\$13,312	\$13,752	\$14,225	\$14,726	\$15,303	\$15,924
Act 1 Allocations <sup>1</sup>	530	532	533	530	530	530	530	530
Delinquent <sup>2</sup>	569	577	584	592	600	607	615	624
<b>Total</b>	<b>13,714</b>	<b>14,031</b>	<b>14,429</b>	<b>14,874</b>	<b>15,355</b>	<b>\$15,863</b>	<b>16,448</b>	<b>17,078</b>

Note: Dollar amounts in millions.

<sup>1</sup> Actuals through FY 2017-18. Estimated at \$530 million annually thereafter.

<sup>2</sup> Reported by PDE for FY 2015-16, estimated by IFO thereafter.

Forecasts of current-year collections for FY 2018-19 through FY 2022-23, which represent approximately 93 percent of receipts related to the school property tax, are based on projected revenue growth from (1) tax base expansion (also referred to as economic growth) and (2) tax rate increases as limited under Act 1.<sup>3</sup> The tax base increases when new properties are added to the assessment rolls or current properties are reassessed based on improvements, and it decreases when assessment appeals reduce the assessed value. The forecast projects that the net tax base expansion will be one percent annually through FY 2022-23. Act 1 allows school districts to increase millage rates within certain limits, and the following two sections (Act 1 Index and Act 1 Exceptions) discuss those portions of the forecast in detail.

Forecasts of Act 1 allocations and delinquent collections, which represent approximately seven percent of receipts related to the school property tax, are based on recent trends. Act 1 allocations, which have been stable since their inception, are held constant at \$530 million annually. The growth rate for delinquent property tax collections is based on a moving average of recent growth in overall delinquent tax collections.

Table 2 provides additional detail on the projections for current-year collections, including the amounts attributable to economic growth, the Act 1 index and Act 1 exceptions.

## ACT 1 INDEX

Act 1, which took effect in FY 2007-08, limits the increase to a school district’s millage rate based on an index, with certain exceptions. This analysis employs the index to estimate the additional revenues school districts could raise through millage increases and then applies a utilization factor to reflect index usage. In general, most school districts do not increase millage rates to the full extent permitted by the index.

The maximum percentage increase in the school district millage rate is either the base index or an adjusted index, depending upon the district’s aid ratio.<sup>4</sup> The base index is calculated by averaging the percentage increase in the Pennsylvania statewide average weekly wage (SAWW) and the employment cost index (ECI) for elementary/secondary schools.<sup>5</sup> School districts with an aid ratio less than 0.4000 utilize the base index. All other districts utilize an adjusted index that is computed by multiplying the base index by the sum of 0.75 and the district’s aid ratio.

For this forecast, a statewide weighted average Act 1 index is calculated using the index applicable to each school district (base or adjusted) and weighting it by FY 2015-16 property tax collections. The weighted average index serves as a statewide maximum percentage increase in property tax collections due to higher millage rates. The index

**Table 2: Current-Year Collections Forecast Detail**

<b>Fiscal Year</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>
Prior Year Base (includes Act 1 Allocations)	\$13,845	\$14,282	\$14,755	\$15,256	\$15,833
Revenue Growth—Current-Year					
Economic Growth (from changes in assessed value)	138	143	148	153	158
Act 1 Index	269	304	324	397	435
Act 1 Exceptions	<u>30</u>	<u>26</u>	<u>29</u>	<u>27</u>	<u>28</u>
Subtotal—Current-Year Revenue Growth	437	473	501	577	621
Current-Year Collections and Act 1 Allocations	14,282	14,755	15,256	15,833	16,454
Less: Act 1 Allocations from the Property Tax Relief Fund	<u>-530</u>	<u>-530</u>	<u>-530</u>	<u>-530</u>	<u>-530</u>
<b>Current-Year Property Tax Collections</b>	<b>13,752</b>	<b>14,225</b>	<b>14,726</b>	<b>15,303</b>	<b>15,924</b>

Note: Dollar amounts in millions.

utilization rate is based on historical collections and Act 1 indexes. The historical rate is roughly 70 percent, and that rate is applied throughout the forecast.

