

THE WEIGHTED STUDENT FORMULA YEARBOOK, 2019

by Christian Barnard July 2019





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Public funding systems for education continue to move toward a new "school funding portability" framework at both the state and district level. This framework is known by many names including "weighted student formula," "student-based budgeting," "equitable student funding," and "backpack funding," and is a more equitable and transparent way of funding students than traditional funding models where funding is attached to staffing positions.¹

Weighted student funding (WSF) is unique in that it attaches funding to students based on their individual needs, and allows real dollars to follow children directly to the school in which they enroll—making it a radical departure from traditional funding allocation methods. Across the country, states and districts are adopting WSF. Educators, principals, and community leaders are coming together and choosing autonomy and flexibility over centralized control.

While WSF may look slightly different from state to state and district to district, the main points are the same. Over time, several best practices have emerged, which offer a helpful template for implementing WSF. These best practices are summarized by the following 10 school empowerment benchmarks, which school districts across the country should aspire to meet.²

- School budgets are based on students, not staffing positions Schools should receive revenue in the same way that the district received revenue: on a per-pupil basis reflecting the enrollment at a school and the individual characteristics of students at each school.
- Central office charges schools actual versus average salaries Charging schools a
 district-wide average teacher salary does not adjust for differences in newer
 teachers versus more-experienced teachers. If one school has 10 first-year teachers
 and another school has 10 five-year teachers, the school with the newer teachers is
 essentially subsidizing the school with veteran teachers. By charging schools based
 on actual salaries, schools with less-expensive teachers can benefit from having
 money left over to spend at the discretion of the principal on things like teacher
 training, curricular enhancement, or hiring additional teachers. In this way, charging
 schools for actual teacher salaries increases equity.
- School choice and open enrollment policies Open enrollment policies empower parents to choose between schools in order to find the school that best fits their children's needs. School choice also holds schools accountable for performance by revealing which schools are serving students effectively, shown by higher demand for enrollment. In turn, it also incentivizes lower-performing or less-popular schools to improve to attract and retain families.
- Principal autonomy over school budgets Districts that place more of their
 operating budget into the weighted student formula allocations allow principals
 more autonomy and more decision-making power so that they can design their
 school to meet the needs of enrolled students.
- Principal autonomy over hiring Principals have more control over personnel, holding them accountable for their performance and staffing their school in ways that fit their students' needs.
- **Principal training and school capacity building** Principal training helps principals to learn management best practices that help them become entrepreneurial leaders of their schools. Several models include principal academies, principal coaches and

mentors, district liaisons and networks, and extra help from district finance personnel for budget development.

- Published transparent school-level budgets Parents and taxpayers should have
 detailed transparent budgets at the school level that show school enrollment and
 staffing trends. These budgets should reveal the amount of resources that are
 allocated through student-based budgeting and the amount of resources that are
 spent at the school level but controlled by the central office.
- Published transparent school-level outcomes Parents and taxpayers should have school-level profiles on a variety of outcomes including overall achievement distinguished by sub-group, value-added achievement gains, achievement gaps, graduation rates, attendance and other school-level outcome measures.
- **Explicit accountability goals** Districts should have explicit accountability goals and measures for each school. Performance measures are often described in school-level academic plans and detail a school's specific goals for academic improvement for various groups of students.
- **Collective bargaining relief, flat contracts, etc.** –These enable school districts to negotiate for more autonomy in union contracts to minimize work rules that interfere with school-level autonomy.

The following snapshots list 20 full implementation districts and one state that currently use a school funding portability framework including each district or state's program name, year of implementation, program type, legal authorization, weighted student funding formula, percentage of principal autonomy, and highlights of best practices used.

ATLANTA PUBLIC SCHOOL DISTRICT

Program Name: Student Success Funding

Program Implementation: 2018–2019 School Year

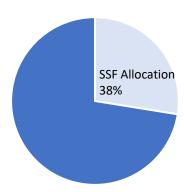
Program Type: District-Wide Program

Legal Authorization: School Board Policy

Highlights: Atlanta Public Schools (APS) joined a growing cohort of urban districts by fully adopting "Student Success Funding" (SSF) in the 2018–2019 school year.³ As the district gathered data in preparation for the rollout of SSF, it took note of several distinct problems: funding varied substantially by school and was not closely related to student need, and funding decisions were managed by "program managers" who dispersed dollars in non-transparent ways.⁴ SSF is meant to be a solution to the district's historical budgeting problems with implementing equity and transparency.

In contrast with other districts that decided to restrict the number of weights used, APS implemented SSF with a more comprehensive approach, with weights based on poverty, language, special education, grade levels, and both high and low performing students. Before SSF, 56% of APS's general fund was dispersed to schools via rigid staff-based allotments. In 2018–2019, 61% of general fund dollars was dispersed directly via SSF, with roughly two-thirds of those dollars (\$256 million) in the "unlocked" category—meaning they were directly attached to students.

Percentage Student-Based Allocation of 2018–2018 General Fund Budget: Atlanta Public Schools



Source: FY 2019 Atlanta Public Schools Budget Book

FY 2018 Student Success Funding Formula: Atlanta Public Schools

	Base Allocation	K-12			
0	base Attocation		1.0 (\$4,339)		
	Grade Level	K	1-3	6, 9	
	Grade Level	0.6 (\$2,604)	0.25 (\$1,085)	0.05 (\$217)	
4	Prior Academic Performance	Middle	Hig	High	
*	Frior Academic Performance	0.1 (\$433)	0.05 (\$217)		
P	Poverty	Elementary	Middle	High	
(F)		0.5 (\$2,170)	0.45 (\$1,953)	0.6 (\$2,604)	
Ċ	English Language Learners	0.1 (\$433)			
0	Special Education	0.03 (\$130)			
A +	Gifted	0.6 (\$2,604)			

BALTIMORE CITY PUBLIC SCHOOL DISTRICT

Program Name: Fair Student Funding

Program Implementation: 2008–2009 School Year

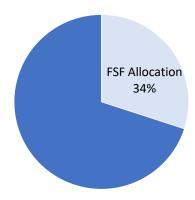
Program Type: District-Wide Program

Legal Authorization: School Board Policy

Highlights: First introduced in the 2008–2009 academic year, "Fair Student Funding" (FSF) is the Baltimore City Public Schools (BCPS) version of the Weighted Student Formula. By decentralizing many budget decisions, the FSF model has allowed district leadership to make significant cuts to central office spending. Over the past several years, two major changes have been implemented to the FSF model. First, district leadership decided in fall of 2017 to move from a funding methodology that dispensed dollars based on the previous year's allocations to a "revenue-based" model, whereby per-pupil allocations are determined based on the district's total revenue. This change allows for more-transparent comparisons between traditional school and charter school funding, and ensures that dollars are based on students, not historical spending. Second, leadership decided that, beginning in FY19, weights that were previously based on student achievement level would be replaced by weights based on enrollment of students living in poverty.

