MAINE STATE LEGISLATURE

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118th MAINE LEGISLATURE

SECOND REGULAR SESSION-1998

Legislative Document

No. 2252

H.P. 1622

House of Representatives, March 4, 1998

An Act to Implement the Recommendations of the Governor's Commission on School Facilities.

Reference to the Committee on Education and Cultural Affairs suggested and ordered printed.

OSEPH W. MAYO, Clerk

Presented by Representative RICHARD of Madison. (GOVERNOR'S BILL) Cosponsored by Senator PENDLETON of Cumberland and

Representatives: BRENNAN of Portland, McELROY of Unity, MURPHY of Kennebunk,

Senators: CASSIDY of Washington, SMALL of Sagadahoc, TREAT of Kennebec.

Be it enacted by the People of the State of Maine as follows:

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2	Sec. 1. 20-A MRSA §1, sub-§19-A is enacted to read:
4	
6	19-A. Newly incurred capital outlay and debt service. "Newly incurred capital outlay and debt service" means capital outlay and debt service costs for a school construction project
8	approved for funding by the voters on or after July 1, 1998.
10	<pre>Sec. 2. 20-A MRSA §4001, sub-§3, ¶A, as enacted by PL 1981, c. 693, §§5 and 8, is amended to read:</pre>
12	A. The term of a lease shall must be at least equal to the
14	period during which similar property of the unit is used. A lease may not exceed a term of 10 5 years.
16	Sec. 3. 20-A MRSA §4001, sub-§§7 and 8 are enacted to read:
18	
20	7. Maintenance and capital improvement program. A school administrative unit shall maintain a maintenance and capital improvement program for all school facilities, utilizing a
22	maintenance template and software provided by the department and shall annually allocate a minimum percentage of the replacement
24	value of its real estate to facility maintenance, capital improvement or capital reserve accounts. The department and the
26	Department of Administrative and Financial Services, Bureau of General Services shall establish the minimum percentage in
28	consultation with the education community.
30	8. Failure to provide maintenance and capital improvement
30	program. A school administrative unit that fails to comply with
32	subsection 7 will have its subsidy reduced in accordance with
2.4	section 15612, subsection 15. The commissioner may withhold new
34	construction and renovation funds from the unit until the deficit is corrected.
36	<u> 15 COLLECCEU</u>
	Sec. 4. 20-A MRSA §5804, sub-§3 is enacted to read:
38	
	3. Debt service factor. Notwithstanding subsection 1,
40	beginning with the 1999-2000 school year, a school administrative
42	unit may charge a debt service factor for newly incurred capital outlay and debt service, as defined in section 1, subsection
44	19-A. The debt service factor must be an amount agreed upon by
44	both the sending and receiving units, with the approval of the
	commissioner, and may not exceed 10% of a school's legal tuition
46	rate per student in any one year. The debt service factor
	adjustment must be limited to a period of time not to exceed the
48	receiving unit's repayment period for newly incurred capital

outlay and debt service. The percentage of the debt service factor must be proportional to the cost of the project and the

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number of tuition students.

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- (1) Administrative space. A school administrative unit may lease administrative space with state support until July 1, 2003. A school administrative unit engaged in a lease-purchase agreement for administrative space is eligible for state support
- (2) Temporary interim space. A school administrative unit awaiting new construction or renovation approval from the board may lease space, with state support, for a maximum of 5 years. A school administrative unit engaged in a lease purchase agreement for temporary interim space is eligible for state support for a maximum of 10 years. A school administrative unit may appeal this provision of this subparagraph to the board if the provision presents an undue burden. The board's decision is final; and
- (3) Permanent small space for school administrative units that need permanent small additions until July 1, 2003;

