Options for General Education Formula Changes to Limit Revenue Disparities

Fiscal Year 2017

Report to the Legislature

As required by Minnesota Statutes,

section 127A.51
COMMISSIONER:
Brenda Cassellius, Ed. D.

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Cost of Report Preparation

This report provides information that the Minnesota Department of Education already collects as part of its normal business functions. The cost information reported below does not include the cost of gathering and analyzing the data but rather is limited to the estimated cost of actually preparing this report document.

Special funding was not appropriated for the costs of preparing this report.

The estimated cost incurred by the Minnesota Department of Education in preparing this report is $373.06.
Options for General Education Formula Changes to Limit Revenue Disparities

Statutory Directive

Minnesota Statutes 2016, section 127A.51, reads as follows:

127A.51 STATEWIDE AVERAGE REVENUE.

By December 1 of each year the commissioner must estimate the statewide average adjusted general revenue per adjusted pupil unit and the disparity in adjusted general revenue among pupils and districts by computing the ratio of the 95th percentile to the fifth percentile of adjusted general revenue. The commissioner must provide that information to all districts.

If the disparity in adjusted general revenue as measured by the ratio of the 95th percentile to the fifth percentile increases in any year, the commissioner shall recommend to the Legislature options for change in the general education formula that will limit the disparity in adjusted general revenue to no more than the disparity for the previous school year. The commissioner must submit the recommended options to the education committees of the Legislature by February 1.

For purposes of this section and section 126C.10, adjusted general revenue means the sum of basic revenue under section 126C.10, Subdivision 2; referendum revenue under section 126C.17; local optional revenue under section 126C.10, Subdivision 2e; and equity revenue under section 126C.10, Subdivisions 24a and 24b.

Background

The December 2016 calculations under Minnesota Statutes 2016, section 127A.51, given in the table below, show an increase in the projected ratio of the 95th percentile to the fifth percentile of adjusted general revenue from 1.178 in FY 2017 to 1.186 in FY 2018. While the 1.186 ratio projected for FY 2018 is lower than in any year between FY 2004 and FY 2015, it exceeds the ratio computed for FY 2017 and therefore triggers the statutory requirement for the commissioner to “recommend to the Legislature options for change in the general education formula that will limit the disparity in adjusted general revenue to no more than the disparity for the previous school year.”
### Estimated General Revenue Per Weighted ADM

**Definition of "General Revenue" Varies over Time**  
**Current Definition Includes Basic Revenue, Referendum Revenue, Local Optional Revenue and Equity Revenue**  
Because of changes in pupil weights, revenues for FY 2015 and later are not comparable to revenues for earlier years.

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Options to Limit Revenue Disparities

Two options to limit revenue disparities are offered for consideration. Both options would increase total equity revenue, which is targeted to low revenue districts, and simplify equity revenue calculations. A detailed description of each option is outlined below. Draft bill language and runs showing the district-by-district impact of each option based on FY 2018 data are included in the appendix.

Current Equity Revenue Formula

The current equity revenue formula has five components:

1) A flat allowance of $14 per pupil unit for districts whose referendum revenue per pupil unit falls below the regional (metro or nonmetro) 95th percentile.

2) A variable amount, ranging up to $80 per pupil unit on a sliding scale, depending on the ratio of (1) the gap between the sum of the district’s basic revenue, transition revenue, and referendum revenue per pupil unit and the sum of these revenues per pupil unit for the district at the 95th percentile of school districts in its equity region to (2) the gap between the sum of these revenues per pupil unit for districts at the 95th and fifth percentiles in the equity region.

3) An additional amount for districts with low referendum revenue per pupil unit (below 10 percent of the state average referendum revenue per pupil unit - estimated at $78 for FY 2018), equal to the amount by which the district’s referendum allowance falls below 10 percent of the state average, but not to exceed $100,000 per district.

4) An additional amount equal to 25 percent of the sum of the first three components for districts with administrative headquarters located in seven county metro area, and 16 percent if the sum of the first three components for nonmetro districts.

5) An additional $50 per pupil unit for all districts.

Minneapolis, Saint Paul and Duluth are ineligible for the first four components of equity revenue, but are eligible for the fifth component. School districts with no referendum revenue are ineligible for the sliding scale component of equity revenue (#2 above), but are eligible for the other four components.

Analysis of Current Equity Revenue Formula

The exclusion of districts with no referendum revenue from receiving the sliding scale component of equity revenue currently has no impact on equity revenue calculations because all districts receive referendum revenue. All districts that had previously no voter-approved referendum levies now have board-approved referendum levies.

The low referendum provision (item #3 above) currently has no impact because all districts have referendum allowances exceeding 10 percent of the state average.

The exclusion of Minneapolis, Saint Paul and Duluth from receiving the first four components of equity revenue reduced the equity revenue available to those three districts. It does not
contribute to the gap between the 95th and fifth percentiles of adjusted general revenue, because all three districts have referendum revenue allowances falling between the 95th and fifth percentiles.