Since the 2013–2014 school year, BCPS has increased the percentage of funds in its FSF formula from 29.6% to 34%. In recent years, BCPS has been faced with budget gaps due to rising expenses and flat/declining revenue due to declining enrollment. After a projected gap of over \$100 million in FY18, the state passed legislation providing an additional \$180 million to BCPS, allowing it to propose a balanced budget. With the newly revised FSF, the district wanted to prevent any schools from losing funds and decided to allocate an additional \$5.2 million to hold all schools harmless.

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Baltimore City Public Schools



Source: BCPS FY 2019 Operating Budget 2018–19

FY2018 Fair Student Funding Formula: Baltimore City Public Schools

	T	
0	Base Allocation	1.00
		(\$5,521)
0	Special Education	0.116
		(\$641)
P	Poverty Elementary/Middle	0.072
		(\$400)
P	Poverty High School	0.126
		(\$700)
	High School	0.104
		(\$575)
A+	Gifted	0.072
		(\$400)

BOSTON PUBLIC SCHOOL DISTRICT

Program Name: Weighted Student Funding

Program Implementation: 2011–2012 School Year

Program Type: District-Wide Program

Legal Authorization: School Board Policy and Boston School Committee

Highlights: This year marked seven years since former Boston Superintendent Carol Johnson introduced Weighted Student Funding (WSF).¹² WSF allows the district to target budget reductions strategically, and ensures that school funding is attached to kids and not dependent on maintaining programs or staffing levels. WSF also allows school boards to negotiate with teacher unions for more flexibility to support school-level decision-making and stronger autonomy for school principals.

Over the past five years, Boston has made incremental increases to its weights, particularly focusing on allocating more resources to students with high severity disabilities and those learning English.¹³ It has also increased its base per-pupil allocation by 11.2% since FY12. While BPS's enrollment has remained relatively flat in recent years, the city has continued to increase its investment in education.

The successes of Boston's move to WSF are well documented and have been held up as a leading example in the country. Between FY2013–2014 and FY2018–19, Boston has increased the percentage of general fund dollars in its formula from 40% to 47%, with an additional 8% when accounting for Boston's rules-based allocation. All new improvements disproportionately go to schools with higher than average populations of black and Hispanic students, high poverty, ELL and special education. BPS has made a concerted effort to close opportunity and achievement gaps within the district.

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Boston Public Schools



Source: Boston Public Schools FY19 Operating Budget

FY 2018 Weighted Student Formula: Boston Public Schools

	3			
0	Base*	PreK-12		
		1.3-1.8		
		(\$	5,330-\$7,38	0)
0	Special Education**	1.00-6.70		
\$	Free and Reduced Lunch	-		
Ç	English Language Learners***	0.02-0.61		
	Career	1.00		
	High Risk****	0.05-0.20		
To the state of th	Students with Interrupted Education	4-5	6-8	9-12
		0.50	0.84	0.94

^{*}Grade level weight higher for PreK and elementary students.

^{**}Special education weight differs by specific need.

^{***} Weight differs by English Language Learner level and grade.

^{*****}High risk weight applies to 9th and 10th grade students due to risk of dropping out.

CHICAGO PUBLIC SCHOOL DISTRICT

Program Name: Student-Based Budgeting

Program Implementation: 2013–2014 School Year

Program Type: District-Wide Program

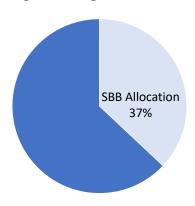
Legal Authorization: School Board Policy

Highlights: FY2018–2019 marked the sixth year since Chicago Public Schools (CPS) transitioned to using Student-Based Budgeting (SBB) to fund its schools. CPS first began using SBB in the 2013–2014 school year as a means of more fairly distributing resources across the district. In 2016 and 2017, CPS struggled to keep its base per-pupil allocation steady due to increased fiscal pressure, and was forced to rely on additional revenues from the state to avoid reducing its base allocation.¹⁵ A new state law provided additional funding to the district in FY18. Then in the 2018–2019 school year, CPS increased the SBB base rate by 2.5%, from \$4,290 in FY18 to \$4,397 in FY19.¹⁶

While other district formulas explicitly prescribe weights for different student categories (ELL, special education, etc.), CPS allocates all its weights based on grade level and the amount of the school day a certain student spends outside of the general education classroom.¹⁷ Funding for special education and other specific student groups is provided centrally.

At first, CPS funded both charter and traditional public schools the same way under SBB, which ensured equity and improved accountability for different types of public schools. While a new state-level education law enacted in FY18 required that charters be funded outside the SBB formula, the district emphasized a continuing commitment to funding parity between charter and neighborhood schools. Over time, SBB has grown into the single largest share of the general fund allocated to CPS schools. In FY2018–2019, the total SBB allocation was approximately \$1.63 billion, or 37% of operating revenues.

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Chicago Public Schools



Source: Chicago Public Schools FY19 Operating Budget

FY2018 Student-Based Budgeting Formula: Chicago Public Schools

0	Base Allocation	1.00
	K-3 Gen Ed/ LRE 1/LRE 2*	1.07
	4-8 Gen Ed/LRE 1/LRE 2	1.00
	9-12 Gen Ed/ LRE 1	1.24
	K-3 LRE 3**	0.428
	4-8 LRE 3	0.4
	9-12 LRE 2	1.24
	9-12 LRE 3	0.496

^{*} Diverse learners receive instruction in the least restrictive environment (LRE), which means they should remain in the general education classroom wherever possible. A diverse learner's LRE weight is based on the amount of the school day the student is receiving instruction outside the general education classroom.

^{**}LRE 3 students receive lower per-pupil allocations because the SBB formula is only meant for general classroom operations. Funding for outside general classroom education is allocated separately.

