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November 30, 2016

City of Providence, Rhode Island

VIA ELECTRONIC MAIL

Rhode Island Board Of Education
Council on Elementary and Secondary Education
c/o Angela Teixeira, Assistant to Commissioner
Angela.Teixeira@ride.ri.gov

Dear Members of the Council of Elementary and Secondary Education:

As you consider the application of the Achievement First mayoral academy to expand its program from 912 to 3,112 students, I offer for your consideration a Report that describes and expands upon the fiscal impact analysis Councilman Principe and I presented two weeks ago.

The Report is a lengthy document, and a significant request upon your time and attention. For that reason, let me explain briefly why I wrote it, and why I believe it will be worth your effort.

I have many personal ties to the Providence Public Schools. I received a quality academic and social education from Classical High School while growing up in Providence, and my children received a quality Providence public education as well, the youngest graduating in 2015. I served on the Providence School Board during the introduction of standards-based reform in 2000-02, and I served on the Providence City Council through the "fiscal hurricane" of 2011, the response to which involved the closing of four schools. My constituents include families whose children are in the Providence Public Schools today, who have asked me whether the Achievement First application endangers their children's education, and who do not know if they can stay in Providence if their children are unable to continue receiving a quality public education there.

I worry this application may threaten the continued viability of the Providence Public Schools, and ultimately the City of Providence's future as a strong, vibrant and attractive place for families to live and send their children to public school. For these reasons, let me thank you in advance for taking the time to work through these materials, which I hope will provide the basis for further thought and discussion.

Sincerely,

Enclosure

Report on Fiscal Impacts to Providence Public Schools

From Proposed Achievement First Expansion

Samuel D. Zurier
Member, Providence City Council
November 30, 2016

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Executive Summary

Over the past year, Providence Public Schools students enjoyed encouraging gains in academic achievement, but there is a long way to go. The State has been a supportive partner in this effort, while also supporting charter schools to provide alternatives for Providence children. Although the “money follows the child” feature of the State’s funding formula was designed to provide resources to charter schools out of savings accrued by the sending district, in practice such a transition disproportionately burdens the host community. For this reason, the General Assembly directed the Council on Elementary and Secondary Education (“the Council”) to “place substantial weight” on the fiscal impact of any proposal on the sending district and the students it educates when reviewing such an application.

The proposed expansion of the Achievement First from 912 to 3,112 students will, if approved, produce a net loss of more than \$170 million from the Providence Public Schools over the next ten years, and more than \$28 million each following year. This could trigger what Moody’s calls a “downward spiral” in which funding cuts weaken the public schools, causing “more students to leave which then results in additional losses.” While everyone here has the best of intentions, the sad truth is that if someone wanted to break the Providence Public Schools, it would be hard to devise a more effective plan than the application now before the Council.

At a recent Council meeting, the Commissioner suggested the State has provided other funding streams to the Providence Public Schools that will offset possible losses from the expansion of Achievement First. While those recent changes are a welcome first step in addressing longstanding issues, a close review demonstrates they are currently far from adequate. Also, the Providence Public Schools face other funding challenges, and the City’s ability to replace lost State funds with increased local funds is quite limited.

In response to the State law’s requirement, the Rhode Island Department of Education (RIDE) is developing a financial impact analysis which it has chosen to withhold until after the close of public comment and just before the Council’s vote. The decision to “sandbag” the Council and the stakeholders within the Providence Public Schools with a “mystery model” is, at a minimum, inconsistent with the spirit of the State law. It also causes severe and unnecessary damage to any sense of comity and collaboration among Achievement First, RIDE, the Council on Elementary and Secondary Education, the Providence Public Schools and the City of Providence, which will ultimately harm the students we all should be working together to serve.

For these reasons, this Report respectfully asks the Council to take a thoughtful pause before moving forward on the Achievement First application. As part of that pause, the Council can allow the community the opportunity to review and comment upon RIDE’s fiscal impact study, and facilitate a dialogue that can increase the opportunities for education at Achievement First in a way that is more compatible with the needs of the more than 20,000 children who will attend the Providence Public Schools with or without an expanded Achievement First.

The Report that follows addresses these topics in greater detail. In Part 1, the Report presents and explains the Providence Internal Auditor’s analysis of the fiscal impact of the proposed expansion, as well as possible adjustments to that analysis. In Part 2, the Report discusses additional fiscal stresses on the Providence Public Schools, as well alternative revenue sources to mitigate the fiscal impact of the proposed expansion. Part 3 discusses the issues of comity and collaboration, reviewing the harm of the current course and proposing alternatives for moving forward. The Report includes an appendix of exhibits (AF 1– 31) to provide backup materials for its analysis.

Part One: The Fiscal Impact of Achievement First's Proposed Expansion

A. The Internal Auditor's Model (Pages AF1 –AF4)

Working with the Providence School Department, the City Council's Internal Auditor prepared a projection of the net fiscal impact of the proposed expansion of Achievement First. The analysis assumes the District's current projections of a stable school-age population, which means that the Providence students who would attend an expanded Achievement First would come from across the City and produce corresponding enrollment declines scattered among the district's multiple neighborhood schools. In this scenario, the district will achieve financial savings by reducing the size of the faculty, but there will be lags, as some classes will grow smaller before the reductions are sufficient to be able to lay off a teacher at any given school.

The first table (AF-3) models the enrollment growth of the seven Achievement First schools, beginning with the two elementary schools approved in 2012, followed by two new middle schools, a third elementary and middle school, and a high school. The columns model enrollment growth by year, beginning with next year, but excluding the previously-approved growth of the first two elementary schools. The model assumes that Providence students will comprise 87% of the school's growth in enrollment, matching current levels.

The second and third tables (AF-3) model the lost revenue per student from State formula aid (\$11,212 per student), Title I aid (currently \$1,045) and local funding (\$4,347). The next two tables (AF-3, in gray) model cost savings based on a reduction of teachers. In Providence, the standard regular education class size is 26, but as noted above, it will not be possible to lay off a teacher at a given school every time the district-wide enrollment reduces by 26. As a result, Scenario One allows for the reduction of one teacher for every decline of enrollment by 52 students City-wide, while Scenario Two allows for the reduction of one teacher for every decline

of 39 students City-wide. The bottom row of each chart (red type) measures the additional marginal cost (loss of revenues adjusted by savings) each year under each scenario. These costs are net of savings, and are in addition to the costs of previous years.

Page AF-4 contains two cumulative charts. Under Scenario One, the annual fiscal impact begins at \$1.2 million in 2017-18, and reaches a maximum of \$28.9 million in 2026-27, a level it maintains thereafter. Under Scenario Two, the first year net loss is \$1.17 million, and ultimately increases to \$28.0 million. For the approximately 20,000 remaining students in the Providence Public Schools, this amounts to between \$1,400 and \$1,450 per student. Over those first ten years, the cumulative fiscal impact is between \$173 million (Scenario One) and \$179 million (Scenario Two), and over the first twelve years the impacts are between \$257 million and \$265.7 million. In the short run, these losses will drastically reduce the quality of education in the Providence Public Schools. Moody's Investor Service, when reviewing the recently rejected Massachusetts charter school expansion referendum, described the long-term impact this way:

Charter schools tend to proliferate in urban areas where school districts already reflect a degree of underlying economic and fiscal stress that can detract from a city's ability to deliver competitive services and can prompt students to move to charter schools; this growing competition can sometime create a "downward spiral." A city that begins to lose students to a charter school can be forced to weaken educational programs because funding is tighter, which then begins to encourage more students to leave which then results in additional losses. (See AF 30-31.)

B. Refinements and Adjustments

There are ways to refine the model. For example, there may be possible savings from reduced transportation costs, which would require a minor adjustment. Greater savings are conceivable over time if the Providence Public Schools closed schools, but the district's experience in 2011 demonstrates how this can be a painful and disruptive process, producing dislocations that harm the education of children for a year or more.

On the other hand, there are limits to the district's ability to recoup savings from the decline in enrollment. Mayoral academies historically have not attracted enrollment from the same proportion of special education students served by the district. For example, children in out-of-district special education placements, each of which can run into the tens of thousands of dollars, do not apply to charter schools. There also is fixed overhead in form of the central office and legacy retiree medical benefits. It is possible that RIDE's analysis will suggest greater opportunities for saving. With that said, RIDE's consultant has not worked with the School Department in developing an estimate; therefore, it may be beneficial for the two parties to compare their models and find points of agreement and difference as part of the Council's continued review.

Part 2: Sources of Fiscal Relief and Additional Stress

A. Additional State Funding

While the State recently revised the funding formula to address some of the funding gaps in Providence, those changes only begin to address the underlying issues. This year, the State included a new categorical pool of \$2.24 million for English language learners (ELL's), of which Providence received \$1.54 million. *See* AF 5. According to a recent Kids Count study (*see* AF 7-9), Providence has 5,456 ELL students, which means that the State's grant is less than \$300 per ELL student. In contrast, according to a recent study by the Education Commission of the States (AF 10-16), the predominant national practice is to include a separate weight in the funding formula (similar to the State's "student success factor" for children in poverty), with an average weight of 0.2. *See* AF-15. Using the State funding formula's core instructional amount per student of \$8,979 and Providence's state share 0.88, a weight of 0.2 per ELL student would

produce a State allocation to Providence of at least \$1,580 per student, or \$8.62 million, over \$7 million more than it receives from the new categorical grant. *See* AF 17 (ELL funding comparison). Similarly, the State’s “charter school density” supplement of \$175 per child (which is scheduled to be phased out over the next two years) is a welcome first step, but clearly is only a start at addressing the \$14,000-plus per student impact the District faces.

B. The Potential of Increased Local Funding

The prospects for additional local funds are limited. It is true that Providence has not increased its local contribution of \$125 million in five years, and it will be soon be expected to provide cost of living increases (which currently would amount to roughly \$2.5 million – \$3 million per year). Increases beyond that amount, however, are not likely. To determine housing aid, the State’s Division of Municipal Finance calculates a State-wide equalized tax base because of the limited size of Providence’s tax base for school purposes, as measured by the Office for Municipal Affairs. *See* AF 18-20. Using that normalized tax base and recent local expenditure data from the Uniform Chart of Accounts (AF 21), it is possible to compute a mill rate (tax rate per \$1,000 property valuation) for municipally-funded school budgets. According to that data, Providence taxes its property owners at an average mill rate of \$20.57 to fund its share of the school budget, more than twice the average mill rate of \$9.82 for the rest of the State. *See* AF 22 (calculations).

C. Federal Funding

The federal government reduced Providence’s Title I funding this year by \$2.66 million, or 7.25%, and further reductions from the current allocation of \$33.8 million may be on the horizon if the new administration pursues previously announced policies to use Title I to fund vouchers. *See* AF 23 (Providence School Department federal funds budget).

D. Additional Charter Proposals

Also, the Council has pending before it four applications for new charters or expansions of existing charters (Charette, Wangari, Trinity Performing Arts and Cuffee) which cumulatively propose creating 614 new seats for Providence students.

Part Three: Due Process and Comity

A. The Harms of an Opaque and Imposed “Solution”

When Councilman Principe and I presented the Internal Auditor’s preliminary analysis to the Board of Education, the Commissioner stated he would not present RIDE’s analysis prior to the close of the public comment window. He also stated that RIDE’s analysis would “try to quantify the potential positive benefits of the existence of charter schools.” It is not clear whether State law permits the Council to impose this type of offset, and if it does what methodology this analysis will apply, but RIDE’s approach to these issues can only be improved from a transparent process of public comment. In contrast, RIDE’s hiding its “mystery model” until after the public comment window closes “sandbags” and “hides the ball” the City of Providence and the Providence Public Schools to the detriment of the children they serve. On this point, the Council must understand that the Mayor of Providence, the Providence City Council and the Providence School Board all have issued public statements of concern about the impact of the proposed expansion on the quality of education the remaining children in the Providence Public Schools will receive. *See* AF 24-29. If the Council chooses to endorse the expansion plan based upon a fiscal analysis that was hidden from these stakeholders prior to a decision, it will deprive the Council of a complete record of information on which to base its decision. Also, even if the Council has the naked legal authority to accomplish this (a conclusion

that a court may have to decide), such a course of action does not bode well for the maintenance of a productive working relationship among the Council, RIDE, Achievement First, and the educators and representatives of the remaining 20,000 students in the Providence Public Schools.

