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LEGISLATIVE EDUCATION STUDY COMMITTEE BILL ANALYSIS

54th Legislature, 2nd Session, 2020

Bill Number	HB254/aHEC	Sponsor Chatfield	
Tracking Nur	nber216808.1	_ Committee Referral	s HEC/HAFC
Short Title	Distributions to School l	Districts	
_		Ori	iginal Date 2/7/2020
Analyst And	lrews	Las	st Updated 2/10/2020
<u> </u>			

BILL SUMMARY

Synopsis of HEC Amendment

The House Education Committee amendment to House Bill 254 (HB254/aHEC) makes technical changes. HB254/aHEC removes the term "per program unit" to ensure the calculation of the Public School Capital Improvements Act program guarantee is accurate. HB254/aHEC also defines tax rate as the rate "approved by the qualified electors in the most recent election on the question of imposing a tax pursuant to the Public School Capital Improvements Act" which aligns with current statutory language.

Synopsis of Original Bill

House Bill 254 (HB254) amends the Public School Capital Improvements Act, commonly known as "SB9," state funding calculation to increase capital outlay funding for all school districts. HB254 maintains the current Public School Capital Improvements statutory structure, in that the state funding calculation is based on a program guarantee, and school districts either get a minimum or maximum guarantee adjustment depending on the funds school districts generate from a local two-mill levy. HB254 adjusts the amounts included through the minimum and maximum guarantee adjustment, as well as the types of program units included in the calculation. HB254 also adds an additional factor to the state funding calculation so all school districts also receive an additional distribution adjusted by their Public School Capital Outlay Act phase two state match percentages.

FISCAL IMPACT

HB254/aHEC does not contain an appropriation.

HB254/aHEC would double state funding through the Public School Capital Outlay Act. In FY20, the state provided "matching" funds of \$17.3 million. See **Attachment 1, Public School Capital Improvements Act (SB-9) FY20 Final Calculation of Entitlement.** HB254/aHEC would increase state funding to \$34.9 million. See **Attachment 2, Comparison Between Current Public School Capital Improvements Act Funding and HB254/aHEC.** Attachment 2 assumes the

HB254/aHEC - Page 2

maximum impact of HB254/aHEC and assumes all school districts will impose a full two-mill levy; school districts that do not currently receive Public School Capital Improvements Act funding are highlighted on Attachment 2 in yellow.

The current Public School Capital Outlay (PSCOC) financial plan anticipates a potential increase in uses for the increase in Public School Capital Improvements Act state funding provided by HB254/aHEC. The table below shows the anticipated state match increase in the PSCOC financial plan.

Public School Capital Improvements Act Funding in the PSCOC Financial Plan

(in millions)

FY20	FY21	FY22	FY23	FY24
\$17.3	\$35.9	\$35.9	\$35.9	\$35.9

Source: PSFA

HB254/aHEC uses the PSCOC phase two state match calculation to target additional dollars to school districts with low property tax bases. All school districts would receive more funding under HB254/aHEC, with school districts with a lower state match receiving smaller increases than school districts with higher state matches pursuant to the Public School Capital Outlay Act. The PSCOC phase two calculation for determining the state and local share of public school capital outlay, enacted in 2018, is based on the net taxable value for a school district for the prior five years, the maximum allowable gross square footage per student pursuant to the adequacy planning guide, the cost per square foot of replacement facilities, and each school district's population density.

During the 2019 interim, some PSCOC members suggested eliminating systems-based awards and reallocating these funds to a better designed Public School Capital Improvements Act state funding calculation; HB254/aHEC is a result of these conversations. Demand for systems-based awards decreased in FY20. While PSCOC funded 24 systems-based awards in FY19, PSCOC only funded 10 systems-based projects in FY20. Systems-based projects are administratively burdensome which decreases the capacity of the Public School Facilities Authority (PSFA) staff to PSCOC, to administer other programs. For example, PSFA has had to ensure systems-based projects do not include above-adequacy spaces, which can be tricky if, for example, the systems-based request is to replace the roof of a school that includes above adequacy spaces.

PSFA notes in their analysis that the current financial plan of PSCOC anticipates a potential decrease in awards for the systems-based program, assuming an increase in Public School Capital Improvements Act funding to school districts, beginning in FY21. The table below shows the anticipated changes to the systems-based award scenario in the PSCOC financial plan.

Systems-Based Award Funding in the PSCOC Financial Plan (in millions)

-		,,		
FY20	FY21	FY22	FY23	FY24
\$20	\$10	\$10	\$0	\$0

Source: PSFA

Proposed Calculation in HB254/aHEC. The proposed calculation in HB254/aHEC maintains a program guarantee calculation and a minimum guarantee, similar to the current formula, but changes the program units that are included in the calculation and the dollar amounts of each program unit in the calculation. See **Attachment 3, Current Calculation Compared with Proposed Calculation**. Additionally, it adds a new factor. HB254/aHEC would include only final funded units from the prior year from the following factors: early childhood education, basic education, special education, size adjustment, enrollment growth, at-risk, and the staffing cost multiplier. The dollar amount for the program guarantee would be increased to \$89.25 per program unit; the dollar amount for the minimum guarantee would be decreased to \$5 per program unit. As with current law, these will automatically adjust each year per the consumer price index.

The state funding calculation in HB254/aHEC would provide for a school district to receive either a maximum program guarantee or a minimum guarantee, plus an additional match. School districts would receive the greater of the following two calculations: 1) the difference between the program guarantee, which is calculated by multiplying \$89.25 per program unit multiplied by the mill levy rate and the school district's estimated tax revenue, or 2) the minimum guarantee, which is calculated by multiplying \$5 per program unit multiplied by the mill levy rate. All school districts would receive an additional match, which is calculated by multiplying \$53 per program unit multiplied by the mill levy rate multiplied by the state match percentage calculated pursuant to the phase two formula of the Public School Capital Outlay Act.

