

**LEGISLATIVE SERVICES AGENCY
OFFICE OF FISCAL AND MANAGEMENT ANALYSIS**

301 State House
(317) 232-9855

FISCAL IMPACT STATEMENT

LS 6848

BILL NUMBER: HB 1404

DATE PREPARED: Jan 3, 2001

BILL AMENDED:

SUBJECT: Textbooks for public school students.

FISCAL ANALYST: David Hoppmann

PHONE NUMBER: 232-9559

FUNDS AFFECTED: **GENERAL**
DEDICATED
 FEDERAL

IMPACT: State & Local

Summary of Legislation: *Textbook Grant-* This bill provides an annual state textbook grant to school corporations equal to \$85 per average daily membership (ADM) for providing textbooks to students.

Abolishment of Textbook Rental Program- It abolishes the textbook rental program and the school textbook library program.

Textbook Redefinition- It redefines "textbook" to include the various kinds of instructional materials currently eligible for state reimbursement under the textbook assistance program for students from low income families.

Nonpublic Schools- It continues the textbook reimbursement program for nonpublic school students from low income families.

Textbook Fund- It requires a school corporation to establish a textbook fund and to appropriate money from the fund to acquire textbooks to loan to all students without charge.

This bill also makes conforming changes and includes transitional provisions.

Effective Date: Upon passage; July 1, 2001.

Explanation of State Expenditures: *Textbook Grants-* This bill makes no appropriation.

School corporations would be eligible for a state grant per ADM of \$85. The projected costs of these grants are approximately \$81.5 M for FY 2002, \$81.8 M in FY 2003, and \$82.1 M in FY 2004.

Elimination of Textbook Reimbursement- P.L. 273-1999 appropriated \$16.8 M for FY 2001 to pay for a portion of the costs of textbook rental fees that are waived by school corporations for children of families who qualify for the Federal Free and Reduced Lunch Program. Since this bill abolishes the textbook rental program, the State General Fund would realize a savings of \$16.8 M for FY 2002 and thereafter (based on the assumption that future appropriations remain at the FY 2001 level).

Potential Impact on the TANF Block Grant Program- The elimination of the textbook rental program may impact the Temporary Assistance for Needy Families (TANF) program. States are required to meet a specified maintenance of effort (MOE) level in order to qualify for the federal TANF block grant of about \$206 M annually. Indiana's annual TANF MOE obligation is \$121 M. The Family and Social Services Administration (FSSA) meets this obligation by expending state funds appropriated for this purpose and by claiming expenditures from other state agencies that meet the purposes and requirements of eligible TANF MOE expenditures.

FSSA has been able to include as MOE about \$8 M of the state expenditure for textbooks, described above, because it is an expenditure targeted at the low-income population. However, because the proposed textbook grant program is targeted at the general student population, the state expenditure will not qualify as an MOE expenditure, thus requiring either additional expenditures in another program or reclassification of existing, but unidentified, expenditures as MOE. (The reclassified funds, if qualifying, must also demonstrate an increase in expenditures from the TANF base year. Only the increase in funds can be included as meeting the TANF MOE requirement. This is the reason FSSA cannot count the entire \$16.8 M textbook expenditure described above as MOE.) Actual aggregate MOE expenditures for FY 1998 through FY 2000 and the proposed MOE expenditures in FY 2001 totaled \$121 M annually - the level of Indiana's MOE obligation.

Poor Relief/Reduction of PTRC- The state pays 20% Property Tax Replacement Credit (PTRC) on poor relief levies. The reduction in the poor relief levy explained under local revenues will result in a projected savings to the State paid by PTRC of \$101,471 for FY 2002 (20% of \$507,355). PTRC is paid from the Property Tax Replacement Fund which is supplemented by the State General Fund. Therefore, any reduction in PTRC actually reduces expenditures from the State General Fund.

The following table illustrates the potential net cost to the State regarding the provisions of this bill assuming projected levels of PTRC and textbook appropriations that continue beyond the biennium at the FY 2001 level.