B. Opportunities For Collaborative Growth

While the funding formula imposes a burden on the host community for any expansion of Achievement First, there are ways to coordinate that expansion to minimize that burden and/or address unmet needs within the Providence Public Schools. For example, the District currently has a shortage of middle school seats; therefore, a decision by Achievement First to expand in these grades first can benefit Providence Public Schools students as well as those transferring to the new school. Achievement First could assist the Providence Public Schools by taking in some of the children who enter the public schools in the middle of the academic year. Also, there are greater opportunities for collaboration and coordination with services provided to ELL and special education students. There likely are many other ways to collaborate beyond those just mentioned if the parties work together towards a mutually acceptable solution, rather than one imposed by fiat.

Conclusion

For these reasons, I respectfully request that the Council on Elementary and Secondary Education postpone any decisions regarding the expansion of Achievement First until there is an opportunity for Providence officials to review and comment upon RIDE's fiscal analysis, and there is a meaningful dialogue among the stakeholders about what arrangement would best serve the future of all Providence students, whether or not they attend a charter school.

Thank you for your consideration

Appendix of Exhibits

Description	Page(s)
Internal Auditor's Cover Letter and Fiscal Impact Study.	AF 1-4
FY 2017 Enacted State Aid.	AF 5-6
RI Kids Count ELL Data.	AF 7-9
ELL Funding Survey.	AF 10-16
Providence ELL Funding Comparison.....	AF 17
General Assembly Housing Aid Calculations.	AF 18-20
2015 UCOA Local Expenditures.....	AF 21
2015 Mill Rate Comparison.....	AF 22
Providence Public Schools 2-Year Revenue Comparison.....	AF 23
November 18 Providence Journal article.....	AF 24-25
November 14 Providence School Board Resolution.	AF 26-27
November 3 Providence City Council Resolution.....	AF 28-29
Moody's Investor Service: "Maintaining Cap On Charter Schools Credit Positive For Massachusetts Urban Cities".....	AF 30-31

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Office of the Internal Auditor

November 21, 2016

Councilman Bryan Principe
Providence City Council
City of Providence
25 Dorrance Street
Providence, RI 02903

Councilman Samuel Zurier
Providence City Council
City of Providence
25 Dorrance Street
Providence, RI 02903

Dear Councilmen Principe and Zurier:

I am writing to clarify and correct an error that was present in the spreadsheet I provided to you last week concerning the lost revenue and additional cost to the District due to Achievement First's expansion plans. It was my goal to highlight the additional annual cost to the District associated with the expansion plans described in Achievement First's application to the Rhode Island Department of Education. While the annual increases were shown correctly, I incorrectly added a column that totaled the annual costs without accounting for the multiple, subsequent years for the period in review. Therefore, the spreadsheet provided showed to the total financial impact to the District for the period fiscal year 2018 through 2030 to be only approximately \$31 to \$32 million.

Attached please find an updated spreadsheet that reflects the projected lost state and federal revenue as well as additional costs to the District for each year from 2018 through 2030. These projections are made using the assumption that 87% of the Achievement First students will be from Providence. Please note that all revenues, tuition payments, and individual teacher costs are static throughout this time period.

In addition to the correction concerning the total cost, the enrollment increases at the Illuminar Mayoral Academy Elementary have been eliminated from the cost calculation because these increases are not a part of Achievement First's expansion plans.

Using an assumption that the District will avoid hiring one additional teacher for every 39 students (1.5x classroom maximum) attending Achievement First, the total lost revenue/additional cost to the District for the period fiscal years 2018 through 2030 is projected to be \$257 million.

Using an assumption that the District will avoid hiring one additional teacher for every 52 students (2x classroom maximum) attending Achievement First, the total lost revenue/additional cost to the District for the period fiscal years 2018 through 2030 is projected to be \$265.7 million.

I apologize for any confusion created by the information I provided to you last week. If you have any questions concerning the attached information, please let me know.

Sincerely,

A handwritten signature in black ink, appearing to read "Matthew M. Clarkin, Jr." with a stylized flourish at the end.

Matthew M. Clarkin, Jr.
Internal Auditor

Cc: City Council President Aponte
City Council Members
Nicholas Hemond, School Board President

Financial Impact of Expansion of Achievement First (revised)

		2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30
Enrollment:															
Providence Mayoral Academy Elementary	Elementary	456	456	456	456	456	456	456	456	456	456	456	456	456	456
Illuminar Mayoral Academy Elementary	Elementary	272	364	456	456	456	456	456	456	456	456	456	456	456	456
Providence Mayoral Academy Middle	Middle		92	184	276	368	368	368	368	368	368	368	368	368	368
AFRI Middle # 3	Middle			92	184	276	368	368	368	368	368	368	368	368	368
AFRI Elementary # 3	Elementary				180	272	364	456	456	456	456	456	456	456	456
Illuminar Mayoral Academy Middle	Middle			92	184	276	368	368	368	368	368	368	368	368	368
Providence Mayoral Academy HS	High School						53	160	320	480	587	640	640	640	640
Total Enrollment		728	912	1,188	1,644	2,012	2,341	2,632	2,792	2,952	3,059	3,112	3,112	3,112	3,112
Total Increase to Enrollment			92	184	456	368	329	291	160	160	107	53	0	0	0
Increase (# of Providence Students)	87.0%	633	80	160	397	320	286	253	139	139	93	46	0	0	0

District's Cost - Revenue Transfer/student															
State Aid			\$11,212	\$11,212	\$11,212	\$11,212	\$11,212	\$11,212	\$11,212	\$11,212	\$11,212	\$11,212	\$11,212	\$11,212	\$11,212
Title I Funding			\$1,045	\$1,045	\$1,045	\$1,045	\$1,045	\$1,045	\$1,045	\$1,045	\$1,045	\$1,045	\$1,045	\$1,045	\$1,045
City's Tuition Payment			\$4,347	\$4,347	\$4,347	\$4,347	\$4,347	\$4,347	\$4,347	\$4,347	\$4,347	\$4,347	\$4,347	\$4,347	\$4,347
Total Cost - Revenue Transfer/student		\$0	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604	\$16,604

Total Cost/Rev. Transfer (Increase # of Providence Students)		\$1,328,984	\$2,657,968	\$6,587,139	\$5,315,937	\$4,752,563	\$4,203,635	\$2,311,277	\$2,311,277	\$1,545,666	\$765,610	\$0	\$0	\$0	\$0
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Savings from Reduction to Teacher Positions

Scenario 1 (2x maximum/classroom)															
# of fewer teachers (1 position/ 52 students)		2	3	8	6	6	5	3	3	2	1	0	0	0	0
Cost /teacher ¹		\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773
Projected Savings (Scenario 1)		\$119,710	\$239,421	\$593,347	\$478,841	\$428,094	\$378,649	\$208,192	\$208,192	\$139,228	\$68,964	\$0	\$0	\$0	\$0
Net Cost (Increase # of Providence Students)		\$1,209,274	\$2,418,548	\$5,993,792	\$4,837,095	\$4,324,469	\$3,824,986	\$2,103,085	\$2,103,085	\$1,406,438	\$696,647	\$0	\$0	\$0	\$0

Scenario 2 (1.5 maximum/classroom)															
# of fewer teachers (1 position/ 39 students)		2	4	10	8	7	6	4	4	2	1	0	0	0	0
Cost /teacher ¹		\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773	\$77,773
Projected Savings (Scenario 2)		\$159,614	\$319,227	\$791,129	\$638,455	\$570,793	\$504,865	\$277,589	\$277,589	\$185,638	\$91,951	\$0	\$0	\$0	\$0
Net Cost (Increase # of Providence Students)		\$1,169,370	\$2,338,741	\$5,796,010	\$4,677,482	\$4,181,770	\$3,698,770	\$2,033,688	\$2,033,688	\$1,360,029	\$673,659	\$0	\$0	\$0	\$0

¹ Step 6 teacher, + 40% fringe benefits

Financial Impact of Expansion of Achievement First (revised)

Scenario 1: (2x maximum/classroom)														
School Year	Fiscal Year													
	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027	2027-2028	2028-2029	2029-2030	2018-2030
2018	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$1,209,274	\$15,720,562
2019		\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$2,418,548	\$29,022,576
2020			\$5,993,792	\$5,993,792	\$5,993,792	\$5,993,792	\$5,993,792	\$5,993,792	\$5,993,792	\$5,993,792	\$5,993,792	\$5,993,792	\$5,993,792	\$65,931,712
2021				\$4,837,095	\$4,837,095	\$4,837,095	\$4,837,095	\$4,837,095	\$4,837,095	\$4,837,095	\$4,837,095	\$4,837,095	\$4,837,095	\$48,370,950
2022					\$4,324,469	\$4,324,469	\$4,324,469	\$4,324,469	\$4,324,469	\$4,324,469	\$4,324,469	\$4,324,469	\$4,324,469	\$38,920,221
2023						\$3,824,986	\$3,824,986	\$3,824,986	\$3,824,986	\$3,824,986	\$3,824,986	\$3,824,986	\$3,824,986	\$30,599,888
2024							\$2,103,085	\$2,103,085	\$2,103,085	\$2,103,085	\$2,103,085	\$2,103,085	\$2,103,085	\$14,721,595
2025								\$2,103,085	\$2,103,085	\$2,103,085	\$2,103,085	\$2,103,085	\$2,103,085	\$12,618,510
2026									\$1,406,438	\$1,406,438	\$1,406,438	\$1,406,438	\$1,406,438	\$7,032,190
2027										\$696,647	\$696,647	\$696,647	\$696,647	\$2,786,588
	\$1,209,274	\$3,627,822	\$9,621,614	\$14,458,709	\$18,783,178	\$22,608,164	\$24,711,249	\$26,814,334	\$28,220,772	\$28,917,419	\$28,917,419	\$28,917,419	\$28,917,419	\$265,724,792

Scenario 2: (1.5x maximum/classroom)														
School Year	Fiscal Year													
	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027	2027-2028	2028-2029	2029-2030	2018-2030
2018	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$1,169,370	\$15,201,810
2019		\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$2,338,741	\$28,064,892
2020			\$5,796,010	\$5,796,010	\$5,796,010	\$5,796,010	\$5,796,010	\$5,796,010	\$5,796,010	\$5,796,010	\$5,796,010	\$5,796,010	\$5,796,010	\$63,756,110
2021				\$4,677,482	\$4,677,482	\$4,677,482	\$4,677,482	\$4,677,482	\$4,677,482	\$4,677,482	\$4,677,482	\$4,677,482	\$4,677,482	\$46,774,820
2022					\$4,181,770	\$4,181,770	\$4,181,770	\$4,181,770	\$4,181,770	\$4,181,770	\$4,181,770	\$4,181,770	\$4,181,770	\$37,635,930
2023						\$3,698,770	\$3,698,770	\$3,698,770	\$3,698,770	\$3,698,770	\$3,698,770	\$3,698,770	\$3,698,770	\$29,590,160
2024							\$2,033,688	\$2,033,688	\$2,033,688	\$2,033,688	\$2,033,688	\$2,033,688	\$2,033,688	\$14,235,816
2025								\$2,033,688	\$2,033,688	\$2,033,688	\$2,033,688	\$2,033,688	\$2,033,688	\$12,202,128
2026									\$1,360,029	\$1,360,029	\$1,360,029	\$1,360,029	\$1,360,029	\$6,800,145
2027										\$673,659	\$673,659	\$673,659	\$673,659	\$2,694,636
	\$1,169,370	\$3,508,111	\$9,304,121	\$13,981,603	\$18,163,373	\$21,862,143	\$23,895,831	\$25,929,519	\$27,289,548	\$27,963,207	\$27,963,207	\$27,963,207	\$27,963,207	\$256,956,447