SUBSTANTIVE ISSUES

HB254/aHEC would change the Public School Capital Improvements Act state funding currently in statute to give all school districts more capital outlay funds and target additional dollars to school districts with the greatest reliance on state funding for their capital needs. The bill would change the state funding calculation to include only specified program units, specifically, program units for early childhood education, basic education, special education, size adjustment, enrollment growth, at-risk, and the staffing cost multiplier. Including only nondiscretionary program units provides for stability of funding and the ability for school districts and PED to predict revenues. Pursuant to 22-25-2 NMSA 1978, Public School Capital Improvements Act funds can be used for maintenance, capital improvements, building and remodeling, improving public school grounds, activity vehicles, education technology, software, and network tools and improvements.

PSFA notes in their analysis that the increased state match proposed in HB254/aHEC would result in additional funding to school districts that qualify for state matching funds. This increase would benefit school districts for the purposes stated in Section 22-25-9 NMSA 1978 and will especially assist school districts with preventive maintenance projects that increase the life of a facility.

Public School Capital Outlay Funding. Public school capital outlay funding, used to purchase capital assets like buildings, is both a local and state responsibility in New Mexico. The current standards-based public school capital outlay program was developed and established partially in response to a 1998 lawsuit filed in state district court by the Zuni Public Schools and later joined by the Gallup-McKinley County Public Schools and the Grants-Cibola County Public Schools. The state district court found that through its public school capital outlay funding system the state was violating that portion of the state constitution that guarantees establishment and maintenance of a "uniform system of free public schools sufficient for the education of, and open to, all children of school age" in the state. The court ordered the state to "establish and implement a uniform funding system for capital improvements... and for correcting past inequities" and set a deadline

HB254/aHEC – Page 4

at the end of the 2001 legislative session. The court appointed a special master to review the state's progress.

Although the quality of school facilities has improved significantly since the lawsuit, litigant school districts are still concerned the system is inequitable. These alleged ongoing disparities led Gallup-McKinley County Schools (GMCS) to reopen the *Zuni* lawsuit – which had never been closed – and seek judicial intervention to cure what the school district characterizes as ongoing disparities in the current public school capital outlay funding system. For example, GMCS is concerned that property-wealthy school districts are able to build public school facilities significantly above adequacy without taxing themselves to the same extent that voters in the GMCS school district tax themselves.

OTHER SIGNIFICANT ISSUES

Public School Maintenance. Current analysis from PSFA indicates a broad range of school district maintenance and operations spending per square foot from as low as \$2.59 to as high as \$12.28, with a mid-range average spend of \$6.39 per square foot. A spending range of \$5.50 to \$8.00 per square foot is recommended to support a quality maintenance program.

On January 23, 2020, the Department of Finance and Administration (DFA) sent a letter to PED indicating that Public School Capital Improvements Act funds no longer have to be distributed by PED on a reimbursement basis. See **Attachment 4, Exception to 2.61.6.9(A)(1)(b) NMAC for Public Education Department.** DFA notes the reason for this change is PED and PSFA comments that the distribution of Public School Capital Improvements Act funds, on a reimbursement basis, is particularly cumbersome because such expenditures are often small and numerous.

RELATED BILLS

Related to HB131, Distribution to Taxing School Districts, which would increase the program guarantee in the Public School Capital Improvements Act.

Duplicates SB159, Distributions to School Districts.

SOURCES OF INFORMATION

- LESC Files
- Public School Facilities Authority (PSFA)

MCA/tb/mc/sgs

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PUBLIC SCHOOL CAPITAL IMPROVEMENTS ACT (SB-9)

FY20 Final Calculation of Entitlement

(Using 2018 Final Valuations, \$86.04 per mill/actual election, \$6.68 Min.)

