# By: **Delegate Snodgrass** Introduced and read first time: February 12, 1999 Assigned to: Ways and Means

# A BILL ENTITLED

1 AN ACT concerning

2 3	Elected County Boards of Education - Taxing Authority and Fiscal Accountability Authorized
4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	appropriate funds for the county boards of education; authorizing certain county boards to provide for the issuance of bonds and other evidences of indebtedness; requiring that the proceeds from the issuance of bonds and other evidences of indebtedness be used for certain purposes; providing for the tax-exempt nature of the bonds and other evidences of indebtedness; requiring certain county boards to appropriate in an annual budget a certain minimum amount; requiring certain county boards to spend revenues in a certain manner; making technical changes; providing for a delayed effective date; and generally relating to the fiscal accountability of elected boards of education that choose to have
22 23 24 25	Section 3-115, 3-116, 3-117, 5-103.1, 5-104.1, and 5-105.1 Annotated Code of Maryland (1997 Replacement Volume and 1998 Supplement) BY repealing and reenacting, with amendments, Article - Education Section 4-123(c), 5-102, 5-103, 5-104, 5-105, 5-107, 5-109, 5-110, 5-113, 5-201(e), 5-202(b)(3)(ii) and (iii) Annotated Code of Maryland

- 2 Article Education
- 3 Section 5-202(b)(1), (2), and (3)(i)
- 4 Annotated Code of Maryland
- 5 (1997 Replacement Volume and 1998 Supplement)

6 SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF 7 MARYLAND, That the Laws of Maryland read as follows:

8

# **Article - Education**

9 3-115.

10 (A) AN ELECTED COUNTY BOARD UNDER THIS PART III, BY RESOLUTION, MAY
11 IMPOSE A PROPERTY TAX ON THE ASSESSABLE PROPERTY OF THE COUNTY TO
12 PROVIDE FUNDING FOR PUBLIC SCHOOL OPERATIONS AND EXPENSES IN THE
13 COUNTY AS PROVIDED IN § 5-104.1 OF THIS ARTICLE.

14 (B) THE PROPERTY TAX AUTHORIZED UNDER SUBSECTION (A) OF THIS 15 SECTION IS IN ADDITION TO THE COUNTY'S PROPERTY TAX.

16 (C) THE PROPERTY TAX:

17 (1) SHALL BE COLLECTED IN THE SAME MANNER THAT THE STATE AND18 COUNTY PROPERTY TAXES ARE COLLECTED IN THE COUNTY; AND

(2) IS SUBJECT TO THE SAME EXEMPTIONS, CREDITS, PAYMENT
 REQUIREMENTS, AND ENFORCEMENT PROVISIONS THAT APPLY TO THE COUNTY
 PROPERTY TAX UNDER THE TAX - PROPERTY ARTICLE, INCLUDING IMPOSITION OF A
 LIEN ON REAL PROPERTY FOR UNPAID TAXES, IMPOSITION OF INTEREST AND
 PENALTY DUE ON OVERDUE TAXES, AND PROVISIONS RELATING TO TAX SALES.

(D) THE COUNTY SHALL REMIT THE TAXES COLLECTED DURING ANY MONTH,
AND INTEREST OR PENALTIES ON THE TAXES COLLECTED, TO THE OFFICIAL
DESIGNATED BY THE COUNTY BOARD TO RECEIVE THE TAXES.

27 (E) FOR THE FISCAL YEAR IN WHICH AN ELECTED COUNTY BOARD OF
28 EDUCATION CHOOSES TO IMPOSE THE TAXING AUTHORITY GRANTED BY THIS ACT:

(1) THE PROPERTY TAX RATE SET BY THE COUNTY BOARD SHALL BE
THE RATE THAT IS ESTIMATED TO PROVIDE REVENUES EQUAL TO A LEVEL OF
EXPENDITURES THAT IS THE GREATER OF THE LEVEL REQUIRED UNDER § 5-202 OF
THIS ARTICLE OR THE LEVEL OF EXPENDITURES IN THE BUDGET OF THE COUNTY
BOARD FOR THE PRIOR FISCAL YEAR, UNLESS THE COUNTY BOARD HOLDS A PUBLIC
HEARING TO RAISE THE PROPERTY TAX ABOVE THAT RATE;

