



Budget Briefing: School Aid

Jacqueline Mullen, Fiscal Analyst

Emily Hatch, Fiscal Analyst

Samuel Christensen, Senior Fiscal Analyst

January 2021

Briefing Topics

- Funding Sources
- Appropriation Areas
- Major Budget Topics
 - School Aid Fund Revenues
 - Foundation Allowance
 - Special Education Funding
 - Michigan Public School Employees' Retirement System (MPERS)
 - At-Risk Program
 - Early Childhood
 - Types of School Districts
 - Declining Enrollment

School Aid

The School Aid Budget pays for the operations of public schools to “maintain and support a system of free public elementary and secondary schools as defined by law” as required by the Michigan Constitution.

- The School Aid budget makes appropriations to **537** local school districts, **292** public school academies, and **56** intermediate school districts (ISDs) for operations and certain categorical programs.
- It also provides funds to the Center for Educational Performance and Information (CEPI), the Department of Labor and Economic Opportunity, and other entities to implement certain grants and other programs related to K-12 education.

Key Budget Terms

Fiscal Year: The state's fiscal year (FY) runs from October to September. FY 2020-21 is October 1, 2020 through September 30, 2021.

Appropriation: Authority to expend funds. An appropriation is not a mandate to spend. Constitutionally, state funds cannot be expended without an appropriation by the legislature.

Line Item: Specific appropriation amount in a budget bill that establishes spending authorization for a particular program or function.

Boilerplate: Specific language sections in a budget bill that direct, limit, or restrict line item expenditures, express legislative intent, and/or require reports.

Lapse: Appropriated amounts that are unspent or unobligated at the end of a fiscal year. Appropriations are automatically terminated at the end of a fiscal year unless designated as a multi-year work project under a statutory process. Lapsed funds are available for expenditure in the subsequent fiscal year.

Note: Unless otherwise indicated, historical budget figures in this presentation have not been adjusted for inflation.