Use of the regional 95th and fifth percentiles of basic, referendum and transition revenue per pupil unit in the equity formula creates a potential disparity between metro and nonmetro districts in access to equity revenue, and also makes it difficult for the state and school districts to budget for equity revenue, since the regional 95th and fifth percentiles are a moving target until data for the fiscal year are finalized after yearend.

**Simplifying the Equity Revenue Formula**

Based on November 2016 forecast data, the 95th percentiles are estimated to be $7,994 for the nonmetro region and $8,008 for the metro region, while the fifth percentiles for both regions are estimated to be $6,367. Since $8,008 and $7,994 are very close, both approximately 32 percent of the formula allowance, and $6,367 is approximately 5 percent of the general education formula allowance, equity revenue calculations could be simplified and potential future disparities between metro and nonmetro districts eliminated by replacing the regional 95th percentile with 32 percent of the formula allowance and replacing the regional fifth percentile with 5 percent of the formula allowance (making the divisor for the equity gap calculations 27 percent of the formula allowance (32 - 5). There would be no losers and the average district would receive an increase of $0.18 per pupil unit. Total state aid would increase by $29,000 and levy would increase by $125,000 statewide. In addition, eliminating the exclusion for districts with no referendum revenue and eliminating the calculation of added revenue for districts with referendum allowances below 10 percent of the state average would simplify calculations and have no impact on revenues, since no districts are affected by these two provisions. These changes are incorporated as the starting point for both of the options for limiting general revenue disparity outlined below.

**Options for Limiting General Revenue Disparity**

Two options for limiting general revenue disparities for FY 2018 to the level computed for FY 2017 are:

Increasing the multiplier for the sliding scale portion of the equity revenue formula from $80 to $130. This option would proportionately increase the sliding scale portion of equity revenue for all districts eligible to receive the sliding scale revenue. Districts with referendum plus transition revenue per pupil unit at or above 32 percent of the formula allowance (currently $1,941) would receive no increase and districts with the lowest revenue per pupil unit would receive the highest amount per pupil unit, reducing the disparity to the FY 2017 level. This option would increase state total equity aid entitlements by $7,174,000 and the equity levy by $25,951,000, for a total increase of $33,125,000 in equity revenue.

Replacing the current low referendum component of equity revenue with a new component that would target increases to districts where the sum of referendum and transition revenue per pupil unit is less than 5.5 percent of the formula allowance, ($394 per pupil unit in FY 2018), and leaving the multiplier for the sliding scale portion of the equity revenue formula at $80. The additional equity revenue for these districts would be the lesser of $100 per pupil unit or the
difference between 5.5 percent of the formula allowance and the sum of the district’s referendum and transition revenue per pupil unit. This option would target the increase to a smaller set of districts at the low end of the revenue scale, accomplishing the reduction in the 95 / 5 disparity ratio to the FY 2017 level for a lower cost. This option would increase state total equity aid entitlements by $4,061,000 and the equity levy by $11,855,000, for a total increase of $15,916,000 in equity revenue.

APPENDIX

DRAFT BILL LANGUAGE

Option 1:

Minnesota Statutes 2016, section 126C.10, Subdivision 24, is amended to read:

Subd. 24. Equity revenue.

(a) A school district qualifies for equity revenue if:

(1) the school district's adjusted pupil unit amount of basic revenue, transition revenue, and referendum revenue is less than the value of the school district at or immediately above the 95th percentile of school districts in its equity region for those revenue categories 32 percent of the formula allowance under Subdivision 2.; and

(2) the school district's administrative offices are not located in a city of the first class on July 1, 1999.

(b) Equity revenue for a qualifying district that receives referendum revenue under section 126C.17, subdivision 4, equals the product of (1) the district's adjusted pupil units for that year; times (2) the sum of (i) $14, plus (ii) $80 $130, times the school district's equity index computed under Subdivision 27.

(c) Equity revenue for a qualifying district that does not receive referendum revenue under section 126C.17, subdivision 4, equals the product of the district's adjusted pupil units for that year times $14.

(d) A school district's equity revenue is increased by the greater of zero or an amount equal to the district's adjusted pupil units times the difference between ten percent of the statewide average amount of referendum revenue per adjusted pupil unit for that year and the district's referendum revenue per adjusted pupil unit. A school district's revenue under this paragraph must not exceed $100,000 for that year.

(e) A school district's equity revenue for a school district located in the metro equity region equals the amount computed in paragraph (b), (c), and (d) multiplied by 1.25.

(f) For fiscal years 2017–2018; and 2019 for a school district not included in paragraph (e) (c), a district's equity revenue equals the amount computed paragraph (b), (c), and (d) multiplied by 1.16. For fiscal year 2020 and later for a school district not included in
paragraph (e) (c), a district's equity revenue equals the amount computed in paragraph paragraph (b), (e), and (d) multiplied by 1.25.