DISTRICTS	2018 FINAL TOTAL ASSESSED LAND		20181	2018 LOCAL TAX RATES	RATES	PROJECTED LOCAL TAX		PROJECTED PROGRAM GUARANTEE	PRO MIN GUAR	PROGRAM MINIMUM GUARANTEE @ \$6.68	STATE MATCH (SB9)	э)	*STAT OF	*STATE MATCH OR \$6.68 MINIMUM
	VALUATIONS	PROGRAM UNITS	RES. RATE	NON-RES RATE.	O/G/C RATE			@ \$86.04	8	8,047,298	\$ 12,69	12,698,995	\$ 1.	17,338,659
ALAMOGORDO	832,400,603	9,758.460	2.000	2.000	0.000	1,664,801	4	1,679,236	s	130,373	· •	14,435	s	130,373
ALBUQUERQUE	\$ 16,888,932,115	180,	2.000	2.000	0.000	က	\vdash	31,066,831		2,411,976				2,411,976
ANIMAS			1.975	2.000	0.000	\$ 75,288		87,140	s	6,765	\$	11,851	s	11,851
ARTESIA	←,		2.000	2.000	2.000		-	1,123,543	s	87,230	s		s	87,230
AZTEC	\$ 650,623,446	5,096.230	1.886	1.886	1.886	\$ 1,227,076		826,973	s	64,205	&		S	64,205
BELEN			2.000	2.000	0.000			1,217,636	s	94,535	\$		ક	94,535
BERNALILLO			2.000	2.000	0.000	\$ 1,283,183	ဗ	984,291	s	76,419	\$		s	76,419
BLOOMFIELD		4,758.380	2.000	2.000	2.000	\$ 1,523,513	ა	818,822	s	63,572	&		S	63,572
CAPITAN			2.000	2.000	0.000		_	191,604	↔	14,876	\$		s	14,876
CARLSBAD	\$ 2,726,528,622	14,556.470	2.000	2.000	2.000	\$ 5,453,057	\$ 4	2,504,877	မှာ မ	194,474			မှာ မ	194,474
CENTRAL		10.	2.000	2.000	2.000	-	_	1.838.520	9 69	142.740		345.535	÷ 65	345.535
CHAMA	\$ 148,131,253		2.000	1.938	0.000		\vdash	184,511	9	14,325			မ	14,325
CIMARRON		1,141.010	2.000	2.000	2.000	\$ 862,606		196,345	s	15,244	es		မှာ	15,244
CLAYTON	\$ 136,370,433	1,110.650	2.000	2.000	2.000	\$ 272,741	1	191,121	\$	14,838	\$		\$	14,838
CLOUDCROFT			2.000	2.000	0.000	\$ 413,998		168,275	s	13,065	\$		s	13,065
CLOVIS	\$ 840,279,849		2.000	2.000	0.000	\$ 1,680,560		2,372,513	s	184,198	\$	691,954	ક્ર	691,954
COBRE	(7	2,	2.000	2.000	2.000	\$ 525,617		475,966	€ (36,953	₩ (↔ (36,953
CORONA			2.000	2.000	0.000	\$ 128,749		58,041	÷> €	4,506	÷> €		→	4,506
CUBA	\$ 142,434,773		2.000	2.000	2.000	\$ 284,870	-	258,857	ы	20,097			ده (20,097
DEMING	2	် ဝ	2.000	2.000	0.000	1,1		1,708,668	₩ (132,658		513,973	ده	513,973
DES MOINES		372.590	2.000	2.000	0.000			64,115	₩ (4,978			₽	4,978
DEXIER			1.987	2.000	2.000	\$ 168,503	-	314,963	÷> €	24,453	_	146,461	₽	146,461
DORA	\$ 27,624,228	626.640	1.977	2.000	2.000	\$ 55,132	S 6	107,832	∌ ⊌	8,372	÷> e	52,700	÷> ⊌	52,700
FILDA			1 778	2,000	2,000			86 708	9 4	6 732		30 040	9 U	30,473
ECIDA ESPANOI A	L	7	2000	2,000	2.000	-		1 317 183	9 4	102 264	-	132 400	9 6	132 499
ESTANCIA			2.000	2.000	0.000	\$ 237.280		265,635	9 69	20.623	_	28,355	9 69	28,355
EUNICE			2.000	2.000	2.000	\$ 1,444,652		289,698	· 6	22,492			S	22,492
FARMINGTON	\$ 1,528,648,095	18,647.000	2.000	2.000	2.000	\$ 3,057,296	9	3,208,776	s	249,124	\$ 16	151,480	s	249,124
FLOYD	\$ 14,963,466	617.410	1.950	2.000	2.000	\$ 29,720	\$	106,244	8	8,249	\$	76,524	\$	76,524
FT. SUMNER	\$ 91,348,468		2.000	2.000	0.000	\$ 182,697		123,092	ઝ	9,557	s			9,557
GADSDEN			2.000	2.000	0.000		_	4,214,762	ss	327,227		2,249,714		2,249,714
GALLUP	\$ 854,112,235	21,	2.000	2.000	2.000	\$ 1,708,224	-	3,700,470	မှ	287,298	36,1	1,992,246		1,992,246
GRADY			2.000	2.000	0.000			79,504	A 6	6,173		59,362	→	29,362
HAGERMAN	\$ 341,689,411	1 088 250	2 000	2.000	0.000	016,100 &	0 0	1,120,002	n u	14 539	φ φ	458, 140 108, 286	A 4	108 286
HATCH			2,000	2,000	0000			388 479	÷ 4	30.161		218 132	÷ 6	218 132
HOBBS	1.5		2.000	2.000	2.000	ω,		3.010.173	÷ 69	233.705			9	233,705
HONDO			1.992	2.000	0.000	\$ 74,921	-	86,596	မ	6,723	· •	11,675	မ	11,675
HOUSE			2.000	1.999	0.000	\$ 31,735		57,914	S	4,496	\$	26,178	↔	26,178
JAL	\$ 1,768,713,594	1,069.510	1.978	2.000	2.000	\$ 3,537,163	& &	184,041	s	14,289	s		s	14,289
JEMEZ MTN.	\$ 318,906,816	629.530	2.000	2.000	2.000	\$ 637,814	4 \$	108,330	s	8,411	ક		ઝ	8,411
JEMEZ VALLEY			2.000	2.000	0.000	\$ 219,657	_	182,216	s	14,147	\$		s	14,147
LAKE ARTHUR			1.986	2.000	2.000	\$ 97,494		68,677	φ.	5,332			s ·	5,332
LAS CRUCES	\$ 3,436,888,733	4	2.000	2.000	0.000	\$ 6,873,777		7,744,154	₩ (601,243	8	870,377	₽	870,377
LAS VEGAS CILY	\$ 282,844,758	3,019.110	2.000	2.000	0.000	069,696	<i>₽</i>	519,528	Ð	40,335	Ð		Ð	40,335

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PUBLIC SCHOOL CAPITAL IMPROVEMENTS ACT (SB-9)

FY20 Final Calculation of Entitlement

(Using 2018 Final Valuations, \$86.04 per mill/actual election, \$6.68 Min.)