FY 2017 Enacted Education Aid *

FINAL 6.17.16

	A	B	C	A+B+C=D	E	F	G	H	I	D+E+F+G+H+I=J	K	J+K=L
LEA	FY 2016 Enacted Aid (excludes group home aid)	Year 6 Formula	Full Day K fully fund (RIGL 16-7.2-7(c))	Formula Aid	Group Home Aid	Regional Transporation Categorical	High-Cost Special Ed. Categorical	English Learner Categorical	PSOC Density Aid	FY 2017 Education Aid	Non-Public Transportation Offset	FY 2017 w/ Non-Public Transportation
BARRINGTON	\$5,040,087	\$138,785	\$36,232	\$5,215,104	\$0	\$0	\$123,115	\$1,339	\$0	\$5,339,558	\$73,424	\$5,412,982
BURRILLVILLE	\$12,982,749	(\$709)	\$0	\$12,982,040	\$82,140	\$0	\$11,802	\$721	\$0	\$13,076,703	\$34,510	\$13,111,213
CENTRAL FALLS	\$39,520,102	(\$419,524)	\$0	\$39,100,578	\$0	\$0	\$14,165	\$211,465	\$253,575	\$39,579,783	\$107,516	\$39,687,299
CHARIHO	\$191,602	(\$38,320)	\$0	\$153,282	\$0	\$1,221,375	\$49,320	\$776	\$0	\$1,424,753	\$385,355	\$1,810,108
CHARLESTOWN	\$1,706,421	(\$18,500)	\$0	\$1,687,921	\$0	\$0	\$0	\$0	\$0	\$1,687,921	\$0	\$1,687,921
COVENTRY **	\$21,765,325	\$728,421	\$210,698	\$22,704,444	\$99,129	\$0	\$40,350	\$1,099	\$0	\$22,845,022	\$29,381	\$22,874,403
CRANSTON **	\$50,354,984	\$3,864,811	\$607,354	\$54,827,149	\$47,702	\$0	\$497,530	\$59,195	\$0	\$55,431,576	\$597,409	\$56,028,985
CUMBERLAND	\$16,552,780	\$1,106,574	\$0	\$17,659,354	\$0	\$0	\$77,357	\$2,123	\$86,800	\$17,825,634	\$154,954	\$17,980,588
EAST GREENWICH **	\$2,770,431	(\$161,673)	\$17,555	\$2,626,313	\$0	\$0	\$143,759	\$274	\$0	\$2,770,346	\$40,121	\$2,810,467
EAST PROVIDENCE	\$30,348,208	\$1,896,906	\$0	\$32,245,114	\$550,150	\$0	\$263,702	\$25,391	\$0	\$33,084,357	\$17,079	\$33,101,436
FOSTER	\$1,181,172	(\$17,174)	\$0	\$1,163,998	\$0	\$0	\$26,519	\$0	\$0	\$1,190,517	\$8,907	\$1,199,424
FOSTER-GLOC	\$4,872,233	(\$128,977)	\$0	\$4,743,256	\$0	\$329,628	\$57,424	\$0	\$0	\$5,130,308	\$0	\$5,130,308
GLOCESTER	\$2,515,667	(\$119,138)	\$106,348	\$2,502,877	\$0	\$0	\$23,661	\$0	\$0	\$2,526,538	\$20,210	\$2,546,748
HOPKINTON	\$5,470,735	(\$84,666)	\$0	\$5,386,069	\$0	\$0	\$0	\$0	\$0	\$5,386,069	\$0	\$5,386,069
JAMESTOWN	\$438,478	\$424	\$0	\$438,902	\$0	\$0	\$34,940	\$33	\$0	\$473,875	\$0	\$473,875
JOHNSTON	\$13,920,605	\$1,651,553	\$198,160	\$15,770,318	\$0	\$0	\$23,407	\$14,412	\$0	\$15,808,137	\$334,103	\$16,142,240
LINCOLN	\$10,225,160	\$681,757	\$0	\$10,906,917	\$119,396	\$0	\$116,901	\$1,438	\$48,300	\$11,192,952	\$0	\$11,192,952
LITTLE COMPTON	\$398,464	\$14,803	\$0	\$413,267	\$0	\$0	\$0	\$0	\$0	\$413,267	\$0	\$413,267
MIDDLETOWN	\$8,369,412	(\$235,089)	\$0	\$8,134,323	\$334,390	\$0	\$143,318	\$9,787	\$0	\$8,621,818	\$0	\$8,621,818
NARRAGANSETT	\$2,134,161	(\$19,960)	\$0	\$2,114,201	\$0	\$0	\$35,732	\$218	\$0	\$2,150,151	\$0	\$2,150,151
NEW SHOREHAM	\$85,500	\$25,326	\$0	\$110,826	\$0	\$0	\$19,887	\$455	\$0	\$131,168	\$0	\$131,168
NEWPORT	\$10,402,340	\$318,254	\$0	\$10,720,594	\$184,817	\$0	\$16,538	\$16,406	\$0	\$10,938,355	\$0	\$10,938,355
NORTH KINGSTOWN	\$10,662,516	(\$21,513)	\$205,003	\$10,846,006	\$0	\$0	\$48,838	\$2,268	\$0	\$10,897,112	\$0	\$10,897,112
NORTH PROVIDENCE	\$17,944,337	\$1,602,965	\$0	\$19,547,302	\$185,742	\$0	\$246,223	\$14,368	\$0	\$19,993,635	\$175,072	\$20,168,707
NORTH SMITHFIELD	\$5,683,082	\$277,004	\$0	\$5,960,086	\$108,137	\$0	\$71,106	\$1,007	\$0	\$6,140,336	\$37,185	\$6,177,521
PAWTUCKET	\$78,238,483	\$4,449,426	\$0	\$82,687,909	\$458,964	\$0	\$134,928	\$188,827	\$288,400	\$83,759,028	\$168,579	\$83,927,607
PORTSMOUTH	\$4,212,562	(\$192,642)	\$0	\$4,019,920	\$600,518	\$0	\$166,554	\$389	\$0	\$4,787,381	\$0	\$4,787,381
PROVIDENCE	\$221,212,806	\$9,656,846	\$0	\$230,869,652	\$819,685	\$0	\$833,506	\$1,540,593	\$760,200	\$234,823,636	\$388,737	\$235,212,373
RICHMOND	\$5,063,630	(\$222,648)	\$0	\$4,840,982	\$0	\$0	\$0	\$0	\$0	\$4,840,982	\$0	\$4,840,982
SCITUATE	\$3,909,685	(\$216,175)	\$18,468	\$3,711,978	\$0	\$0	\$35,619	\$0	\$0	\$3,747,597	\$47,004	\$3,794,601
SMITHFIELD	\$5,089,386	\$397,812	\$49,069	\$5,536,267	\$235,340	\$0	\$115,493	\$467	\$0	\$5,887,567	\$74,327	\$5,961,894
SOUTH KINGSTOWN	\$7,289,894	(\$295,623)	\$0	\$6,994,271	\$253,242	\$0	\$82,383	\$0	\$0	\$7,329,896	\$155,621	\$7,485,517
TIVERTON	\$6,027,039	\$121,185	\$82,620	\$6,230,844	\$0	\$0	\$53,122	\$304	\$0	\$6,284,270	\$0	\$6,284,270
WARWICK **	\$36,354,185	\$642,987	\$371,025	\$37,368,197	\$407,284	\$0	\$432,542	\$6,548	\$0	\$38,214,571	\$37,750	\$38,252,321
WEST WARWICK	\$21,833,719	\$1,182,656	\$0	\$23,016,375	\$0	\$0	\$0	\$8,433	\$0	\$23,024,808	\$57,242	\$23,082,050
WESTERLY	\$8,272,261	\$452,628	\$0	\$8,724,889	\$0	\$0	\$177,873	\$1,898	\$0	\$8,904,660	\$0	\$8,904,660
WOONSOCKET	\$53,126,130	\$2,300,452	\$607,103	\$56,033,685	\$75,400	\$0	\$41,108	\$122,647	\$54,950	\$56,327,790	\$13,003	\$56,340,793
BRISTOL-WARREN REGIONAL *****	\$15,310,869	(\$579,482)	\$0	\$14,731,387	\$117,362	\$824,304	\$206,286	\$8,814	\$0	\$15,888,153	\$115,504	\$16,003,657
BRISTOL	\$6,767,404	(\$241,316)		\$6,526,088								
WARREN	\$8,543,465	(\$338,166)		\$8,205,299								
EXETER-W. GREEN REGIONAL *****	\$5,387,085	(\$239,143)	\$83,121	\$5,231,063	\$117,674	\$726,310	\$131,533	\$727	\$0	\$6,207,307	\$176,750	\$6,384,057
EXETER	\$2,400,545	(\$140,180)	\$35,022	\$2,295,387								
WEST GREENWICH	\$2,986,540	(\$98,963)	\$48,099	\$2,935,676								
Subtotal District Aid	\$746,864,285	\$28,500,619	\$2,592,756	\$777,957,660	\$4,797,072	\$3,101,617	\$4,496,541	\$2,242,422	\$1,492,225	\$794,087,537	\$3,249,743	\$797,337,280

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FY 2017 Enacted Education Aid *
FINAL 6.17.16

