

## BUDGET AND TAX STRUCTURE

Thought Series
July 13, 2020

#transformingourfuture #onlytogether

### FY2021 BUDGET REVENUES AND EXPENDITURES

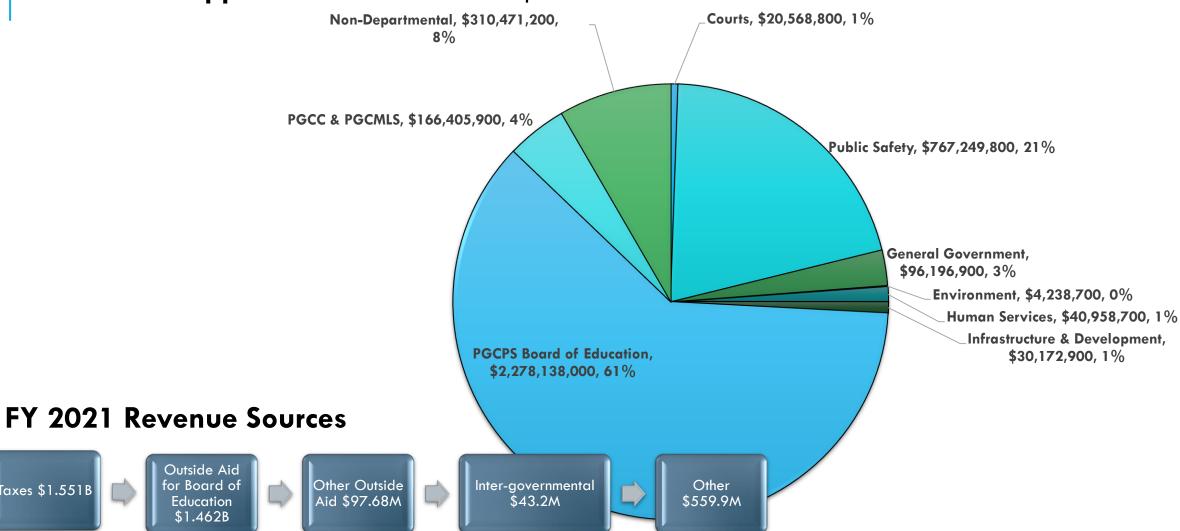
FY 2021 Approved General Fund: \$3.7 Billion