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DISTRICTS	2018 ASS	ASSESSED LAND	2018-2019 AVG 80th/120th DAY	2018 L	2018 LOCAL TAX RATES	RATES	R O	PROJECTED LOCAL TAX	PRO GUA	PROJECTED PROGRAM GUARANTEE	₩ 70°	MINIMUM GUARANTEE @ \$6.68	STA	STATE MATCH (SB9)	× F O ≥	STATE MATCH OR \$6.68 MINIMUM
	*	VALUATIONS	PROGRAM UNITS	RES. RATE	NON-RES RATE.	O/G/C RATE			(8)	@ \$86.04	₩	8,047,298	s	12,698,995	s	17,338,659
LAS VEGAS WEST	8	196,875,012	3,314.040	2.000	2.000	0.000	\$	393,750	\$	570,280	\$	44,276	\$	176,530	\$	176,530
LOGAN	\$	68,777,367	787.350	1.965	2.000	2.000	\$	136,414	\$	135,487	\$	10,519	\$	-	\$	10,519
LORDSBURG	ક	133,777,204	1,124.490	2.000	2.000	0.000	\$	267,554	\$	193,502	\$	15,023	\$		\$	15,023
LOS ALAMOS	⇔	753,625,320	6,764.750	0.000	0.000	0.000	ž	Election	å	No Election	S	No Election	ž	No Election	ž	No Election
LOS LUNAS	8	899,862,078	15,384.750	2.000	2.000	0.000	\$	1,799,724	\$	2,647,408	\$	205,540	\$	847,684	\$	847,684
LOVING	\$	237,075,703	1,307.000	2.000	2.000	2.000	\$	474,151	\$	224,909	\$	17,462	\$	-	\$	17,462
LOVINGTON	\$	694,643,058	7,344.550	2.000	2.000	2.000	\$	1,389,286	\$	1,263,850	\$	98,123	\$		\$	98,123
MAGDALENA	\$	30,481,819	897.040	2.000	2.000	0.000	\$	60,964	\$	154,363	\$	11,984	\$	93,399	\$	93,399
MAXWELL	8	21,637,318	444.050	2.000	2.000	0.000	\$	43,275	\$	76,412	\$	5,933	\$	33,137	\$	33,137
MELROSE	\$	34,438,927	613.140	2.000	1.996	0.000	\$	68,781	\$	105,509	\$	8,192	\$	36,728	\$	36,728
MESA VISTA	s	83,006,292	747.220	2.000	2.000	0.000	ક્ર	166,013	ક્ર	128,582	ક	9,983	ક્ર		ક	9,983
MORA	s	102,641,530	1,014.770	0.000	0.000	0.000		Failed	_	Failed		Failed		Failed		Failed
MORIARTY	8	568,961,677	5,119.320	2.000	2.000	0.000	&	1,137,923	\$	880,933	\$	68,394	\$	-	\$	68,394
MOSQUERO	s	73,416,561	292.330	1.857	2.000	2.000	ક્ર	146,525	ક્ર	50,304	ક્ક	3,906	ક્ક		ક્ર	3,906
MOUNTAINAIR	s	72,810,647	679.410	2.000	2.000	0.000	ઝ	145,621	s	116,913	ઝ	9,077	ઝ		ઝ	9,077
PECOS	s	140,314,380	1,291.060	2.000	2.000	0.000	ઝ	280,629	s	222,166	ઝ	17,249	ક્ર	•	ઝ	17,249
PENASCO	s	56,293,544	885.030	2.000	2.000	0.000	ક્ર	112,587	ક્ર	152,296	ક	11,824	ક્ર	39,709	ક	39,709
POJOAQUE	8	174,551,621	3,375.010	2.000	2.000	0.000	ઝ	349,103	क	580,772	ઝ	45,090	ઝ	231,668	ઝ	231,668
PORTALES	\$	289,321,445	5,123.200	1.990	2.000	0.000	\$	577,030	\$	881,600	\$	68,446	\$	304,570	\$	304,570
QUEMADO	\$	91,797,289	523.600	2.000	2.000	0.000	\$	183,595	\$	90,101	\$	6,995	\$	-	\$	6,995
QUESTA	\$	197,386,011	1,247.620	0.000	0.000	0.000		Failed	_	Failed		Failed		Failed		Failed
RATON	\$	155,445,065	1,757.600	2.000	1.982	2.000	\$	309,709	\$	302,448	\$	23,482	\$	-	\$	23,482
RESERVE	\$	46,582,287	500.410	0.000	0.000	0.000		Failed	-	Failed		Failed		Failed		Failed
RIO RANCHO	\$	2,314,565,227	31,965.450	2.000	2.000	0.000	\$	4,629,130	\$	5,500,615	\$	427,058	\$	871,484	\$	871,484
ROSWELL	\$	1,081,823,634	17,865.380	2.000	2.000	2.000	\$	2,163,647	\$	3,074,275	\$	238,681	\$	910,627	\$	910,627
ROY	8	8,644,152	293.340	1.892	1.621	2.000	ઝ	14,988	s	50,478	ક	3,919	ક	35,490	ઝ	35,490
RUIDOSO	s	713,022,735	3,498.070	2.000	2.000	0.000	ક	1,426,045	s	601,948	ક્ર	46,734	ક	•	ક	46,734
SAN JON	s	15,506,410	457.320	2.000	2.000	0.000	ક્ર	31,013		78,696	s	6,110	မှ	47,683	ઝ	47,683
SANTA FE	8	6,592,643,058	28,537.100	1.985	2.000	0.000	ઝ	13,108,118		4,910,664	s	381,256	ઝ	•	ઝ	381,256
SANTA ROSA	8	113,207,815	1,459.800	2.000	2.000	0.000	မှ	226,416	မှ	251,202	မှ	19,503	မှ	24,787	မှ	24,787
SILVER CITY	မှ	575,217,581	5,253.100	2.000	2.000	2.000	မှ	1,150,435	မှ	903,953	မှ	70,181	မှ		မှ	70,181
SOCORRO	₩.	187,545,832	3,093.530	2.000	2.000	0.000	جو	375,092	٠	532,335	جو	41,330	sə (157,243	٠	157,243
SPRINGER	မှာ	41,284,592	463.830	2.000	1.891	0.000	မှ	79,863	မှာ	79,816	မှ	6,197	မှ		မ	6,197
TAOS	₩ (1,193,694,193	6,125.390	2.000	2.000	0.000	₽	2,387,388	₽	1,054,057	₽	81,835	₽		₩ (81,835
TATUM	69 (97,140,779	844.100	2.000	2.000	2.000	မှ	194,282	ω (145,253	မှ	11,277	ω (မှ	11,277
TEXICO	છ	86,301,881	1,212.290	2.000	2.000	0.000	છ	172,604	છ	208,611	છ	16,196	છ	36,007	છ	36,007
T OR C	&	320,679,117	2,485.920	2.000	2.000	0.000	s	641,358	s	427,777	s	33,212	s		s	33,212
TUCUMCARI	&	118,943,743	1,949.140	2.000	2.000	0.000	ઝ	237,887	s	335,408	s	26,041	s	97,521	ઝ	97,521
TULAROSA	s	100,821,481	1,925.240	1.986	2.000	0.000	ક	200,889	s	331,295	ક	25,721	ક	130,406	ક	130,406
VAUGHN	\$	95,967,342	375.400	2.000	2.000	0.000	မှ	191,935	s	64,599	မှ	5,015			မှ	5,015
WAGON MOUND	8	32,767,938	324.610	2.000	2.000	0.000	မှ	65,536	မှ	55,859	မှ	4,337	မှ		မှ	4,337
ZONI	&	2,240,433	2,545.170	2.000	2.000	0.000	s	4.481	s	437,973	မ	34.003	U .	433 492	မ	433 492