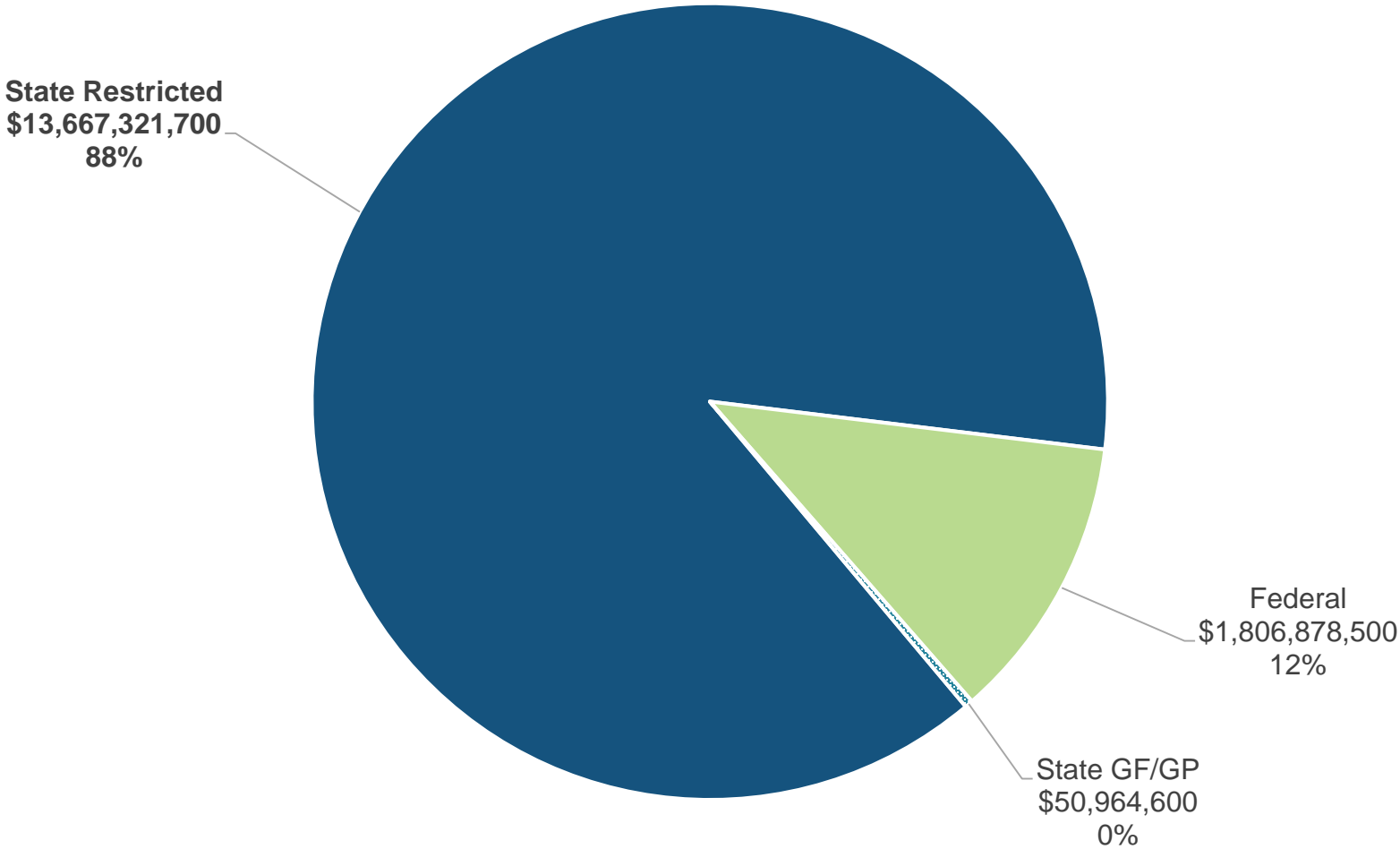
Funding Sources

FY 2020-21 School Aid Budget

Fund Source	Funding	Description
Gross Appropriations	\$15,525,164,800	Total spending authority from all revenue sources
Interdepartmental Grants (IDG) Revenue	0	Funds received by one state department from another state department, usually for services provided
Adjusted Gross Appropriations	\$15,525,164,800	Gross appropriations excluding IDGs; avoids double counting when adding appropriation amounts across budget areas
Federal Revenue	1,806,878,500	Federal grant or matching revenue; generally dedicated to specific programs or purposes
Local Revenue	0	Revenue received from local units of government for state services
Private Revenue	0	Revenue from individuals and private entities, including payments for services, grants, and other contributions
State Restricted Revenue	13,667,321,700	State revenue restricted by the State Constitution, state statute, or outside restriction that is available only for specified purposes; includes most fee revenue
State General Fund/General Purpose (GF/GP) Revenue	\$50,964,600	Unrestricted revenue from taxes and other sources available to fund basic state programs and other purposes determined by the legislature

