

Working Group 4

More Resources for At-Risk Students Preliminary Cost Estimates

Compensatory Education: Provides additional resources for instructional and intervention support, social and emotional support from counselors and social workers, and extended learning time through before and after school programming as well as summer school (referred to as “pupil supports”).

APA identified resources: The following table shows the additional resources identified by APA under the evidence based and professional judgement study panels. These are resources in addition to the resources identified in the recommended base per pupil amount of \$10,880 (fiscal 2015 dollars).

	Elementary School of 450 students 50% Comp. Ed. (225 students)	Middle School of 720 students 50% Comp. Ed. (360 students)	High School of 1,200 students 50% Comp. Ed. (600 students)
Personnel (FTE)			
Instructional Staff			
Teachers	2.0	3.0	5.0
Instructional Facilitator (Coach)	1.0	1.0	2.0
Teacher Tutor/ Interventionist	1.0	2.0	3.0
Pupil Support Staff			
Counselor, Social Worker, PPW, Behavior Specialist, etc.	2.0	3.0	5.0
Administrative Staff			
Dean		1.0	1.0
Other Staff			
School Based Site/Service Coordinator	1.0		
Other Costs (per student amounts)			
Supplies, Materials and Equipment	\$100	\$100	\$100
Additional Programs (Summer School, Before and After School, etc)	\$1,537	\$1,537	\$1,537
District-Level (Alternative School)	\$125	\$125	\$125

Element 4a: Add a concentration of poverty weight to support intensive services for students and families to meet the additional needs of students in schools located in distressed communities. Add fixed, categorical funding amounts for community schools and health and behavioral health services.

Baseline: A compensatory education funding formula provides additional resources for kids who are at-risk of not succeeding. FRPM status is used as a *proxy* for students at-risk of not succeeding.

Assumptions:

Staff recommendation:

Schools with 60% concentration of poverty will receive 20% of a per pupil amount rising such that schools with 80% concentration of poverty receive 100% of a per pupil amount. This is based on the following observations from the MLDS presentations to the full commission in July and August of 2018:

- Beginning at 60% concentration, the gap in performance between students who are never in poverty compared to students who are usually in poverty is widest. Above 60% poverty, the performance of students who are never in poverty declines faster than the decline in performance of students usually in poverty.
- Actual dropout rates of all students, including those who aren't FRPM eligible, sharply increases in schools with at least 80% poverty concentration; actual HSA algebra scores, enrolling in postsecondary school and on-time graduation sharply declines in schools with at least 80% poverty.

Schools with at least 60% FRPM students will also receive funding for: 1) community school coordinator; 2) health services practitioner; and 3) per pupil amount for each student in the school regardless of individual poverty status.

There are 475 schools with at least 60% FRPM students. For costing out purposes only, assume this remains steady.

Of the 475 schools, 329 are elementary schools or combined elementary/middle schools. The compensatory education weight already provides resources for 1 school-based coordinator at elementary schools. Therefore, additional resources under this element needs to provide resources for a coordinator at the remaining 146 schools.

Community school coordinator priced at social worker salary with benefits – \$106,968 in fiscal 2020. Full funding begins in fiscal 2020.

Health services practitioner priced at physician's assistant salary with benefits – \$141,865 in fiscal 2020. These positions are phased in over two years.

Per pupil amount –

- Two per pupil amounts: \$2,455 for FRPM kids and \$3,940 for non FRPM kids in FY2020 dollars.
- Combined per pupil amount \$3,265 in FY2020 dollars. This combined amount incorporates the resources needed to serve non FRPM kids.
- Phase in the per pupil amount beginning with 20% of the amount for schools with at least 60% concentration up to 100% of the amount for schools with 80% or higher concentration.
- Per pupil applied to all FRPM students.
- This amount begins in fiscal 2022 and is phased–in reaching full funding in fiscal 2024.