			Elimination of State		
<u>FY</u>	<u>Textbook Adopted</u>	<u>Textbook Grants</u>	<u>Appropriation for Textbooks</u>	<u>Less: Reduction in PTRC</u>	<u>Net Cost*</u>
2002	Reading/Writing	\$81.5 M	(\$16.8 M)	(\$0.101 M)	\$64.6 M
2003	Language Arts	\$81.8 M	(\$16.8 M)	(\$0.095 M)	\$64.9 M
2004	Social Studies	\$82.1 M	(\$16.8 M)	(\$0.089 M)	\$65.2 M

*As described above in the TANF section, the net cost to the State shown in the table could increase by up to \$8 M per fiscal year if additional expenditures in another program are required. However, reclassification of existing, but unidentified, expenditures could mitigate the net increase.

Explanation of State Revenues:

Explanation of Local Expenditures: School corporations may have additional funds to spend if revenue from these state grants exceeds the current funding sources as explained below.

This bill would require that school corporations pay for textbooks regardless of whether or not a state appropriation is made.

Explanation of Local Revenues: School corporations currently pay for textbooks using textbook rental fees, proceeds from the sale of used textbooks, state reimbursement of textbooks for children who qualify for the Federal Free and Reduced Lunch Program, and financial assistance from township trustees. As proposed by this bill, school corporations would be eligible to use a state grant of \$85 per ADM instead of the above sources.

The following table compares the projected costs and revenues to school corporations under current law to the projected costs and revenues as proposed by this bill.

Estimate Based On Current Law				Estimate Based on Proposed Bill				
	Projected	Projected	Current	State	Projected	Less:	Projected	Net
CY	Revenue	Costs	Diff.	Grant	Costs	Trustees Assistance	Diff.	Change
2001	\$72.8 M	(\$69.9 M)	\$2.9 M	\$81.3 M	(\$69.9 M)	(\$0.525 M)	\$10.9 M	\$8.0 M
2002	\$75.4 M	(\$63.0 M)	\$12.4 M	\$81.6 M	(\$63.0 M)	(\$0.491 M)	\$18.1 M	\$5.7 M
2003	\$78.0 M	(\$78.2 M)	(\$.2 M)	\$82.0 M	(\$78.2 M)	(\$0.460 M)	\$3.3 M	\$3.5 M

Estimate Based on Current Law- Under current law, the revenues that school corporations receive from textbook fees and sales are projected to increase at an average rate of 3.5% annually. Monies from the State General Fund for textbook reimbursements are assumed to remain at the FY 2001 level (General Fund reimbursements), and assistance from township trustees is projected based on a five-year history beginning in FY 1995 (Township Trustee assistance). Textbook purchases are projected to increase by an average rate of 4.4% annually. The difference between projected revenues and expenditures is shown in the column noted “Current Diff.” These projections show that costs could exceed collected revenues assuming that projected trends occur.

Estimate Based on Proposed Bill- As proposed by this bill, school corporations would be eligible to receive revenue from a state grant based on each school corporation’s ADM. This grant revenue, estimated to be approximately \$82 M per fiscal year, is projected to exceed revenues that school corporations currently receive from other sources. The townships’ respective maximum levies would be reduced by approximately \$262,000 in CY 2001 (½ the calendar year), \$491,000 in CY 2002, and \$460,000 in CY 2003 which would translate into a gross property tax reduction in the same amount for each calendar year. Taxpayers would realize a net property tax savings (after PTRC) of approximately \$210,000 in CY 2001 (½ the calendar year), \$393,000 in CY 2002, and \$368,000 in CY 2003. The projected savings for local units of government in future years is based on expenditures last reported in CY 1999 of \$339,851.

Net Change- The final column in the table above shows the difference between the net differences of the two sets of projections. Overall, when comparing the differences in projections between current law and this bill, school corporations could potentially realize additional revenues of \$8.0 M in CY2001, \$5.7 M in CY 2002, and \$3.5 M in CY 2003.

Also, under current law, school corporations may provide free textbooks through elementary and high school libraries if 51% of the registered voters in the school district approve a referendum. This bill would reduce the General Fund levy of school corporations that currently provide free textbooks. However, local monies would be replaced by State monies in accordance with this bill. The specific number of school corporations that do so is currently indeterminable, however, at least two have been identified as providing free textbooks to students. The school corporations are as follows: 1) East Gibson School Corporation; and 2) Marion Community Schools.

State Agencies Affected: Department of Education, State Board of Tax Commissioners, Treasurer of State.

Local Agencies Affected: School corporations.

Information Sources: Department of Education ORACLE Data Tables, East Gibson School Corporation, and Marion Community Schools.