Table 3 displays historical detail and the forecast of the Act 1 index (base and weighted average) and its components (SAWW and ECI). The base index and its two components are based on data published by PDE through FY 2018-19 and they are forecast by the IFO for subsequent years. The weighted average index is calculated by the IFO for all years.

During the forecast period, the base index increases from 2.7 in FY 2019-20 to 3.4 in FY 2022-23. The SAWW, which is projected by the Pennsylvania Department of Labor and Industry, increases from 2.3 to 3.6. The annual SAWW increase is calculated using the growth rate between two overlapping three-year (calendar) periods. For example, the increase for FY 2019-20 is equal to the growth in the SAWW between January 2014 – December 2016 and January 2015 – December 2017. The significant increase in the SAWW for FY 2021-22 occurs because calendar year 2016, which exhibited weak wage growth, becomes part of the three-year period in the baseline for computing the growth rate. For the ECI, there are no available projections for education-specific employment costs, so the general ECI projection from IHS Markit is used. This component of the index increases more modestly, from 3.0 in FY 2019-20 to 3.2 in FY 2022-23.

## ACT 1 EXCEPTIONS

A school district that seeks to increase its millage rate by a percentage that exceeds its Act 1 index (base or adjusted, as applicable) may seek approval for an exception.<sup>6</sup> The statute currently authorizes four exceptions: pension obligations, special education expenditures, grandfathered debt service and electoral debt service.<sup>7</sup> The exceptions process is administered by PDE, which reviews the data submitted by the school district and validates that the request complies with the law. If the request is approved, the school district is permitted to increase the millage rate sufficient to generate revenues up to the amount approved.

**Table 3: Act 1 Index History and Forecast**

Fiscal Year	SAWW <sup>1</sup>	ECI <sup>2</sup>	Base Index <sup>3</sup>	Weighted Index <sup>4</sup>
2007-08	2.8%	4.0%	3.4%	4.3%
2008-09	4.3	4.5	4.4	4.9
2009-10	4.6	3.6	4.1	4.6
2010-11	2.7	3.0	2.8	3.3
2011-12	0.9	1.9	1.4	2.0
2012-13	2.1	1.3	1.7	1.9
2013-14	2.0	1.4	1.7	1.9
2014-15	2.6	1.6	2.1	2.5
2015-16	2.4	1.4	1.9	2.5
2016-17	2.5	2.2	2.4	2.7
2017-18	2.6	2.3	2.5	2.9
2018-19	2.2	2.6	2.4	2.7
2019-20	2.3	3.0	2.7	3.0
2020-21	2.3	3.2	2.8	3.1
2021-22	3.4	3.1	3.3	3.7
2022-23	3.6	3.2	3.4	3.9

<sup>1</sup> Statewide Average Weekly Wage  
<sup>2</sup> Employment Cost Index.  
<sup>3</sup> Average of the SAWW and ECI.  
<sup>4</sup> Average of the index for each school district weighted by property tax collections.  
Sources: Pennsylvania Department of Education, Pennsylvania Department of Labor and Industry and IHS Markit. Weighted index calculated by the IFO.

The forecast projects that school districts will qualify for exceptions valued between \$90 million and \$100 million annually. The value of the pension exception gradually declines because school district contribution rates are projected to stabilize. The exception for special education expenditures is projected to increase moderately in the forecast. The value of that exception is affected by state funding, and the value increases if state funding for special education does not keep pace with the costs incurred by school districts. The remaining exceptions (pertaining to debt service) contribute small amounts to the forecast.

School districts are not required to utilize approved exceptions, and many do not use the full amount.