Outside Aid

for Board of

Education \$1.462B

Taxes \$1.551B

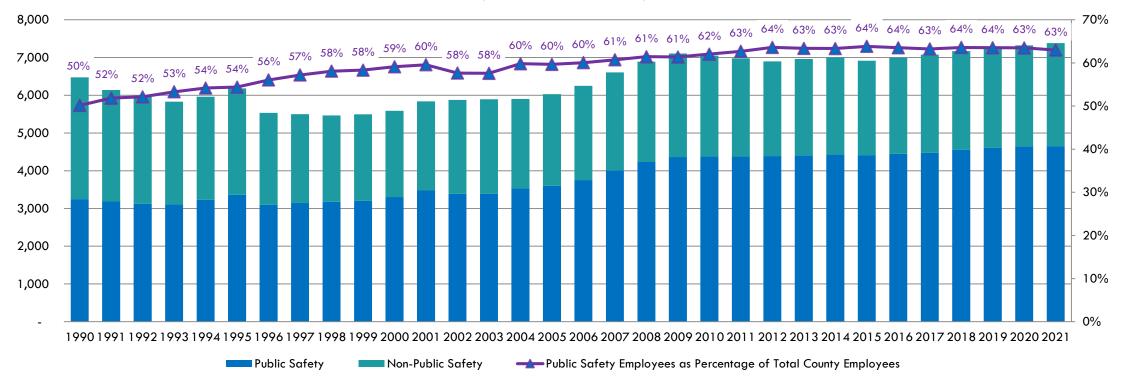


### **COUNTY EMPLOYEES**

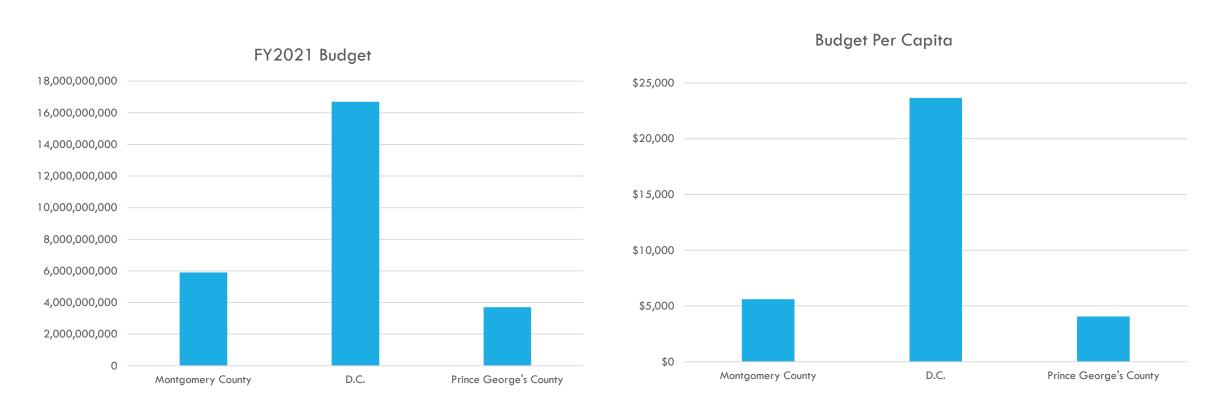
MINIMAL GROWTH IN COUNTY EMPLOYEES SINCE 1990'S WHILE POPULATION HAS GROWN BY ABOUT 200,000 PORTION OF EMPLOYEES IN POLICE, FIRE, CORRECTIONS, STATE'S ATTORNEY, AND HOMELAND SECURITY GREW

#### Authorized Number of County Employees, FY 1990 - FY 2021

(Full-Time, All Funds)



## LOCAL JURISDICTION BUDGET COMPARISON



Data = expenditures based on all local revenue and outside aid.

### WHAT ABOUT MGM?

- 1. MGM Video Lottery Terminal Proceeds directly to the State for education
- 2. MGM property taxes, hotel/motel taxes, resort taxes, admissions and amusement taxes directly to the County

County Council: 50% dedicated to education, cannot supplant (PGCPS, PGCC, PGCMLS)
FY2021: estimated: 50% of \$42million before COVID-19

3. Hold Harmless Provision sends funds to Anne Arundel and Baltimore City



## COVID-19 EFFECTS ON REVENUE

FY2021 Budget passed at end of May. Already FY 2021 Budget decreased by \$134 million-fund balance used as well as no COLA and merits for staff.

Less Revenue anticipated in income taxes, from MGM and other sources

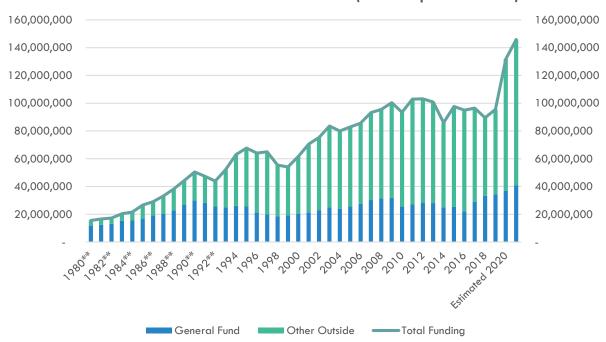
Recently announced: State \$2.6Billion less for FY21 and likely double for FY22

County awaiting updated projections and is anticipating making future adjustments to this year's budget. Spending Affordability committee will issue report in fall.

Most funding for PGC COVID-19 response is coming from Federal CARES Act dollars

## HISTORICAL FUNDING HEALTH AND HUMAN SERVICES

Historical Funding -Health and Human Services (All Departments)



Funding for Health and Human Services from county taxpayer dollars has stagnated since the early 1990s even while the county added almost 200,000 people

In 1992, the County spent 2.7%. of its own dollars and now ONLY 1.1%

Health and Human Services relies heavily on state and federal sources and often employees are contractual and grant dependent.