17,338,659	
\$	
12,698,995	
\$	
8,047,298 \$	
\$	
\$ 103,651,127	
37	
\$ 119,863,604	
0.695	
1.902	
1.899	
612,160.710	
61,126,457,197	
TOTAL/AVERAGE \$	

Note: program units do not include K-5 Plus or Extended Learning and also uses FY19 cost differential for generating at risk units due to the fact that these programs are projected units in the preliminary funded run.

OTAL DISTRICTS WITH SB-9	82
OTAL DISTRICTS UTILIZING STATE MATCH	38
OTAL DISTRICTS UTILIZING \$6.67 MINIMUM	49
ALCULATION OF ADDITIONAL STATE STATE FUNDING NECESSARY O FUND A \$6.67 MINIMUM	\$4,639,663

2 of 2

A	В	Comparision Betw C	/een Current Pub D	Comparision Between Current Public School Capital Improvements Act Funding and HB254/aHEC C F G	provements Ac F	t Funding and F G	1В254/аНЕС н		ſ
		CURRENT					HB254/aHEC PROPOSA	OSAL OSAL	
	FY20 Program Units Per	Estimated FY20 Local	Estimated FY20	Estimated FY20 Total Proceeds	FY19 Final Program Units Minus Discretionary	Estimated PSCOC Phase Two State Match	HB254/aHEC Proposed State	Difference Between HB254/aHEC Proposal and Current State Funding	Percent Change in State Funds
School District	PED ¹		State Funding ³		Units ⁴	Percentage	Funding	(H - D)	(I / D)
ALAMOGORDO	9,758		\$130,373	\$1,795,174.00		49%	\$736,644.66	\$606,271.66	465% 1
ALBUQUERQUE	180,537	\$33,	\$2,411,976	\$36,189,840.00	179,	%8	\$3,314,970.90	\$902,994.90	37% 2
ANIMAS	506		\$11,851	\$87,139.00		26%	\$49,099.70	\$37,248.70	314% 3
ARTESIA	6,529		\$87,230	\$3,290,173.00	6,519	%9	\$106,648.57	\$19,418.57	22% 4
AZTEC	2,096		\$64,205		5,279	%9	\$86,362.31	\$22,157.31	35% 2
BELEN	7,076		\$94,535		266'9	33%	\$314,706.08	\$220,171.08	233% 6
BERNALILLO	5,720		\$76,419	\$1,359,602.00	5,354	%9	\$87,590.16	\$11,171.16	15% 7
BLOOMFIELD	4,758		\$63,572			%9	\$83,810.99	\$20,238.99	32% 8
CAPITAN	1,113	\$852,759	\$14,876	\$867,635.00	1,123	%9	\$18,365.47	\$3,489.47	23% 9
CARLSBAD	14,556		\$194,474			%9	\$246,828.23	\$52,354.23	27% 10
CARRIZ0Z0	208		\$6,791	\$145,897.00	478	%9	\$7,817.50	\$1,026.50	15% 11
CENTRAL	10,684	\$	\$345,535	\$1,838,520.00	10,	25%	\$889,436.95	\$543,901.95	157% 12
CHAMA	1,072		\$14,325	\$307,287.00		%9	\$15,560.75	\$1,235.75	9% 13
CIMARRON	1,141		\$15,244	\$877,850.00		%9	\$19,164.27	\$3,920.27	26% 14
CLAYTON	1,111		\$14,838	\$287,579.00	1,128	%9	\$18,446.88	\$3,608.88	24% 15
CLOUDCROFT	826		\$13,065	\$427,063.00	948	%9	\$15,509.44	\$2,444.44	19% 16
CLOVIS	13,787	\$	\$691,954	\$2,372,514.00	1	51%	\$1,513,943.82	\$821,989.82	119% 17
COBRE	2,766	\$525,617	\$36,953	\$562,570.00	2,	27%	\$103,432.73	\$66,479.73	180% 18
CORONA	337		\$4,506			%9	\$5,621.53	\$1,115.53	25% 19
CUBA	1,504		\$20,097	\$304,967.00	1,452	26%	\$55,028.34	\$34,931.34	174% 20
DEMING	9,930	\$1,	\$513,973	\$1,	9,324	21%	\$1,034,078.54	\$520,105.54	101% 21
DES MOINES	373		\$4,978		370	28%	\$14,515.21	\$9,537.21	192% 22
DEXTER	1,830	₩	\$146,461	\$314,964.00	1,872	73%	\$310,814.84	\$164,353.84	112% 23
DORA	627		\$52,700	\$107,83	628	72%	\$104,818.54	\$52,118.54	99% 24
DULCE	1,458	\$600,966	\$19,473	\$620,43	1,563	%9	\$25,573.76	\$6,100.76	31% 25
ELIDA	504	•	\$30,949	\$86,707.00	453	71%	\$59,197.95	\$28,248.95	
ESPANOLA	1,654	\$	\$132,499	\$1,317,183.00	7,935	23%	\$423,721.92	\$291,222.92	
ESTANCIA	1,544		\$28,355		1,546	38%	\$100,803.31	\$72,448.31	_
EUNICE	1,684		\$22,492		1,715	%9	\$28,054.49	\$5,562.49	25% 29
FARMINGTON	18,647	\$3,057,296	\$249,124	\$3,306,420.00	19,164	30%	\$969,798.50	\$720,674.50	289% 30
FLOYD	617		\$76,524	\$106,244.00	582	86%	\$127,579.52	\$51,055.52	67% 31
FORT SUMNER	715		\$9,557	\$192,254.00	748	%8	\$13,807.36	\$4,250.36	44% 32
GADSDEN	24,493		\$2,249,714	\$4,214,762.00		%02	\$3,937,682.35	\$1,687,968.35	75% 33
GALLUP	21,504	\$1,708,224	\$1,992,246	\$3,700,470.00	22,495	462	\$4,182,257.28	\$2,190,011.28	110% 34
GRADY	462		\$59,362	\$79,504.00		94%	\$109,313.89	\$49,951.89	84% 35
GRANTS	6,509	***	\$458,146	\$1,120,062.00	6,619	%02	\$1,007,668.25	\$549,522.25	120% 36
HAGERMAN	1,088		\$108,286	\$187,266.00	1,053	%08	\$198,272.64	\$89,986.64	83% 37
НАТСН	2,258		\$218,132	\$388,479.00		83%	\$418,104.35	\$199,972.35	92% 38
HOBBS	17,493	\$3,	\$233,705	\$3,404,027.00	16,	16%	\$455,467.10	\$221,762.10	62 %26
HONDO	503	\$74,921	\$11,675	\$86,596.00	200	41%	\$36,108.00	\$24,433.00	209% 40