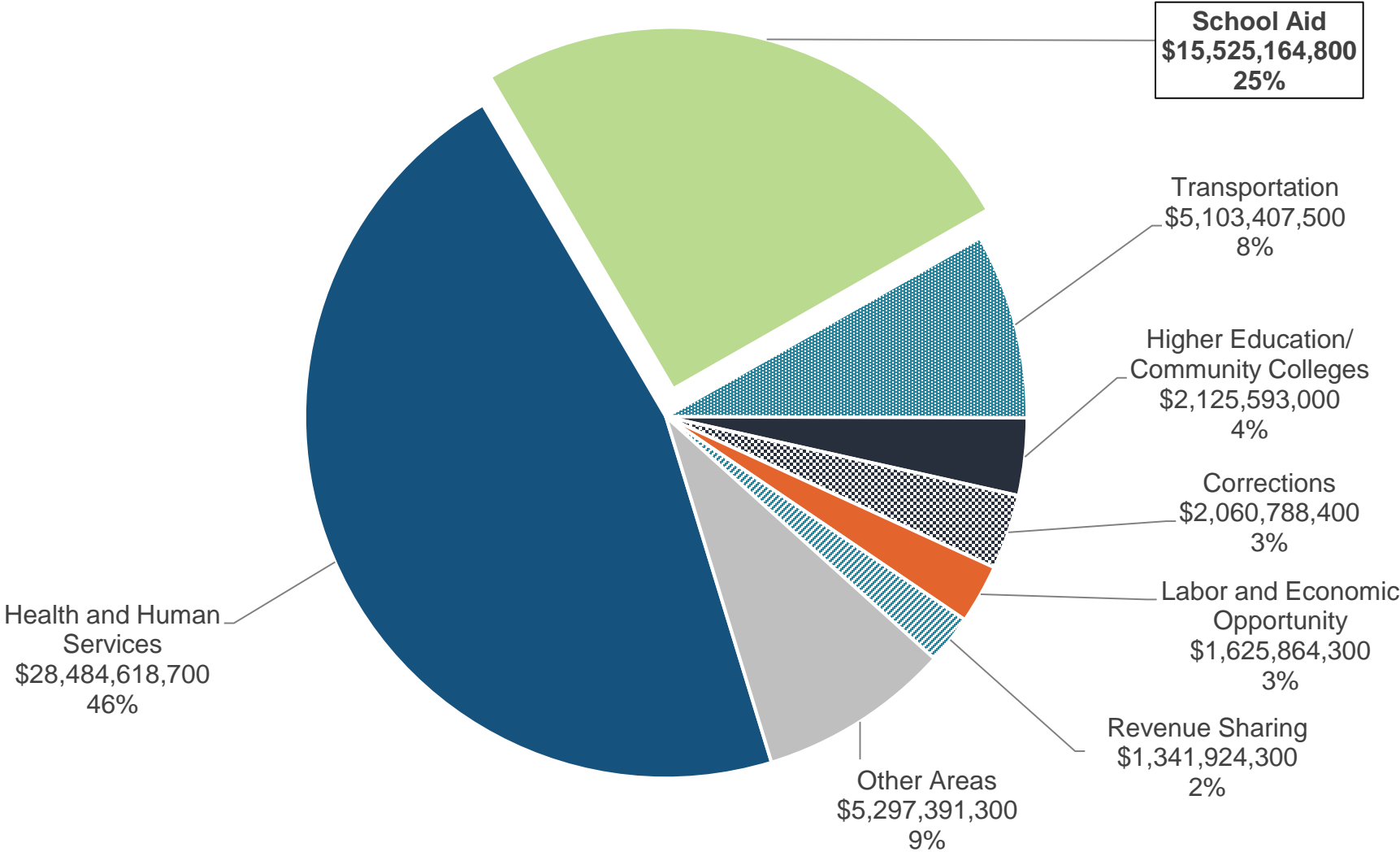
FY 2020-21 Fund Sources

88% of the \$15.5 billion School Aid budget is funded by state restricted revenue, almost all of which is School Aid Fund (SAF) revenues.