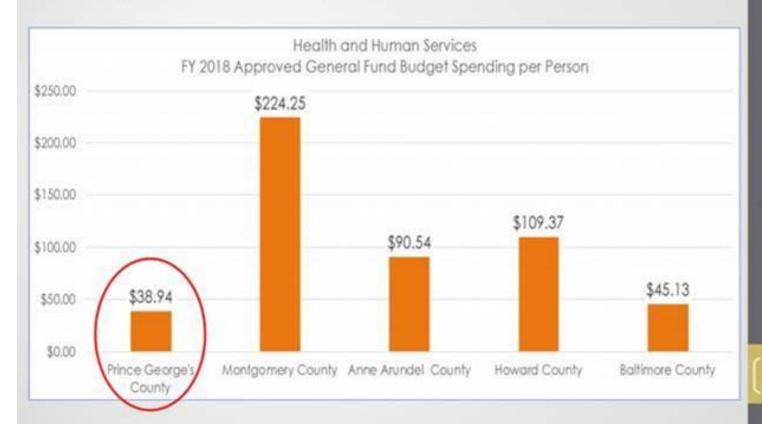
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# PER CAPITA INVESTMENT IN HEALTH & HUMAN SERVICES

Presentation by Audits & Investigations to Prince Georg's County Council Spring 2018

Based on this data, Prince George's
County will need to expend \$5.6 million
more a year to invest at the same level
as Baltimore County; \$46.4 million to
catchup to Anne Arundel County

## Sector Investment: Per Capita Regional Comparison, FY18



#### HOUSING SECURITY IN THE WASHINGTON REGION



#### Commissioned by The Community Foundation for the National Capital Region with generous support from The Morris and Gwendolyn Cafritz Foundati Prepared by the Urban Institute and the Metropolitan Washington Council of Governments.

#### TABLE 5.1. PERCENT OF HOUSING-RELATED PUBLIC FUNDING BY SOURCE AND JURISDICTION IN FY2013

INVESTS MINIMAL FUNDS IN HOUSING

PRINCE GEORGE'S COUNTY

Source	Washington	District of Columbia	Mor gomery	Prince George's	Alexandria	Arlington	Fairfax County	Loudoun	Prince William
Federal and state	57	63	43	91	43	31	55	35	45
Local	33	24	44	3	57	69	45	45	55
Unknown	10	14	13	-5	0	0	0	21	0

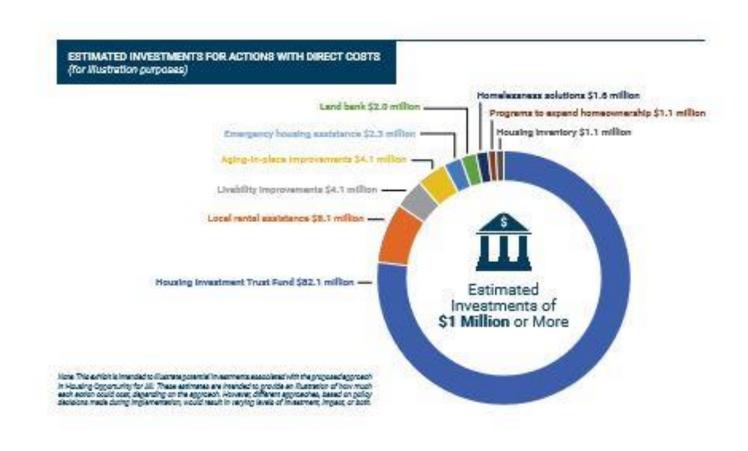
Notes: Percentages may not total 100 due to rounding. In some cases, the source of funding could not be determined from published budget documentation. The District of Columbia only has federal and local funding sources.

Sources: See the References section on budgets for a list of jurisdictional budgets used and Appendix D for a description of budget analysis categories.

### HOUSING NEEDS IN PRINCE GEORGE'S COUNTY

REPORT COMMISSIONED. WORK GROUP CREATED.





## KIRWAN COMMISSION: MORE FUNDS NEEDED FOR EDUCATION

The recently approved Kirwan Commission Plan assumes increased funding of \$360.9 million from the County and \$570.6 million from the State for FY 2030.