	A	B	C	A+B+C=D	E	F	G	H	I	D+E+F+G+H+I=J	K	J+K=L
LEA	FY 2016 Enacted Aid (excludes group home aid)	Year 6 Formula	Full Day K fully fund (RIGL 16-7.2-7(c))	Formula Aid	Group Home Aid	Regional Transportation Categorical	High-Cost Special Ed. Categorical	English Learner Categorical	PSOC Density Aid	FY 2017 Education Aid	Non-Public Transportation Offset	FY 2017 w/ Non-Public Transportation
ACADEMY CAREER EXPL.	\$2,307,902	\$42,710	\$0	\$2,350,612	\$0	\$0	\$0	\$1,183	\$0	\$2,351,795	\$0	\$2,351,795
ACHIEVEMENT FIRST	\$5,163,546	\$2,057,411	\$0	\$7,220,957	\$0	\$0	\$0	\$10,649	\$0	\$7,231,606	\$0	\$7,231,606
BEACON	\$1,944,354	\$408,721	\$0	\$2,353,075	\$0	\$0	\$0	\$0	\$0	\$2,353,075	\$0	\$2,353,075
BLACKSTONE	\$2,642,238	\$465,660	\$0	\$3,107,898	\$0	\$0	\$0	\$424	\$0	\$3,108,322	\$0	\$3,108,322
COMPASS	\$509,957	(\$24,462)	\$0	\$485,495	\$0	\$0	\$0	\$0	\$0	\$485,495	\$0	\$485,495
GREENE SCHOOL	\$986,606	\$78,384	\$0	\$1,064,990	\$0	\$0	\$0	\$424	\$0	\$1,065,414	\$0	\$1,065,414
HIGHLANDER	\$4,426,538	\$589,448	\$0	\$5,015,986	\$0	\$0	\$0	\$6,664	\$0	\$5,022,650	\$0	\$5,022,650
HOPE ACADEMY	\$665,193	\$361,885	\$0	\$1,027,078	\$0	\$0	\$0	\$789	\$0	\$1,027,867	\$0	\$1,027,867
INTERNATIONAL	\$3,004,632	\$26,816	\$0	\$3,031,448	\$0	\$0	\$0	\$27,545	\$0	\$3,058,993	\$0	\$3,058,993
KINGSTON HILL	\$604,518	(\$11,862)	\$0	\$592,656	\$0	\$0	\$1,455	\$0	\$0	\$594,111	\$0	\$594,111
LEARNING COMM	\$6,122,713	(\$1,226)	\$0	\$6,121,487	\$0	\$0	\$2,004	\$36,076	\$0	\$6,159,567	\$0	\$6,159,567
NEW ENG LABORERS	\$1,142,393	\$5,946	\$0	\$1,148,339	\$0	\$0	\$0	\$0	\$0	\$1,148,339	\$0	\$1,148,339
NOWELL ACADEMY	\$1,596,958	\$18,934	\$0	\$1,615,892	\$0	\$0	\$0	\$3,883	\$0	\$1,619,775	\$0	\$1,619,775
NURSES INSTITUTE	\$2,456,677	\$86,282	\$0	\$2,542,959	\$0	\$0	\$0	\$0	\$0	\$2,542,959	\$0	\$2,542,959
PAUL CUFFEE	\$7,950,707	(\$9,319)	\$0	\$7,941,388	\$0	\$0	\$0	\$394	\$0	\$7,941,782	\$0	\$7,941,782
RIMA BLKSTN VALLEY	\$11,030,068	\$2,406,132	\$0	\$13,436,200	\$0	\$0	\$0	\$21,860	\$0	\$13,458,060	\$0	\$13,458,060
RISE MAYORAL	\$523,340	\$345,211	\$0	\$868,551	\$0	\$0	\$0	\$0	\$0	\$868,551	\$0	\$868,551
SEGUE INSTITUTE	\$2,670,896	\$49,457	\$0	\$2,720,353	\$0	\$0	\$0	\$6,357	\$0	\$2,726,710	\$0	\$2,726,710
SOUTHSIDE	\$508,072	\$249,209	\$0	\$757,281	\$0	\$0	\$0	\$0	\$0	\$757,281	\$0	\$757,281
TIMES2 ACADEMY	\$7,183,575	\$362,410	\$0	\$7,545,985	\$0	\$0	\$0	\$11,438	\$0	\$7,557,423	\$0	\$7,557,423
TRINITY	\$2,189,101	(\$1,752)	\$0	\$2,187,349	\$0	\$0	\$0	\$1,578	\$0	\$2,188,927	\$0	\$2,188,927
VILLAGE GREEN	\$1,883,074	\$158,674	\$0	\$2,041,748	\$0	\$0	\$0	\$0	\$0	\$2,041,748	\$0	\$2,041,748
Subtotal Charter Aid	\$67,513,058	\$7,664,669	\$0	\$75,177,727	\$0	\$0	\$3,459	\$129,264	\$0	\$75,310,450	\$0	\$75,310,450
DAVIES C&T	\$11,640,152	\$949,941	\$0	\$12,590,093	\$0	\$0	\$0	\$1,566	\$0	\$12,591,659	\$0	\$12,591,659
MET CENTER	\$9,864,425	(\$522,418)	\$0	\$9,342,007	\$0	\$0	\$0	\$0	\$0	\$9,342,007	\$0	\$9,342,007
UCAP	\$856,203	\$259,087	\$0	\$1,115,290	\$0	\$0	\$0	\$0	\$0	\$1,115,290	\$0	\$1,115,290
Total	\$836,738,123	\$36,851,898	\$2,592,756	\$876,182,777	\$4,797,072	\$3,101,617	\$4,500,000	\$2,373,252	\$1,492,225	\$892,446,943	\$3,249,743	\$895,696,686

* Does not include career and technical or early childhood funding, which will be distributed through a competitive grant process.

** Assumes full implementation of full day kindergarten pursuant to RIGL 16-99-3(c)

*** The English Learner funds require pre-approval from the department prior to expenditure (RIGL 16-7.2-6(g)). Funding will not be part of the standard monthly payment and will be released upon receipt of the required approval.

**** State funding for non-public transportation categorical is not paid directly to school districts and instead processed as a credit on the invoice for provided services.

***** Funding formula aid is presented by sending town in accordance with the Superior Court decision in Town of Warren vs. Bristol-Warren Regional School District, et al, C.A. No. PC 14-1628 (Matos, J.).

AF 000006

English Language Learners

DEFINITION

English Language Learners is the percentage of all public school children (preschool through grade 12) who are receiving English as a Second Language services or bilingual education services in Rhode Island public schools.

SIGNIFICANCE

English Language Learner (ELL) students are the fastest growing student population in the U.S.¹ Nationally and in Rhode Island, there are large achievement gaps between ELL and non-ELL students, with ELL students having lower rates of math and reading achievement than non-ELL students.² Many children of immigrants face challenges to succeeding in school, including poverty, limited access to health care, and low parental education levels, that may contribute to these achievement gaps.³

ELL students enter school without the English skills necessary for full participation in and access to the education system. They face diverse challenges based on their home language, immigration status, academic background, and socioeconomic status.^{4,5} Successful ELL programs strategically use ongoing assessments of student progress, have highly qualified teachers trained to teach ELL students, address students' learning, language, and cultural needs.^{6,7,8}

Additionally, ELL students and children in immigrant families are more

likely to attend schools that are under-resourced, urban, large, serve high proportions of minority students, and located in high-poverty communities.^{9,10}

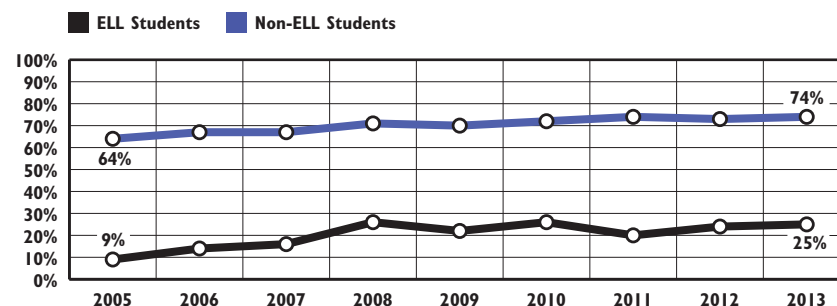
In the 2013-2014 school year in Rhode Island, ELL students were 7% of total students (10,233). Of these, 88% were enrolled in free or reduced-price lunch programs and 76% lived in the four core cities.¹¹

Children of immigrants believe that school prepares them to get ahead and most hope to go to college. Schools that foster relationships and offer personalized instruction by effective teachers can help ELL students succeed.^{12,13}

In the 2013-2014 school year, ELL students in Rhode Island public schools spoke 85 different languages. The majority (77%) spoke Spanish, 7% spoke Asian languages, 6% spoke Creole or Patois, 3% spoke Portuguese, 1% spoke African languages, and 6% spoke other or multiple languages.¹⁴

Bilingual education in early grades can significantly improve English reading proficiency.¹⁵ During the 2013-2014 school year, 14% percent of ELL students were enrolled in a bilingual program and 86% were enrolled in an English as a Second Language (ESL) program. Bilingual programs are offered in the Central Falls and Providence school districts and at the International Charter School.¹⁶

Fourth-Grade Reading Proficiency, English Language Learner Students and Non-ELL Students, 2005-2013



Source: Rhode Island Department of Education, *New England Common Assessment Program (NECAP)*, October 2005-2013.

◆ In October 2013, 25% of fourth-grade ELL students scored at or above proficiency in reading on the *New England Common Assessment Program (NECAP)*, compared to 9% in 2005.¹⁷

◆ While the achievement gap in fourth-grade reading has been reduced from 55% in 2005 to 49% in 2013, ELL students are consistently performing lower than their non-ELL peers.¹⁸

Early English Language Learning

◆ As of September 1, 2014, there were 4,817 children under age five born to a mother who did not speak English in Rhode Island.¹⁹ In the 2013-2014 school year, 49% of all ELL students in Rhode Island were in grades preschool to grade three.²⁰

◆ For young children growing up in homes where English is not the first language, the quality, type, and amount of early childhood education can help boost English language development and kindergarten readiness of ELL students.²¹ A consistent approach to language development, common curriculum, and aligned assessment from preschool to third grade can help young ELL students gain English skills and reading proficiency and set the stage for future academic success.²²

English Language Learners

Table 43.

English Language Learner Students, Rhode Island, 2013-2014

SCHOOL DISTRICT	TOTAL # OF STUDENTS	NUMBER OF ENGLISH LANGUAGE LEARNER STUDENTS			TOTAL # OF ELL STUDENTS	% OF TOTAL DISTRICT
		ELEMENTARY (GRADES PRE-K-5)	MIDDLE (GRADES 6-8)	HIGH (GRADES 9-12)		
Barrington	3,237	38	*	*	44	1%
Bristol Warren	3,395	77	17	*	96	3%
Burrillville	2,379	0	*	*	*	<1%
Central Falls	2,692	399	114	228	741	28%
Chariho	3,383	*	*	*	10	<1%
Coventry	4,769	*	*	*	14	<1%
Cranston	10,177	397	118	81	596	6%
Cumberland	4,490	67	19	*	95	2%
East Greenwich	2,360	*	*	*	10	<1%
East Providence	5,265	140	31	26	197	4%
Exeter-West Greenwich	1,582	*	*	*	13	1%
Foster	284	0	NA	NA	0	0%
Foster-Glocester	1,148	NA	0	0	0	0%
Glocester	499	0	NA	NA	0	0%
Jamestown	492	*	*	0	*	1%
Johnston	2,991	77	12	*	98	3%
Lincoln	3,095	17	*	*	24	1%
Little Compton	257	0	0	0	0	0%
Middletown	2,267	46	20	16	82	4%
Narragansett	1,366	*	0	*	*	<1%
New Shoreham	117	*	*	*	10	9%
Newport	1,994	56	15	32	103	5%
North Kingstown	3,948	39	*	13	59	1%
North Providence	3,459	55	11	13	79	2%
North Smithfield	1,724	*	0	*	*	<1%
Pawtucket	8,750	638	174	252	1,064	12%
Portsmouth	2,628	*	*	*	*	<1%
Providence	23,799	3,448	921	1,087	5,456	23%
Scituate	1,403	0	0	0	0	0%
Smithfield	2,343	10	*	0	11	<1%
South Kingstown	3,333	29	0	*	31	1%
Tiverton	1,796	*	*	*	10	1%
Warwick	9,061	78	11	13	102	1%
West Warwick	3,348	56	*	12	77	2%
Westerly	3,010	33	*	*	48	2%
Woonsocket	5,649	286	106	95	487	9%
Charter Schools	4,952	481	108	41	630	13%
State-Operated Schools	1,773	0	0	20	20	1%
UCAP	138	NA	0	0	0	0%
Four Core Cities	40,889	4,771	1,315	1,662	7,748	19%
Remainder of State	91,600	1,273	304	258	1,835	2%
Rhode Island	139,353	6,525	1,727	1,981	10,233	7%

Sources of Data for Table/Methodology

Rhode Island Department Education, 2013-2014 school year. Total number of English Language Learner students is the number of students in each district who were actively enrolled in English as a Second Language (ESL) or bilingual education programs in the 2013-2014 school year. Students who are not yet fully English proficient but have exited ESL or bilingual education programs to regular education are not included in these numbers.

*Fewer than 10 students are in this category. Actual numbers are not shown to protect student confidentiality. These students are still counted in district totals and in the four core cities, remainder of the state, and state totals.

NA indicates that the school district does not serve students at that grade level or that no data are available.

Due to a change in methodology, the percentage of English Language Learner students by district cannot be compared with percentages before the 2004 Factbook. The “% of Total District” is based on the total number of English Language Learners divided by the “Total # of Students,” which is the average daily membership in the districts of instruction. The charter schools that reported ELL students are Achievement First Rhode Island, Blackstone Academy, Blackstone Valley Prep, Paul Cuffee Charter School, Highlander Charter School, International Charter School, The Learning Community, Segue Institute for Learning, Sheila C. “Skip” Nowell Leadership Academy, and Trinity Academy for the Performing Arts. State-operated schools with ELL students are William M. Davies Career & Technical High School and DCYF Schools. UCAP is the Urban Collaborative Accelerated Program.

Core cities are Central Falls, Pawtucket, Providence, and Woonsocket.

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(continued on page 183)

(continued from page 131)

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³ National Dissemination Center for Children with Disabilities. (2012). *Overview of Early Intervention*. Retrieved February 21, 2013, from www.nichcy.org

⁵ Centers for Disease Control and Prevention (n.d.). *Developmental screening fact sheet*. Retrieved January 9, 2014, from www.cdc.gov

^{7,11,13,14,15} Rhode Island Department of Education, June 2014 special education census.