CLEVELAND METROPOLITAN SCHOOL DISTRICT

Program Name: Student-Based Budgeting

Program Implementation: 2014–2015 School Year

Program Type: District-Wide Program

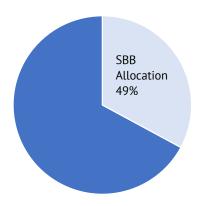
Legal Authorization: School Board Policy

Highlights: In 2013, Cleveland Metropolitan School District (CMSD) introduced the Cleveland Plan, a radical initiative to transform district operations.²² Grounded in an emerging approach to education, the "portfolio strategy" transitioned the district away from being a traditional, single option school district to a district that offers multiple schooling options. This meant allowing students to attend public schools with different types of learning models and forming more partnerships with private education management organizations.

The Cleveland Plan also laid out new rules and procedures aimed at reducing bureaucracy and expanding school level autonomy so local leaders could have more say over school direction and resource allocation.²³ CMSD schools were given much more power over discretionary budgets, including new access to the General Fund and Title program resources.

Congruent with the Cleveland Plan, CMSD introduced Student-Based Budgeting (SBB) in the 2014–2015 school year.²⁴ While principals only controlled 1.8% of their school budgets in 2013–14, they now have autonomy over 49% of the dollars allocated to them.²⁵ Over that period, graduation rates have increased 8.5%, and 22% fewer students are missing more than 10 days in a school year. As CMSD continues to refine its new budgeting system, it would benefit from remaining committed to school-level autonomy and equitable resource allocation.

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Cleveland Metropolitan Schools



Source: Cleveland Metropolitan Schools FY 2018-2019 Budget

FY2018 Student-Based Budgeting Formula: Cleveland Metropolitan Schools

0	Base Allocation	K-12	1.0 (\$4,887)
		PreK*	0.15
	Grade Level	K-3	\$489
		9–12	\$65
0	Special Education (Based	CC R/I K8	1.63
	on disability type and	CC SC K8	0.93
	service model)	CC R/I HS	1.22
		CC SC HS	0.52
		IBI/ED*	0.15
O	English Language Learners	LAU A K8	0.49
~	(Based on LAU code)*	LAU B K8	0.41
		LAU C K8	0.33
		LAU A HS	0.49
		LAU B HS	0.46
		LAU C HS	0.41
*	Below Proficient in	K8	0.31
	Reading	HS	0.31
	Above Proficient in	K8	0.15
	Reading	HS	0.31
\mathbb{H}	Attendance (Absences)	HS	0.15
P	Mobility***	К8	0.15

^{*}LAU refers to the coding system used in budgeting software. In this case, LAU levels A-C vary based on the level of a child's English proficiency (with A being most limited and C being most proficient).

^{**}PreK students only receive a small allocation because other funding is managed outside of the SBB formula.

^{***}Mobility is weighted instead of poverty, since mobility is highly correlated with poverty but provides a more nuanced look at need.

DENVER PUBLIC SCHOOL DISTRICT

Program Name: Student-Based Budgeting

Implementation: 2007 – 2008 School Year

Program Type: District-Wide Program

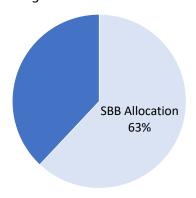
Legal Authorization: School Board Policy

Highlights: In 2007, then-Superintendent Michael Bennet moved Denver Public Schools (DPS) away from the old system of allocating resources centrally (for every 25 students, a school gets 1 teacher) to a new system that advocates allocating resources at the local level. Student-Based Budgeting (SBB) ties funding to the child and includes additional weights for higher-need students such as English Language Learners (ELL), and those eligible for Free and Reduced Lunch (FRE). The district also has performance weights that reward schools for maintaining high performance levels and moving up in performance metrics.²⁶

Over the last decade, DPS has become a "portfolio" district—a school system made of various types of public schools such as charters, traditional schools, and "innovation" schools.²⁷ Charters and Innovation schools have expanded to become a much larger portion of Denver's public system over the past five years. These schools are granted varying degrees of budgeting flexibility in return for increased accountability.

DPS has made remarkable strides in recent years. It was recently the nation's fastest-growing urban school district. Since FY2012–2013, the city has increased its per-pupil allocation in the SBB formula alone from \$4,849 to \$6,596, and has increased the portion of total dollars in the SBB formula from 44.3% to 63%. In the last three years, Denver has raised its standards for proficiency assessments and early literacy, and has placed more priority on its Academic Gaps measurement when ranking schools. ²⁹

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Denver Public Schools



Source: Denver Public Schools Adopted Budget Book FY 2019

FY2018-2019 SBB Weights: Denver Public Schools

0	Base Allocation	1.00 (\$4,283)		
Ç	English Language Learners	0.1		
\$	Free and Reduced Lunch	Elemen. Second.		
		0.116 0.125		
\$	Direct Cert. Supplement*	.019		
A+	Gifted	0.03		
0	Improved Performance**	0.015-0	0.027	

^{*}Alternative way of determining free and reduced price lunch students without requiring household application.

^{**}Improved performance weight is given to each pupil when a school moves up to the next tier on performance metrics. Amount of reward depends on which tier is newly attained, with higher attainments receiving larger allocations.

DOUGLAS COUNTY SCHOOL DISTRICT

Program Name: Site-Based Budgeting

Implementation: 2008–2009 School Year

Program Type: District-Wide Program

Legal Authorization: School Board Policy

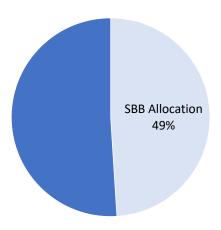
Highlights: In 2006, Colorado's Douglas County School District (DCSD) started a "Site-Based Budgeting" (SBB) pilot program with a three-year rollout plan to fully implement SBB district-wide by the 2008–2009 school year. Also in 2009, the Colorado Department of Education mandated that all school districts provide an online-accessible financial database to allow viewing of financial records to provide for added financial transparency. Four different allocation sections comprise DCSD's SBB system: Pupil Allocations, Central Discretionary, Central Non-Discretionary, and Other. All, with the exception of Central Non-Discretionary, allow schools flexibility over how they want to spend budget dollars.