2	Sec. 7. 20-A MRSA §15603, sub-§8, ¶C, as amended by PL 1993, c.
4	410, Pt. F, §10, is further amended to read:
6	C. The portion of the tuition costs applicable to the insured value factor computed under section 5806, for the base year; and
8	Sec. 8. 20-A MRSA §15603, sub-§8, ¶E, as amended by PL 1991,
10	c. 268, §2, is further amended to read:
12	E. Purchase or cost of construction of portable, temporary classroom space as approved by the commissioner beginning
14	January 1, 1988. For the purposes of this section, "portable, temporary classroom space" means a project
16	consisting of one or more mobile or modular buildings that are at least partially constructed off site and are designed
18	to be moved to other sites with a minimum of disassembly and reassembly. "Portable, temporary classroom space" includes,
20	but is not limited to, space for regular classrooms, small group instruction, libraries, clinics and guidance and
22	administrative office space, including principal and superintendent offices. Theamountincludablefer
24	determining-the-subsidy-for-a-school-administrative-unit-fer the-purchase-or-construction-of-portable-temperary-elassreem
26	space-may-not-exceed-the-amount-that-would-have-been-paid for-lease-of-a-comparable-elassroom. The department shall
28	adopt rules for approving the purchase, construction or lease-purchase of portable temporary classroom space, and
30	for determining the amount includable for subsidy purposes. Lease-purchase agreements may not exceed a term of 10
32	<u>years.</u> Approved costs are those for the year prior to the year of allocation, and
34	Sec. 9. 20-A MRSA §15603, sub-§8, ¶F is enacted to read:
36	bee. 7. 20-72 Wattors group, but yo, as in enacted to read.
38	F. Beginning in school year 1999-2000, 1/5 of the aggregate amount of the approved leases defined in paragraphs B and E and an additional 1/5 for each year thereafter may not be
40	used to determine the debt service millage limit calculated under section 15611, subsection 1, paragraph A. The local
42	share for the 1/5 of the aggregate amount of the approved
44	leases defined in paragraphs B and E and an additional 1/5 for each year thereafter must be calculated as the same
46	<pre>percentage determined under section 15609, subsection 1, paragraph A.</pre>
48	Sec. 10. 20-A MRSA §15612, sub-§15 is enacted to read:

15. Penalty for failure to appropriate funds for maintenance and capital improvements. A school administrative

	unit that fails to appropriate the minimum percentage for
2	facility maintenance, capital improvement or capital reserve
	accounts required in section 4001, subsection 7 will have its
4	subsidy reduced by an amount equal to the unpaid portion of the
	allocation required in section 4001, subsection 7.
6	
	Sec. 11. 20-A MRSA §15907, sub-§1, as amended by PL 1983, c.
8	426, §4, is further amended to read:
10	1. Payment of State's share. The state allocation for
	debt service costs shall must be paid by the commissioner to
12	each unit according to that unit's debt retirement schedule and
	rules adopted pursuant to this chapter.
14	
	A. For all current and future debt service costs payable by
L 6	a local unit to the Maine Municipal Bond Bank, the state
	allocation for debt service costs must be paid by the
L8	commissioner to the bond bank or its designated trustee one
20	business day prior to the date of the unit's next debt service cost payment as outlined in the unit's debt
20	retirement schedule and in accordance with rules adopted
22	pursuant to this chapter. If the payment date falls on a
	Monday, payment must be made to the bond bank on the
24	preceding Friday.
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26	B. At least 60 days prior to the date of the local unit's
	next debt service cost as outlined in the unit's debt
28	retirement schedule, the commissioner shall inform the bond
	bank as to the unit's state share of debt service for its
30	next debt service payment.
12	Sec. 12. 20-A MRSA §15918 is enacted to read:
4	§15918. Maintenance and capital improvement plan assistance
36	The department and the Department of Administrative and
	Financial Services, Bureau of General Services shall provide
8 8	assistance to school administrative units in establishing
	maintenance and capital improvement programs under section 4001,
0	subsection 7. The department, with assistance from the
	Department of Administrative and Financial Services, Bureau of
2	General Service, shall provide a maintenance template, software
	and assistance with initial inventory inputs to ensure consistent
4	comprehensive local maintenance and capital improvement plans and
	to provide for electronic reporting of maintenance and capital

Sec. 13. 30-A $\S5953$ -E is enacted to read:

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department.