⁸ National Early Childhood Technical Assistance Center. (n.d.). *Early identification: Public awareness*. Retrieved February 21, 2013, from www.ectacenter.org

⁹ Meisels, S. J. & Atkins-Burnett, S. (2005). *Developmental screening in early childhood: A guide*. (5th edition). Washington, DC: National Association for the Education of Young Children.

¹⁰ *Child Outreach screening guidelines*. (2009). Providence, RI: Rhode Island Department of Education.

¹² Boyle, C. A. et al. (2011). Trends in the prevalence of developmental disabilities in U.S. children, 1997-2008. *Pediatrics*, 127(6), 1034-1042.

¹⁶ Buysse, V. (2012). Access, participation, and supports: A framework for improving inclusive early education opportunities for children with disabilities. In C. Pianta, W. S. Barnett, L. M. Justice., & S. M. Sheridan, (Eds.), *Handbook of early childhood education* (pp. 480-506). New York, NY: The Guilford Press.

(continued from page 133)

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State funding mechanisms for English language learners

By Maria Millard

January 2015

Research is clear that English language learners (ELLs) perform better academically and achieve greater language proficiency when they have high-quality English language instruction.¹ Like all supplemental services, these necessary supports require additional funding above the average per-student amount.

The federal government provides grant funding to states through Part A of Title III to help ELLs with language acquisition and meeting content standards. While Title III dollars offer some support, a 2012 [survey](#) found that Title III officials and district administrators believe the funds are helpful but insufficient for ELL services. To address such shortages, 46 states allocate additional state funding dedicated to supporting ELLs.

The mechanisms through which ELL funds are allocated can be confusing at best. Without a comprehensive understanding of school finance, it is difficult for policymakers to determine what changes are needed to better support their ELL students.

Familiarity with ELL funding allows policymakers to evaluate their own funding models against those from other states, make adjustments and use their state funds to further drive innovation.

This brief provides a clear and detailed description of the three ways in which states finance ELLs. Tables at the end of the document shows each state's ELL funding mechanism.

ELL funding mechanisms

46 states provide some additional funding for ELLs in three primary ways:

- **Formula Funding:** 34 states fund ELL programs through their state's primary funding formula. Of the states that use student weights in their formula, weights range from 9.6 percent (Kentucky) to 99 percent (Maryland) per ELL student.
- **Categorical Funding:** Nine states fund ELL programs through a line in the budget that exists outside of the state's primary funding formula.
- **Reimbursements:** Three states reimburse districts upon submission of the costs of educating ELL students.

Formula Funding

Thirty-four states allocate money for ELLs through their state's primary funding formula. Accounting for ELL students through adjustments in their formula provides equity, transparency and predictability to school districts. ELLs are accounted for in funding formulas three primary ways: weights, dollar amounts and teacher allocations.

- **Weights** are applied evenly across a state's school districts and are designed to provide fair levels of funding for all students. This model accounts for ELLs by multiplying a base funding amount per student (an amount deemed sufficient to educate a general education student to meet state standards) by an additional weighting factor. Weight factors vary depending on the perceived level of the student's educational needs.² Some states adjust their ELL weights based on student language proficiency levels or on the density of ELL students within a district. Weights for ELL students range from 9.6 percent (Kentucky) to 99 percent (Maryland).
- **Dollar amounts** are used to account for ELL students in the formula by setting a single amount per ELL. Although this strategy may appear to be a categorical expenditure (explained in the next section), these dollar amounts are part of the formula, not separate.
- **Teacher allocations** account for ELLs in their state's primary funding formula through staffing costs. For example, Tennessee's formula provides districts with funding for an additional teaching position for every 30 ELLs and an additional interpreter position for every 300 ELL students.

Considerations

Formula funding is a popular mechanism because funds tend to be more insulated from budgetary cuts. Formula funding is considered:

- Predictable
- Reliable
- Transparent
- Equitable
- Simple

Formula funding does not, however, always guarantee that the additional funds will be spent on ELLs. Most formulas do not contain mandates on how funds are spent. State formulas simply allocate funds to districts, and districts decide how ELL funds are used.

State Example

California's Local Control Funding Formula is a new and simplified funding formula that weights ELLs rather than relying on categorical funding (explained in the next section). It is drawing national attention for being transparent and straightforward, and for empowering local districts to choose how to best spend their resources.³

Categorical Funding

Nine states allocate funds for ELLs through categorical programs, which are provided outside of the state's primary funding formula and allot money for specific programs through line items in the budget. State distribution of categorical funds is like the distribution of gift cards. For example, a district will get a designated allocation from the state that can only be spent on ELLs.

Considerations

States have been moving away from categorical funding in recent years. A 2008 analysis found that ELL funding was one of the most common categorical programs. Since then, 29 states have decreased their

use of categorical funding generally, and ELLs are no longer one of the most common targets for categorical funds.⁴ States still using categorical funding for ELLs tend to do so because it guarantees that state funds earmarked for ELLs are being used accordingly.

While categorical funding for ELLs ensures that districts spend money to support student language acquisition, opponents argue the funding is too narrowly directed and thereby limits district and school flexibility. Critics argue that decisions on how to most appropriately use funds are more easily determined at the local level.⁵

A challenge faced by districts is that the amount of funding received depends on ever-changing state budgets, thereby creating uncertainty. Categorical funding is considered:

- Less transparent
- More unstable and unpredictable
- More complicated
- Rule oriented
- More paperwork

A 2012 [report](#) found that per-child funding through Title III totaled less than \$120 in seven states but exceeded \$300 in four states. The discrepancy is related to the way that ELL students are counted — through sampling rather than actual district or state counts.

Source: American Institutes for Research

State Example

The **Colorado** Department of Education determines the amount of money for each district based on number of ELLs and the amount of state appropriations.⁶

Reimbursement

Three states provide districts with ELL funding through reimbursements. Reimbursement funding is provided outside of the state's primary funding formula. Reimbursements are made to districts upon actual costs accrued. Reimbursements are made only upon the approval of the state superintendent. Reimbursement also tend to gives states the opportunity to limit funding to specified expenses. For example:

- Michigan requires that funds be used solely for instruction in speaking, reading, writing or comprehension of English.⁷
- Wisconsin requires that funds only be used for personnel salaries and special books and resources used in the program, or other expenses as approved by the state superintendent.⁸

Considerations

Through a reimbursement model, policymakers can account for how state money is being spent. Such a model also ensures:

- Higher reporting standards
- Better tracking of state funds

While such accountability may be appealing, there are several challenges with reimbursement models:

- Unstable: funding is subject to budgetary decisions
- Paperwork intensive
- There is no guarantee that all expenses will be reimbursed
- Restrictive

State Example

Illinois requires districts to keep an accurate, detailed and separate account of all monies paid out for ELL programs, including transportation costs, and must annually report the average per-pupil expenditure. School districts are reimbursed for the amount that exceeds the average per-pupil expenditure for children not in any special education program. At least 60 percent of transitional bilingual education funding received from the state must be used for the instructional costs of transitional bilingual education. Districts must submit applications to the state superintendent for preapproval.⁹

Discussion

As ELL populations continue to rise, states may need to make adjustments to their current funding strategies. Understanding how state dollars are allocated for ELLs is critical because it allows policymakers to make more informed school finance decisions. Whichever mechanism a state uses, the funding level must match the services students need to move them from ELL education to mainstream education. Equity and adequacy are critical for the successful implementation of ELL programs.

States with the largest share of ELL students

- Nevada: 31%
- California: 24.3%
- New Mexico: 18.5%

Source: National Center for Education Statistics

State ELL Funding Mechanisms

The following charts provide state-level information on ELL funding. Table I shows the mechanism type: formula funding, categorical funding or reimbursement funding. Table II shows the additional weight, teacher allocation amount or dollar amount for formula-funded states.

Table I: Funding Mechanisms

State	Formula Funding	Categorical Funding	Reimbursement	No State Funding
Alabama		X		
Alaska	X			
Arizona	X			
Arkansas	X			
California	X			
Colorado		X		
Connecticut	X			
Delaware				X*
Florida	X			
Georgia	X			
Hawaii	X			
Idaho		X		
Illinois			X	
Indiana		X		
Iowa	X			
Kansas	X			
Kentucky	X			
Louisiana	X			
Maine	X			
Maryland	X			
Massachusetts	X			

Michigan			X	
Minnesota	X			
Mississippi				X
Missouri	X			
Montana				X
Nebraska	X			
Nevada		X		
New Hampshire	X			
New Jersey	X			
New Mexico	X			
New York	X			
North Carolina	X			
North Dakota	X			
Ohio		X		
Oklahoma	X			
Oregon	X			
Pennsylvania		X		
Rhode Island				X
South Carolina	X			
South Dakota	X			
Tennessee	X			
Texas	X			
Utah		X		
Vermont	X			
Virginia	X			
Washington	X			
West Virginia		X		
Wisconsin			X	
Wyoming	X			
Total	34	9	3	4

** Delaware's Unit for Academic Excellence (UAE) funding program provides additional funding to districts based on their total student counts (for every 250 students, each district receives one teaching position). While the UAE funds can be spent on ELLs, they are not designated as ELL funds.*

Table II provides a deeper look at the variations within states that fund ELLs through their state's primary funding formula. These states use one of three options: weights, dollar amount or teacher allocations.

- **Weights** (26 states) add an additional amount of funding. For example, Maryland's ELL weight of 99 percent means that an ELL student receives an additional 0.99 or 99 percent of the general education base amount.
- **Dollar amounts** (3 states) are a simple dollar allocation per ELL student. For example, Arkansas provides an additional \$305 per ELL.
- **Teacher allocations** (5 states) account for ELLs in their state's primary funding formula through staffing costs. For example, Tennessee's formula provides districts with funding for an additional teaching position for every 30 ELLs and an additional interpreter position for every 300 ELL students.

Table II: More Information on States with Formula Funded Allotments

State	Weight	Dollar Amount	Teacher Allocation
Alaska	20%		
Arizona	11.5%		
Arkansas		An additional \$305/ELL	
California	20%		
Connecticut	15%		
Florida	14.7%		
Georgia			ELL ratio 7:1
Hawaii	18%		
Iowa	22%		
Kansas	39.5%		
Kentucky	9.6%		
Louisiana	22%		
Maine	50% to 70%, depending on density of ELLs		
Maryland	99%		
Massachusetts	7% to 34%, depending on grade level		
Minnesota	\$700 times the greater of 20 or the number of eligible ELLs		
Missouri	60%		
Nebraska	25%		
New Hampshire		Additional \$684.45/ ELL	
New Jersey	50%		
New Mexico	50%		
New York	50%		
North Carolina			ELL ratio: 20 to 1
North Dakota	20% to 30%, depending on students' language ability		
Oklahoma	25%		
Oregon	50%		
Rhode Island			
South Carolina	20%		
South Dakota	25%		
Tennessee			ELL ratio: 30 to 1 plus an interpreter for every 300 ELLs
Texas	10%		
Vermont	45%		
Virginia			ELL ratio: 1,000 to 17
Washington		\$930/ELL student	
Wyoming			ELL ratio: 100 to 1

**Note: As categorical funding allotments are subject to change with each budget cycle, and reimbursement payments depend on expenditures and funding levels, Table II does not provide dollar amounts for those funding mechanisms.*

Other ECS Resources

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- Mike Griffith & John Hancock, “[A Survey of State ELL/ESL Funding Systems](#),” *State Notes*, *Education Commission of the States*, March 2006.
- [ECS Funding Formula Issue Site](#)
- [ECS ELL/State Bilingual Policy Database](#)
- [ECS ELL/Bilingual Issue Site](#)

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Endnotes

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⁷ Michigan House Bill 5314 (2014) <http://www.legislature.mi.gov/documents/2013-2014/publicact/pdf/2014-PA-0196.pdf>

⁸ WIS. STAT. § 115.995 <http://docs.legis.wisconsin.gov/statutes/statutes/115/VII/995>

⁹ 105 ILL. COMP. STAT 5/14C-12 <http://www.ilga.gov/legislation/ilcs/fulltext.asp?DocName=010500050K14C-12>

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Equipping Education Leaders, Advancing Ideas

ELL Funding Comparison

Actual Providence allocation: \$1.54 million

Number of ELL Students in Providence: 5,456 (Kids Count)

Assumed Funding Formula Weight of 0.2

Core Instruction Amount: \$8,922 (2014 formula)

Hypothetical Funding Formula Grant Per ELL Student:

$\$8,922 \times 0.2 \times 0.88$ (Providence State Share) = \$1,570

$\$1,570 \times 5,456 = \8.56 million

Funding Gap = \$8.56 million - \$1.54 million = \$7.02 million

Appendix IV
Share Ratio Calculation
Housing Aid FY 2017

Calculation of School Housing Aid Ratio. The following table shows the calculation for each community's share ratio for FY 2017 for the purpose of school housing aid. The share ratio formula measures state and community wealth using two factors: the full value of local property and the median family income as determined by the most recent census.

