

# **Policy Area 4**

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**More Resources to Ensure Success for All Students**

**Updated Cost Estimates**

**December 18<sup>9</sup>, 2018**

**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)
<b>Personnel (FTE)</b>			
<b>Instructional Staff</b>			
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
<b>Pupil Support Staff</b>			
Counselor, Social Worker, PPW, Behavior Specialist, etc.	2.0	3.0	5.0
<b>Administrative Staff</b>			
Dean		1.0	1.0
<b>Other Staff</b>			
School Based Site/Service Coordinator	1.0		
<b>Other Costs (per student amounts)</b>			
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. Chapter 361 of 2018 established the Learning in Extended Academic Programs (LEAP) grant which provides a total of \$4.5 million in grants to schools within certain poverty levels (at least 80% FRPM) to provide after school, weekend, or summer programs to students at risk of falling behind on academic requirements.

**Assumptions:**

Schools with 55% concentration of poverty will receive 0% 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 55% FRPM students will 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 (for schools above 55%).

There are 557 schools with at least 55% FRPM students. For costing out purposes only, assume this remains steady.

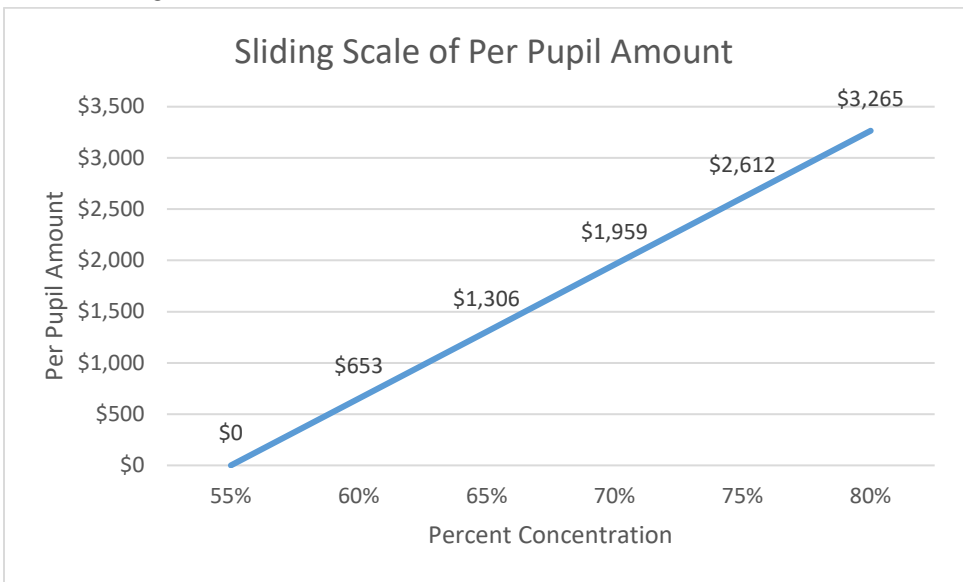
Of the 557 schools, 375 are elementary schools or combined elementary/middle schools. Although the compensatory education weight already provides resources for 1 school-based coordinator at elementary schools, this estimate provides a community school coordinator at every school.

Community school coordinator priced at social worker salary with benefits – \$106,968 in fiscal 2020. These positions are phased in over two years beginning with 219 schools with 80% or more concentration.

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 0% of the amount for schools with at least 55% 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.



Note: Sliding scale amounts as shown from 60% to 80% are identical to the sliding scale amounts of the original proposal of tipping point at 60%.

Below reflects the total amount of funds a school with 450 students would generate at the given poverty concentrations as well as the total amount on a per pupil basis.

	Concentration of Poverty	
	Total Concentration	Total Concentration Per Pupil
50% FRPM	\$0	\$0
55% FRPM	\$248,833	\$553
60% FRPM	\$425,224	\$945
70% FRPM	\$866,012	\$1,924
80% FRPM	\$1,424,341	\$3,165
90% FRPM	\$1,571,280	\$3,492
95% FRPM	\$1,644,749	\$3,655

Note: At 55% FRPM a community coordinator and a physician's assistant are provided, but 0% of the per pupil amount is provided.

**Cost:**

	Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
Coordinator	\$23,425,992	\$59,581,176	\$59,581,176	\$59,581,176
Practitioner	\$31,068,435	\$79,018,805	\$79,018,805	\$79,018,805
Per pupil	\$0	\$0	\$483,353,593	\$483,353,593