§5953-E. Maine School Facilities Finance Program

improvement progress by school administrative units to the

2	There is established the Maine School Facilities Finance Program to promote efficient capital financing activities for the
4	construction, renovation and maintenance of school facilities and
_	the leasing and purchase of needed equipment and school
6	facilities.
8	1. Loan application. In addition to the other forms of financial assistance available under this chapter, a public
10	school, school administrative district, municipality, community school district or other school administrative unit may apply for
12	a loan from the School Revolving Renovation Fund under section
14	6006-F, in this section called the "fund," the proceeds of which must be used to finance the cost of school repair and renovation
16	under section 6006-F, subsection 3, as designated by the Department of Education.
18	A. The bank may prescribe an application form or procedure for a school administrative unit to apply for a loan under
20	this section. The application must include any information that the bank determines necessary for the purpose of
22	implementing this section and section 6006-F.
24	2. Loan: loan agreements. Loans from the fund are subject
26	to this subsection.
20	A. The bank may make loans from the fund to a school
28	administrative unit for one or more of the purposes set forth in subsection 1. The loans may be made in conjunction
30	with, at the same time as or as part of a project that obtains any other form of assistance or loan under this
3 2	chapter. Each loan is subject to the following conditions.
34	(1) The total amount of loans outstanding at any one
	time from the fund may not exceed the balance of the
36	fund, provided that the proceeds of bonds or notes of the bank deposited in the fund, revenues from other
38	sources deposited in the fund, repayments from
	outstanding loans due and payable and binding financial
40	commitments of the United States or any other 3rd party
42	to deposit money in the fund are included in determining the fund balance.
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44	(2) The loan must be evidenced by a municipal bond,
46	loan agreement or other debt instrument, payable by the school administrative unit over a term not to exceed 15
- U	years with annual principal or interest payments
48	commencing not later than one year after the project

being financed is completed.

- (3) The rate of interest charged for the loans may not exceed 0%. The bank, pursuant to a determination by the Department of Education under section 6006-F, may provide loans to a community with forgiveness of principal or an effective interest rate of less than 0%. A school unit must pay back by the end of the term of the loan an amount no less than 30% of the original principal amount of the loan nor more than 70% of the original principal amount of the loan. B. Loans made to a school administrative unit by the bank
 - B. Loans made to a school administrative unit by the bank under this section must be evidenced by and made in accordance with the terms and conditions specified in a loan agreement to be executed by the bank and the school administrative unit. The loan agreement must specify the terms and conditions of disbursement of loan proceeds. The loan agreement must state the term, rate of interest, any amount of principal forgiveness, scheduling of loan repayments and any other terms and conditions determined necessary or desirable by the bank. Loans made to a school administrative unit by the bank under this section may include provisions for forgiveness of principal payments or loan repayment computation that results in an effective negative interest rate.

3. Loan management. Proceeds from any indebtedness incurred by a school administrative unit for the purposes of new construction, renovation or capital acquisition and receiving financing from the fund must be deposited in the bank. Proceeds from any other indebtedness incurred by a school administrative unit for the purposes of new construction, renovation or capital acquisition may be deposited in the bank. The funds must be held and invested by the bank for the benefit of the school administrative unit. The bank shall pay to a school administrative unit those amounts necessary for incurred costs or for reimbursement for incurred costs associated with the project for which the indebtedness was incurred. Any funds remaining after payment of all eligible project and financing costs for a project receiving financing from the fund must be deposited in the fund.

- 4. Eligibility certification. A loan to a school administrative unit may not be made under this section until:
- A. The applicant certifies to the bank that it has secured all permits, licenses and approvals necessary to undertake the renovations and construct the improvements to be financed by the loan;