Cost:

	Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
Coordinator	\$15,617,328	\$15,617,328	\$15,617,328	\$15,617,328
Practitioner	\$33,692,938	\$67,385,875	\$67,385,875	\$67,385,875
Per pupil	\$0	\$0	\$479,141,714	\$479,141,714

**Schools With At Least 60%, 70%, and 80% of Students Qualifying for FRPM
2016-2017 School Year**

County	Total Schools	Sum of Schools >=60%	Sum of Schools >=70%	Sum of Schools >=80%	Total FRPM Students	Sum of FRPM Students >=60%	Sum of FRPM Students >=70%	Sum of FRPM Students >=80%	Total Students	Sum of All Students at >=60% Schools	Sum of All Students at >=70% Schools	Sum of All Students at >=80% Schools
Allegany	24	10	5	2	4,780	2,161	1,090	279	8,630	3,144	1,433	305
Anne Arundel	119	15	11	2	25,836	4,354	3,657	968	82,832	5,694	4,658	1,092
Baltimore City	177	157	145	130	67,023	62,025	58,110	51,145	80,920	68,943	62,867	53,643
Baltimore County	166	56	17	4	49,941	21,510	7,297	1,809	114,055	31,618	9,612	2,178
Calvert	23	0	0	0	3,159	0	0	0	16,009	0	0	0
Caroline	11	4	3	2	3,202	1,102	540	176	5,963	1,477	659	183
Carroll	41	2	0	0	4,923	506	0	0	25,313	831	0	0
Cecil	31	7	4	2	6,792	1,773	1,134	351	15,421	2,461	1,446	437
Charles	38	6	1	0	9,776	2,134	308	0	27,242	3,332	440	0
Dorchester	12	8	6	6	3,458	2,851	2,186	2,186	4,793	3,272	2,288	2,288
Frederick	66	5	3	2	10,901	1,402	1,341	901	42,206	1,668	1,569	974
Garrett	14	3	2	2	1,881	222	117	117	3,963	279	120	120
Harford	55	10	6	3	11,542	3,913	2,442	953	37,875	5,475	3,199	1,145
Howard	75	2	0	0	12,553	626	0	0	56,500	1,004	0	0
Kent	5	2	0	0	1,070	387	0	0	2,001	612	0	0
Montgomery	208	40	21	8	55,202	18,071	10,917	4,817	162,095	24,920	13,839	5,701
Prince George's	203	113	77	45	81,055	54,994	38,391	24,851	133,053	72,034	46,804	28,724
Queen Anne's	15	1	0	0	1,987	196	0	0	7,840	310	0	0
Somerset	9	6	6	4	2,417	2,132	2,132	1,705	2,921	2,409	2,409	1,812
St. Mary's	28	2	1	0	5,819	827	495	0	18,190	1,174	635	0
Talbot	9	1	0	0	2,098	679	0	0	4,646	1,040	0	0
Washington	47	10	3	1	10,081	3,514	606	119	22,254	5,268	759	119
Wicomico	25	12	8	6	8,956	4,814	3,333	2,396	14,970	6,335	4,050	2,747
Worcester	13	3	0	0	2,816	549	0	0	6,695	821	0	0
Grand Total	1,414	475	319	219	387,268	190,742	134,096	92,773	896,387	244,121	156,787	101,468

Element 4c: Revise funding formula weight for special education students.

Baseline: Actual State and local expenditures in fiscal 2015 equaled \$1.567 billion, or \$14,982 per special education student. Of this amount, the State provided \$272 million, or 17.3% of the total.

Assumptions:

A temporary per pupil weight is calculated as a placeholder measure in anticipation of the special education study required by HB1415 of 2018.

Actual State and local expenditures equates to a weight of 2.18 based on the current law per pupil foundation amount. Current law weight is 0.74.

After completion of the study required by HB 1415, a new weight will be calculated and incorporated into the funding formulas. It is anticipated this new weight would first be implemented by fiscal 2023. However, for costing out purposes only, no assumption of a new weight is incorporated. Instead, the assumptions below are continued through fiscal 2030.

The APA recommended base of \$10,880 was inflated to \$11,490 in fiscal 2020 dollars using the actual inflationary amounts that were applied to the existing funding formula. This amount was held steady beyond fiscal 2020.

The workgroup 4 weight results in each student being funded at \$27,346 in fiscal 2020.

Current law base is \$7,244 in fiscal 2020. Current law weight results in each student being funded at \$12,605 in fiscal 2020.

Per pupil cost is an additional \$14,741 in fiscal 2020 dollars and then held steady.

Enrollment of special education students is projected to be 108,407 for fiscal 2020 and increase to 112,242 for fiscal 2030.

Full funding of this placeholder amount is phased-in over three years.