This does not include required increases to maintain Maintenance of Effort (MOE) as enrollment grows or additional pension costs due to salary increases.

For this fiscal year (FY2021) roughly \$90 million required in addition to the prior year funding to meet MOE.

Starting next year. These increases would be needed:				
FY 2022	\$7.5 million			
FY 2023	\$33.5 million			
FY 2024	\$88.6 million			
FY 2025	\$123.7 million			
FY 2026	\$162.9 million			
FY 2027	\$203.2 million			
FY 2028	\$250.9 million			
FY 2029	\$303.7 million			

### EXPANDING COMMERCIAL TAX BASE

GROWING JOBS AND ADDITIONAL REVENUE

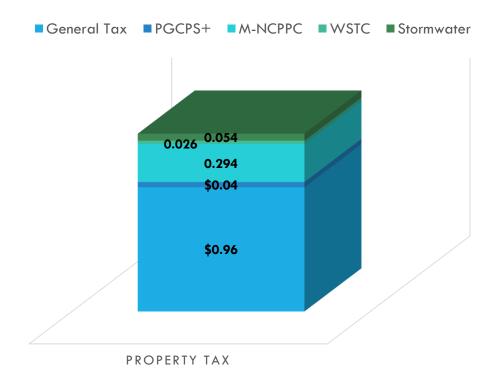
## Economic Development Strategy to pull county out of last recession was paying off prior to the pandemic.

- Growth in development at Metro Stations
  - TIF Districts at focused Metro Stations created: New Carrollton, Suitland-Naylor,
     Prince George's Plaza and Largo Town Center
- TIF's for 5 different projects approved since 2015 including at metro stations for Largo and Branch Avenue as well as to move new Human Services building forward at Kingdom Square and infrastructure in Westphalia to support future commercial/retail.
- According to EDC, tax base grew from roughly 28% commercial (72% residential) to 32% Commercial. The first real change in the tax base in decades.
- Prince George's led the state over several quarters in job growth
- Ongoing 5 year review of General Plan shows progress in directing growth more to established areas



### RESIDENTIAL TAXES

## FY 2021 RESIDENTIAL PROPERTY TAX



More on all county taxes can be found at the Department of Legislative Services.

## Prince George's County has had a .96 tax rate since the late 1970's

- In 2015, the Council approved an increase of 4 cents solely for education under authority given by General Assembly. This is the same year that a portion of pensions costs were shifted from the state to the county
- 3 other counties (Montgomery, Howard, and Charles) have special tax rates above the general tax
- 25% of Prince George's County residents live in municipalities and have a different county tax differential and also pay municipal taxes. Overall taxes for residents in a municipality are higher.

## WHAT IS CB-48-2020?

CB-48-2020 is Charter Amendment that would be voted on by voters in Prince George's County in the November General Election.

CB-48-2020, as proposed by Council Member Derrick L. Davis, would ask the voters to consider whether to change the County's Charter Section 812. The language would align current language with language that the State of Maryland uses. It would ask the following question in November:

"In accordance with the provisions of Section 9-105 of the Tax-Property Article of the Annotated Code of Maryland, on or before [January 1] March 15 of each year, the County Council shall set, by law, the homestead credit percentage for the taxable year beginning the following July 1. The homestead credit percentage shall be no [greater] less than 100% [plus the percentage of increase in the Consumer Price Index for the previous twelve months, rounded to the nearest whole number, but not more than 105%.] or exceed 110% for any taxable year; and shall be expressed in increments of 1 percentage point."

**Bold** – proposed changes, [bracket] deleted and <u>underlined</u> new language.

Therefore CB-48-2020 would do two things: (1) change the date by which the County would set the homestead credit percentage from January to March (as now required by State law) and (2) remove the CPI requirement and the 105% Cap.

### WHAT WOULD HAPPEN IF APPROVED?

If adopted (ratified) in the November General Election, this would put Prince George's County is the same position as almost every other County and municipal government in the State of Maryland. This process would allow the County Executive and Council, as part of our annual budget review public process, to determine the percentage of the homestead tax credit without artificial restrictions and gives your elected officials the discretion. It does not require a change in the homestead tax credit percentage nor does it require us to increase it. Those decisions would be part of a public budget process and involve your input.