B. The applicant has been designated by the Department of Education as eligible to receive the loan; and

2	C. The applicant demonstrates to the satisfaction of the bank that it has the ability to repay the loan made to the
4	school administrative unit by the bank.
6	Sec. 14. 30-A MRSA §§6006-E and 6006-F are enacted to read:
8	§6006-E. Maine School Facilities Finance Program master lease
ro	In addition to and in furtherance of any other assistance available to a school administrative unit in this chapter, the
12	bank, in cooperation with the Department of Education, shall establish a lease finance program to be used by all school
14	administrative units whose school facility lease payments receive
16	reimbursement, subsidy or other payment from the State. The Commissioner of Education may grant an exception to this
18	provision to a school administrative unit that shows evidence of obtaining a lease finance program from another lender at a cost
20	equal to or less than the cost available through the bank. All proceeds from leases administered by the bank must be held and
	invested by the bank and paid to the school administrative unit
22	to reimburse incurred costs associated with capital acquisitions. leases or improvements approved by the Department of Education.
24	\$6006-F. School Revolving Renovation Fund
26	
28	1. Fund established. The School Revolving Renovation Fund, referred to in this section as the "fund," is established in the
30	custody of the bank.
-	2. Administration. The bank shall administer and invest
3 2	the fund. The fund must be established and held separate and
	apart from any other funds or money of the State or the bank and
34	must be used and administered exclusively for the purposes
3 6	authorized in this section. The fund consists of:
30	A. Sums that may be appropriated by the Legislature or
38	transferred to the fund by the Treasurer of State;
40	B. Principal and interest received from the repayment of
4.5	loans made from the fund;
42	C. Capitalization grants and awards made to the State or an
44	instrumentality of the State by the United States for any of
	the purposes for which the fund has been established. These
46	amounts may be paid directly into the fund without
48	appropriation by the State and the bank is designated as the recipient for the State of any such funds;
50	D. Interest earned from the investment of fund balances;

2	E. The proceeds of any bonds or notes issued by the State
	or the bank sold for the purpose of deposit in the fund;
4	
	F. Funds from school construction audit recoveries; and
6	
	G. Other funds and gifts in kind or cash from any public or
8	private source received for use for any of the purposes for
	which the fund has been established and that the bank and
10	the Department of Education may solicit from any 3rd parties
	such as foundations or corporations, including the use of
12	tax credits as available to support activities authorized
14	for the fund.
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	3. Purposes. The fund may be used:
16	
	A. To make loans to school administrative units for school
18	repair and renovation.
20	(1) The following repair and renovation needs receive
	first priority status:
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	(a) Repair or replacement of a roof on a school
24	building:
44	bulluing;
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26	(b) Bringing a school building into compliance
	with the federal Americans with Disabilities Act,
28	42 United States Code, Section 12101 et seq.;
30	(c) Improving air quality in a school building;
32	(d) Removing asbestos from or abating asbestos in
	a school building;
34	And the control of th
0 -	(e) Removing underground oil storage tanks on the
36	grounds of a school building; and
30	grounds of a school buriding; and
38	(f) Undertaking other health, safety and
	compliance repairs.
40	
	(2) Repairs and improvements not related to health,
42	safety and compliance repairs receive 2nd priority
	status. Those repairs and improvements are limited to
44	a school building structure, windows and doors and to a
	school building water or septic system.
46	AAWAAT WATTATINA HACOT OF BELOTO BIBCOM!
¥ U	(2) Ungrade of learning space in select building
4.0	(3) Upgrade of learning spaces in school buildings and
48	small-scale capital improvements receive 3rd priority
	status.

2	necessary repairs:
4	
6	B. To make loans to refund bonds or notes of a school administrative unit issued for the purpose of financing any repair authorized under paragraph A and certified under
8	subsection 5, if sold after July 1, 1998;
10	C. To guarantee or insure, directly or indirectly, the payment of notes or bonds issued or to be issued by a school
12	administrative unit for the purpose of financing any repair authorized under paragraph A and certified under subsection
14	<u>5;</u>
16 18	D. To guarantee or insure, directly or indirectly, funds established by a school administrative unit for the purpose of financing any repair authorized under paragraph A;
10	or trushering any repair auchorized under paragraph A;
20	E. To deposit with a lending institution or with a trustee bank, available fund balances to offset loan balances for
22	school administrative districts undertaking projects authorized by paragraph A and certified under subsection 5;
24	F. To invest available fund balances and credit the net
26	interest income on those balances to the fund;
28	G. To invest as a source of revenue or security for the payment of principal and interest on general or special
30	obligations of the bank if the proceeds of the sale of the obligations have been deposited in the fund, or if the
32	proceeds of the sale of the obligations are used for the purposes authorized in paragraph A and certified under
34	subsection 5, or as a source of revenue to subsidize the school administrative unit loan payment obligations;
36	
38	H. To pay the costs of the bank and the Department of Education associated with the administration of the fund and projects financed by the fund, except that no more than the
40	lesser of 2% of the aggregate of the highest fund balances in any fiscal year and 4% of the combined value of any
42	capitalization grants provided by the United States for deposit in the fund may be used for these purposes. The
44	Commissioner of Education is authorized to receive revenue from the fund administered by the bank. Funds provided to
46 48	the Department of Education from the fund must be deposited in a nonlapsing dedicated account to be used to carry out the purposes of this section; and
* 0	To man the managed and