Cost:

Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
\$527,353,207	\$1.063 billion	\$1.643 billion	\$1.655 billion

Caveats:

Staff believes that the funding from other sources (i.e., the foundation amount and compensatory education amount) are being used for special education expenditures. Therefore, there is likely (and potentially significant) double counting leading to an

overstated weight. Staff continue to determine a methodology to account for this double counting.

Federal education law (IDEA) has two provisions that prevent a decrease in the amount of funding that a state provides for and an LEA spends on special education from year to year: a maintenance of fiscal support and maintenance of effort requirement. Maintenance of fiscal support pertains to the funds the state provides for special education. If a state fails to satisfy this requirement and did not receive a waiver, then federal IDEA funding is reduced. Maintenance of effort pertains to how much each LEA spends on special education. If an LEA fails to satisfy this requirement or meet an allowable exception, then federal IDEA funding will have to be repaid to the federal government.

Element 4d: Revise funding formula weight for English learner students.

Baseline: Additional funding is provided based on the number of English learners. The current weight is for both language acquisition and pupil supports.

APA identified resources: The following table shows the additional resources identified by APA under the evidence based and professional judgement study panels. These are resources in addition to the resources identified in the recommended base per pupil amount of \$10,880 (fiscal 2015 dollars).

	Elementary School of 450 students 7% ELL (32 students)	Middle School of 720 students 7% ELL (50 students)	High School of 1,200 students 7% ELL (84 students)
Personnel (FTE)			
Instructional Staff			
Teachers	1.3	2.0	3.4
Instructional Facilitator (Coach)	0.3	0.4	0.7
Other Costs (per student amounts)			
Supplies, Materials and Equipment	\$100	\$100	\$100
District-level Support (Center Program, Contracted Translation Services)	\$100	\$100	\$100

Assumptions:

The APA recommended base of \$10,880 was inflated to \$11,490 in fiscal 2020 dollars using the actual inflationary amounts that were applied to the existing funding formula. This amount was held steady beyond fiscal 2020.

The APA recommended English learner weight plus the family liaison identified by Work Group 4 results in each student being funded at \$16,890 in fiscal 2020.

The family liaison weight assumes one staff in each school.

Current law base is \$7,244 in fiscal 2020. Current law weight results in each student being funded at \$14,415 in fiscal 2020.

Per pupil cost is an additional \$2,474 in fiscal 2020 dollars and then held steady.

Enrollment of English learner students is projected to be 85,280 for fiscal 2020 and increase to 162,551 for fiscal 2030.

Full cost is phased-in over three years.

Cost:

Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
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\$69,633,831	\$149,046,447	\$291,917,538	\$402,206,239
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Staff recommendation: Workgroup 4 stated, “The workgroup is concerned that changes at the federal level relating to immigration status of documented and undocumented students will result in an undercounting of students for compensatory education purposes. It may be necessary to adjust the EL weight to ensure that students who would otherwise qualify for compensatory education would receive the resources they need to be successful. It will be important to establish methods to identify low income immigrant students.”.

Therefore, staff is recommending that the pupil supports identified for compensatory education students be incorporated in the weight for EL students. This would mean that simply qualifying as an English learner would ensure that the students receive *both* language acquisition and the supports provided for FRPM students.

Assumptions:

The APA recommended base of \$10,880 was inflated to \$11,490 in fiscal 2020 dollars using the actual inflationary amounts that were applied to the existing funding formula. This amount was held steady beyond fiscal 2020.

The APA recommended English learner weight for language acquisition only plus the pupil supports that compensatory education students receive results in each student being funded at \$18,039 in fiscal 2020.

The pupil supports provide resources for a family liaison function.

Current law base is \$7,244 in fiscal 2020. Current law weight results in each student being funded at \$14,416 in fiscal 2020.

Per pupil cost is an additional \$3,623 in fiscal 2020 dollars and then held steady.

Enrollment of English learner students is projected to be 85,280 for fiscal 2020 and increase to 162,551 for fiscal 2030.

Full cost is phased–in over three years.

Cost:

Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
\$101,969,000	\$218,257,662	\$427,472,379	\$588,974,747

If this alternative is used, then a concomitant adjustment would be made for the compensatory education formula. Specifically, the enrollment count used to calculate the compensatory education formula would only include those students who are not also EL students. About 76% of EL students are also compensatory education students.