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Comparision Between Current Public School Capital Improvements Act Funding and HB254/aHEC

107% 101% 23% 21% 334% 29% 188% 212% %86 369% 21%149% 20% 113% 161% 164% 88% 104% 144% 152% 308% 74% 24% 316% 356% 25% 132% 18% 25% 86% State Funds Change in Percent (I / D \$35,004.35 \$3,290.75 \$1,799.44 \$47,317.36 \$1,535.75 \$1,635,100.29 \$85,533.11 \$248,454.50 \$308,876.44 \$19,764.40 \$252,830.62 \$9,482.37 \$59,112.90 \$78,411.09 \$24,514.95 **Proposal and Current** \$827,628.99 \$68,953.72 \$48,624.70 \$14,229.87 \$697.85 \$13,832.76 \$72,352.44 \$984,145.81 \$1,000,113.60 \$26,395.37 \$11,105.39 \$42,582.78 \$103,404.12 \$22,069.82 \$172,351.01 \$24,589.51 \$34,441.57 \$14,401.77 \$1,386.31 Difference Between State Funding HB254/aHEC HB254/aHEC PROPOSAL \$17,579.75 \$10,210.44 \$2,505,477.29 \$125,868.11 \$61,182.35 \$61,464.36 \$22,909.76 \$98,821.90 \$95,834.44 \$89,945.40 \$410,073.62 \$49,301.30 \$1,675,312.99 \$20,838.12 \$122,637.95 \$82,623.87 \$4,603.85 \$480,122.50 \$613,446.44 \$1,855,629.81 \$1,910,740.60 \$57,839.39 \$90,265.78 \$484,660.12 \$103,198.09 \$28,266.82 \$6,867.75 \$348,881.01 \$85,352.70 \$39,612.51 \$162,352.72 \$67,578.57 \$61,885.37 \$24,384.77 \$26,731.37 \$8,381.32 \$44,047 **Proposed State** HB254/aHEC Funding 24% 57% 86% 29% 30% 68% 32% 26% 71% 10% 67% 80% 43% 6% 20% %9 78% 73% 26% %29 21% 42% %9 %9 21% 71% **%9** % %9 22% %9 47% PSCOC Phase **Percentage Estimated** Two State Match 1,005 5,050 1,075 2,958 17,066 29,625 1,106 44,849 7,496 658 1,304 1,378 3,034 433 809 619 3,339 1,768 285 3,535 5,498 3,089 472 Program Units 15,009 1,274 854 512 31,828 460 1,067 281 Discretionary FY19 Final Units⁴ \$233,804.00 \$102,826.00 \$57,913.00 \$3,551,452.00 \$532,335.00 \$76,412.00 \$1,206,317.00 \$78,696.00 \$13,489,374.00 \$251,203.00 \$1,220,616.00 \$646,225.00 \$2,647,408.00 \$105,509.00 \$175,996.00 \$152,296.00 \$580,771.00 \$333,191.00 \$5,500,614.00 \$1,472,779.00 \$86,060.00 \$7,744,154.0C \$570,280.00 \$146,933.0C \$491,613.00 \$1,487,409.00 \$154,698.00 \$297,878.00 \$881,600.00 \$3,074,274.0C **Estimated FY20 Total** \$282,577.00 \$154,363.00 \$150,431.00 \$190,590.00 \$50,478.00 Proceeds \$231,668 \$304,570 \$26,178 \$14,289 \$8,411 \$98,123 \$17,249 \$10,519 \$9,983 \$70,181 \$36,728 \$46,734 \$176,530 \$93,399 \$68,394 \$6,995 \$381,256 \$847,684 \$3,906 \$9,077 \$23,482 \$871,484 \$35,490 \$47,683 \$157,243 \$6,197 \$15,023 \$17,462 \$33,137 \$24,787 \$14,147 \$870,377 \$910,627 Estimated FY20 State Funding³ \$3,537,163 \$637,814 \$219,657 \$97,494 \$6,873,777 \$565,690 \$280,629 \$112,587 \$349,103 \$577,030 \$183,595 2 Mill Levy Proceeds² \$60,964 \$68,781 \$226,416 \$1,150,435 FY20 Program Units Per | Estimated FY20 Local \$136,414 \$267,554 \$1,799,724 \$1,389,286 \$43,275 \$166,013 \$1,137,923 \$146,525 \$309,709 \$4,629,130 \$14,988 \$1,426,045 \$31,013 \$13,108,118 \$375,092 \$393,750 \$79,863 \$474,151 \$145,621 \$2,163,64 URRENT 7,345 897 444 <mark>1,015</mark> 5,119 3,375 5,123 1,070 292 679 17,865 1,059 45,003 3,314 1,124 613 1,291 3,498 3,019 747 524 1,758 293 15,385 31,965 457 28,537 1,460 337 1,307 PED¹ Ω School District EMEZ MOUNTAIN LAS VEGAS WEST AS VEGAS CITY MOSQUERO MOUNTAINAIR AKE ARTHUR EMEZ VALLEY ⋖ LOVINGTON MAGDALENA ORDSBURG. AS CRUCES RIO RANCHO SANTA ROSA MESA VISTA POJOAQUE PORTALES SILVER CITY **LOS LUNAS** MORIARTY MAXWELL MELROSE QUEMADO SOCORRO SPRINGEF **ENASCO** SANTA FE RUIDOSO ROSWELL SAN JON -OVING HOUSE -OGAN **PECOS** RATON ROY