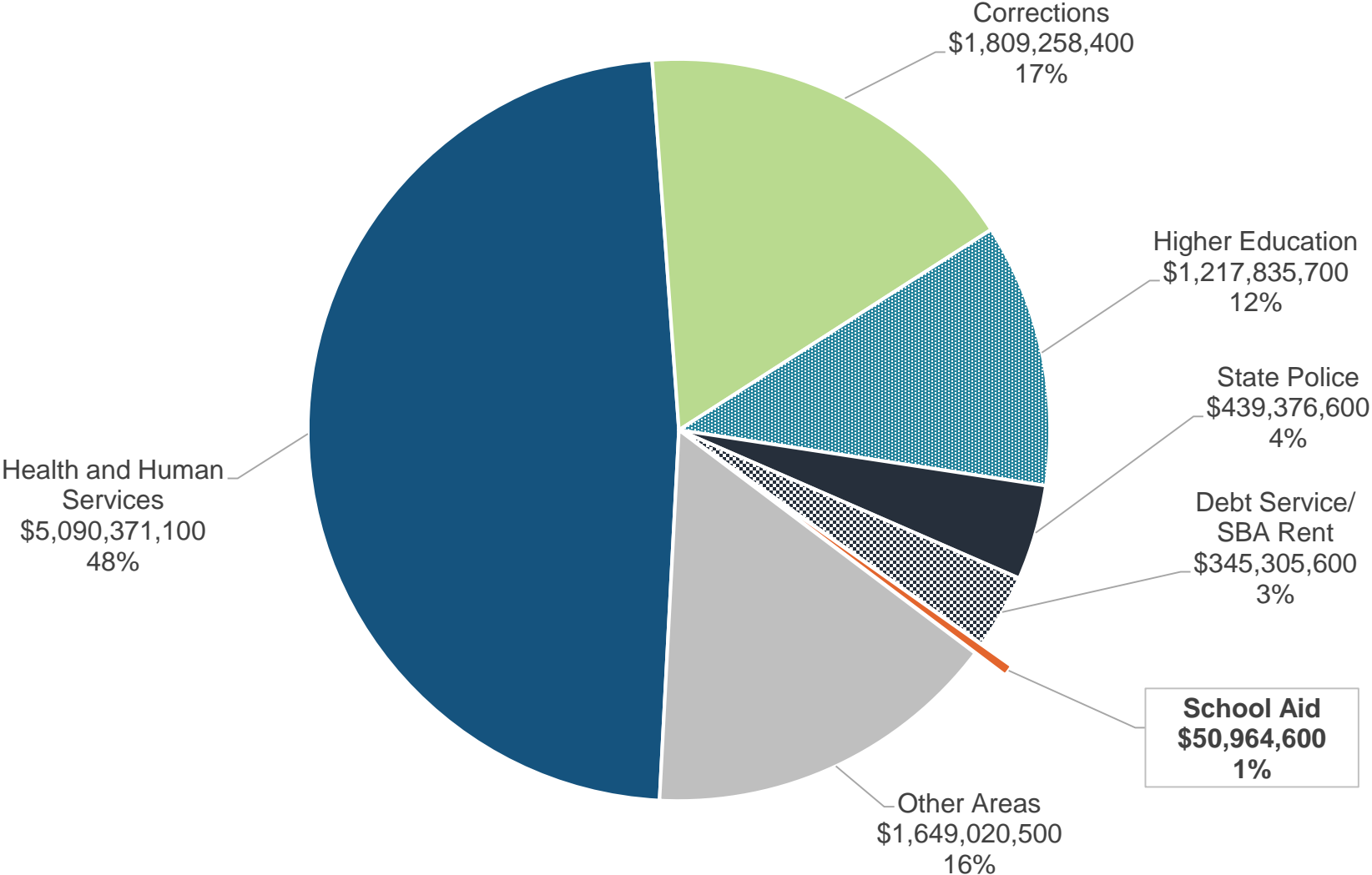
School Aid Share of Total State Budget

The School Aid budget represents over a quarter of the **\$61.6 billion** state budget (adjusted gross) for FY 2020-21.