SBB also gives school principals considerable autonomy over how to structure classes, staffing ratios, and non-salary purchases like supplies and equipment. Principals may even carry over unspent dollars from year to year and are encouraged to think strategically about their budgets.³² The district does not currently provide additional weights for at-risk students or other student groups, but does hold schools accountable for student achievement through School Accountability Committees.³³

DCSD also has an open enrollment policy whereby parents can go online and fill out a common application for their children to enroll in any district neighborhood school or school from a portfolio of schooling options including magnet, charter, online, home education, contract schools, or to apply for scholarships to attend private partner schools.³⁴

Percentage Student-Based Allocation 2018–2019 General Fund Budget:

Douglas County School District



Source: DCSD Adopted Budget Book 2018–2019

FY 2018 Site-Based Budgeting Formula: Douglas County School District

0	Base Allocation*	Elem.	Mid.	High
		1.102	1.126	1.00
	K–2 Weight**		_	
↑	Mill Levy Allocation		_	

^{*} SBB base funding fluctuates year to year depending on economic conditions in Colorado.

^{**} Specific weight amount is not given for either K-2 weight or mill levy allocation.

HOUSTON INDEPENDENT SCHOOL DISTRICT

Program Name: Weighted Student Formula

Implementation: 2000–2001 School Year

Program Type: District-Wide Program

Legal Authorization: School Board Policy

Highlights: In 1990, the Houston Board of Education issued a Declaration of Beliefs and Visions for HISD that called for a more locally controlled school system.³⁵ Since then, HISD has continued to decentralize decision-making and empower school principals. By the 2000–2001 school year, principals were granted decision-making authority over their school-level budgets with Houston's implementation of Weighted Student Formula (WSF).

In the 2017–2018 school year, the base per-pupil allocation under WSF was \$3,534—roughly \$60 more than it was in 2013–2014.³⁶ Also in FY 2016–2017, HISD was recognized as a property wealthy district and is now obligated to equalize wealth through Chapter 41 Robin Hood recapture, where excess local property taxes are given to the state and not used in the district budget.³⁷ The district, which is now the largest in Texas and the 7th largest in the country, continues to make real progress toward student equity, performance, and budget consciousness.³⁸

In August 2017, tragedy struck as Hurricane Harvey damaged 75 of Houston's schools and over 200,000 homes.³⁹ Beyond loss of life, HISD was faced with a \$208 million budget deficit in the 2018–2019 school year because of the decrease in property revenues and demand for school repairs.⁴⁰ While this brought pressure to revamp the district's funding system, administrators remained committed to WSF, instead making \$83 million in strategic reductions mainly at the administrative level.⁴¹

Percentage Student-Based Allocation FY 2019 General Fund: Houston Independent School District



Source: HISD 2018-2019 Adopted Budget Book

FY2018 WSF Weights: Houston Independent School District

	Base Allocation	Pre-K	1 st -12 th	
0	base Attocation	1	1	
\$	Free and Reduced Lunch	0.07	75	
	At-Risk	0.07	75	
0	Special Education	0.15		
Ç	English Language Learners	0.1		
co Constant	Career	0.35		
	Compensatory Education*	0.15		
A+	Gifted	0.12		
\$	Homeless	0.05		
	Refugee	0.05		

^{*} State Compensatory Education is a program in Texas where additional state funding is provided for schools to administer supplemental, accelerated, and/or compensatory programs for students who are at risk of dropping out.

INDIANAPOLIS PUBLIC SCHOOL DISTRICT

Program Name: Student-Based Allocation (SBA)

Implementation: 2017–2018 School Year

Program Type: District-Wide Program

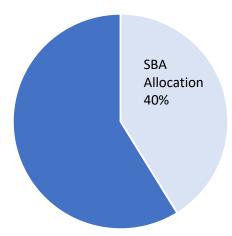
Legal Authorization: Board of School Commissioners

Highlights: Indianapolis Public Schools (IPS) recently decided to move toward "Student-Based Allocation" (SBA), whereby funding is distributed to schools based on student needs and characteristics. Prior to SBA, IPS allocated resources based on rigid staffing ratios and historical spending patterns that were unrelated to student need.⁴²

The transition first began in the 2016–2017 school year with a pilot group of six schools. From there, a cross-functional Autonomy Transition Working Group was formed. Autonomy in IPS schools existed on a continuum, with all schools being held accountable by the IPS Board of School Commissioners. Innovation Network Schools were on one end, having the greatest amount of operational and academic flexibility, and Autonomous School Cohort on the other, having some academic flexibility but not as much as the Innovation Schools. However, starting in 2017 all IPS schools moved toward greater flexibilities and SBA.

The goals of SBA are threefold: to increase equity, increase flexibilities, and increase transparency.⁴⁴ In order to achieve these goals, IPS has committed to Strategic Plan 2015, which calls for full implementation of SBA starting in 2017–2018. This will enable dollars to follow the child and give schools more control over budget planning and management. Working teams comprised of principals, staff, field experts, and IPS's chief financial manager and innovation officer have been critical in designing SBA.

Percentage Student-Based Allocation 2018–2019 General Fund Budget: Indianapolis Public Schools



Source: Edunomics Lab, Georgetown University

FY18 Student-Based Allocation Formula: Indianapolis Public Schools

		•		
	Base Allocation	K-12		
O	Base Attocation	1.0 (\$3,985)		
\$	Free and Reduced Lunch	.125 (\$500)		
0	Special Education	.23 (\$910)		
	Grade Level	7 th	9 th	
	Glade Level	0.1 (\$400)	0.1 (\$400)	

JEFFERSON COUNTY PUBLIC SCHOOL DISTRICT

Program Name: Student-Based Budgeting

Implementation: 2015–2016 School Year

Program Type: District-Wide Program

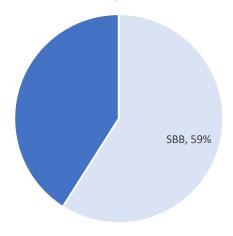
Legal Authorization: School Board Policy/Superintendent

Highlights: Jefferson County Public Schools (JeffCo) first introduced Student-Based Budgeting (SBB) to all neighborhood and some option schools in the 2015–2016 school year. Neighboring Denver was already using SBB and the program had proved to be remarkably successful. SBB implementation would coincide with the 2015 introduction of JeffCo's 2020 Vision.