35 (2) EACH COUNTY IN WHICH THERE IS AN ELECTED COUNTY BOARD
 36 SHALL REDUCE ITS PROPERTY TAX RATE TO DECREASE THE AMOUNT OF REVENUE

FROM THE PROPERTY TAX BY THE AMOUNT BUDGETED FOR THE COUNTY BOARD
 FOR THE PRIOR FISCAL YEAR; AND

3 (3) NOTWITHSTANDING PARAGRAPH (2) OF THIS SUBSECTION, A
4 COUNTY MAY APPROPRIATE MONEY FOR THE COUNTY BOARD IN ADDITION TO THE
5 AMOUNT IN THE BUDGET FOR THE COUNTY BOARD.

6 3-116.

7 (A) THE COUNTY BOARDS THAT CHOOSE TO HAVE TAXING AUTHORITY MAY
8 PROVIDE FOR THE ISSUANCE OF BONDS OR OTHER EVIDENCES OF INDEBTEDNESS
9 PAYABLE FROM THE TAXES OR OTHER SOURCES AS MAY HAVE BEEN OR MAY BE
10 IMPOSED IN ACCORDANCE WITH § 3-115 OF THIS SUBTITLE.

(B) THE PROCEEDS FROM THE ISSUANCE OF THE BONDS OR OTHER
 EVIDENCES OF INDEBTEDNESS MAY ONLY BE USED FOR PUBLIC SCHOOL
 CONSTRUCTION AND PUBLIC SCHOOL CAPITAL IMPROVEMENT PROJECTS.

14 (C) THE BONDS, NOTES, AND ANY OTHER EVIDENCES OF OBLIGATION ISSUED
15 UNDER THIS SECTION, THEIR TRANSFER, THE INTEREST PAYABLE ON THEM, AND
16 ANY INCOME DERIVED FROM THEM, INCLUDING ANY PROFIT REALIZED IN THEIR
17 SALE OR EXCHANGE, SHALL BE EXEMPT AT ALL TIMES FROM EVERY KIND AND
18 NATURE OF TAXATION BY THIS STATE, OR BY ANY OF ITS POLITICAL SUBDIVISIONS,
19 MUNICIPAL CORPORATIONS, OR PUBLIC AGENCIES OF ANY KIND.

20 3-117.

FOR EACH FISCAL YEAR, BEGINNING ON JULY 1 AND ENDING ON JUNE 30 OF
THE SUBSEQUENT YEAR, A COUNTY BOARD THAT CHOOSES TO HAVE TAXING
AUTHORITY SHALL ADOPT A BUDGET THAT CONTAINS THE ESTIMATES OF REVENUE
ANTICIPATED AND THE PROPOSED EXPENDITURES FOR DEBT SERVICE ON BONDS
ISSUED BY THE COUNTY BOARD AND FOR OTHER PAYMENTS AUTHORIZED BY THIS
PART III OF THIS SUBTITLE OR OTHER LAW AND AS OTHERWISE REQUIRED UNDER
TITLE 5 OF THIS ARTICLE.

28 4-123.

29 (c) (1) Before any agreement made BY AN APPOINTED COUNTY BOARD 30 under subsection (b) of this section becomes effective, it shall:

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(i) Be approved by the county governing body; and

32 (ii) Be submitted to the Attorney General.

(2) If the Attorney General finds that the agreement is not in proper
form or not compatible with the laws of this State, the Attorney General shall give
written details to the governing body of each public agency concerned as to how the

36 proposed agreement fails to meet the requirements of law.

1 5-102.

2 (a) In this subtitle, "county council" means, in Baltimore City, the Mayor and 3 City Council of Baltimore.

4 (B) THIS SECTION DOES NOT APPLY TO A COUNTY THAT HAS AN ELECTED 5 COUNTY BOARD WITH TAXING AUTHORITY.

6 [(b)] (C) (1) Each county board shall submit an annual school budget in 7 writing to the county commissioners, county council, or the county executive.

8 (2) The budget shall be submitted not less than 45 days before the date 9 for levying local taxes or on an earlier date on or after March 1 as may be requested 10 by the county fiscal authority.