**Schools With At Least 55%, 70%, and 80% of Students Qualifying for FRPM  
2016-2017 School Year**

<b>County</b>	<b>Total Schools</b>	<b>Sum of Schools &gt;=55%</b>	<b>Sum of Schools &gt;=70%</b>	<b>Sum of Schools &gt;=80%</b>	<b>Total FRPM Students</b>	<b>Sum of FRPM Students &gt;=55%</b>	<b>Sum of FRPM Students &gt;=70%</b>	<b>Sum of FRPM Students &gt;=80%</b>	<b>Total Students</b>	<b>Sum of All Students at &gt;=55% Schools</b>	<b>Sum of All Students at &gt;=70% Schools</b>	<b>Sum of All Students at &gt;=80% Schools</b>
Allegany	24	14	5	2	4,780	2,732	1,090	279	8,630	4,150	1,433	305
Anne Arundel	119	22	11	2	25,836	6,993	3,657	968	82,832	10,219	4,658	1,092
Baltimore City	177	161	145	130	67,023	63,404	58,110	51,145	80,920	71,348	62,867	53,643
Baltimore County	166	75	17	4	49,941	27,232	7,297	1,809	114,055	41,613	9,612	2,178
Calvert	23	0	0	0	3,159	0	0	0	16,009	0	0	0
Caroline	11	5	3	2	3,202	1,328	540	176	5,963	1,878	659	183
Carroll	41	3	0	0	4,923	566	0	0	25,313	939	0	0
Cecil	31	8	4	2	6,792	2,105	1,134	351	15,421	3,016	1,446	437
Charles	38	7	1	0	9,776	2,407	308	0	27,242	3,823	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	7	3	2	10,901	2,260	1,341	901	42,206	3,181	1,569	974
Garrett	14	5	2	2	1,881	428	117	117	3,963	634	120	120
Harford	55	13	6	3	11,542	5,118	2,442	953	37,875	7,527	3,199	1,145
Howard	75	6	0	0	12,553	1,668	0	0	56,500	2,786	0	0
Kent	5	2	0	0	1,070	387	0	0	2,001	612	0	0
Montgomery	208	51	21	8	55,202	22,385	10,917	4,817	162,095	32,410	13,839	5,701
Prince George's	203	123	77	45	81,055	58,439	38,391	24,851	133,053	77,971	46,804	28,724
Queen Anne's	15	1	0	0	1,987	196	0	0	7,840	310	0	0
Somerset	9	8	6	4	2,417	2,411	2,132	1,705	2,921	2,910	2,409	1,812
St. Mary's	28	5	1	0	5,819	1,586	495	0	18,190	2,503	635	0
Talbot	9	1	0	0	2,098	679	0	0	4,646	1,040	0	0
Washington	47	13	3	1	10,081	4,493	606	119	22,254	6,977	759	119
Wicomico	25	15	8	6	8,956	6,276	3,333	2,396	14,970	8,894	4,050	2,747
Worcester	13	4	0	0	2,816	751	0	0	6,695	1,164	0	0
<b>Grand Total</b>	<b>1,414</b>	<b>557</b>	<b>319</b>	<b>219</b>	<b>387,268</b>	<b>216,695</b>	<b>134,096</b>	<b>92,773</b>	<b>896,387</b>	<b>289,177</b>	<b>156,787</b>	<b>101,468</b>

**Element 4b:** Train school staff in all schools to recognize mental health issues as well as other issues related to trauma and coordinate access to needed mental health and other services for students, as part of effort to increase school safety.

**Baseline:** SB 1265 of 2018 requires each LEA to appoint a mental health services coordinator to ensure students are properly referred, maximize external funding, and develop plans to deliver services to students. Most LEAs have assigned those duties to existing staff instead of hiring additional staff, leaving little or no capacity to expand behavioral health services to the extent envisioned by the commission.

**Assumptions:**

2 staff at MSDE to coordinate with school behavioral health coordinator and staff in LEAs. One would be support staff.

Each LEA must hire a full-time behavioral health coordinator; the average salary for individuals hired as behavioral health coordinators is assumed to be \$95,000 (plus benefits). ~~SB1265 required each LEA to have at least one licensed behavioral health coordinator. Because this is current law existing resources would be used.~~

Assumed \$25,000 per LEA to train school staff to recognize student behavioral health issues. Assumed \$100,000 for LEAs to implement any coordination with the MSDE health coordinator.

Existing resources are sufficient for screening students to identify behavioral health needs.

Providing access to behavioral health programming and services assumes increasing the ratio of guidance counselors, psychologists, social workers etc. to industry recognized ratios: 500–700 students per psychologist, 400 students per social worker, and 250 students per guidance counselor. (Note: social workers are currently staffed at better ratios than industry standard). Because these ratios are already accounted for in the APA recommended base per pupil amount and the compensatory education weight, this item has no additional cost.

The addition of full-time behavioral health coordinators, combined with ~~E~~existing resources, are sufficient for schools to develop partnerships with community resources and experts.

Increase State funding of school based health centers to \$9 million beginning in fiscal 2021.

- In the late 1990's the State committed to providing \$6 million to expand SBHC.
- \$2.5 million in State funds, along with other funding sources, supports 83 SBHCs in FY19.
- Adjusted for inflation the original State commitment equates to \$9 million.
- This additional \$6.5 million would support up to 216 additional SBHCs in combination with other funding sources that exist currently.

