

Essential Programs & Services Funding Model: A Status Report

A Presentation by

**The State Board of Education
with assistance from
the Department of Education**

December, 2002

Goal

The goal of the Essential Programs and Services Model is to insure that all schools have the programs and services that are essential if all students are to have equitable educational opportunities to achieve Maine's *Learning Results*.

All Students Achieving the Maine Learning Results

means

“Achieving common ends through uncommon means”

- ❖ Adequate resources based on each child’s unique needs.
- ❖ Distribution and use of resources is best determined at the local school district level.

The Promise of Essential Programs & Services

Of three approaches used to fund education in Maine, only one is explicitly designed to achieve the Learning Results:

- ✘ Expenditure-based funding (*based on what had been spent in past years*)
- ✘ Revenue-based funding (*based on available revenues*)
- ✘ Adequate funding (*Based on the funds needed for all children to achieve the Learning Results.*)

An Equitable School Funding Formula Provides Answers to Four Key Questions

How much should it cost to educate our children?
(Addressed in EPS Model)

How much of the total costs should the state pay?
(Addressed in EPS Legislation)

How much of the costs of educating each child is the
specific responsibility of the community verses the
responsibility of the state? (Not addressed in EPS)

How should the state and local communities each
pay for their share of the costs of education? (Not
addressed in EPS)

What is Required To Achieve Adequate Funding in every school?

The amount of money in support of each child must be sufficient, based on each child's unique needs. It must be enough for salaries, instructional materials & supplies, operation & maintenance of facilities, etc.).

The additional costs of special needs students (Special Education, LEP - Limited English Proficiency, Disadvantaged Youth, etc.) must also be recognized.

What Instructional Areas Are Included in Essential Programs & Services?

All programs and courses that Maine schools offer to all students so that they may meet Maine's *Learning Results* standards:

- Career Preparation
- English Language Arts
- Health & Physical Education
- Mathematics
- Modern and Classical Languages
- Science and Technology
- Social Studies
- Visual and Performing Arts

What Resources & Services Are Included in Essential Programs & Services?

A. School Personnel

1. Regular classroom and special subject teachers
2. Education technicians
3. Counseling/guidance staff
4. Library staff
5. Health staff
6. Administrative staff
7. Support/clerical staff
8. Substitute teachers

B. Supplies and Equipment

C. Resources for Specialized Student Populations

1. Special needs pupils
2. Limited English Proficiency (LEP) pupils
3. Disadvantaged pupils
4. Primary (K-2) grade pupils

D. Specialized Services

1. Professional development
2. Instructional leadership support
3. Student assessment
4. Technology
5. Co-curricular and extra-curricular student learning

E. District Services

1. System administration
2. Maintenance of operations

F. School Level Adjustments

1. Vocational Education
2. Transportation
3. Small schools
4. Debt services

What are the Essential Programs and Services Costs?

A Works in Progress

Essential Programs & Services Guiding Personnel Ratios

| Personnel | Elementary Level | Middle Level | Secondary Level |
|---|---------------------|-----------------|--------------------|
| Classroom & Special Subject Teachers | 1-17 | 1-16 | 1-15 |
| Education Technicians | 1-100 | 1-100 | 1-250 |
| Guidance Staff | 1-350 | 1-350 | 1-250 |
| Library Staff: | | | |
| Librarian | 1-800 | 1-800 | 1-800 |
| Media Assistant | 1-500 | 1-500 | 1-500 |
| Health Staff | 1-800 | 1-800 | 1-800 |
| School Administrative Staff | 1-305 | 1-305 | 1-315 |
| Clerical Staff | 1-200 | 1-200 | 1-200 |

Sample Teacher Salary Index Matrix

Weights for Education Level and Years of Experience

| Education Level | | | | | |
|----------------------------|-----------|------------|-----------|---------------------|------------------|
| Years of Experience | BA | BA+ | MA | MA+30 /Cert. | Doctorate |
| <1 | 1.00 | 1.05 | 1.15 | 1.25 | 1.50 |
| 1-5 | 1.10 | 1.15 | 1.25 | 1.35 | 1.60 |
| 6-10 | 1.25 | 1.30 | 1.40 | 1.50 | 1.75 |
| 11-15 | 1.50 | 1.55 | 1.65 | 1.75 | 2.00 |
| 16+ | 1.80 | 1.85 | 1.95 | 2.05 | 2.30 |

A. School Personnel Costs

Year One: Based on most recent school district salary structures.

Following Years: Year One costs, plus inflation adjustment.