## WHAT IS THE STATE HOMESTEAD TAX CREDIT?

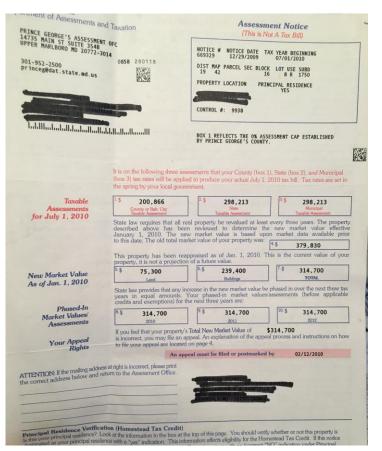


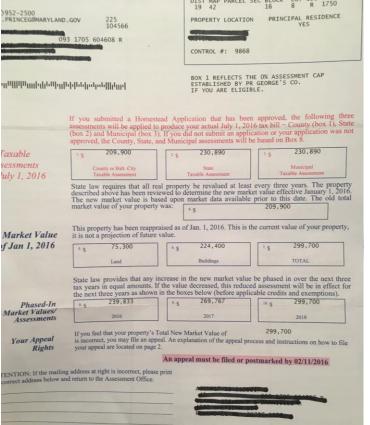
- Designed to help homeowners deal with significant increases in the annual assessments of their principal residence.
- Administered by the State Department of Assessments and Taxation, the program is applied to the three-year assessment cycle to mitigate sharp increases in assessed home values, and the credit applies to state, county and municipal real property tax rates.

#### HOW?

- 1. It spreads increases out over three years.
- 2. It reduces the shock of a rapid increase in residential property taxes is through a cap on the percent rise that is allowed.

State law caps the maximum annual increase in the assessment for individual parcels of land that qualify as "homesteads" to 10%, and enables counties and municipalities to set the permissible credit for homeowners between 0% and 10%.





## HOW THE COUNTY RAISES FUNDS

These are triannual assessments for my home. Taxable Assessment varies for state and county and is often different than phased-in market value. The state and municipality has a 10% cap. The County has varied based on CPI with the average being 2% since my home was purchased in 2005 at \$245,000. Twice it has been at 0% and once at 5%.

	County	Municipality/State
2010	\$200,866	\$298,213
2016	\$209,900	\$230,890
2019	\$222,726	\$302,000

### BLUE RIBBON COMMISSION

In 2016, the County Council established a 15-member Blue Ribbon Commission on Addressing Prince George's County's Structural Deficit, which had the charge of recommending policies to the County Council and County Executive that will address the County's structural deficit – the imbalance caused when normal government spending exceeds tax revenues on an annual basis.

It was acknowledged that in the absence of structural change, an annual budget gap of \$28 million to \$229 million is projected between Fiscal Year ("FY") 2018 and FY 2023, even with revenue projections accounting for anticipated new revenues of \$35 million to \$41 million from the expanded National Harbor complex

The Commission's Final Report was issued in January 2017.

## BLUE RIBBON REPORT

### **Primary Findings:**

- Repeal the Tax Reform Initiative by Marylanders enacted (TRIM) in 1978 which caps the tax rate for real property
- 2. Repeal Question I which requires new taxes or even fees to be voted on by the voters
- 3. Restore the Homestead tax credit limit to the State cap of 10%. For those homeowners who are elderly and on fixed incomes, or those who are below certain income thresholds, a supplemental relief program could be instituted to offset any increase that results from increasing the County cap to the State level.

The full report, including recommendations on contracts and other items, can be found at: <a href="https://www.pgccouncil.us/487/Blue-Ribbon-Commission">https://www.pgccouncil.us/487/Blue-Ribbon-Commission</a>

## PRINCE GEORGE'S COMPARED TO OTHER COUNTIES

- State of Maryland is 10%
- Tax rates for FY2021 are the same for most counties. Only Prince George's County and St. Mary's have different rates-both are lower
- Prince George's is the only County that sets their rate to Consumer Price Index or 5% whichever is less.
- Because of this, PGC is treated differently then all other counties and sets its cap a year in advance of the budget rather then waiting to know its accessible tax base in November and then reviewing as part of the public budget process.