school administrative units by the Department of Administrative Services, Bureau of General Services, for oversight of school construction and renovation projects. Notwithstanding Title 5, section 1742, subsection 7, .4% of the total amount initially allocated to the fund must be transferred to the Bureau of General Services upon the effective date of this section. When aggregate lending under the fund exceeds the total amount initially allocated to the fund, the bank shall transfer to the Bureau of General Services upon approval of a bond .4% of the bond.

4. Priorities. Periodically, and at least annually, the Department of Education shall prepare and certify to the bank a project priority list of those school administrative units whose projects are eligible for loans under this section. In establishing the priority list, the department shall grant special consideration to projects that include urgent health and safety needs. The department shall submit with the list the factors considered when determining the priorities.

5. Eligibility terms. The bank and the Department of Education shall develop by rule the terms of repayment of loans. A loan made pursuant to this section may not carry an interest rate higher than 0%. A loan may be made only if a project is certified by the Department of Education as eligible for financing under this section and is on the priority list prepared under subsection 4. The repayment period may vary depending upon the financial condition of a school administrative unit as identified by the Department of Education.

3.0

6. Forgiveness of principal payments. The fund must provide direct grants by forgiving the principal payments of a loan for an eligible school administrative unit. The amount of the forgiveness of principal payments must be determined by the school administrative unit's state share percentage of debt service costs as determined in Title 20-A, section 15611, not to exceed:

- A. Seventy percent and no less than 30% for health, safety and compliance:
- B. Seventy percent and no less than 30% for repairs and improvements; and

- C. Fifty percent and no less than 20% for learning space upgrades.
- 48 7. Establishment of accounts. The bank may establish accounts and subaccounts within the fund as it determines desirable to effectuate the purposes of this section, including,

but not limited to, accounts to segregate a portion or portions of the fund as security for bonds issued by the bank for deposit in the fund and to be invested for the benefit of specified projects receiving financial assistance from the fund.

- 8. Rules. The Department of Education and the bank shall adopt rules necessary to implement this section. Rules adopted by the Department of Education and the bank to implement this section are routine technical rules pursuant to Title 5, chapter 375, subchapter II-A.
- Sec. 15. 30-A MRSA §6014, as amended by PL 1989, c. 104, Pt. C, §§8 and 10, is further amended to read:

§6014. Governmental unit intercept

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The Treasurer of State may receive from the Federal Government any amount of money as appropriated, allocated, granted, turned over or in any way provided for the purposes of the bank or this chapter. Unless otherwise directed by federal authority, these amounts shall must be credited to and deposited in the General Fund and are available to the bank.

The Treasurer of State shall pay and deposit in the General Fund and make available to the bank, any funds or money in the treasurer's custody or control whether the funds or money is available because of any grant, allocation or appropriation by the Federal Government or the State or any state agency to assist any governmental unit in paying its municipal securities or school construction loan liability under section 5953-E, referred to in this section as "loan Liability," owned or held by the bank, or required by the terms of any other law to be paid to holders or owners of municipal securities or loan liability upon failure or default of a governmental unit to pay the principal of or interest on its municipal securities or loan liability when due and payable, to the extent that any such funds or money is applicable with respect to municipal securities or loan liability of a particular governmental unit which that are then owned or held by the bank and as to which that governmental unit has failed or defaulted to make payment of principal or interest as and when due and payable.