A. The equalized weighted assessed property valuations for the third preceding calendar year per current law, as of December 31, 2012 as reported by the Department of Revenue's Division of Municipal Finance in August of each year. Property value is certified annually by the Division of Municipal Finance based on local sales data and appraisals. The total assessed local property value of a community is adjusted for differences in local assessment rates to allow the reporting of figures comparable on a statewide basis, resulting in the Equalized Weighted Assessed Valuation (EWAV).

The valuations are then adjusted by the ratio that the community's median family income bears to the statewide median family income, as reported in the most recent federal census data. Use of both the property value and the median family income is an attempt to compensate for districts that have significant disparity between median family income and the full value of property. Once community wealth is determined, it is divided by pupil counts to calculate the per pupil wealth for each community compared to the per pupil wealth for the state as a whole.

B. The FY 2015 student counts are shown in column *B* based on the resident average daily membership as of June 30. Average daily membership calculates an average of the number of days all students are formally members of a district and/or a school per year.

C. The resulting relative per pupil community wealth is then multiplied by 62.0 percent, the mean state reimbursement, and subtracted from 1.0, yielding the district's share ratio. This represents the approximate average district share of school support as mandated in Rhode Island General Laws, Section 16-7-39. The result is subtracted from 100 percent to yield the share ratio.

D. Column *D* adjusts the share ratio so that each district receives at least 35 percent as set in law.

E. Regional districts receive a two percent bonus for each regionalized grade for new construction projects and an additional four percent bonus for renovation projects in accordance with Rhode Island General Laws, Section 16-7-40. Additionally, bonuses of four percentage points are given for projects that demonstrate that at least 75 percent of their costs are for energy conservation, asbestos removal, and/or handicapped access.

F. Column *F* shows the final share ratio with the inclusion of any regional bonuses.

	<i>A</i>	<i>B</i>	<i>C</i>	<i>D</i>	<i>E*</i>	<i>F</i>
	<i>Property Values</i>	<i>FY2015 Student Count</i>	<i>Base Share Ratio</i>	<i>Adjust for 35% Minimum</i>	<i>Regional Bonus</i>	<i>Final Share Ratio</i>
<i>District</i>	<i>12/31/12</i>	<i>Count</i>	<i>Ratio</i>	<i>Minimum</i>	<i>Bonus</i>	<i>Share Ratio</i>
Barrington	\$ 4,383,235,285	3,282	0.9%	35.0%		35.0%
Burrillville	1,391,698,509	2,383	56.7%	56.7%		56.7%
Coventry	3,157,938,643	4,675	49.9%	49.9%		49.9%
Cranston	6,999,193,795	10,125	48.7%	48.7%		48.7%
Cumberland	3,812,806,260	4,874	42.0%	42.0%		42.0%
East Greenwich	3,777,578,609	2,370	-18.2%	35.0%		35.0%
East Providence	3,189,787,857	5,310	55.4%	55.4%		55.4%
Foster	238,115,813	283	37.6%	37.6%		37.6%
Glocester	455,184,749	520	35.1%	35.1%		35.1%
Jamestown	3,202,672,373	654	-263.2%	35.0%		35.0%
Johnston	2,613,723,048	3,130	38.1%	38.1%		38.1%
Lincoln	3,009,045,430	3,226	30.8%	35.0%		35.0%
Little Compton	2,376,989,588	378	-366.4%	35.0%		35.0%
Middletown	2,858,950,718	2,306	8.0%	35.0%		35.0%
Narragansett	6,084,458,025	1,351	-234.1%	35.0%		35.0%
Newport	5,842,720,039	2,075	-108.9%	35.0%		35.0%
New Shoreham	2,360,684,528	116	-1409.5%	35.0%		35.0%
North Kingstown	4,862,905,667	3,950	8.7%	35.0%		35.0%
North Providence	2,236,225,266	3,642	54.5%	54.5%		54.5%
North Smithfield	1,636,803,702	1,789	32.1%	35.0%		35.0%
Pawtucket	2,372,483,091	10,387	83.1%	83.1%		83.1%
Portsmouth	3,790,170,186	2,436	-15.4%	35.0%		35.0%
Providence	6,076,707,560	26,718	83.1%	83.1%		83.1%
Scituate	1,895,263,126	1,409	0.2%	35.0%		35.0%
Smithfield	2,857,978,940	2,391	11.3%	35.0%		35.0%
South Kingstown	5,209,173,345	3,393	-13.9%	35.0%		35.0%
Tiverton	2,033,466,225	1,784	15.5%	35.0%		35.0%
Warwick	9,020,687,540	9,051	26.1%	35.0%		35.0%
Westerly	5,508,424,964	3,108	-31.5%	35.0%		35.0%
West Warwick	1,587,582,565	3,424	65.6%	65.6%		65.6%
Woonsocket	1,011,044,556	6,142	87.8%	87.8%		87.8%
Bristol/Warren	3,925,035,314	3,358	13.3%	35.0%	28.0%	63.0%
Chariho	4,158,946,416	3,273	5.7%	35.0%	26.0%	61.0%
Exeter/West Greenwich	1,986,928,235	1,676	12.1%	35.0%	26.0%	61.0%
Foster/Glocester	962,677,617	1,115	36.0%	36.0%	14.0%	50.0%
Central Falls	195,528,485	3,968	96.3%	96.3%		96.3%
Davies/Deaf/Met						
Total	\$ 117,082,816,069	140,072				

**Only regional bonuses are shown here. Other bonuses are project specific.*

FY12 UCOA REVENUE REPORT

Revenue by Fund Type and Source

ID	Name	ADM	Federal		State		Local			Total	Prior Year	Change
			Unrestricted	Restricted	Unrestricted	Restricted	Appropriations	Donations	Other			
STATE AVG ---->	2,296	524,356	2,653,210	13,388,559	411,750	19,915,917	147,024	1,452,088	38,492,903		37,550,988	941,915
Filter	Filter2	Filter3	Filter4	Filter5	Filter6	Filter7	Filter8	Filter9	Filter10	Filter11		
570	Academy for Career Exploration	188	156,797	123,465	2,318,176	52,420	0	31,020	815,819	3,497,696	3,132,272	365,425
671	Achievement First	269	109,428	703,830	2,705,111	0	0	1,401,553	1,260,992	6,180,914	5,746,988	433,926
010	Barrington	3,271	400,519	1,235,129	4,647,339	365,079	41,395,859	18,288	724,818	48,787,031	47,645,683	1,141,348
580	Beacon	230	99,866	154,483	1,679,403	25,303	0	41,030	1,257,482	3,257,566	3,250,504	7,062
540	Blackstone Academy	168	135,451	261,144	1,652,884	1,350	0	132,006	445,980	2,628,814	2,560,458	68,356
960	Bristol-Warren	3,322	375,307	2,657,612	16,668,519	3,756,228	34,614,473	67,344	1,296,742	59,436,225	57,542,228	1,893,997
030	Burrillville	2,350	369,748	1,733,974	13,217,748	240,129	16,279,556	120,296	995,631	32,957,081	32,524,713	432,369
040	Central Falls	2,720	788,704	7,452,476	39,024,831	305,195	0	227,764	388,600	48,187,571	48,247,337	(59,766)
980	Charlho	3,283	325,551	2,168,812	13,586,983	733,353	38,423,517	84,969	6,002,999	61,326,184	61,138,329	187,855
550	Compass School	166	3,698	98,946	534,940	117,215	0	60,466	1,998,608	2,813,873	2,611,710	202,163
060	Coventry	4,649	731,539	3,167,229	21,019,553	649,473	42,655,728	91,245	1,704,799	70,019,565	69,348,021	671,545
070	Cranston	9,929	1,552,450	9,352,970	46,694,558	1,358,795	92,955,833	438,664	2,496,884	154,850,155	149,043,663	5,806,492
080	Cumberland	4,503	370,855	3,129,079	15,664,394	37,195	39,587,082	24,105	2,049,132	60,861,842	58,789,684	2,072,158
400	Davies Career & Tech	811	0	1,204,767	12,238,074	425,938	0	22,231	2,636,229	16,527,239	16,395,467	131,772
090	East Greenwich	2,355	257,724	900,571	2,437,112	12,282	32,472,100	37,638	680,126	36,797,553	35,948,534	849,018
100	East Providence	5,217	2,012,219	4,258,398	29,362,945	554,543	42,940,612	(81,940)	1,035,767	80,082,544	80,117,020	(34,477)
970	Exeter W. Greenwich	1,619	364,286	1,012,684	6,526,659	478,732	23,211,768	121,673	1,680,870	33,396,672	32,822,259	574,413
120	Foster	282	73,101	219,821	1,184,932	23,505	3,278,134	1,000	41,289	4,821,783	4,664,525	157,258
990	Foster-Glocester	1,110	155,456	622,740	5,204,462	4,364,291	14,213,917	8,200	514,361	25,083,428	24,326,274	757,154
130	Glocester	524	58,044	427,900	2,626,892	40,714	6,372,035	1,000	151,584	9,678,169	9,785,627	(107,459)
480	Highlander	391	299,866	396,241	3,754,608	122,419	0	370,708	1,978,735	6,922,577	6,228,045	694,531
680	Hope Academy	36	0	274,307	369,149	0	0	1,100	167,452	812,008	0	812,008
530	International	325	42,216	462,617	2,867,485	8,618	0	24,112	1,480,868	4,885,916	5,027,215	(141,299)
150	Jamestown	488	197,791	400,727	406,446	193,088	10,659,308	13,921	169,051	12,040,332	12,262,994	(222,662)
160	Johnston	3,030	872,634	2,616,642	12,940,275	15,896	37,131,845	89,638	459,284	54,126,214	52,919,959	1,206,255
520	Kingston Hill	187	73,219	96,779	625,616	97,228	0	94,050	2,133,462	3,120,353	3,010,237	110,116
590	Learning Community	558	357,378	624,975	6,138,093	192,142	0	483,726	1,741,203	9,537,515	9,575,338	(37,822)
170	Lincoln	3,019	781,530	1,478,259	9,849,466	809,354	40,242,425	12,436	678,085	53,851,554	52,346,547	1,505,007
180	Little Compton	250	11,853	219,924	401,928	347	6,321,000	28,703	45,033	7,028,789	6,995,014	33,775
420	MET Career & Tech	834	6,753	717,604	10,493,670	487,724	0	136,291	4,366,019	16,208,061	14,665,216	1,542,845
190	Middletown	2,279	1,619,745	1,375,197	8,905,308	30,688	24,725,291	274,969	1,654,152	38,585,350	37,363,047	1,222,303
200	Narragansett	1,316	375,964	792,009	1,993,920	152,555	24,698,297	229,536	314,171	28,556,452	28,631,584	(75,133)
500	New England Laborers	138	0	0	1,194,388	22,786	0	63,228	1,197,486	2,477,888	2,502,491	(24,603)
220	New Shoreham	116	53,250	83,565	91,103	71,852	4,614,057	2,851	30,707	4,947,383	4,764,485	182,898
210	Newport	2,052	1,088,989	3,189,779	10,623,202	331,287	24,085,157	267,041	1,294,055	40,879,510	39,104,187	1,775,323
230	North Kingstown	3,957	428,556	2,489,302	10,725,468	301,147	46,958,837	95,365	3,737,956	64,736,631	63,391,654	1,344,977
240	North Providence	3,516	916,900	2,680,684	16,480,734	215,420	32,350,260	0	565,302	53,209,299	51,635,598	1,573,701
250	North Smithfield	1,750	284,564	812,740	5,564,634	219,472	18,642,223	5,599	537,786	26,067,017	25,209,001	858,016
660	Nowell	158	207,707	238,727	1,596,758	0	0	1,081	630,733	2,675,007	2,496,348	178,659
510	Paul Cuffee	775	58,157	1,009,868	7,997,335	242,129	0	117,306	3,570,943	12,995,738	12,513,089	482,649
260	Pawtucket	9,011	1,763,040	14,130,166	74,790,522	1,097,549	30,073,349	164,944	1,089,037	123,108,608	119,844,149	3,264,460
270	Portsmouth	2,549	510,368	1,228,738	4,882,426	21,226	30,848,093	87,397	2,034,050	39,612,297	39,444,853	167,444
280	Providence	23,204	6,502,730	54,497,203	214,897,768	2,411,239	124,896,611	1,036,539	1,460,257	405,702,348	393,100,525	12,601,822
410	Ri Deaf	62	87,101	130,437	5,794,169	31,394	0	0	925,039	6,968,140	6,593,108	375,032
640	Ri Nurses Middle Level College	210	203,932	354,616	2,398,086	0	0	124,924	1,069,181	4,150,739	4,167,838	(17,099)
610	RIMA Blackstone Valley	1,171	323,638	1,133,318	9,068,092	0	0	969,385	5,795,563	17,289,996	14,510,682	2,779,314
300	Scituate	1,373	181,497	673,525	3,919,198	12,459	17,274,789	117,162	1,234,325	23,412,955	23,266,046	146,909
600	Segue Institute	237	237,926	265,734	2,649,456	0	0	12,331	569,827	3,735,274	3,667,398	67,876
310	Smithfield	2,368	199,339	1,211,757	5,058,392	44,514	28,668,085	68,122	406,506	35,656,715	34,884,887	771,828
320	South Kingstown	3,275	524,365	1,882,455	7,866,529	304,948	49,614,070	154,269	1,164,453	61,511,089	61,388,110	122,980
690	Southside Elementary	23	0	249,542	255,742	0	0	38,377	101,808	645,468	0	645,468
620	The Greene School	162	26,168	114,241	942,594	27,258	0	52,076	1,342,803	2,505,140	2,419,338	85,802
560	Times 2 Academy	647	0	0	6,986,801	853,212	0	9,500	2,797,262	10,646,775	10,429,401	217,374
330	Tiverton	1,765	0	728,639	5,828,165	164,563	23,474,775	108,500	372,502	30,677,143	30,709,325	(32,181)
630	Trinity Academy for the Performing Arts	168	144,767	216,942	1,755,463	1,315	0	25,071	732,824	2,876,381	2,351,145	525,236
430	UCAP	137	162,117	311,585	574,513	0	0	139,124	1,520,664	2,708,003	2,575,704	132,300
650	Village Green	162	129,817	279,445	1,600,556	0	0	0	846,977	2,856,795	2,566,412	290,384
350	Warwick	8,953	1,746,573	6,853,142	36,065,434	1,561,991	119,482,464	100,175	6,393,050	172,202,830	172,593,779	(390,949)
380	West Warwick	3,395	498,610	3,242,228	20,978,219	138,204	30,628,554	83,369	1,592,619	57,161,803	55,489,055	1,672,748
360	Westerly	3,018	1,240,910	2,426,512	7,706,434	14,596	44,914,514	162,653	1,197,464	57,663,082	56,929,242	733,841
390	Woonsocket	5,996	1,484,977	11,069,610	50,668,414	1,376,361	16,166,330	354,319	999,982	82,119,992	77,395,939	4,724,053
TOTAL		140,026	31,985,688	161,845,808	816,702,075	25,116,720	1,214,870,948	8,968,448	88,577,386	2,348,067,074	2,290,610,279	57,456,794