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	i			81	82	83	84	82	86	87	88	89	6
	ſ		Percent Change in State Funds (I / D)	24% 81	28% 82	221% 83	23% 84	157% 85	94% 86	21% 87	186% 88	62% 89	100%
		OSAL	Difference Between HB254/aHEC Proposal and Current State Funding (H-D)	\$19,509.08	\$3,192.88	\$79,707.05	\$7,521.14	\$153,544.72	\$121,937.31	\$1,039.90	\$8,048.76	\$283,556.55	\$17,403,670.04
HB254/aHEC	Н	HB254/aHEC PROPOSAI	HB254/aHEC Proposed State Funding	\$101,344.08	\$14,469.88	\$115,714.05	\$40,733.14	\$251,065.72	\$252,343.31	\$6,054.90	\$12,385.76	\$717,048.55	\$34,867,974.09
provements Act Funding and HB254/aHEC	G		Estimated PSCOC Phase Two State Match Percentage	%9	%9	54%	%9	61%	%29	%9	25%	100%	
provements Ac	Ч		FY19 Final Program Units Minus Discretionary Units ⁴	6,195	884	1,224	2,490	2,011	1,853	370	344	2,536	610,521
Comparision Between Current Public School Capital Im	Е		Estimated FY20 Total Proceeds (C + D)	\$2,469,223.00	\$205,559.00	\$208,611.00	\$674,570.00	\$335,408.00	\$331,295.00	\$196,950.00	\$69,873.00	\$437,973.00	\$139,528,377.35
veen Current Publ	D		Estimated FY20 State Funding ³	\$81,835	\$11,277	\$36,007	\$33,212	\$97,521	\$130,406	\$5,015	\$4,337	\$433,492	\$17,464,304
Comparision Betv	S	CURRENT	Estimated FY20 Local 2 Mill Levy Proceeds ²	\$2,387,388	\$194,282	\$172,604	\$641,358	\$237,887	\$200,889	\$191,935	\$65,536	\$4,481	\$122,064,073
	В		FY20 Program Units Per Estimated FY20 Local PED ¹ 2 Mill Levy Proceeds ²	6,125	844	1,212	2,486	1,949	1,925	375	325	2,545	612,161
	Α		School District	TAOS	FATUM	TEXICO	TRUTH OR CONS.	TUCUMCARI	TULAROSA	VAUGHN	WAGON MOUND	INNZ	TOTAL
				81 T	82 T	83 T	84 T	85 T	86 T	87 \	88	89 Z	06

These program units are the 2018-2019 average 80th/1

²The chart assumes all school districts imposed a two mill levy in FY20 for the purpose of calculating the maximum potential impact of the bill; however, Los Alamos, Mora, Questa, and Reserve did not impose a two mill levy in FY20. These school districts are highlighted in yellow.

³In FY20, state matching funds totaled \$17.3 million; state matching funds total \$17.5 million on this spreadsheet as a result of assuming all school districts imposed a two mill levy in FY20.

⁴This calculation only includes program units for early childhood education, basic education, special education, size adjustment, enrollment growth, at-risk, and the staffing cost multiplier.

Current Calculation Compared with Proposed Calculation

Current Calculation

A school district gets the greater of the following two calculations:

1. The difference between 1) the program guarantee, which is calculated by multiplying the average 80/120 program units for the school district (including program units for charter schools geographically located within the school district) by \$86.04, further multiplied by the mill levy rate AND 2) the school district's estimated tax revenue.

OR

2. The minimum guarantee, which is calculated by multiplying the average 80/120 program units for the school district (including program units from charter schools geographically located within the school district) by \$6.68, by the mill levy rate.

Proposed Calculation

Maintains a program guarantee calculation and minimum guarantee, similar to the current formula, but changes the program units that are included in the calculation and the dollar amounts of each program unit in the calculation. Additionally, it adds a new factor.

- Program units included in the calculation are changed to the final funded units from the prior year from only these factors: early childhood education, basic education, special education, size adjustment, enrollment growth, at-risk, and the staffing cost multiplier.
- The dollar amount for the program guarantee is increased to \$89.25 per program unit; the dollar amount for the minimum guarantee is decreased to \$5.00 per program unit. As with current law, these will automatically adjust each year per the CPI.
- The new factor, which every school district generates, is calculated by multiplying program units by \$53 per program unit, multiplied by the mill levy rate, multiplied by the state match percentage calculated pursuant to the phase 2 formula of the Public School Capital Outlay Act.