PDE issues annual reports detailing the exceptions approved and exceptions used in the previous year. For example, exceptions valued at \$144.3 million were approved for FY 2016-17, but \$48.0 million (33.2 percent) was actually used by school districts to exceed their index. For FY 2017-18, the amount of approved exceptions is \$99.5 million.<sup>8</sup>

Over the past five fiscal years, the average share of approved exceptions that were used was roughly 30 percent. This percentage is applied as the utilization rate to project the amount of exceptions that will be used to increase property tax revenues beyond the limit set by the index. Table 4 provides detail of how both the Act 1 index and exceptions contribute to projections of current-year collections during the forecast period. Utilized exceptions are projected to add approximately \$30 million to the forecast for each year.

## HOMESTEAD ESTIMATES

A recent amendment to the Pennsylvania Constitution revised the homestead exclusion by removing the limitation that the exclusion shall not exceed one-half of the median assessed value of all homestead property in a local taxing jurisdiction. The revised language permits the exclusion to be up to 100 percent of the assessed value of each homestead property within a jurisdiction.<sup>9</sup>

Generally, property that is used as the primary residence of its owner(s) qualifies as homestead property.<sup>10</sup> In order to receive the exclusion, the property owner(s) must file an application with the county assessment office, which maintains the records for eligible properties. School districts currently use the homestead exclusion to distribute property tax relief allocated from slots proceeds (Act 1 allocations). A few school districts also increased their earned income taxes under Act 1 to provide for additional homestead exclusions.

Table 5 (next page) provides estimates of FY 2015-16 through FY 2022-23 school property tax collections associated with homestead properties. The estimates are consistent with the school property tax forecast in Table 1 and are based on properties for which an application has been submitted and approved. Therefore, they do not include properties that meet the qualifications for homestead property, but for which an application has not been submitted. The number of such properties is unknown.

In general, the estimates utilize results from a survey of county assessment offices coordinated by the County Commissioners Association on behalf of the IFO.<sup>11</sup> The estimates for Philadelphia are based on data from the Philadelphia Department of Revenue regarding locally funded tax relief

**Table 4: Index and Exceptions Detail**

Fiscal Year	2018-19	2019-20	2020-21	2021-22	2022-23
Detail: Act 1 Index Growth					
Baseline Collections (Prior Year + Economic Growth)	\$13,983	\$14,425	\$14,903	\$15,409	\$15,991
Weighted Average Index	2.7%	3.0%	3.1%	3.7%	3.9%
Potential Revenue Growth from Index	\$384	\$434	\$463	\$567	\$622
Index Utilization Rate	70.0%	70.0%	70.0%	70.0%	70.0%
Forecast Growth from Index	\$269	\$304	\$324	\$397	\$435
Detail: Act 1 Exceptions					
Pension Exception	\$26	\$9	\$14	\$5	\$4
Special Education Exception	\$70	\$74	\$77	\$81	\$85
Debt Exception	\$5	\$5	\$5	\$5	\$5
Subtotal—Exceptions	\$101	\$88	\$96	\$91	\$94
Exception Utilization Rate	30.0%	30.0%	30.0%	30.0%	30.0%
Forecast Growth from Exceptions	\$30	\$26	\$29	\$27	\$28

Note: Dollar amounts in millions.

programs for homestead properties. These programs include the homestead exemption, the Longtime Owner Occupants Program (LOOP) and the ten-year abatements for residential units that have been rehabilitated or newly constructed.

Based on the survey and data provided, the IFO estimates that approximately 54 percent of current-year school property tax collections are from homestead properties.<sup>12</sup> The same percentage is applied to delinquent tax collections. The Act 1 allocations are used to offset property taxes for homestead properties, and the homestead estimates include 100 percent of such allocations.

Table 5 does not include Philadelphia’s locally funded property tax relief for owner-occupied residential properties. The IFO estimates that 40

percent of taxable property in the City is homestead property, but that 34 percent of property tax collections are from homesteads after applying the local tax relief. The differential of six percentage points represents the impact of the local relief. Proposals to replace property taxes on homesteads may either include or exclude the value of the local relief when determining the dollar value targeted for replacement.