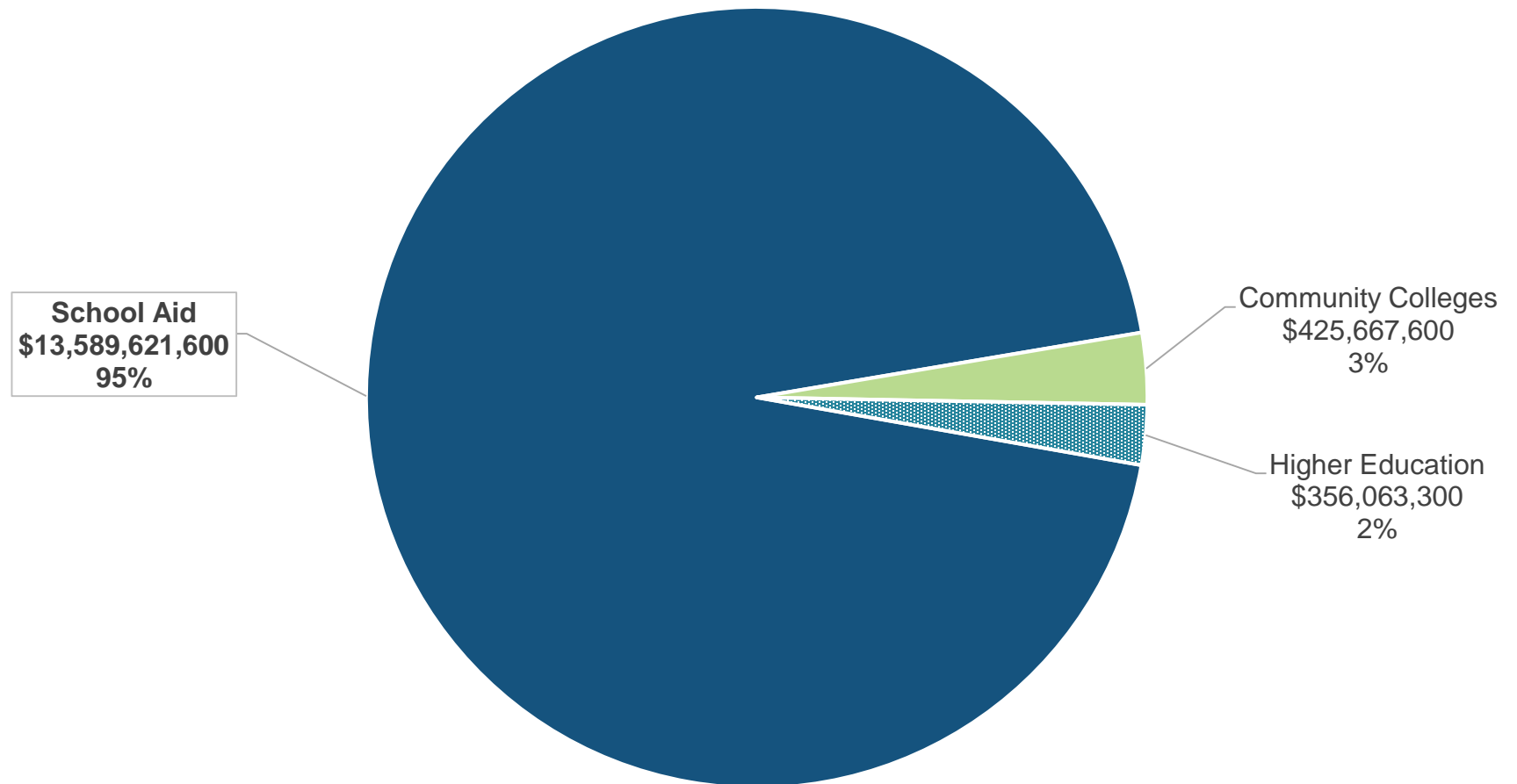
School Aid Share of Total GF/GP Budget

The School Aid budget is less than 1% of the state's \$10.6 billion GF/GP budget for FY 2020-21.