The new calculation, is then as follows:

- 1. The greater of the following two calculations:
 - a. The difference between 1) the program guarantee, which is calculated by multiplying the specific final funded program units for the school district from the prior year (including program units for charter schools geographically located within the school district) by \$89.25 per program unit, further multiplied by the mill levy rate AND 2) the school district's estimated tax revenue.

 OR
 - b. The minimum guarantee, which is calculated by multiplying the specific final funded program units for the school district from the prior year (including program units for charter schools geographically located within the school district) by \$5.00 per program unit, further multiplied by the mill levy rate.

PLUS

• An additional match, calculated by multiplying the specific final funded program units for the school district from the prior year (including program units for charter schools geographically located within the school district) by \$53, multiplied by the mill levy rate,

multiplied by the state match percentage calculated pursuant to the phase 2 formula of the Public School Capital Outlay Act .



State of New Mexico Department of Finance & Administration Board of Finance 181 Bataan Memorial Building Santa Fe, NM 87501 (505) 827-4980 Fax (505) 827-3985

Olivia Padilla-Jackson Executive Officer

> Ashley Leach Director

Governor Michelle Lujan Grisham President

Lt. Governor Howie Morales Board Member

January 23, 2020

BY EMAIL

New Mexico Public Education Department Attn: Ryan Stewart, Ed.L.D., Secretary Designate of Education 300 Don Gaspar – Room 109 Santa Fe, NM 87501

Re: Exception to 2.61.6.9(A)(1)(b) NMAC for Public Education Department

Dear Dr. Stewart:

As you know, Title 2, Chapter 61, Part 6 of the New Mexico Administrative Code (the "Bond Project Disbursements Rule") governs the methods by which state agencies, including the Public Education Department ("PED"), may request draw down of bond proceeds from severance tax bonds, supplemental severance tax bonds, or general obligation bonds and provides general guidance regarding the financial and legal requirements for draw down of bond proceeds. Specifically, 2.61.6.9(A)(1)(b) NMAC requires that agencies making draw requests (either on their own behalf or on behalf of a local government entity (including public school districts and state charter schools)) to the State Board of Finance (the "Board") for bond proceeds provide proof of payment (notarized certification from an authorized signatory that expenditures are valid or actual receipts) as part of the documentation required to support such draw requests. The result of requiring such proof of payment is that public school districts and state charter schools (collectively referred to hereafter as "Public/Charter Schools") to which bond proceeds have been appropriated may only receive such bond proceeds on a reimbursement basis.

PED and the Public School Facilities Authority have informed us that the distribution of supplemental severance tax bond proceeds to Public/Charter Schools for capital improvements expenditures authorized by the Public School Capital Improvements Act, NMSA 1978, Sections 22-25-1 to -11 (1975, as amended through 2019) (hereafter, "SB-9") on a reimbursement basis is particularly cumbersome because such expenditures are often small and numerous. PED is only able to process reimbursement requests after analyzing receipts submitted by each of the Public/Charter Schools; receipts submitted are often voluminous and analysis of those receipts detracts PED staff from other more critical duties. Public/Charter Schools have also flagged the administrative burdens associated with reimbursement to legislative staff during regional meetings held to discuss equitable access to capital outlay funds, which include cash flow issues caused by requiring Public/Charter Schools to initially make expenditures for capital improvements from other funds before obtaining reimbursement from PED.

The Bond Project Disbursements Rule permits exceptions to its provisions in certain circumstances. 2.61.6.11 NMAC ("In the absence of specific legislative authority or board-issued guidance to the contrary, this rule governs the disbursement of all bond proceeds to agencies. Further, the executive director of the [Bloard, in consultation with bond and board counsel, may approve exceptions to the provisions herein when circumstances warrant.") (emphasis added). We have consulted with the Board's bond and board counsel, and in order to alleviate the burdens imposed on Public/Charter Schools by the application of 2.61.6.9(A)(1)(b) NMAC to PED for SB-9 capital improvements expenditures, we hereby approve an exception from the Bond Project Disbursements Rule's requirement for submission of proof of payment subject to the following conditions:

- 1. Public/Charter Schools receiving bond proceeds from PED pursuant to SB-9 under this exception must establish a special fund in which bond proceeds are to be deposited so as to allow tracking of receipt and expenditures of bond proceeds; and
- 2. Public/Charter Schools receiving bond proceeds from PED pursuant to SB-9 under this exception shall alert their auditors of the Board's spending requirements and the limited purposes for expenditures of bond proceeds to ensure regular tracking and accountability; and
- 3. This exception applies only to SB-9 capital improvements expenditures and only when such expenditures are funded with proceeds from taxable, short-term supplemental severance tax bonds or notes issued on or after December 27, 2018; and
- 4. Bond proceeds distributed to Public/Charter Schools pursuant to this exception shall be expended in accordance with all requirements of SB-9; and
- 5. This exception to the Bond Projects Disbursement Rule for PED for SB-9 capital improvements expenditures shall expire on December 31, 2021; and
- 6. All other provisions, conditions and requirements of the Bond Projects Disbursements Rule, including, but not limited to, 2.61.6.9(A)(1)(a) and (c)-(e) NMAC, SB-9, and the Severance Tax Bonding Act, NMSA 1978, Sections 7-27-1 to -27 (1961, as amended through 2019) remain applicable to PED and Public/Charter Schools receiving bond proceeds pursuant to this exception. This exception shall not override any statute, legislative authority or Board-issued guidance to the contrary.

Thank you for your attention. Please don't hesitate to contact us should you require additional information.

Sincerely,

Olivia Padilla-Jackson, Cabinet Secretary Department of Finance and Administration/

Executive Officer, State Board of Finance

Ashley Leach, Director State Board of Finance

cc: Sharon Romero, Financial Coordinator Supervisor, NM State Board of Finance Jonathan Chamblin, Executive Director, NM Public School Finance Authority