To the extent that the Treasurer of State is the custodian of any funds or money due or payable to a governmental unit at any time after written notice to the Treasurer of State from the bank to the effect that the governmental unit has not paid or is in default as to the payment of principal of or interest on any municipal securities or loan liability of that governmental unit then held or owned by the bank, the Treasurer of State shall withhold the payment of such funds or money from the governmental

2	unpaid has been paid to the bank, or the Treasurer of State has
4	been advised that arrangements, satisfactory to the bank, have been made for the payment of the principal and interest.
6	Sec. 16. Effective date. This Act takes effect July 1, 1998.
8	Sec. 17. Appropriation. The following funds are appropriated from the General Fund to carry out the purposes of this Act.
10	
12	1998-99
	EDUCATION, DEPARTMENT OF
14	School Revolving Renovation Fund
16	All Other \$20,000,000
18	### ##################################
	Provides funds to establish
20	an interest-free revolving
22	loan fund for school repairs.
	Sec. 18. Payment. Any appropriations or allocations to the
24	School Revolving Renovation Fund in the Department of Education
26	in fiscal year 1998-99 must be paid to the Maine Municipal Bond Bank in accordance with the following schedule: \$10,000,000 on
20	September 1, 1998; and \$10,000,000 on January 1, 1999.
28	
	Sec. 19. Appropriation. The following funds are appropriated
30	from the General Fund to carry out the purposes of this Act.
32	1998-99
34	EDUCATION, DEPARTMENT OF
36	School Construction
38	All Other \$425,000
40	Provides funds for computer
	hardware and software to
42	inventory public school
4.6	facilities and establish
44	maintenance and capital improvement plans in all
46	Maine schools.

2	Sec. 20. Allocation. The following funds are allocated from Other Special Revenue to carry out the purposes of this Act.
4	1998-99
6	
8	EDUCATION, DEPARTMENT OF
10	Support Systems
10	Positions - Legislative Count (2.000)
12	Personal Services \$100,523
	All Other 15,000
14	Provides for the allocation
16	of funds for one Education
	Specialist III position and
18	one Education Specialist II
30	position to manage the Maine
20	School Facilities Finance Program, the School Revolving
22	Renovation Fund, lease and
	lease-purchase proposals, and
24	to provide assistance to all
	Maine schools in developing
26	facility maintenance plans.
28	DEPARTMENT OF EDUCATION TOTAL \$115,523
30	
	Sec. 21. Allocation. The following funds are allocated from
32	Other Special Revenue to carry out the purposes of this Act.
34	1998-99
36	ADMINISTRATIVE AND FINANCIAL SERVICES, DEPARTMENT OF
38	
40	Bureau of General Services Planning - Construction - Administration
42	All Other \$80,000
44	Provides for the allocation
	of funds to procure necessary
46	architectural and engineering
4.0	services for the bureau's
48	oversight of school construction and renovation
50	projects.

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SUMMARY

This bill provides for the implementation of recommendations from the Governor's Commission on School Facilities. The bill does the following:

- 1. Establishes a debt service factor that permits schools that accept tuition students to charge an additional fee to help cover the cost of school construction or renovation;
- 2. Establishes the Maine School Facilities Finance Program within the Maine Municipal Bond Bank to provide capital financing for construction, renovation and maintenance of school facilities and the leasing and purchase of needed equipment and school facilities;
- 3. Establishes the School Revolving Renovation Fund within the Maine School Facilities Finance Program to provide loans to school administrative units for health, safety and compliance repairs, as well as for limited nonemergency repairs, upgrades of learning spaces and small-scale capital improvements;
- 4. Provides for interest-free loans and loan forgiveness for eligible school administrative units;
- 5. Provides a \$20,000,000 appropriation from the General 30 Fund to fund the School Revolving Renovation Fund;
- 32 6. Revises the terms of compensation for lease costs of school facilities;
- 7. Requires that school administrative units establish 36 maintenance and capital improvement programs for all school facilities; and
- 8. Provides \$425,000 for software for Maine schools to 40 establish maintenance and capital improvement plans and an electronic inventory of school facilities.