In Jefferson County schools, SBB works by empowering schools to invest in their communities and grants them wide decision-making powers over school area resources and budgets. JeffCo's formula also has unique features like allowing funds to be carried over from one year to the next, pupil weight adjustments based on school size, and several "per building" weights. Schools are encouraged to meet regularly with School Accountability Committees (SAC) and identify shared priorities valued by the community. In addition, district staff monitor the process to ensure equity across all students and schools. In 2017, the JeffCo Board of Education approved an additional \$3.7 million or \$50 per student allocation directed toward SBB.

Also in 2017–2018, JeffCo launched Budgeting for Outcomes (BFO) to better manage department resources. Designed to work in unison with SBB and the district Strategic Plan, BFO is a priority-based budgeting approach to department operations where departments identify the different activities they perform and make sure these activities align with district goals.⁴⁸

Percentage Student-Based Allocation 2018–2019 General Fund Budget: Jefferson County Public Schools



Source: Adopted Budget 2018/2019, Jefferson County Public Schools

FY2018 Student-Based Budgeting Formula: Jefferson County Public Schools

		K-5	6-8	9-12
0	Base Allocation	1.137	1.086	1.00
		(\$5,130)	(\$4,900)	(\$4,510)
	At-Risk*	0.14		
H	Elementary School Equity Size**	06-0.14		
þ	Middle School Equity Size	09-0.11		
þ	High School Equity Size	04-0.13		

^{*}Students qualifying for free and reduced lunch and requiring intensive academic support

^{**}Pupil allocations are adjusted based on total school enrollment, with larger schools getting dollars subtracted from each pupil allocation and smaller schools getting dollars added.

METRO NASHVILLE PUBLIC SCHOOL DISTRICT

Program Name: Student-Based Budgeting

Implementation: 2015–2016 School Year

Program Type: District-Wide Program

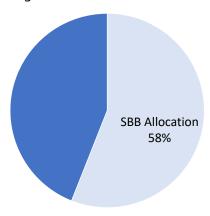
Legal Authorization: School Board Policy

Highlights: In 2015–2016, the biggest school district in the state of Tennessee, Metro Nashville Public Schools (MNPS), implemented Student-Based Budgeting (SBB) district-wide. Within a year, 60% of schools saw more money per student than the year before, and the remaining 40% received at least the same amount.⁴⁹

MNPS transitioned to SBB to better align with the district's Education 2018 strategic plan. The strategic plan aims to place more decision-making power in the hands of those closest to the students.⁵⁰ Under SBB, MNPS now gives principals direct control over roughly half of its annual operating budget.⁵¹ In FY 2017–2018, MNPS increased its weight for economically disadvantaged students, continued phasing out inequitable revenue-smoothing allowances, and added several staffing requirements.⁵² In FY 2018–2019, additional dollars were allocated to English language learners (ELL) and special education students.⁵³

MNPS continues to make progress in other areas as well, such as greater accountability and transparency. The Academic Performance Framework (AFP) was launched to combine data into a "comprehensive school performance measurement." The data are then available to principals, teachers, parents, and community members to use in moving schools forward along various performance measures.

Percentage Student-Based Budgeting Allocation 2018–2019 General Fund Budget: Metro Nashville Public Schools



Source: MNPS Fiscal Year 2018–2019 Operating Budget Overview

FY2018 Student-Based Budgeting Formula: Metro Nashville Public Schools

Elem. Mid.		High		
0	Base Allocation	\$4,425		
	Grade Level*	0.10	0.5	_
*	Prior Academic Performance**	0.10	0.10	-
Ç	English Language Learners	0.21		
P	Poverty	0.5		
0	Special Education	0.50-7.25 (Depending on individual student need)		

^{*} Students in elementary and middle schools are funded at higher rates because lower student-teacher ratios are funded by state law.

^{**} There is no prior performance of incoming students to elementary schools, so students are instead funded according to economically disadvantaged status, which closely correlates to academic performance.

MILWAUKEE PUBLIC SCHOOL DISTRICT

Program Name: Weighted Student Funding

Implementation: 2001–2002 School Year

Program Type: District-Wide Program

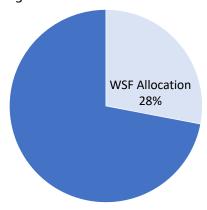
Legal Authorization: School Board Policy

Highlights: Milwaukee Public Schools (MPS) moved to decentralize school funding in 2001 with the implementation of its Weighted Student Funding (WSF) program. Over time, MPS has fluctuated between centralization and decentralization. Early on, the extent of budget centralization was very limited with all remaining funding allocated to schools. Later the district moved to centralize many school-level services. In the 2018–2019 school year, \$242.9 million of the district's operating budget went directly to "traditional schools, instrumental charter schools, and alternative schools" via site allocations.⁵⁴

MPS first makes site allocations, which aren't on a per-pupil basis. This includes standardized FTEs for specialty schools, small schools, and English as a second language (ESL) classroom staff.⁵⁵ Dollars are therafter allocated on a per-pupil basis, with differing amounts going to elementary, middle, and high schools.⁵⁶

In 2010, MPS made a big step forward in transparency when the Board of School Directors established the Office of Accountability and Efficiency (OAE) to enhance oversight and accountability over financial operations.⁵⁷

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Milwaukee Public Schools



Source: 2018–19 Superintendent's Adopted Budget

FY 2018 Weighted Student Funding Formula: Milwaukee Public Schools

	Base Allocation	Elementary	Middle	K-8	High
O		\$3,465	\$3,163	\$3,469	\$3,294
Ç	English Language				
	Learners	\$50	\$50	\$50	\$50

NEWARK PUBLIC SCHOOL DISTRICT

Program Name: Weighted Student Formula

Implementation: 2011–2012 School Year

Program Type: District-Wide Program

Legal Authorization: State Superintendent and State Authority

Highlights: In 2011, then State Superintendent Clifford B. Janey introduced Weighted Student Formula (WSF) to Newark Public Schools (NPS). WSF has enforced accountability through a teacher evaluation and merit pay program whereby high achievement and highly effective ratings are tied to raises and bonuses.⁵⁸

Newark selects its weights differently from many other districts. The district employs a "revenue build-up" model, where allocations are determined depending on how much it costs to educate each kind of student based on the basic costs, specialty teachers, materials, etc.⁵⁹

The district returned to "full local control" in 2017–2018 by allocating \$5 million more to schools than in 2016–2017, allowing for greater school autonomy over budget dollars.⁶⁰