(g)-(e) A school district's additional equity revenue equals $50 times its adjusted pupil units.

EFFECTIVE DATE: This section is effective for revenue in fiscal year 2018 and later.

Subd. 25. **Regional equity gap.**

The regional equity gap equals the difference between the value of the school district at or immediately above the fifth percentile of adjusted general revenue per adjusted pupil unit and the value of the school district at or immediately above the 95th percentile of adjusted general revenue per adjusted pupil unit.

Minnesota Statutes 2016, section 126C.10, Subdivision 26, is amended to read:

Subd. 26. **District equity gap.**

A district's equity gap equals the greater of zero or the difference between the district’s adjusted general revenue and the value of the school district at or immediately above the regional 95th percentile of adjusted general revenue per adjusted pupil unit 32 percent of the formula allowance under Subdivision 2.

EFFECTIVE DATE: This section is effective for revenue in fiscal year 2018 and later.

Minnesota Statutes 2016, section 126C.10, Subdivision 27, is amended to read:

Subd. 27. **District equity index.**

A district's equity index equals the ratio of the sum of the district equity gap amount to the regional equity gap amount 27 percent of the formula allowance under Subdivision 2.

REPEALER.

Minnesota Statutes 2016, section 126C.10, Subdivision 25, is repealed effective for revenue in fiscal year 2018.

Option 2:

Minnesota Statutes 2016, section 126C.10, Subdivision 24, is amended to read:

Subd. 24. **Equity revenue.**

(a) A school district qualifies for equity revenue if:

(1) the school district's adjusted pupil unit amount of basic revenue, transition revenue, and referendum revenue is less than the value of the school district at or immediately above the 95th percentile of school districts in its equity region for those revenue categories 32 percent of the formula allowance under subdivision 2.; and

(2) the school district's administrative offices are not located in a city of the first class on July 1, 1999.
(b) Equity revenue for a qualifying district that receives referendum revenue under section 126C.17, subdivision 4, equals the product of (1) the district’s adjusted pupil units for that year; times (2) the sum of (i) $14, plus (ii) $80, times the school district’s equity index computed under Subdivision 27.

(c) Equity revenue for a qualifying district that does not receive referendum revenue under section 126C.17, subdivision 4, equals the product of the district’s adjusted pupil units for that year times $14.

(d) A school district’s equity revenue is increased by the greater of zero or an amount equal to the district’s adjusted pupil units times the difference between ten percent of the statewide average amount of referendum revenue per adjusted pupil unit and 6.5 percent of the formula allowance for that year and the sum of the district’s referendum revenue and transition revenue per adjusted pupil unit. A school district’s revenue under this paragraph must not exceed $100,000 for that year per adjusted pupil unit.

(e)-(d) A school district’s equity revenue for a school district located in the metro equity region equals the sum of the amount computed in paragraphs paragraph (b), (c), and (d) multiplied by 1.25 and the amount computed in paragraph (c).

(f)-(e) For fiscal years 2017, 2018, and 2019 for a school district not included in paragraph (e) (d), a district’s equity revenue equals the sum of the amounts amount computed in paragraphs paragraph (b), (c), and (d) multiplied by 1.16 and the amount computed in paragraph (c). For fiscal year 2020 and later for a school district not included in paragraph (e)-(d), a district’s equity revenue equals the sum of the amounts amount computed in paragraph paragraph (b), (c), and (d) multiplied by 1.25 and the amount computed in paragraph (c).

(g)-(e) A school district’s additional equity revenue equals $50 times its adjusted pupil units.

EFFECTIVE DATE: This section is effective for revenue in fiscal year 2018 and later.

Subd. 25. Regional equity gap.

The regional equity gap equals the difference between the value of the school district at or immediately above the fifth percentile of adjusted general revenue per adjusted pupil unit and the value of the school district at or immediately above the 95th percentile of adjusted general revenue per adjusted pupil unit.

Minnesota Statutes 2016, section 126C.10, Subdivision 26, is amended to read:


A district’s equity gap equals the greater of zero or the difference between the district’s adjusted general revenue and the value of the school district at or immediately above the regional 95th percentile of adjusted general revenue per adjusted pupil unit 32 percent of the formula allowance under Subdivision 2.

EFFECTIVE DATE: This section is effective for revenue in fiscal year 2018 and later.

Minnesota Statutes 2016, section 126C.10, Subdivision 27, is amended to read:
Subd. 27. District equity index.

A district’s equity index equals the ratio of the sum of the district equity gap amount to the regional equity gap amount, 27 percent of the formula allowance under subdivision 2.

REPEALER.

Minnesota Statutes 2016, section 126C.10, subdivision 25, is repealed effective for revenue in fiscal year 2018.
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