11[(c)](D)(1)This subsection applies only to a county that has a county12governing body that consists of a county executive and county council.

13 (2) The county executive shall indicate in writing which major categories 14 of the annual budget of the county board have been denied in whole or reduced in part 15 and the reason for the denial or reduction.

16 (3) The county council may restore any denial or reduction made by the 17 county executive in the annual budget submitted by the county board.

18 (4) In Baltimore County, the County Council may not restore any denial19 or reduction made by the County Executive.

20 (5) This item applies to Baltimore County and supersedes item (4) of this

21 subsection only if the voters of Baltimore County approve an amendment to the

22 Baltimore County Charter that grants the County Council the authority to restore

23 any denial or reduction made by the County Executive in the budget submitted by the

24 County Board. The Baltimore County Council may restore any denial or reduction

25 made by the County Executive if it publicly states the amount the restoration

26 represents in the county tax rate.

27 [(d)] (E) (1) In Baltimore City, the City Council may not restore any denial 28 or reduction made by the Mayor.

29 (2) (i) This paragraph applies to Baltimore City and supersedes

30 paragraph (1) of this subsection only if the voters of Baltimore City approve an

31 amendment to the Baltimore City Charter that grants the City Council the authority

32 to restore any denial or reduction made by the Mayor in the budget submitted by the

33 County Board.

(ii) The Baltimore City Council may restore any denial or reduction
made by the Mayor if it publicly states the amount the restoration represents in the
City tax rate.

1 [(e)] (F) (1) Copies of the budget shall be made available to the public, on 2 request, at the time it is submitted by the county board.

3 (2) A copy of the budget as approved by the county commissioners or 4 county council shall be sent to the State Superintendent within 30 days after 5 approval.

6 5-103.

7 (a) THIS SECTION DOES NOT APPLY TO A COUNTY THAT HAS AN ELECTED 8 COUNTY BOARD WITH TAXING AUTHORITY.

9 (B) The amount requested in the annual budget of each county board for 10 current expenses for the next school year and that is to be raised by revenue from 11 local sources may not be less than the minimum amount required to be levied under 12 § 5-202 of this title.

13 [(b)] (C) The county commissioners or county council may provide funds that 14 are more than the amount required by § 5-202 of this title to support improved and 15 additional programs.

16 [(c)] (D) If a county council or board of county commissioners does not approve
17 the amount requested in the budget that is more than the amount required by §
18 5-202 of this title:

19 (1) The county council or board of county commissioners shall indicate in 20 writing, within 15 days after the adoption of the budget, which major categories of the 21 annual budget have been reduced and the reason for the reduction; and

(2) The county board shall submit to the county governing body, within
 30 days after the adoption of the budget, a report indicating how the alterations to the
 budget will be implemented, accompanied by reasonable supporting detail and

25 analysis.

26 5-103.1.

THE AMOUNT APPROPRIATED IN THE ANNUAL BUDGET OF EACH ELECTED
COUNTY BOARD WITH TAXING AUTHORITY FOR CURRENT EXPENSES FOR THE NEXT
SCHOOL YEAR AND THAT IS TO BE RAISED BY REVENUE FROM PROPERTY TAX
IMPOSED BY THE ELECTED COUNTY BOARD MAY NOT BE LESS THAN THE MINIMUM
AMOUNT REQUIRED TO BE LEVIED UNDER § 5-202 OF THIS TITLE.

32 5-104.

# (a) THIS SECTION DOES NOT APPLY TO A COUNTY THAT HAS AN ELECTED34 COUNTY BOARD WITH TAXING AUTHORITY.

35 (B) Each county council or board of county commissioners shall levy and collect

36 a tax on the assessable property of the county which, together with other local

37 revenue available, including income tax revenues and bond money, and together with

estimated revenues and funds from all sources, will produce the amounts necessary to
 meet the appropriations made in the approved annual budget of the county board.

3 [(b)] (C) (1) Local funds provided for appropriations shall be paid in 4 accordance with the expenditure requirements, as certified by the county board, to 5 the treasurer of the county board on a monthly basis.

6 (2) Appropriations for school construction, permanent improvements, 7 and repairs for special purposes may be required to be paid more frequently on the 8 order of the president and secretary of the county board to the county commissioners, 9 county council, or the county executive.