B. Supplies and Equipment Costs (2002-03)

Cost based on analysis of higher performing schools:

- \$324 for K-8 grades
- \$488 for 9-12 grades

C. Resources for Specialized Student Populations

Special needs pupils (new approach still under development)

Limited English Proficiency (LEP) Pupils

Three level weighted pupil count formula ranging from 1.30 to 1.60, depending on the total number of LEP pupils in a school district.

Economically Disadvantaged Pupils

A 1.15 weighted pupil count for each child in a school district eligible for free or reduced lunches.

Grade K-2 Pupils

A 1.10 weighted pupil count for each child in grades K-2 in a school district. (Targeted funds)

D. Specialized Services Costs (2002-03)

Professional development: \$55 per pupil (K-12)

Instructional leadership support: \$25 per pupil (K-12)

Student assessment: \$115 per pupil (K-12)
(Targeted funds)

Technology resources: \$175 per pupil (K-12)
(Targeted funds)

Co- & extra curricular: \$30 per pupil (K-8)
\$68 per pupil (9-12)

E. District Services (2002-03)

| | |
|----------------------------|------------------------|
| System Administration: | \$287 per pupil (K-8) |
| | \$292 per pupil (9-12) |
| Maintenance of Operations: | \$783 per pupil (K-8) |
| | \$977 per pupil (9-12) |

F. School Level Adjustments

Vocational Education: Current practice, until new funding approach is developed.

Transportation: Current practice, until new funding approach developed.

Small Schools: Under study.

Debt Service: Current practice.

How Should any Regional Education Cost Differences be Determined?

Method A: Calculation of regional education cost differences in housing costs in Maine's 35 labor market areas.

OR

Method B: Calculation of regional education cost differences based on differences in teacher salary costs in Maine's 35 labor market areas.

LD 2103, An Act Regarding Essential Programs and Services

Other provisions in LD2103:

EP&S funding must be phased-in beginning in FY 2003-04 and be fully implemented by FY 2007-08

Aggregate State must fund 50% of EP&S costs by FY 2007-08

Cushions must be used during the phase-in period and must be eliminated by FY 2007-08

Research covering “Best Practices” in schools shall be continued in an effort to use educational funding in an effective way.

Each school administrative unit shall make its own determination of how funds are to be used other than for targeted funds

The Democratic Imperative and School Finance Reform

Three democratic values are deeply rooted in our history and society. These three values are liberalism, republicanism, and egalitarianism. As Rebell (1998) states:

Education is the sector of American society in which the liberal, republican and egalitarian ideals have been most consistently and harmoniously expressed because schooling promises to provide all of the nation's children with an equal opportunity to gain the skills necessary to pursue individual advancement and the civic values required to participate actively in the democratic culture.

American society sometimes lives up to the ideals of its democratic creed, but at other times it does not. A gap between the real and the ideal is usually tolerated by the body politic. This tolerance is, however, fragile, and at times it results in the eruption of a "democratic imperative" fueled by a moral passion for reform.

In the case of education reform:

This democratic imperative proclaims that the nation cannot permanently abide a situation in which large numbers of children are denied an adequate education, and in which those with the greatest educational needs systematically receive the fewest educational resources.

Rebell, M.A. (1998). Fiscal equity litigation and the democratic imperative. Journal of Education Finance. Vol., 24 (1). Summer 1998, pp.23-50.

**Update of Maine's
Essential Programs & Services Funding
Model
An "Adequacy" Based Plan**

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February 2004

Goal

The goal of Maine's Essential Programs and Services Model is to insure that all schools have the programs and services that are essential if all students are to have equitable educational opportunities to achieve Maine's *Learning Results*.

Brief History

- 1996:** Legislature passed the Maine Learning Results.
- 1997:** Legislature requested Maine State Board of Education to develop a new funding model for the Learning Results.
- 1999:** Essential Programs and Services Task Force issued a report.
- 2000:** Legislature endorsed *EPS Concept* and requested additional work.
- 2002:** Legislature endorsed *Components* of EPS Model and requested the development of Transition Plan.
- 2003:** EPS Legislation passed by the Legislature and signed into law by Governor Baldacci.
- 2005:** Implementation of EPS begins with Fiscal Year 2005-06.

EPS Phase In Targets

Fiscal year 2005-06 = 84%.

Fiscal year 2006-07 = 88%.

Fiscal year 2007-08 = 92%.

Fiscal year 2008-09 = 96%.

Fiscal year 2009-10 = 100%.

EPS State Share Targets

Fiscal year 2005-06 = 49%.

Fiscal year 2006-07 = 49.25%.

Fiscal year 2007-08 = 49.5%.

Fiscal year 2008-09 = 49.75%.

Fiscal year 2009-10 = 50%.

What Types of Resources & Services are Included in Maine's Essential Programs & Services?