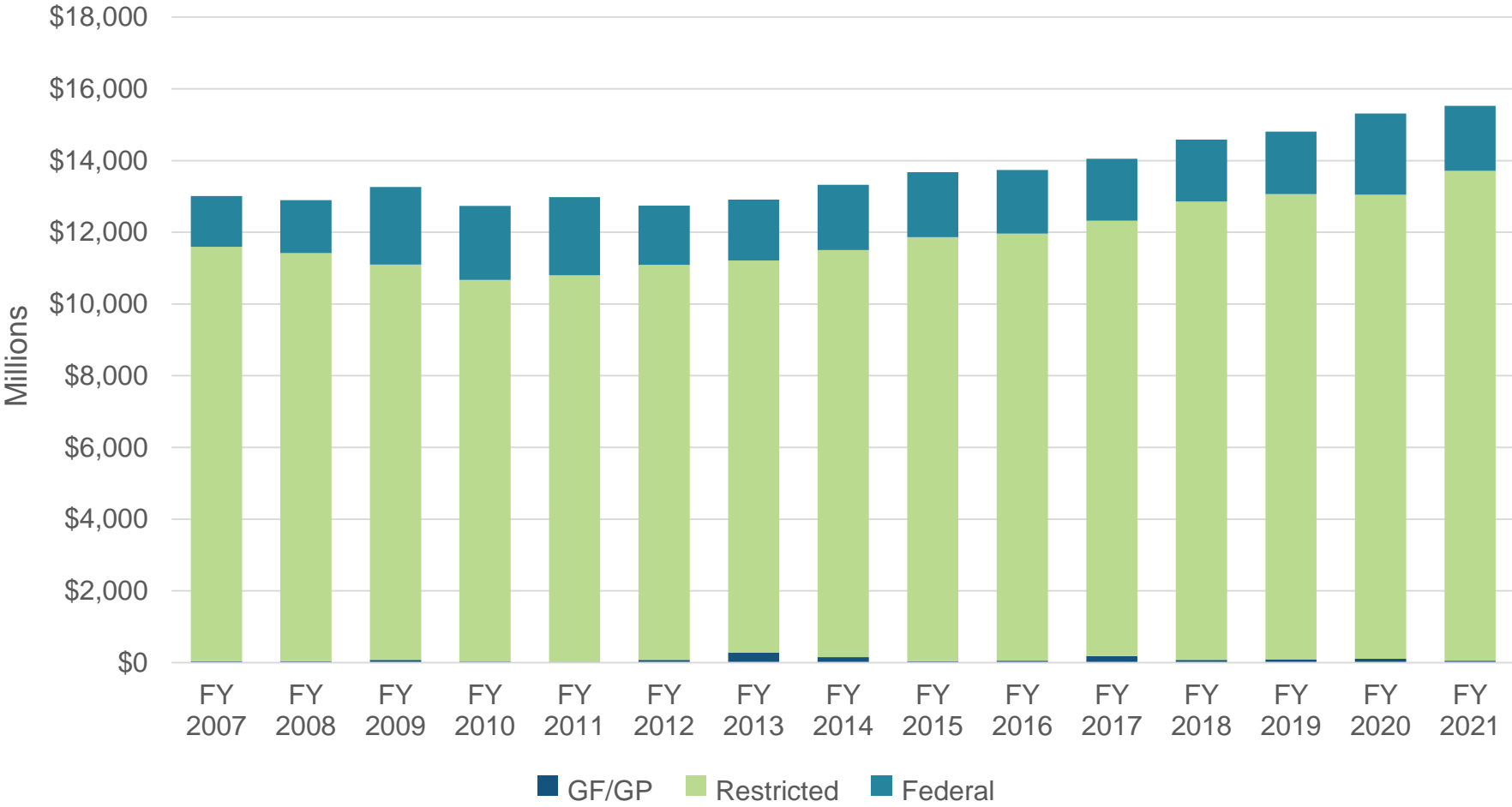
School Aid Budget Share of Total School Aid Fund (SAF) Appropriations

The School Aid budget represents **95%** of the state's **\$14.4 billion** SAF appropriations for FY 2020-21.