10 [(c)] (D) (1) Notwithstanding any other provision in this article, this 11 subsection applies to Wicomico County.

12 (2) The Wicomico County Council annually shall pay to the Wicomico 13 County Board the amount of the budget of the County Board that has been approved 14 by the County Council:

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(i) In 12 equal monthly installments; or

16(ii)At the times on which the County Council and County Board17 mutually agree.

18 (3) Taxes levied under this section shall be retained by the county and 19 any annual deficiencies in the tax are the responsibility of Wicomico County.

20 5-104.1.

EACH ELECTED COUNTY BOARD MAY LEVY AND COLLECT A TAX ON THE
ASSESSABLE PROPERTY OF THE COUNTY WHICH, TOGETHER WITH BOND MONEY,
AND TOGETHER WITH ESTIMATED REVENUES AND FUNDS FROM ALL SOURCES, WILL
PRODUCE THE AMOUNTS NECESSARY TO MEET THE APPROPRIATIONS MADE IN THE
ANNUAL BUDGET OF THE ELECTED COUNTY BOARD.

26 5-105.

27 (a) THIS SECTION DOES NOT APPLY TO A COUNTY THAT HAS AN ELECTED 28 COUNTY BOARD WITH TAXING AUTHORITY.

29 (B) All revenues received by a county board shall be spent by the board in 30 accordance with the major categories of its annual budget as provided under § 5-101 31 of this subtitle.

32 [(b)] (C) (1) (i) A transfer may be made within the major categories without 33 recourse to the county commissioners or county council except that a report of the 34 transfer shall be submitted to the county commissioners or county council within 15

35 days after the end of each month.

### 1 A report under subparagraph (i) of this paragraph shall include (ii) 2 a narrative summary that clearly indicates each transfer. 3 (2)A transfer between major categories shall be made only with the 4 approval of the county commissioners or county council. 5 If the county commissioners or county council fail to take action on a (3)6 request for transfer between major categories within 30 days after the receipt of a 7 written request substantiating the transfer, the failure to take action constitutes 8 approval. 9 (4)A county board shall submit to the county governing body a report 10 within 15 days after the end of each month if during that month the county board 11 takes any action that would commit the county board to spend more for the current 12 fiscal year in any major category than the amount approved in the annual budget for 13 that category. 14 (5) A report under paragraph (4) of this subsection shall include a 15 narrative explanation of the action taken, indicating any request for transfer between 16 categories that may become necessary for the fiscal year as a result of the action.

17 Nonlocal funds received by a county board after the adoption of the [(c)](D) 18 annual budget by the county fiscal authority may be spent by the county board if the county fiscal authority is notified and approves of: 19

20 (1)The source and amount of the funds; and

21 (2)The manner of spending the funds.

22 5-105.1.

### 23 ANY REVENUES RECEIVED BY AN ELECTED COUNTY BOARD WITH TAXING 24 AUTHORITY SHALL BE SPENT BY THE BOARD IN ACCORDANCE WITH THE MAJOR 25 CATEGORIES OF ITS ANNUAL BUDGET AS PROVIDED UNDER § 5-101 OF THIS 26 SUBTITLE.

27 5-107.

#### THIS SECTION DOES NOT APPLY TO A COUNTY THAT HAS AN ELECTED 28 (a) 29 COUNTY BOARD WITH TAXING AUTHORITY.

30 If the county commissioners or county council does not appropriate the (B) 31 amount requested by the county board for capital projects, it shall indicate in writing 32 which projects have been reduced, deferred, or eliminated and the reason for the

33 reduction, deferral, or elimination.

34 The expenditure for school building construction shall be made [(b)](C) (1)35 in accordance with the cost approved by the county commissioners or county council 36 for each project.

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1 (2) A transfer between major categories or of unexpended project 2 balances is subject to the approval of the county commissioners or county council.

3 (3) If the county commissioners or county council does not take action on 4 a transfer within 30 days after the receipt of a written request substantiating the 5 transfer, the failure to take action constitutes approval.

6 5-109.

7 (a) Each county board shall provide for an annual audit of its financial 8 transactions and accounts.