In June 2013, NPS strengthened its WSF by introducing a plan—One Newark—that ends residential assignment and allows students to choose any public school in Newark. The plan allows families to fill out one application and list their schools of choice in order of preference, ending the practices of geographical assignment and streamlining the process of applying to charter schools.⁶¹

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Newark Public Schools



Source: FY 2018–2019 User-Friendly Budget

FY2018 Weighted Student Formula: Newark Public Schools

0	Grade Level Allocation	K	1-3	4-5	6-8	9-12
		1.463	1.117	1.031	1.00	1.294
		(\$7,187)	(\$5,486)	(\$5,063)	(\$4,912)	(\$6,358)
0	Special Education*	0.619-9.448				
Ċ	English Language Learners**	0.041-0.620				

^{*}Special education weight differs by severity (Cognitive Mild and Cognitive Moderate) and specific disability (Learning, Auditory, Behavioral, Multiple Disabilities, Autism, Resource Room).

^{**}English language learner weight varies by grade level and whether student is part-time bilingual or ESL.

ORLEANS PARISH SCHOOL DISTRICT

Program Name: Differentiated Funding Formula, Unified Funding Formula and Student-

Based Budgeting

Implementation: 2005–2006 School Year

Program Type: City-Wide Program

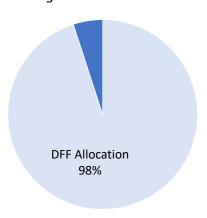
Legal Authorization: School Board and State Authorization Policy

Highlights: New Orleans schools have a long and complicated history. This history, which started with many challenges, eventually led to many successes.

Beginning in the early 2000s, academic performance was declining across the district, and corruption and fraud were widespread. Between just 2000 and 2005, the percentage of the district's schools deemed "academically unacceptable" by the Louisiana Department of Education rose from 25% to 63%. Alarmed by the situation, the state legislature passed Act 9 in 2003, which gave the Louisiana Board of Elementary and Secondary Education (BESE) the power to take over failing schools and place them in the newly created, state-run Recovery School District (RSD). Then in August 2005, the costliest natural disaster in American history hit New Orleans. Hurricane Katrina led to unprecedented devastation and suffering. In dire straits, the state of Louisiana passed Act 35 in November of 2005 allowing 114 of the city's worst performing public schools to transfer to RSD control. Halso made it considerably easier for the BESE to intervene in failing school districts like New Orleans that it deemed "Academically in Crisis." In the process, New Orleans began its recovery by adopting dramatic and innovative change.

RSD would rebuild the city's education system into an almost entirely charter district. Open enrollment would replace residential assignment, allowing budget dollars to follow students to the school of their choice. By 2009, the charter experiment had proved to be radically successful and the Louisiana Legislature lifted the cap on how many charter schools could operate in the state.⁶⁵ By 2014, over 93% of New Orleans students attended public charters, and by 2017 over 145 charter schools operated statewide.⁶⁶ After years of recovery, the Louisiana State Legislature passed Senate Bill 432 (Now Act 91) in May 2016 allowing for the return of all public schools from RSD to OPSB supervision beginning July 1, 2018.⁶⁷ While OPSB has maintained control of all New Orleans schools, charters have maintained all existing autonomy. In addition, the district has adopted a unified differentiated funding formula resembling the one used by RSD to administer future budget allocations.⁶⁸

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Orleans Parish



Source: Orleans Parish School Board Unification Plan

FY2018 Differentiated Funding Formula: New Orleans Parish Schools

0	Base	Elementary	High School	
		1	1.05	
0	Special Education*	0.2-3.0		
Ç	English Language Learners	0.3		
*	Over Age	0.225		
A+	Gifted	0.05		

^{*}Weights vary depending on severity of disability, divided into five tiers.

NEW YORK CITY PUBLIC SCHOOL DISTRICT

Program Name: Fair Student Funding

Implementation: 2007–2008 School Year

Program Type: District-Wide Program

Legal Authorization: Mayoral Control

Highlights: In 2002, former New York City Mayor Michael Bloomberg was granted control of New York City schools and appointed Joel Klein as schools chancellor. Bloomberg and Klein took steps to empower principals by giving them decision-making power and resources and holding them accountable for results. Then, in 2007, Schools Chancellor Klein announced that New York City public schools would receive roughly \$900 million in new aid and that the administration's "Fair Student Funding" (FSF) program would bring greater equity and transparency to school budgets. Of the \$900 million in new funding, \$230 million was cut from the bureaucracy and sent to the school level.⁶⁹

New York City has also worked to devolve restricted special education funds into its FSF formula, which shifts from funding per class type to funding individual student needs. FSF aims to eliminate the view of special education as strictly prescriptive, immovable and segregated from the kind of innovative thinking that occurs in general education.⁷⁰

Due to the post-2008 recession and increases in mandated costs, FSF has never been fully funded. In recent years, however, the funding floor for the program has been raised from 82% in 2015-2016 to 90% for 2018-2019.⁷¹ In addition to FSF, the district allocates additional revenue through roughly 100 separate categorical grant programs directed at priorities such as school support programs, libraries, and the arts.⁷²

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: New York City Public Schools



Source: NYC Dept. of Ed. 2018–2019 School Budgets & Fair Student Funding

FY2018 Fair Student Funding Weights: New York City Public Schools

0	Base Allocation	K-5	6 th -8	9-12	
		1.00 \$(4,084.80)	1.08	1.03	
\$	Free and Reduced Lunch	0.12			
Ç	English Language	K-5 th	6 th -12 th		
	Learners	0.4	0.5		
	Portfolio*	0.05-0.40			
O	Special Education**	0.56-2.09			
*	Academic Intervention	Below Prof.	Well Below		
		0.25- 0.35	0.40-0.50		
	Graduation	0.40			

^{*} Portfolio weight differs by Career/Technical field (Nursing, Health/Trade/Technology, Business, Home Economics/Arts), Specialized field (Academic or Audition), and Transfer students (Heavy Graduation or Regular Graduation).

^{**}Special education weight differs by severity or individualized education plan need, and grade level (K – 8th and 9th – 12th).