A. School Personnel

1. Regular classroom and special subject teachers
2. Education technicians
3. Counseling/guidance staff
4. Library staff
5. Health staff
6. Administrative staff
7. Support/clerical staff
8. Substitute teachers

B. Supplies and Equipment

C. Resources for Specialized Student Populations

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D. Specialized Services

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2. Transportation
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A. School personnel salary index matrices

Teacher Salary Matrix

| Experience Category (Years in Education) | Education Category | | | | |
|---|--------------------|-----------------|----------------|-----------------|-----------|
| | BA only | BA+15 or +30 | MA or MA+15 | MA+30 or CAS | Doctorate |
| 0 | 1.00 | 1.04 | 1.16 | 1.23 | 1.31 |
| 1-5 | 1.09 | 1.13 | 1.25 | 1.32 | 1.40 |
| 6-10 | 1.26 | 1.29 | 1.41 | 1.49 | 1.57 |
| 11-15 | 1.48 | 1.51 | 1.63 | 1.71 | 1.78 |
| 16-20 | 1.65 | 1.69 | 1.81 | 1.88 | 1.96 |
| 21-25 | 1.75 | 1.78 | 1.90 | 1.98 | 2.06 |
| 26-30 | 1.80 | 1.84 | 1.96 | 2.03 | 2.11 |
| 31+ | 1.81 | 1.85 | 1.97 | 2.04 | 2.12 |

A. School personnel salary index matrices

Guidance counselors, librarians, and school nurses

- Preliminary analysis indicates new teacher salary index matrix appropriate. Analysis will be repeated for second year before matrices finalized.

A. School personnel salary index matrices

Education Technicians

| Experience Category (Years in Education) | Education Category | | |
|---|--------------------|---------|----------|
| | Tech I | Tech II | Tech III |
| 0 | 0.82 | 1.00 | 1.09 |
| 1-5 | 0.88 | 1.06 | 1.15 |
| 6-10 | 0.97 | 1.15 | 1.24 |
| 11-15 | 1.00 | 1.18 | 1.27 |
| 16+ | 1.03 | 1.21 | 1.30 |

A. School personnel salary index matrices

Administrative staff and clerical staff

- Still under development

D. Specialized Services Costs (2003-04)

| | |
|---|---|
| Professional development: | \$50 per pupil (K-12) |
| Instructional leadership support: | \$20 per pupil (K-12) |
| Student assessment: (Targeted funds) | \$115 per pupil (K-12) |
| Technology resources: (Targeted funds) | \$175 per pupil (K-12) |
| Co- & extra curricular: | \$31 per pupil (K-8) \$70 per pupil (9-12) |

Will be updated in 2004.

E. District Services (2003-04)

| | |
|----------------------------|------------------------|
| System Administration: | \$308 per pupil (K-8) |
| | \$293 per pupil (9-12) |
| Maintenance of Operations: | \$829 per pupil (K-8) |
| | \$920 per pupil (9-12) |

Further analysis underway for developing more district unique calculations.

F. School Level Adjustments

Special Education: Current practice, until new funding approach is developed.

Vocational Education: Current practice, until new funding approach is developed.

Small Schools: Funding adjustment under development.

Debt Service: Current practice.

Transportation

New funding approach approved by the State Board of Education.

Beginning 2005-06 transportation costs will be included in the EPS model.

In 2005-06, transportation costs will be an amount equal to each school administrative units adjusted predicted costs (+10%) or adjusted expenditures (+10%), whichever is lower.

In no case will EPS transportation costs per pupil be less than 75% of the allocation for the previous year for fiscal years 2005-06 and 2006-07.

An appeals process will be used to determine exceptions to the adjusted rate.

Calculating Per Pupil Rates for Units that Tuition their Students

Funding approach approved by the State Board of Education.

For state allocation purposes, for the first two years of the implementation of the EPS funding formula, unique per pupil EPS school unit rates for sending school units will be calculated on the basis of where students are attending school.

For sending school units, the per pupil EPS rate will be a weighted average of attending school units per pupil EPS guarantees.

Beginning in the third year of implementation of the EPS funding formula, individual per pupil EPS rates will be calculated and used in the state allocation of general purpose aid.

All existing laws and regulations regarding tuition changes will remain in effect.

Additional Analysis

Analysis underway of Title I teachers and Title I education technicians.

Step One: Analysis of statewide data

- Title I teachers make up 3.6% of total K-8 teachers.
- Title I education technicians make up 25.4% of total K-8 education technicians.

Step Two: District-by-District analysis underway.

For More Information

For a complete copy of the 1999 EPS Report and updates, please log on to:

<http://www.usm.maine.edu/cepare/fiscal.htm>

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