9 (b) (1) The audit shall be made by a certified public accountant or a 10 partnership of certified public accountants who are:

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(i) Licensed by the State Board of Public Accountancy; and

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(ii) Approved by the State Superintendent.

13 (2) The audit shall be made in accordance with the standards and 14 regulations adopted by the State Board.

15 (c) (1) The results of the audit are a matter of public record.

16 (2) The results shall be reported within 3 months after the close of the 17 fiscal year for the county board to the State Superintendent and the county fiscal 18 authority on the form and in the manner required by the State Board.

# 19 (d) (1) THIS SUBSECTION DOES NOT APPLY TO A COUNTY THAT HAS AN 20 ELECTED COUNTY BOARD WITH TAXING AUTHORITY.

(2) In addition to the audit required by this section, the county
commissioners or county council may conduct an audit using auditors employed by
the county.

24 5-110.

(a) In this section, "performance audit" means an assessment of an entity's or
program's practices to determine whether the entity or program is operating
economically and efficiently and whether corrective actions for improving its
performance are appropriate.

29 (b) THIS SECTION DOES NOT APPLY IN A COUNTY THAT HAS AN ELECTED 30 COUNTY BOARD WITH TAXING AUTHORITY.

31 (C) In the absence of an agreement between a county governing body and a
32 county school board, the Department at the request of the county governing body
33 shall contract for a performance audit of the county public school system to address
34 the issues raised in the county's request.

1 [(c)] (D) The Department shall make reasonable efforts to ensure that a

2 performance audit under this section is completed and the results of the audit are

3 made available to the county board in time to be considered by the county board in the 4 preparation of its budget for the next fiscal year.

5 [(d)] (E) The cost of a performance audit under this section shall be shared 6 equally between the county governing body and the county board.

7 [(e)] (F) A performance audit for which the Department contracted under 8 subsection (b) of this section:

9 (1) Shall be conducted in accordance with generally accepted 10 government auditing standards; and

11 (2) May not include an assessment or evaluation of a county board's 12 efforts to meet the standards of the Maryland School Performance Program.

[(f)] (G) Nothing in this section prevents a county governing body and a
county school board from making an agreement to perform or contract for a
performance audit of school board functions, including an agreement involving the
scope of the performance audit or the responsibility for the funding of the
performance audit.

18 5-113.

19 (a) THIS SECTION DOES NOT APPLY IN A COUNTY THAT HAS AN ELECTED 20 COUNTY BOARD WITH TAXING AUTHORITY.

(B) A county governing body may notify the Department that a local board has
not complied with one or more reporting requirements under this subtitle or one of
the expenditure limitations of § 5-105 of this subtitle.

[(b)] (C) The Department shall investigate a complaint filed under this section. If the State Superintendent determines, after taking into account aggravating and mitigating circumstances, that a violation has occurred without reasonable justification, for the next fiscal year following the final determination of a violation, the county board may not make a category expenditure, as defined by the Maryland Board of Education reporting manual, in excess of the category expenditure in the operating budget approved by the county governing body without the prior approval of the county governing body. If the county governing body fails to take action on a request for approval within 30 days after the receipt of a written request, the failure to take action constitutes approval.

34 5-201.

(e) (1) For the purposes of calculating the local share under § 5-202 of this
subtitle and regardless of the source of the funds, all funds that a county board or the
Mayor and City Council of Baltimore City are authorized to expend for schools may be
considered as levied by the county council, board of county commissioners, [or] the