Before school districts utilize the revised homestead provision, the General Assembly must enact legislation governing its use and financing. The estimates from Table 5 provide policymakers with additional information to quantify the fiscal impact of proposals that utilize the revised limits for homestead exclusions.

**Table 5: School Property Tax - Estimated Homestead Share**

<b>Fiscal Year</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>
Current-Year	\$6,844	\$7,010	\$7,222	\$7,460	\$7,717	\$7,989	\$8,302	\$8,639
Act 1 Allocations	530	532	533	530	530	530	530	530
Delinquent	<u>307</u>	<u>313</u>	<u>317</u>	<u>321</u>	<u>325</u>	<u>330</u>	<u>334</u>	<u>338</u>
<b>Total</b>	<b>7,681</b>	<b>7,855</b>	<b>8,072</b>	<b>8,311</b>	<b>8,572</b>	<b>8,849</b>	<b>9,166</b>	<b>9,507</b>

Note: Dollar amounts in millions.

## Endnotes

1. Current-year collections, also referred to as “current and interim collections,” are receipts from non-delinquent property taxes levied for the current fiscal year. Act 1 allocations are distributions of slots revenue from the Property Tax Relief Fund to reduce property taxes collected from homestead properties. Delinquent collections are receipts from property taxes levied in a prior fiscal year.
2. Additional details are available in the letter to the County Commissioners Association of Pennsylvania. See <http://www.ifo.state.pa.us/Resources/Documents/SR2017-06.pdf>.
3. Act of June 27, 2006, Special Session 1, P.L. 1873, No. 1, known as the “Taxpayer Relief Act.”
4. The aid ratio is the market value/personal income aid ratio (MV/PI AR) calculated in accordance with section 2501(14) and (14.1) of the Public School Code of 1949. It is used in the calculation of various state subsidies for school districts, including the basic education subsidy. The minimum MV/PI AR is 0.1500. For FY 2017-18, 409 districts had an MV/PI AR of 0.4000 or above, with the maximum being 0.8980. Those 409 school districts represented approximately 60 percent of the current-year taxes collected in FY 2015-16.
5. The SAWW is reported by the Pennsylvania Department of Labor and Industry. The ECI is reported by the U.S. Bureau of Labor Statistics.
6. The statute also permits a school district to exceed the index by seeking approval of the voters in a referendum. The forecast does not include any millage increases approved by referendum.
7. Generally, a school district may establish eligibility for an exception if its costs for an eligible expenditure increase by more than its index.
8. Report on Referendum Exceptions, Pennsylvania Department of Education, April 2017. See <http://www.education.pa.gov/Documents/Teachers-Administrators/Property%20Tax%20Relief/ReferendumExceptions/2017-18%20Report%20on%20Referendum%20Exceptions.pdf>.
9. The text of Article VIII, Section 2(b)(vi) of the Pennsylvania Constitution provides that the General Assembly may, by law: “[a]uthorize local taxing authorities to exclude from taxation an amount based on the assessed value of homestead property. The exclusions authorized by this clause shall not exceed 100% of the assessed value of each homestead property within a local taxing jurisdiction. A local taxing authority may not increase the millage rate of its tax on real property to pay for these exclusions.”
10. The statutory definition of “homestead” can be found at 53 Pa.C.S. §8401.
11. Additional details regarding the survey are available in the December 6, 2017 letter to the County Commissioners Association of Pennsylvania. See <http://www.ifo.state.pa.us/Resources/Documents/SR2017-06.pdf>.
12. Additional details are available in Table 3 of the November 6, 2017 letter to Representative Francis X. Ryan. See <http://www.ifo.state.pa.us/Resources/Documents/SR2017-05.pdf>.

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