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Community	Tax Base (\$Million)	Local School Budget (\$ Million)	Mill Rate of Local School Budget
RI	117,083	1215	\$10.38
Providence	6077	125	\$20.57
Rest of State	111,006	1,090	\$9.82

Providence School Department **2016-2017 Budget** **Revenues from All Sources 2-Year Comparison**

	FY 2016 BUDGET	FY 2017 PROPOSED	INCREASE/ (DECREASE)	% CHANGE
Local Budget				
Unrestricted State Aid	\$222,770,257	\$232,521,331	\$9,751,074	4.38%
City of Providence	124,896,611	124,896,611	0	0.00%
Medicaid Reimbursement	4,450,000	4,450,000	0	0.00%
Other Revenues	1,985,000	1,985,000	0	0.00%
Subtotal Local Funds	354,101,868	363,852,942	9,751,074	2.75%
Federal Entitlements¹				
Title I	20,548,720	19,607,870	(940,850)	-4.58%
Title I School Improvement-Part A	1,488,560	1,200,000	(288,560)	-19.39%
Title I School Improvement-Part G	373,638	0	(373,638)	-100.00%
IDEA Part B	7,054,795	6,661,417	(393,378)	-5.58%
Title II-Professional Development	4,463,971	3,928,053	(535,918)	-12.01%
Title III	1,104,629	1,138,629	34,000	3.08%
Perkins	1,220,684	1,100,000	(120,684)	-9.89%
Section 619 Preschool	247,036	218,405	(28,631)	-11.59%
Subtotal Federal Entitlements	36,502,033	33,854,374	(2,647,659)	-7.25%
Reimbursable Grants				
Federal School Lunch Program	15,249,366	15,249,366	0	0.00%
Subtotal Reimbursable Grants	15,249,366	15,249,366	0	0.00%
Grand Total	\$405,853,267	\$412,956,682	\$7,103,415	1.75%

¹ 2016-2017 are estimates, final financials have not been determined

In 2016-2017 SIG G will be a competitive grant and not a formula grant, therefore it is not possible to project a budget amount for 2016/2017

PROVIDENCE SCHOOLS

As charters grow, city is big loser

Internal auditor says plan to triple enrollment could cost the city \$29M

By Linda Borg Journal Staff Writer



Zion DaGraca takes photos of his classmates from the Achievement First Providence Mayoral Academy gathered at the State House rotunda in March. THE PROVIDENCE JOURNAL / KRIS CRAIG

PROVIDENCE — The Providence public schools would suffer a net loss of \$28.5 million to \$29.5 million if Achievement First grows to more than 3,000 students, according to an analysis performed by the city's internal auditor.

Under one projection, the Providence schools would lose between \$31 million and \$32 million — about 12 percent of the district's \$364-million budget. That figure includes any expansion beyond the charter school's current enrollment of 728 students.

The second estimate — the \$28 million to \$29 million — subtracts funding for the 182 new students that the charter has already received permission to add.

Both estimates take into account reductions in teaching positions as a result of Achievement First growth.

Under state law, per-pupil spending follows the child from the sending district to the charter school. Eighty-six percent of all Achievement First students come from Providence. The rest come from Cranston, Warwick and North Providence.

Achievement First, which operates two elementary schools in Providence, has applied to triple its enrollment by 2026-27. The plan has divided the community between parents who want more school choice and critics who say the expansion will decimate the school district.

"I supported their initial growth," said Providence School Board President Nicholas Hemond. "But I can't sit here and applaud a devastating fiscal impact when we're concerned about the \$28 million in federal money we get. This, coupled with the charter school expansion, is a scary proposition."

The district receives \$28 million in federal aid but Hemond worries that that sum might be in jeopardy under a Trump administration.

The R.I. Department of Education will conduct its own study, which will consider the fiscal and educational impacts of the charter expansion.

The department has yet to determine what factors will be used in its analysis.

That information may not become public until state Education Commissioner Ken Wagner makes his recommendation on Dec. 6 to the Council on Elementary and Secondary Education.

Two City Council members have asked the state education department to extend the public comment period, which ends Dec. 1, until after the department's report is made public.

The Providence School Board passed a resolution this week opposing the expansion to 3,000 students. The board does support a smaller expansion to 912 students because it was part of the charter school's original application.

Hemond said his initial support for Achievement First came at a troubled time in the school district, when the city's School Department was reeling from the closure of several schools and the firing of its entire teaching staff.

Since then, he said, the schools have begun to rebound, although student test scores are still woefully low.

"I really hoped the opportunity would be there to share resources, to have their people working with us," Hemond said. "I haven't seen it."

Hemond, however, said he is open to having a conversation with Achievement First about softening the blow.

Providence is experiencing a bump in middle school enrollments, which is straining the system. If Achievement First would be willing to enroll regular Providence fifth graders in one of its two planned middle schools, Hemond said that would help the district absorb the financial loss to the expanding charter network.

"If you want Achievement First to happen," Hemond said, "if the goal is to improve the opportunity of all of our kids in Providence, let's have a conversation about offsetting the financial cost."

Amanda Pinto, a spokeswoman for Achievement First, said a new middle school proposed under the large expansion would be open to Providence students. Typically, charter schools fill upper grades from their own population of elementary school children.

"We were happy to partner with the mayor and the superintendent to respond to the city's need for more middle schools seats by opening our new middle school first rather than [opening] an elementary school, which is what we originally planned," she said.

Pinto also said that her school's expansion will have a "positive educational impact" on Providence families, especially those from traditionally under-served

AF 000024

ved communities: "Adding more high-quality schools will improve the economic outlook and prospects for the city for years to come."

On Wednesday, City Council members Sam Zurier and Bryan Principe presented the internal auditor's report to the R.I. Board of Education.

In response, Wagner said that the General Assembly addressed some of these issues when it passed legislation last spring. One law allows school districts to withhold 7 percent from charter schools. Another law provides additional money to traditional school districts like Providence that have a large charter school population.

Wagner also pointed out that there are 15,000 students currently enrolled in the Providence public schools that are attending chronically low-performing schools, according to state education spokesman Elliot Krieger.

"My question back would be, What do we do for those 15,000 students?" Wagner told the board.

"How is what we are going to do for them be any different from what we have been doing for the past 20 to 30 years?"

Wagner told the board that his study will "try to quantify the potential positive benefits of the existence of charter schools."

Mayor Jorge Elorza said Thursday night: "I support Achievement First's original expansion plan because I believe that students who currently attend the AF elementary schools should be able to continue through an AF middle and high school system.

"For me to support the opening of an additional elementary school, AF will have to help raise the resources so that the city does not absorb the financial burden."

