

Does Polk Need a Land-Transfer Tax Increase?

*County already has over
\$11 million in available funds*

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EXECUTIVE SUMMARY

- ♦ The Polk County commissioners are asking county residents to approve a land-transfer tax increase on November 4. County commissioners have committed 100 percent of the land-transfer tax revenue to farmland preservation. This commitment is meaningless, however, because by law land-transfer tax revenues can be used for any legal purpose, and this or a subsequent county commission could divert those funds to other purposes, including the general fund.
- ♦ Farmland preservation would be accomplished by buying development rights from farmers. Once purchased, farmland would be permanently locked up, depriving the county of any future increases in the tax base. In addition, a reduction in the amount of buildable land would cause the price of the remaining land to skyrocket, making many current county landowners very rich.
- ♦ This *Regional Brief* finds that Polk County's problems are not created by a lack of funding. The more than \$11 million in savings and revenues identified in this report is almost 12 times the amount that the proposed land-transfer tax increase is estimated to produce (see Figure 1). If the county used this money instead, it could delay

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a land-transfer tax increase for nearly 12 years.

- ✦ Polk County's cash reserves are nearly 37 percent of its annual budget. The state requires all counties to have eight percent of their budgets held in cash for emergencies, but Polk County has almost 29 percent more than that minimum. This means that the county has almost \$5.7 million in cash that it can spend on pressing needs. This figure represents nearly six times the amount that the proposed land-transfer tax would raise. In other words, the county could use this available cash for the next six years instead of new land-transfer tax revenue, which is estimated to be worth only about \$953,000 per year. Based on this item alone, the county does not need to increase the land-transfer tax.
- ✦ County revenues have grown 30 percent faster than population and inflation since Fiscal Year (FY) 2002 (see Figure 2). The total amount of revenue for FY 2007 was almost \$4.6 million more than in FY 2002. By FY 2007, the average family of four paid \$964 more in taxes than in FY 2002. It would take a 48 percent increase in family income (current dollars) to match the increase in revenues that the county has received over those five years.

- ✦ If Polk County were to restrict its revenue increases to the increases in population and inflation, the county's revenues would increase 40 percent over the next ten years.
- ✦ Over the next ten years, the number of students in Polk County public schools will *decrease* by 279 students or by almost 12 percent.
- ✦ If the school district has facility needs, the county commission and school board need to show taxpayers how they would spend the \$3.5 million in state money provided for capital improvements over the next ten years.
- ✦ Polk County benefited from the Medicaid swap above the state's promised "hold harmless" amount of \$500,000 a year for ten years. Polk County receives an average of \$540,000 per year for the next ten years (see Figure 1).

BACKGROUND

In its 2007 session, the North Carolina General Assembly relieved all counties of paying the portion of Medicaid expenses that had been forced on counties, in exchange for the half-cent sales tax that the counties levied to help pay those expenses.¹ In addition, the legislature voted to give counties the option

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Figure 1. Polk County Projected Revenue and Savings

Revenue Gains	1 year	10 years
Gain from Medicaid swap (FY 2008-09)	\$500,000	\$5,427,597
Estimated school capital (Avg based on projections)	\$394,415	\$3,481,501
Revenue Growth		
Revenue in excess of population and inflation (FY 2007)	\$4,592,328	\$45,923,276
TOTAL	\$5,486,743	\$54,832,374
Fund balance in excess of state requirement (FY 2007)	\$5,691,915	\$56,919,150
Potential extra availability	\$11,178,658	\$111,751,524
Revenue from Land Transfer Tax Increase	\$952,656	\$12,047,961

to ask voters to approve new tax increases. Options include increasing the sales tax by one-quarter cent, tripling the land-transfer tax rate from 0.2 to 0.6 percent, or not hiking taxes at all.

The legislature also required counties to put those tax increases to an advisory vote of the people. If voters approved, county commissioners were allowed but not required to increase taxes. If both tax increases were on the same ballot and both were approved, commissioners could impose only one tax increase, not both.