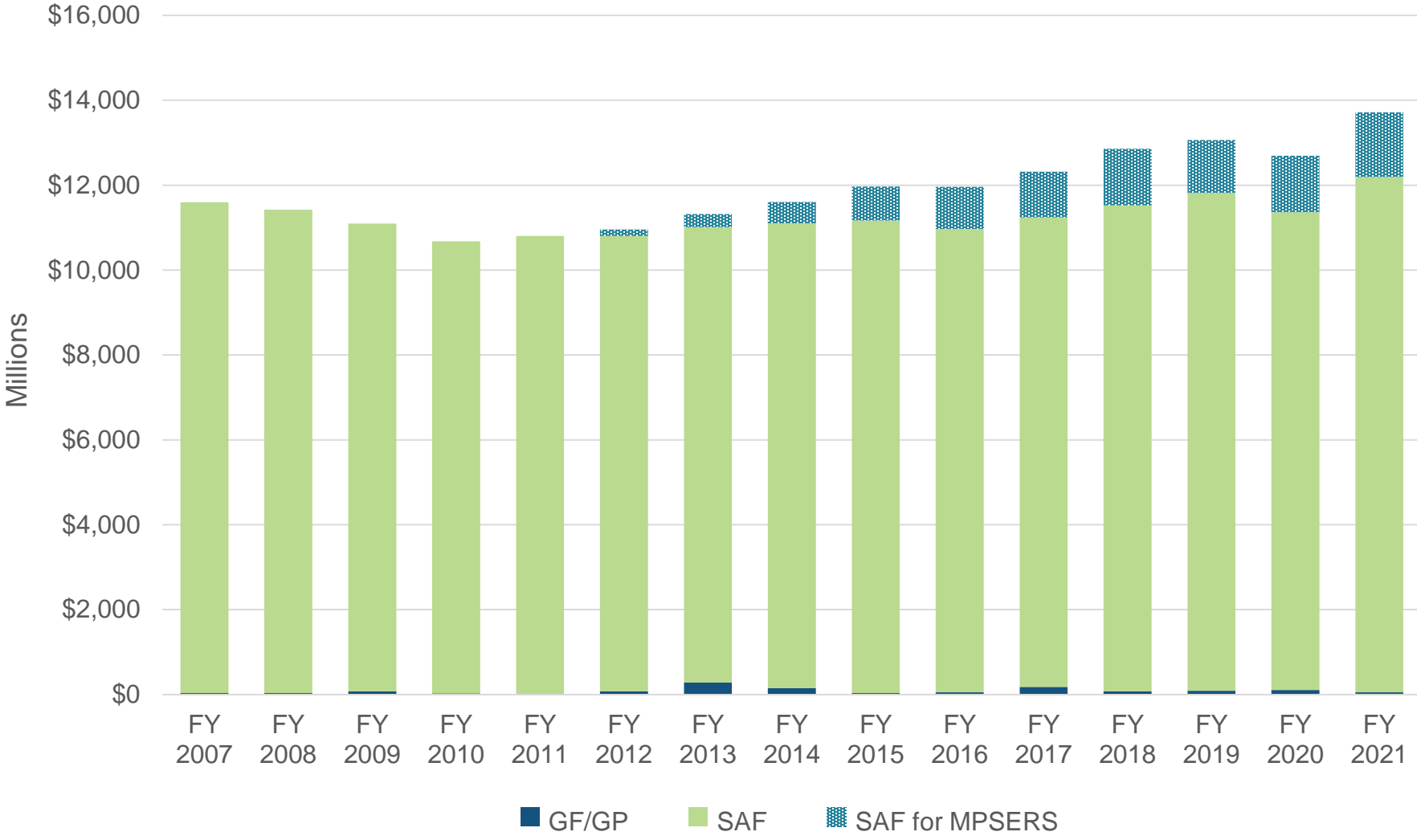
School Aid Budget Funding History

Funding for School Aid has grown by **19%** over the last 15 years, with **76%** of that growth driven by increases in state funding for public school retirement and federal funding for school food programs, special education, and other federal education programs.



School Aid Funding History – State Funds

Since FY 2012, **\$1.5 billion** has been added to hold districts harmless from increasing retirement liability costs. Since FY 2007, non-MPSERS funding has increased by **5%**.



Appropriation Areas

School Aid Appropriation Areas

Foundation Allowances: Provides per-pupil payment for general school operations

Special Education: Both state and federal funds reimburse districts for a portion of their special education costs

Michigan Public School Employees' Retirement System (MPERS):
Contributes a portion of annual retirement costs

Federal Programs (Non-Special Ed): Primarily school food programs and Every Student Succeeds Act (ESSA) program funding, formerly No Child Left Behind

At-Risk Programs: Additional state funds to help students at risk of academic failure