	<b>Year 0 (FY 2020)</b>	<b>Year 1 (FY 2021)</b>	<b>Year 5 (FY 2025)</b>	<b>Year 10 (FY 2030)</b>
MSDE staff to coordinate	\$150,000	\$150,000	\$150,000	\$150,000
Licensed health coordinator in each LEA	<del>NA</del> <a href="#">\$2,818,632</a>	<del>NA</del> <a href="#">\$2,818,632</a>	<del>NA</del> <a href="#">\$2,818,632</a>	<del>NA</del> <a href="#">\$2,818,632</a>
Trained staff in each LEA	\$700,000	\$700,000	\$700,000	\$700,000
Screening students	NA	NA	NA	NA
Industry recognized ratios	NA	NA	NA	NA
School based health centers	\$6,500,000	\$6,500,000	\$6,500,000	\$6,500,000

**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.

Based on analysis of actual State and local expenditures, and accounting for the contribution of the base, a weight of 1.88 based on the current law per pupil foundation amount is recommended. Current law weight is 0.74. APA recommended the equivalent of a 1.40 weight.

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.

Given that this was costed out using actual expenditures, the difference between current law and proposed is as follows:

- the current law weight was multiplied by the current law base in fiscal 2020 dollars
- the proposed placeholder weight was multiplied by the current law base in fiscal 2020 dollars.

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 two years.

**Cost:**

<b>Year 0 (FY 2020)</b>	<b>Year 1 (FY 2021)</b>	<b>Year 5 (FY 2025)</b>	<b>Year 10 (FY 2030)</b>
\$447,626,360	\$902,239,203	\$920,423,882	\$926,923,129
373,179,028	<del>3763,</del> 579,284	163	1.169

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)
<b>Personnel (FTE)</b>			
<b>Instructional Staff</b>			
Teachers	1.3	2.0	3.4
Instructional Facilitator (Coach)	0.3	0.4	0.7
<b>Other Costs (per student amounts)</b>			
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:**~~

<del>Year 0 (FY 2020)</del>	<del>Year 1 (FY 2021)</del>	<del>Year 5 (FY 2025)</del>	<del>Year 10 (FY 2030)</del>
<del>\$69,633,831</del>	<del>\$149,046,447</del>	<del>\$291,917,538</del>	<del>\$402,206,239</del>

**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 \$18,614 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 \$4,198 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)
\$ <del>118,136,585</del> <u>357,989,650</u>	\$ <del>252,863,269</del> <u>383,126,166</u>	\$495,249,800	\$682,359,001

~~If this alternative is used, then~~This results in 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 (unduplicated). About 76% of EL students are also compensatory education

students. It should be noted that APA recommended using an unduplicated count of FRPM and EL students.

**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)
<b>Personnel (FTE)</b>			
<b>Instructional Staff</b>			
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
<b>Pupil Support Staff</b>			
Counselor, Social Worker, PPW, Behavior Specialist, etc.	2.0	3.0	5.0
<b>Administrative Staff</b>			
Dean		1.0	1.0
<b>Other Staff</b>			
School Based Site/Service Coordinator	1.0		
<b>Other Costs (per student amounts)</b>			
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

**Baseline:** Additional funding is provided based on the number of free and reduced price meal students.

**Assumptions:**

~~Two scenarios were costed out:~~

- ~~• scenario A assumes that the staff alternative proposed under the English learner section, element 4d, is NOT adopted~~
- ~~• scenario B assumes that the staff alternative IS adopted. Therefore an unduplicated count of FRPM students is used.~~

~~Scenario A assumptions:~~

~~Current law: Total funding generated by all FRPM students was calculated under current law resulting in a total of \$5.4 billion in fiscal 2020. This includes the foundation amount.~~

~~Scenario A proposed: Total funding generated by applying the APA recommended base and the APA recommended compensatory education weight to all FRPM students results in a total of \$5.8 billion in fiscal 2020. This includes the foundation amount.~~

~~Taking the difference between scenario A proposed and current law results in an additional funding of \$467 million in fiscal 2020.~~

~~Scenario B assumptions:~~

Current law: Total funding generated by all FRPM students was calculated under current law resulting in a total of \$5.4 billion in fiscal 2020. This includes the foundation amount.

Scenario B proposed: Total funding generated by applying the APA recommended base to all FRPM students and the APA recommended compensatory education weight to an unduplicated count of FRPM students who are not also EL student results in a total of \$5.6 billion in fiscal 2020. This includes the foundation amount.

Taking the difference between scenario B proposed and current law results in additional funding of \$208 million in fiscal 2020.

Full cost ~~for both scenarios~~ is phased-in over three years.

	Year 0 (FY 2020)	Year 1 (FY 2021)	Year 5 (FY 2025)	Year 10 (FY 2030)
<del>Scenario A</del>	<del>\$154,109,407</del>	<del>\$310,026,508</del>	<del>\$471,833,438</del>	<del>\$474,242,372</del>
Scenario B	\$68,605,863	\$124,239,082	\$113,386,029	(\$19,627,171)