Since November 2007, county voters across North Carolina have voted 58 times on such tax increases, rejecting nearly all of them. Voters have approved only eight of those 58 proposed tax increases. Undeterred by voter opposition, some county commissions have put the tax increases on the ballot more than once.

There is no limit to the number of times that county commissioners can place a proposed tax increase on the ballot, or how much tax money commissions can spend on

public “education” campaigns requesting that voters approve the tax increase.

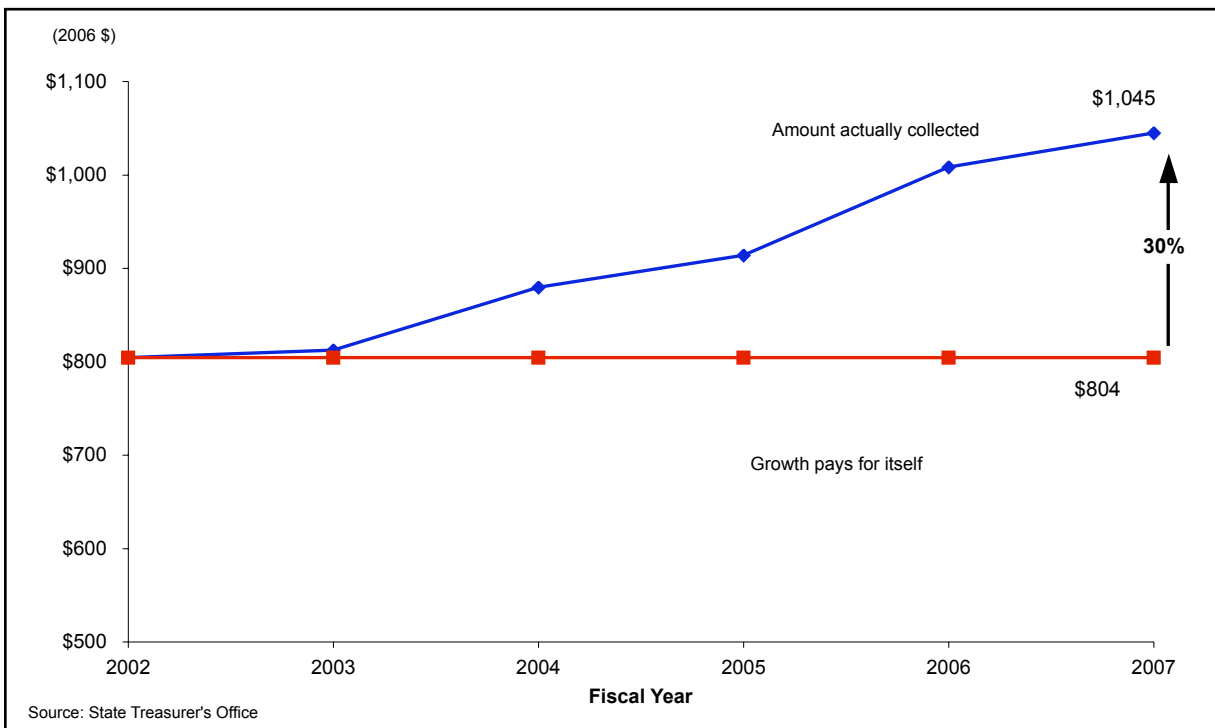
PUBLIC SCHOOL SPENDING²

By far, counties spend more money on public education than any other area. Total local government spending on public education was \$2.68 billion or \$1,934 per pupil for the 2006-07 school year. Nearly 25 percent of all expenditures on public schools come from local tax revenue. Given the amount of taxpayer money involved, sympathetic appeals for school funding should not come at the expense of sound fiscal policy

County governments and school boards should spend local tax dollars for education, as well as hire public school personnel, in proportion to changes in their school population. In Polk County, from 2002 to 2007, there was a ten percent increase in student population. At the same time, there was a 17 percent increase in local, inflation-adjusted per-pupil expenditures.