### Table 7 HOMESTEAD ASSESSMENT CAPS (Maryland Counties)

COUNTY	FY 2019	FY 2020	FY 2021*
Allegany	4%	4%	
Anne Arundel	2%	2%	
Baltimore City	4%	4%	
Baltimore	4%	4%	
Calvert	10%	10%	
Caroline	5%	5%	
Carroll	5%	5%	
Cecil	4%	4%	
Charles	7%	7%	
Dorc hester	5%	5%	
Frederic k	5%	5%	
Garrett	5%	5%	
Harford	5%	5%	
Howard	5%	5%	
Kent	5%	5%	
Montgomery	10%	10%	
Prince George's	2%	3%	2%
Queen Anne's	5%	5%	
St. Mary's	5%	5%	
Somerset	10%	10%	
Talbot	0%	0%	
Washington	5%	5%	
Wicomico	5%	5%	
Wordester	3%	3%	
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Source: Maryland State Department of Assessments and Taxation (\*Note: FY 2021 data for all Counties should be available in early July 2020)

## COUNTY COMPARED TO MUNICIPALITIES

17 Municipalities in the County regularly set a homestead cap at 5% or higher

New Carrollton	10%
Eagle Harbor	2%
Greenbelt	10%
Berwyn Heights	10%
Bladensburg	10%
Bowie	5%
Brentwood	2%
Capitol Heights	2%
Cheverly	10%
College Park	0%
Colmar Manor	5%
Cottage City	10%
District Heights	10%
Edmonston	2%
Fairmont Heights	2%
Glenarden	2%
Hyattsville	10%
Landover Hills	2%
Laurel	10%
Mount Rainier	10%
North Brentwood	10%
Riverdale Park	10%
Seat Pleasant	2%
University Park	10%
Upper Marlboro	0%
Morningside	10%
Forest Heights	8%

## THE COUNTY HOMESTEAD TAX CREDIT <u>IS NOT THE</u> SAME AS THE STATE VERSION

While the state tax credit is setup to spread out the impact of increases in assessments, Prince George's County has used this mechanism to issue a long-term, compounding credit to homeowners.

An example of this effect on a property in the County:

Fiscal Year (FY)	State Credit (cap 10%)	County Credit (cap varies)
2014	N/A change in assessment < 10%	N/A change in assessment < 2%
2015	\$1.25	\$309.03
2016	\$6.40	\$616.73
2017	\$3.70	\$991.73
2018	N/A change in assessment < 10%	\$1125.08
2019	N/A change in assessment < 10%	\$1223.42
2020	N/A change in assessment < 10%	\$1285.00

### WHAT HAPPENS OVER TIME?

TAX BENEFIT COMPOUNDS AND CAN BE PERPETUAL FOR SOME HOMEOWNERS; COUNTY REALIZES LESS FUNDS

Homeowners who live in their homes the longest benefit the most

Over time, value of home less connected to the assessable base taxed by County

New homes in new developments provide greater residential taxes per property.

Lowering overall taxes less likely: county never realizes potential of property value increase up to state limit or another one set

Over time, policy favors homeowners whose property values increase



Language passed by voters determines CPI- July prior year



A point in time measurement—CPI can fluctuate within a given year



Does not align with when state issues assessable base report in November and March



Removes decision making from public and elected during budget process

## CPI FLAWED AS A TOOL

### EFFECT 28 YEARS LATER

- Only twice since 1993 has the County been at the 105% Cap due to the CPI requirement.
- When CPI is at 0% (100%), the County receives exactly the same revenue in property taxes as the year prior. Consequently, even though labor costs or other costs may increase the County has less funds to use to support county needs
- CPI and SSI are very similar (CPI is part of SSI calculation)—just as a retiree complains about lost purchasing power the same happens in Prince George's County. Other jurisdictions lower tax rates to address specific groups needs—CPI creates a low cap for <u>all\_NO\_MATTER</u> their income