1 Mayor and City Council of Baltimore, OR AN ELECTED COUNTY BOARD WITH TAXING 2 AUTHORITY except for: 3 (i) State appropriations; 4 (ii) Federal education aid payments; and The amount of the expenditure authorized for debt service and 5 (iii) 6 capital outlay. 7 Except as provided in this section, these appropriations to a county, (2)8 academy, college, or university may not be paid from the General State School Fund. 9 5-202. 10 (b) (1)Each county board and the Mayor and City Council of Baltimore City 11 shall receive from the State, in the manner and subject to the limitations under this 12 section, an amount for each school year to be known as the "State share of basic 13 current expenses" for each county, which shall be calculated as indicated in this 14 subsection. 15 The basic current expenses to be shared shall equal the per (2)(i) 16 pupil basic current expense figure multiplied by full-time equivalent enrollment. 17 If State aid for public elementary and secondary education (ii) 1. 18 exceeds 31.5% of the projected general funds of the State in any fiscal year, then the 19 amount required for the per pupil basic current expense figure may not be 20 implemented for the next fiscal year unless the General Assembly, at the regular 21 session immediately preceding that next fiscal year, affirms by joint resolution that 22 the additional State aid required using the per pupil basic current expense figure is 23 within the State's fiscal resources. 24 As provided under item 1 of this subparagraph, if State 2. 25 aid for public elementary and secondary education exceeds the percentage amount 26 specified and a joint resolution of affirmation is not enacted by the General Assembly, 27 then the per pupil basic current expense figure in which the State shall share for the 28 next fiscal year shall be the lesser of the per pupil basic current expense figure for the 29 fiscal year or an amount equal to 108 percent of the prior year's per pupil basic 30 current expense figure. 31 3. By January 14 of each year, the Department of Legislative 32 Services shall calculate State aid as a percentage of the projected State General Fund 33 revenues for the current fiscal year. State aid shall include State funds provided to 34 the county boards whether pursuant to formula or on a grant basis and State 35 payments on behalf of the county boards such as retirement and debt service for State 36 bonds for school construction.

37 (3) (i) In this paragraph, "enrollment" means the full-time equivalent
38 enrollment used in calculating the current expense aid for a county.

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1 (ii) To be eligible to receive the State share of basic current 2 expenses: 3 1. The county governing body, INCLUDING AN ELECTED 4 COUNTY BOARD WITH TAXING AUTHORITY, shall levy an annual tax sufficient to 5 provide an amount of revenue for elementary and secondary public education 6 purposes equal to the product of the wealth of the county and a local contribution rate 7 determined for each fiscal year; and 8 The county governing body, INCLUDING AN ELECTED 2. 9 COUNTY BOARD WITH TAXING AUTHORITY, shall appropriate local funds to the school 10 operating budget in an amount no less than the product of the enrollment for the 11 current fiscal year and the local appropriation on a per pupil basis for the prior fiscal 12 year. 13 (iii) 1. Except as provided in sub-subparagraph 2 of this 14 subparagraph, for purposes of this paragraph, the local appropriation on a per pupil 15 basis for the prior fiscal year for a county is derived by dividing the county's highest 16 local appropriation to its school operating budget for the prior fiscal year by the 17 enrollment for the prior fiscal year. For example, the calculation of the current 18 expense aid for Fiscal Year 1985 shall be based on the highest local appropriation for 19 the school operating budget for a county for Fiscal Year 1984. Program shifts between 20 a county operating budget and a county school operating budget may not be used to 21 artificially satisfy the requirements of this paragraph. 22 2. For purposes of this paragraph, for Fiscal Year 1997 and 23 each subsequent fiscal year, the calculation of the county's highest local appropriation 24 to its school operating budget for the prior fiscal year shall exclude: 25 A. A nonrecurring cost that is supplemental to the regular 26 school operating budget, if the exclusion qualifies under regulations adopted by the 27 State Board; and 28 A cost of a program that has been shifted from the county B. 29 school operating budget to the county operating budget. The county board, EXCEPT AN ELECTED COUNTY BOARD 30 3. 31 WITH TAXING AUTHORITY, must present satisfactory evidence to the county 32 government that any appropriation under sub-subparagraph 2 A of this 33 subparagraph is used only for the purpose designated by the county government in its 34 request for approval. 35 Any appropriation that is not excluded under 4. 36 sub-subparagraph 2 A of this subparagraph as a qualifying nonrecurring cost shall be 37 included in calculating the county's highest local appropriation to its school operating 38 budget. 39 5. Qualifying nonrecurring costs, as defined in regulations

40 adopted by the State Board, shall include but are not limited to:

1		А.	Computer laboratories;
2		В.	Technology enhancement;
3		C.	New instructional program start-up costs; and
4		D.	Books other than classroom textbooks.
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5 SECTION 2. AND BE IT FURTHER ENACTED, That this Act shall take 6 effect October 1, 2000 and shall be applicable to fiscal years after June 30, 2001.