Over the last five years, the state increased per-pupil expenditures in Polk

Figure 2. Polk County Locally Generated Revenue Per Person, FY 2002–FY 2007 (adjusted for inflation, FY 2006 dollars)



County by six percent, adjusted for inflation. Federal per-pupil expenditures increased by 26 percent during the same period. Thus, local, state, and federal spending on the Polk County Schools significantly outpaced enrollment growth.

The North Carolina Department of Public Instruction (DPI) projects that Polk County Schools will *lose* 279 students over the next ten years, an 11.7 percent decrease. In the event that school construction or renovation projects are required, a steady stream of state funds will be available for capital projects. The Public School Building Capital Fund, which includes lottery funds, will provide Polk County with an estimated \$3.5 million over the next ten years.

PER-CAPITA REVENUE INCREASES

Between FY 2002 and FY 2007, Polk County's per-capita revenues have increased by 30 percent after adjusting for inflation³ (see Figure 2). This means that new county residents are contributing more than their fair share of county revenues. In other words, population growth has been "paying for itself" because county revenues are growing at a faster rate than population. In addition, if the county had lived within its means — that is, if its budget increases had been in line with population and inflation increases, rather than exceeded them — over those five years, the county's FY 2007 revenues could have been almost \$4.6 million lower. That surplus amount could and should be returned to the taxpayers in the form of tax cuts.

If the county started living within the means of its citizens and held revenue increases in line with increases in population and inflation, county revenues would increase 42 percent over the next ten years.

MEDICAID SWAP

The state is taking over the county portion of Medicaid over three years, but it is also taking a portion of revenues from counties, too. The legislature included a "hold harmless" provision to guarantee that each county ends up with at least \$500,000 more available

in its budget each year for ten years.⁴ Because Polk County's net Medicaid savings were more than the \$500,000 "hold harmless" amount, the county will receive an average of about \$540,000 a year over the next ten years (see Figure 1).

CONCLUSION

This report shows that Polk County is not in financial difficulty. In fact, most North Carolina counties do not face revenue crises that require tax increases. Nevertheless, county commissioners have placed tax increases on the ballot 58 times since the legislature authorized county residents to vote on tax increases.

In all the counties voting on tax increases, revenues grew faster than population and inflation between FY 2002 and FY 2007. The average increase is almost 19 percent. In addition, state government has grown six percent faster than population and inflation between FY 2002 and FY 2007. Obviously, this government growth rate rapidly outstripping population and inflation growth cannot be sustainable.

The November 4 vote provides the opportunity for Polk County citizens to be heard. The results of the 58 county tax votes since last November are informative. County voters rejected 50 of the 58 requests for tax increases. Citizens, when given the chance, are rejecting tax increases.

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NOTES

1. Over the next three years, the state will take over the 15 percent of Medicaid expenses that the counties had previously been required to fund; see State Law 2007-323 (House Bill 1473, Sections 31.16 and 31.17).
2. N.C. Department of Public Instruction (NC DPI), School Planning Division, "ADM Growth Analysis, 2007–2017," September 2007; NC DPI, School Planning Division, "Public School Building Capital Fund: 10 Year Planning Projections, 2007–2016," June 27, 2007; NC DPI, Division of School Business Services, "FY 2007-08 Estimated Lottery Distribution," August 2007; NC DPI, "Statistical Profiles," 2003–2007, accessed September 2008; NC DPI, Division of School Business, "2006–2007

Selected Financial Data,” accessed September 2008; NC DPI, Education Statistics Access System, “Final ADM,” accessed September 2008. Inflation adjustments used the GDP Deflator published by the Federal Reserve Bank of St. Louis. Public School Building Capital Fund projections are based on 10 years of corporate income tax and lottery funding at the 2008-2009 level (estimated), adjusted for projected enrollment growth over ten years.

3. County Annual Financial Information Report (AFIR) from the N.C. Department of the State Treasurer, www.nctreasurer.com/lgc/units/unitlistjs.htm.
4. North Carolina General Assembly, Fiscal Research Division, “Medicaid 3 Year 500K” projections, 2007.