For the taxable year			
beginning on July 1:			
2001	104%		
2002	103%		
2003	101%		
2004	102%		
2005	103%		
2006	103%		
2007	104%		
2008	103%		
2009	105%		
2010	100%		
2011	101%		
2012	104%		
2013	102%		
2014	102%		
2015	102%		
2016	100%		
2017	101%		
2018	102%		
2019	103%		
2020	102%		

Yes, there is a revenue loss to the County, but consider that in FY2016-May 2015, the County increased the County's tax rate by 4 cents for education. In essence the increase covered the shift in teacher pension costs from the state to the county which happened in April 2015 as the state was trying to save money due to the recession.

An increase in 1 cent is roughly the equivalent to \$8.5 million.

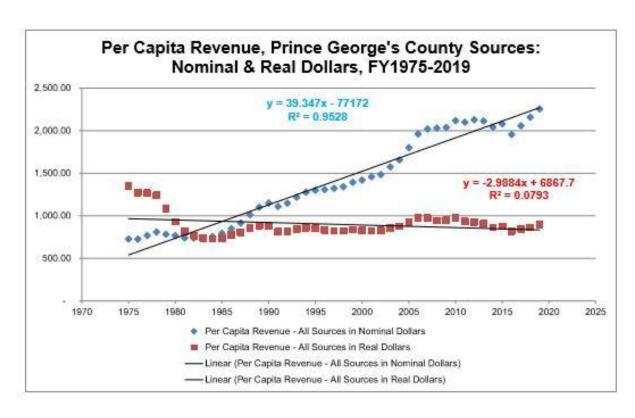
If the Homestead Tax Cap was at a different rate for instance 10%, the tax rate increase could have been less or not at all. This is how and why other counties make this decision after understanding their assessable tax base in November, the needs of their county, and addressing or adjusting protections for those most in need.

It is time for Prince George's County to create its own destiny and not one created by an artificial outside force deciding almost a year before a budget is approved.

## Why Revenue Foregone Matters?

Recent History of Homestead Tax Credit in Prince George's County					
Fiscal Year	Legislation	Applied CAP	Estimated Revenue Loss (Applied CAP)	Estimated Revenue Loss (10%CAP)	Potential Savings (10% CAP vs Applied CAP)
FY 2021	CB-43-2019	2%	\$ 78,510,572	\$ 58,516,544	\$ 19,994,028
FY 2020	CB-69-2018	3%	\$ 71,234,200	\$ 53,414,022	\$ 17,820,178
FY 2019	CB-80-2017	2%	\$ 66,077,122	\$ 46,300,418	\$ 19,776,705
FY 2018	CB-50-2016	0%	\$ 39,635,609	\$ 19,444,501	\$ 20,191,108
FY 2017	CB-75-2015	2%	\$ 23,455,387	\$ 12,156,814	\$ 11,298,573
FY 2016	CB-69-2014	2%	\$ 24,600,401	\$ 13,280,140	\$ 11,320,261
FY 201 <i>5</i>	CB-66-2013	2%	\$ 28,075,228	\$ 16,394,801	\$ 11,680,427
FY 2014	CB-66-2012	2%	\$ 56,982,737	\$ 41,286,987	\$ 15,695,750
FY 2013	CB-42-2011	4%	\$ 101,856,963	\$ 86,995,514	\$ 14,861,449
FY 2012	CB-84-2010	1%	\$ 244,400,130	\$ 214,313,190	\$ 30,086,940
					\$ 172,725,419

## CONCLUSIONS OF INDEPENDENT ANALYSIS



Total per capita revenues, outside aid included, have decreased since 1975 when measured in real dollars from \$1571 to \$1469, a 6.5% drop in 42 years

County only revenues have decreased since 1975 from \$1350 to \$904, a 33% drop in 42 years

County per capita real property tax revenues have increased from \$299 to \$317 since 1975, a 6% increase over 42 years

Per capita income taxes have increased from \$140 to \$239 since 1975, a 70% increase over 42 years

Without outside aid, per capita expenditures would have gone down since 1975 in real dollars

TRIM as conceived in 1978 and amended with Homestead change in 1992 has effectively constrained county revenue growth

Currently expenditures are outstripping revenue growth

Expenditure patterns have a zero-sum "pattern" to them where the biggest "winners" are public safety agencies (fire and police)

## WHAT COULD HAPPEN IF CB-48-2020 IS APPROVED BY VOTERS?

OPTIONS: These would happen during the budget process in the Spring with public hearings. Legislation would be needed for new tax credit programs.