NORWALK PUBLIC SCHOOL DISTRICT

Program Name: Student-Based Budgeting

Implementation: 2016–2017 School Year

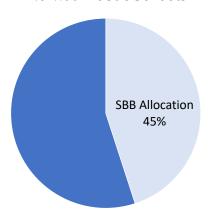
Program Type: District-Wide Program

Legal Authorization: School Board Policy

Highlights: In 2016, Norwalk Public School District (NPSD), based in Connecticut, took a big leap forward with the introduction of Student-Based Budgeting (SBB). Motivated by the belief that decisions are best made at the local level, NPSD also implemented a Board of Education policy that expanded what are known as School Government Councils (SGC) from state-mandated schools to all Norwalk Public Schools.⁷³ The idea was to create councils of local leaders to determine the allocation of resources that best met the needs of their students. Funding for substitute staff, some employee benefits, and student support positions were allocated through SBB instead of FTE allotments.⁷⁴ Also, more money would be directed through SBB. In FY 2017–2018, Norwalk Public Schools allocated 45% of its budget through SBB, or approximately \$87 million budget dollars.⁷⁵

All of this is in keeping with NPS's Theory of Action, or Management Performance Empowerment (MPE) strategy, laid out in the 2016–2019 Strategic Operating Plan. Under MPE, higher performing schools are granted greater autonomy, and most schools exercise control over school resources. NPSD has also recently taken steps to develop a more robust system of choice by creating several K-8 options for families by expanding magnet school programs, authorizing an International Baccalaureate school, and developing several other specialty track programs. The control of the special special strack programs.

Percentage SBB Allocation of 2018–2019 General Fund Budget: Norwalk Public Schools



Source: NPSD Board of Ed. Final Approved Operating Budget 2018–19

FY2018 SBB Per-Pupil Allocation: Norwalk Public Schools

0	Grade-Level Allocation*	Elementary	Middle	High
		\$7,414	\$7,882	\$8,173

^{*}Norwalk only uses grade-level weights currently, and changes its standard per-pupil allocation for elementary, middle, and high schoolers each year.

POUDRE PUBLIC SCHOOL DISTRICT

Program Name: Student-Based Budgeting

Implementation: 2007–2008 School Year

Program Type: District-Wide Program

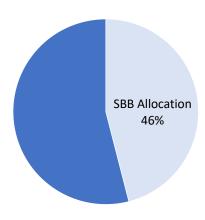
Legal Authorization: School Board Authority

Highlights: Poudre School District (PSD), located in Fort Collins, Colorado, adopted Student-Based Budgeting (SBB) in February 2007 following a year-long study and indepth discussion with principals, staff, and parents about the new funding allocation system. The district already had several characteristics that fit well with the SBB design, including school choice and site-based management.

Each year, PSD aims to direct at least 50 cents of every dollar to schools through SBB. For the 2018–2019 school year, elementary, middle, and high school budgets included SBB allocations of approximately \$127.7 million.⁷⁸ As well, \$59.2 million more will support schools with resources for integrated services, language, culture, and equity, activities and athletics, substitutes, technology, and school level operational costs.⁷⁹ Poudre's SBB has served as a flexible and transparent tool for budgeting, especially when schools are faced with declining enrollment. Rather than schools losing entire teaching positions based on the staffing model when fewer students are enrolled, instead the school loses the money for the actual loss in enrollment—not an entire position. This allows the school to be more flexible about how to handle financial loss in the budgeting process.

The district also offers a wide range of educational services for children according to need, including programs like bilingual/dual language immersion, hybrid/online, expeditionary learning, and science, technology, engineering and math (STEM), along with athletic and extra-curricular programs.⁸⁰

Percentage SBB Allocation of 2018–2019 General Fund Budget: Poudre Public Schools



Source: 2018–2019 Operating Budget, Poudre Public Schools

FY2018 Student-Based Budgeting Formula: Poudre Public Schools

0	Base Allocation	K-12 th Supplement K- 3 ^r			
		1.00 (\$4,104)	0.14		
	At-Risk	0.20			
A+	Gifted	0.10			
	Geographic	0.805			
P	Small Schools	0.0-0.20			

PRINCE GEORGE'S COUNTY PUBLIC SCHOOL DISTRICT

Program Name: Student-Based Budgeting

Implementation: 2012–2013 School Year

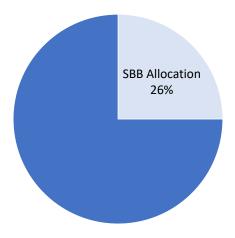
Program Type: District-Wide Program

Legal Authorization: School Board Policy

Highlights: In 2011, Prince George's County Public Schools (PGCPS) elected eight schools to participate in a pilot program that would inform how Student-Based Budgeting (SBB) and school-level flexibilities should be implemented district-wide. All schools district-wide adopted SBB beginning in the 2012–2013 fiscal year.⁸¹ PGCPS's SBB model is unique in that it uses school-level weights instead of district-level weights. These "dynamic" weights aim to more equitably fund schools based on concentration of need, as well as to correct for inequities in teacher salary distributions.⁸²

Beyond SBB's funding mechanism, autonomy with SBB dollars in PGCPS is centered around employee positions that are classified as unlocked, locked, or lock+. Unlocked positions are optional to purchase with SBB dollars (e.g., assistant principal, reading specialist), locked positions are centrally mandated (e.g., music teacher), and lock+ positions are centrally mandated but can be supplemented with additional SBB dollars (e.g., athletic director).⁸³

Percentage SBB Allocation of 2018–2019 General Fund Budget: Prince George's County Public Schools



Source: FY 2018-2019 Approved Annual Operating Budget PGCPS

FY2018 Student-Based Budgeting Formula: Prince George's County Public Schools

	D	Daniel State and the add and a state and a state and		
0	Base	Base weight can be adjusted based on available resources, and		
		aims to correct for uneven distribution of teachers based on		
		salary. It can also be adjusted so that the school can direct more		
		resources to other weighted groups (ESOL, Kindergarten, etc.)		
=	Equity	Equity weight varies based on a school's concentration of need		
		and the value of relative need.		
Ç	English	Varies by school.		
	Language			
	Learners			
	Kindergarten	Varies by school.		
	Grades 1-3	Varies by school.		