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Resolution of the Providence School Board Opposing the Expansion of Achievement First Rhode Island

WHEREAS, the Rhode Island Department of Education (RIDE) is holding public hearings to consider applications to establish new charter schools and expand existing charter schools that serve students in communities across the state; and

WHEREAS, among the applications for expansion is the Achievement First Rhode Island (AFRI) application, which provides details on its plan to add the equivalent of five new schools; and

WHEREAS, Achievement First Rhode Island noted in its application that its students have exceeded state averages for proficiency on assessments, and that it has a waiting list of students wishing to attend its schools; and

WHEREAS, AFRI's proposed new schools will increase student enrollment to 2,632 students in the next five years, and to 3,112 students in the next ten years¹; and

WHEREAS, the majority—87 percent—of students attending Achievement First Providence Mayoral Academy and the Achievement First Illuminar Mayoral Academy live in Providence, and the two schools currently educate 626 students from Providence; and

WHEREAS, by school year 2021-22, AFRI estimates that 2,025 Providence students will be enrolled in Achievement First schools²—a 223 percent increase over current enrollment; and

WHEREAS, the projected increased enrollment of Providence students at Achievement First schools will create a loss to Providence schools of \$22.5 million in local and state funds, and have a total cumulative fiscal impact of \$56 million on the Providence Public School District (PPSD) budget in five years (fiscal year ending 2022), and a total cumulative fiscal impact of \$203 million in ten years (fiscal year 2027)³; and

WHEREAS, there is a differentiation in expenses and obligations between public school districts and charter schools, which is not represented in the state's education funding mechanism; and

WHEREAS, PPCSD has limited resources to provide quality education to its diverse student population, and has expenses and obligations that charter schools and mayoral academies do not, including, but not limited to, out-of-district special education placement, retiree health benefits, and pre-school screenings; and

WHEREAS, during the 2014-15 school year, sixteen (16) percent of the PPCSD student population received special education services, compared to only seven (7) percent of the Achievement First student population⁴; and

¹ Achievement First Rhode Island Application for Expansion, Submitted to RIDE September 29, 2016, p. 3

² Ibid, Attachments, p. 49

³ Providence Public School Department Five-Year Projected Fiscal Impact-Achievement First Expansion

⁴ Ibid.

WHEREAS, PPSD spends 21 percent of its budget on special education, while Achievement First spends only seven percent of its budget on special education⁵; and

WHEREAS, PPSD expenses do not decrease proportionally to the savings realized when Providence students enter charter schools; and

WHEREAS, the proposed expansion of AFRI may result in significant potential opportunity costs, reducing PPSD's capacity to make investments to support our students, in areas such as ELL teaching and support, hiring additional social workers, psychologists, and guidance counselors, offering increased professional development opportunities for teachers, and providing technology for personalized learning; and

WHEREAS, PPSD evaluates any and all proposals that impact the district to determine whether they support or impede the district's core mission to provide high-quality education that prepares students to succeed in college, career, and life.

NOW THEREFORE BE IT RESOLVED that the Providence School Board recognizes that while Achievement First Rhode Island specifically, and charter schools in general, often have a positive role in educating students in our community, AFRI's plan to dramatically increase student enrollment will be detrimental to the Providence Public School District and its students.

BE IT FURTHER RESOLVED that the Board believes that the State of Rhode Island's approach to education funding for different school types (i.e. public school districts versus charter schools and mayoral academies) remains inequitable, and large scale expansion of charter schools and mayoral academies, like the proposal by AFRI, will result in fewer resources for students in traditional districts like Providence.

BE IT FURTHER RESOLVED that the Board believes the public deserves a detailed explanation of the fiscal, programmatic, and educational impact of proposed charters and mayoral academies and/or expansions thereof, on the sending districts, as RIDE is required to consider under state law.

BE IT FURTHER RESOLVED the Providence School Board does hereby oppose AFRI's application for expansion, and urges RIDE to reject AFRI's application to expand.

BE IT FURTHER RESOLVED that upon approval, copies of this resolution be delivered to the Rhode Island Department of Education, to the Achievement First Rhode Island Board of Directors, to the Mayor of Providence and to the Providence City Council.

WHERETO: The following bear witness:

President

Clerk

Introduced: _____

Approved: _____

⁵ Ibid.

RESOLUTION OF THE CITY COUNCIL

No.

WHEREAS, The Achievement First Mayoral Academy applied to the Rhode Island Council on Elementary and Secondary Education (“CESC”) to expand its enrollment from 912 to 3,112, with likely more than 80% of that enrollment coming from Providence residents; and

WHEREAS, The Achievement First Board approved the application subject to an assessment by the Mayor of Providence that the proposal was in the best interest of all of the City’s students, stating:

if authorization to open the new school be granted, AFRI will only open such school with a subsequent affirmative vote by the Board of Directors of AFRI and provided further that such vote must include an affirmative vote by the Mayor of Providence based on his assessment that the opening of this additional school will be aligned with the best interests of the Providence Public School District; and

WHEREAS, CESC began holding hearings on the application on October 17, with the last public hearing scheduled for November 9; and

WHEREAS, Rhode Island General Laws §16-77.3-3(f) (as amended by the 2016-17 budget) provides that:

In considering a proposed charter or an amendment to a charter for expansion, the council on elementary and secondary education shall place substantial weight on the fiscal impact on the city or town, programmatic impact on the sending school district, and the educational impact on the students in the district to ensure that the proposal is economically prudent for the city or town, and academically prudent for the proposed sending school district and for all students in the sending district; and

WHEREAS, The CESC has not presented a fiscal impact study of the Achievement First application in connection with the ongoing hearings; and

WHEREAS, The Internal Auditor estimated the net fiscal impact of the original Achievement First application in 2011 to exceed \$10,000 per student, even after accounting for savings from staff reductions; and

WHEREAS, A proportionate fiscal impact from the loss of 2,200 students would exceed \$20 million, which would be devastating for the remaining students in the Providence Public Schools; and

WHEREAS, The Internal Auditor has begun an economic impact analysis of the proposed expansion, which he expects to complete within two (2) weeks; and

WHEREAS, CESC is also being asked to consider approve two new Charter School applications, from the Charette School with a proposed enrollment of 225 Providence students and the Wangari Maathai Community School with a proposed enrollment of 304 Providence students.

NOW, THEREFORE, BE IT RESOLVED, That the Providence City Council hereby requests that CESC extend its hearing schedule to continue a minimum of thirty (30) days after the publication of CESC's analysis of the fiscal impact on Providence of the proposed expansion of Achievement First and the new school applications of the Charette and Wangari Maathai Community Schools, and that CESC schedule a minimum of three (3) hearings at least one week apart during that extended period for review and comment by the Providence Public Schools.

SECTOR COMMENT

15 November 2016

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Local Governments - Massachusetts

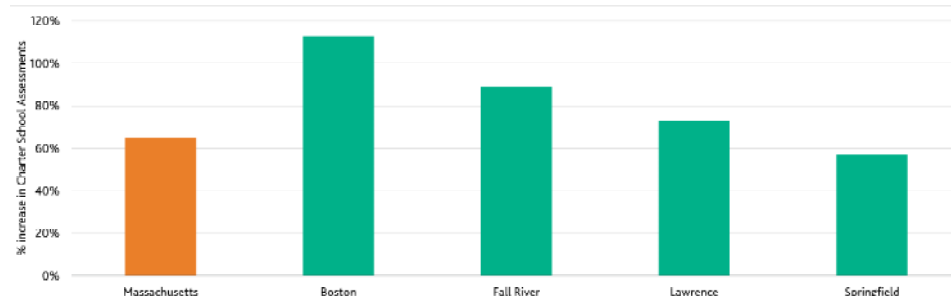
Maintaining Cap On Charter Schools Is Credit Positive For Massachusetts Urban Cities

On November 8, [Massachusetts](#) (Aa1 stable) residents voted down a measure that would have given the state authority to lift the cap on the number of charter schools in the state, allowing up to 12 new charter schools or expansions each year. The result is credit positive for urban local governments because it will allow those cities and towns to maintain current financial operations without having to adjust to increased financial pressure from charter school funding.

Since the 2010 achievement gap legislation passed, which last expanded charter schools across the state, cities like [Boston](#) (Aaa stable), [Fall River](#) (A3 negative), [Lawrence](#) (A3 stable) and [Springfield](#) (A2 positive) have experienced significant growth in charter school assessments, averaging 83%, due to increasing charter school enrollment. A material increase compared to total municipal education expenditures that increased by about 15% from 2011 to 2016 (see Exhibit 1).

Exhibit 1

Charter School Assessments Have Increased Significantly



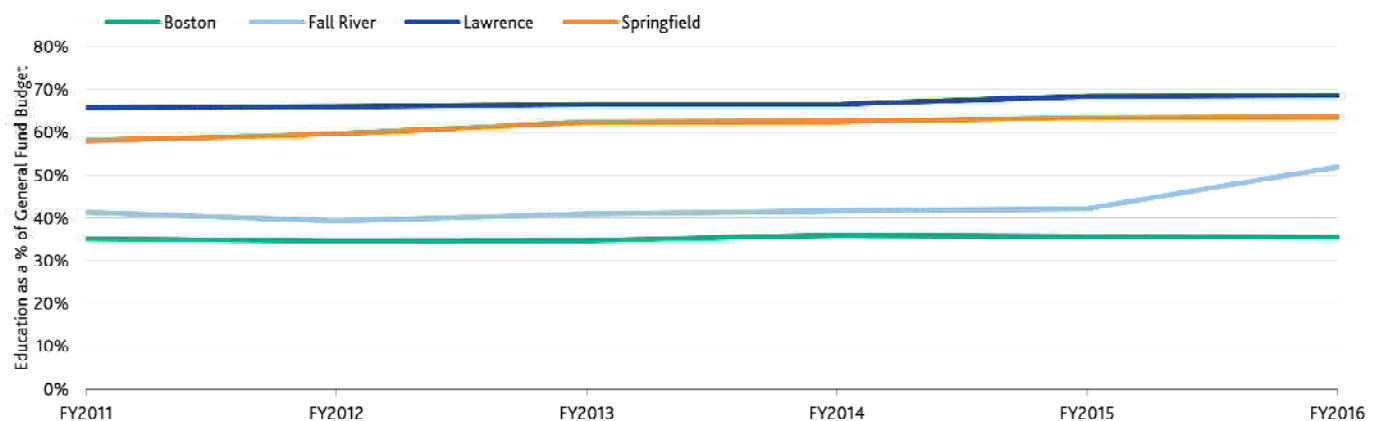
Cities represent four of the top 10 cities with over 10% of students in their school district attending public charter schools.
 Source: Massachusetts Division of Local Services, Cherry Sheet Data

So far, the growing cost of charter schools on municipalities has not been a direct credit challenge; rather the effect is more indirect because Massachusetts school districts are integrated within cities and towns with relatively healthy credit profiles. Education is a primary budget item within a municipality's overall budget, which allows for city budgets to absorb some of the education financial stress with other municipal sources. This integration is a key distinction from school districts in other states that operate separately from the communities they serve.

Education funding is comprised of two primary sources; Chapter 70 state aid and a local contribution based on aggregate property values and demographics. Charter school assessments based on a per-pupil cost are then deducted from Chapter 70 aid and the net state aid is distributed to the city. The state does have a reimbursement formula equal to 100% of the per-pupil cost in the first year and 25% for the next five years but that has not translated into full recovery of lost state aid for some city districts. The Commonwealth has underfunded the reimbursements in fiscal years 2015-2017. In the case of the four cities discussed above, education budgets have remained level for the last six years despite the increase in charter assessments (see Exhibit 2).¹ To maintain education funding, cities are backfilling school funding with more of their own revenues, primarily property taxes, thereby limiting funds available for other services.

Exhibit 2

Education Funding Has Remained Level Despite Growing Charter School Costs



Boston education funding equals funding for Boston Public Schools only.

Sources: Boston annual summary budgets, Fall River audited financials, Lawrence official statements and Springfield official statements

Charter school expansion could pose [growing risks to certain credit fundamentals](#) of these cities; primarily, their ability to adjust operations and size in response to charter school growth. While reports have shown that per-pupil spending pre and post-charter school enrollment remains favorable to the city school districts, the ability to redirect spending, institute program changes and reduce full-time positions is difficult. In Boston, school department employees increased by 2.8% from 2002 to 2016 during which time no other department increased its staff. Other cost drivers for cities include collective bargaining, transportation contracts and infrastructure planning, all of which take multiple years to adjust. Charter schools operate much more autonomously.

Low resident income and high poverty rates are another credit factor in cities like Fall River, Lawrence and Springfield; in all three cases, median family income is between 55% and 68% of the US median. Charter schools tend to proliferate in urban areas where school districts already reflect a degree of underlying economic and fiscal stress that can detract from a city's ability to deliver competitive services and can prompt students to move to charter schools; this growing competition can sometime create a ["downward spiral"](#). A city that begins to lose students to a charter school can be forced to weaken educational programs because funding is tighter, which then begins to encourage more students to leave which then results in additional losses.

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