- 1. The County could opt to lower its current tax rate from 1.0 due to additional revenues.
- 2. The County could spend additional revenue on health, human service, and housing needs by changing homestead tax credit cap.
- 3. The County could create new tax credit programs including programs to assist the most vulnerable.
- 4. The County could opt to do a mixture of above.



Office of Ethics created. Regular reporting and training of all government officials occurs



The County Council voted in 2015 to publicly stream all committee sessions and public meetings and created an enhanced website to create greater access



Regular Town Halls launched to better inform the public about the budget process but to also delve into critical challenges facing the County such as domestic violence and health



Grant funding provided by County Council is subject to enhanced audits and investigations review to ensure taxpayer dollars are not misappropriated and details of grant process became publicly available. These reports are online at <a href="https://www.pgccouncil.us">www.pgccouncil.us</a>



In 2018, the County Council voted to maintain its existing salary structure even though the charter-required compensation review board recommended an increase



In the same year, Council Connections was launched to better provide an email update on weekly activities of the council including legislation. 150,000 residents are now subscribed.

# EFFORTS TO BUILD PUBLIC TRUST AND GOVERNMENT TRANSPARENCY

THE COMMISSION ALSO REFERENCED THAT BUILDING TRUST WAS CRITICAL

## Q/A

If you are interested in signing up to speak on the 21st:

Please visit the Clerk of the Council's website for instructions on public participation, including providing written testimony or comments to the Council -

https://pgccouncil.us/DocumentCenter/View/5289/Submitting-a-Comment-on-an-Agenda-Item.

Find out more about the County Budget at: https://www.pgccouncil.us/454/Budget-Portal

## PRINCE GEORGE'S SUNTIL BUDGETPROCESS FISCAL YEAR 2021

Committed to an Open, Inclusive and Participatory Budget Process

## COUNTY BUDGET

#### WGUST

FORMULATION of County Executive Budget (Beginning 11 months before Fiscal year)

#### DECEMBE

EXECUTIVE REVIEW AND PROPOSAL of funding levels (Budget submitted to County Council by March 15)

#### MARCH 15 - May

COUNTY COUNCIL REVIEW
AND ADOPTION
of County Budget by June 1.

#### ULY 1

NEW FISCAL YEAR BEGINS Enacted Budget Takes Effect

PRINCE GEORGE'S ESUNCIA pgccouncil.us

### PRINCE GEORGE'S COUNTY COUNCIL BUDGET PROCESS

During April and May, County Council committees and staff review the Proposed Operating Budget and Proposed Capital Budget and Program, with the Office of Management and Budget, and departmental and agency staff representatives.

The County Council is required to hold two public hearings on The Proposed Operating Budget and Proposed Capital Budget and Program.

The Council completes a review of the Proposed Operating and Proposed Capital Budget and Program by mid-May. In keeping with the County Charter, the Council must approve and enact the Annual Budget and Appropriations Ordinance on or before June 1.

The enacted Ordinance is submitted by the Council to the County Executive for signature. The Operating Budget, and Capital Budget and Program take effect on July 1, the first day of the new Fiscal Year.

### FY 2021 COUNTY BUDGET PUBLIC HEARINGS

**COUNTY COUNCIL PUBLIC HEARING DATES:** 

#### REVISED

#### APRIL 20th

Washington Suburban Sanitary Commission 4:30 p.m.

#### APRIL 20th

Maryland-National Capital Park and Planning 5:00 p.m.

#### May 4th & May 11th

County Operating Budget and Capital Improvement Program 5:00 p.m.

## PROUD TO SERVE YOU!

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