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

Program Name: Weighted Student Formula

Implementation: 2002–2003 School Year

Program Type: District-Wide Program

Legal Authorization: School Board Policy

Highlights: Former School Superintendent Arlene Ackerman introduced Weighted Student Formula (WSF) as a pilot program with 27 schools in the 2001–2002 school year. Based on the positive results of the pilot, the following year the San Francisco Unified School Board implemented WSF district-wide. In SFUSD's 2016–2018 Strategic Plan and Vision 2025, the district lays out three universal goals: to increase access and equality, improve student achievement, and maintain student accountability.⁸⁴ Each of these works hand in hand with WSF.

For the 2017–2018 budget year, San Francisco increased site allocations to WSF by \$3.7 million, which represents a 4.92% increase from the year before. Of this, \$2.4 million went to supplemental and concentration grant increases. This is despite SFUSD's request in the 2018–2019 school year that all central departments reduce their budgets by 3%. The increase reflects the district's continued commitment to allowing money to follow the child.

SFUSD also provides multiple interactive resources to provide better accountability and fiscal transparency. These include an academic plan called the School Balanced Score Cards/Single Plans for Student Achievement (BSC/SPSA), a guide to school-level accountability, as well as a "Budget Dashboard," which allows users to interact with an online platform that provides access to a visual display of important information.⁸⁶

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: San Francisco Unified School District



Source: SFUSD 2018-2019 Budget

FY2018 Weighted Student Formula: San Francisco Unified School District

0	Base Allocation	K-3	4-5	6-8		9-12
		1.264	1.00	1.14		1.19
P	Poverty	0.090				
0	Special Education*	All		PreK/Mod./Sev.		
		0.0168		0.0335		
0	English Language		Beg.	Adv.	Long-Term	
Ų	Learners**	0.067- 0.186		0.052		0.080

^{*}Weights are only for materials and professional development. Special education staff positions are allocated centrally.

^{**}Beginning weight differs by grade level (K -5^{th} , 6^{th} -8^{th} , and 9^{th} -12^{th}) with lower grades having a lower weight and higher grades having a higher weight.

SHELBY COUNTY SCHOOL DISTRICT, MEMPHIS

Program Name: Student-Based Budgeting

Implementation: 2018–2019

Program Type: District-Wide Program

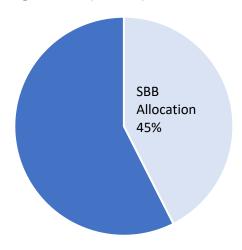
Legal Authorization: School Board Policy

Highlights: One of the largest public school districts in the United States and the largest district in Tennesee, Shelby County Schools (SCS) partnered with Education Resource Strategies, a national education consulting nonprofit, to introduce a Student-Based Budgeting (SBB) pilot program at six of its 204 schools in the 2017–2018 school year.⁸⁷ In 2018–2019, SBB was implemented district-wide. The formula prioritizes reading levels for young students, low-income and under-achieving students, and students with disabilities by implementing weights to drive additional funding toward those types of students.⁸⁸

As SCS continues to empower principals, schools may earn additional flexibilities over their education dollars in order to better pursue their goals.⁸⁹ Schools are placed in one of three categories (listed in order of most flexible to least): cohorts, early adopters, and traditional schools.

In their first year using SBB district-wide, SCS allocated \$377 million—close to half of its general fund budget—to the formula.⁹⁰

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: Shelby County Schools, Memphis



Source: Shelby County Schools District Budget 2018–2019

FY2018 Student-Based Budgeting Formula: Shelby County Schools, Memphis

	Base Allocation	K-12			
O	base Attocation	1.0 (\$3,400)			
		K-2	3-5		
	Grade Level	0.3 (\$1,020)	0.2 (\$680)		
*	Performance*	0.1 (\$340)			
P	Mobility**	0.1 (\$340)			
0	Special Education	0.24 (\$825)			

^{*}Supplemental weight for both high and low-performing students

^{**}Mobility is weighted instead of poverty, since mobility is highly correlated with poverty but provides a more nuanced look at need.

STATE OF HAWAII SCHOOL DISTRICT

Program Name: Weighted Student Formula

Implementation: 2006–2007 School Year

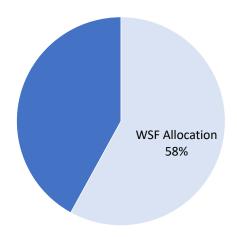
Program Type: State-Wide Program

Legal Authorization: School Board Policy

Highlights: The state of Hawaii implemented Weighted Student Formula (WSF) in 2006–2007 as a means of providing a more equitable, locally controlled system of school finance. WSF gives schools a specific dollar amount for every student, and additional funds for those who are needs based, such as those who qualify for free and reduced price lunch or are English language learners (ELL). Principals are now encouraged to work in tandem with their local School Community Councils (comprised of local community members) to craft annual financial plans for the school year and basic operations. Prior to WSF, principals did not know how much money they would receive and lacked control over how dollars were spent.

Since WSF's implementation, the amount allocated to schools has increased annually, with the amount for 2018–2019 standing at \$948.3 million or 58% of the state's operating budget. Another 35% goes to other types of direct school funding for a combined total of 93% of Hawaii's operating budget going directly to school support. Hawaii's WSF also directs additional funds to students on islands other than Oahu, and gives additional block grants to multi-track and combination schools. Also, unlike other states, Hawaii does not have school districts, which means more funds can flow directly to classrooms.

Percentage Student-Based Allocation of 2018–2019 General Fund Budget: State of Hawaii Schools



Source: Hawaii State Department of Education

FY2018 Weighted Student Formula: State of Hawaii Schools

0		Pre-K	K-2	Elem.	Mid.	High	
	Base Allocation	1.00	1.15	1.036	1.00	1.00	
		(\$4,129.51)	(\$4,748.94)	(\$4,279.51)			
\$	Low-Income	0.1 (\$412.95)					
	English	NEP	LE	LEP		FEP	
Ç	Language	0.389	0.19	94	0.065		
	Learners*	(\$1,605.22)	(\$802	2.61)	(\$267.54)		
→	Transiency	0.05 (\$206.48)					
A+	Gifted	0.265 (\$1,094.32)					

^{*}ELL= English Language Learner, NEP = Non-English Proficient, LEP = Limited English Proficiency, FEP = Fully English Proficient

ABOUT THE AUTHOR

Christian Barnard is an education policy analyst at Reason Foundation. He studies the relationship between spending and educational outcomes, as well as student-based budgeting in public school finance. Christian holds a bachelor's degree in philosophy and economics from Messiah College.

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