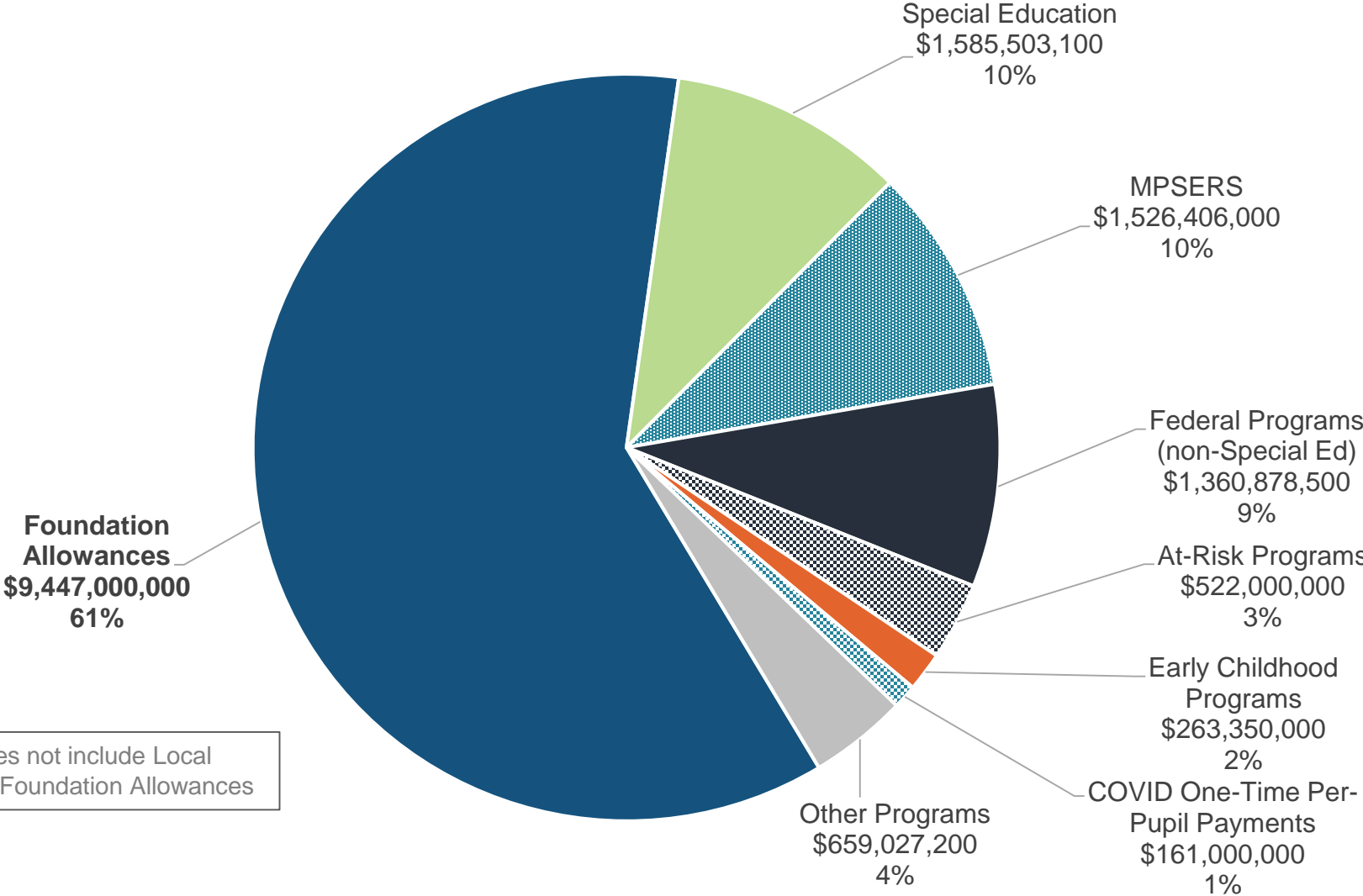
Early Childhood Programs: Provides preschool programs for 4-year-olds and parenting programs for parents of children ages 0-5

Intermediate School District (ISD) General Operations: Provides funding to ISDs based on previous allocations

Career and Technical Education (CTE) Programs: Provides reimbursements to districts and ISDs for CTE programs and funds CTE early/middle college programs

FY 2020-21 Gross Appropriations

About two-thirds of the \$15.5 billion School Aid budget supports per pupil foundation allowances used for school district general operations.



Note: Does not include Local portion of Foundation Allowances

Major Budget Topics

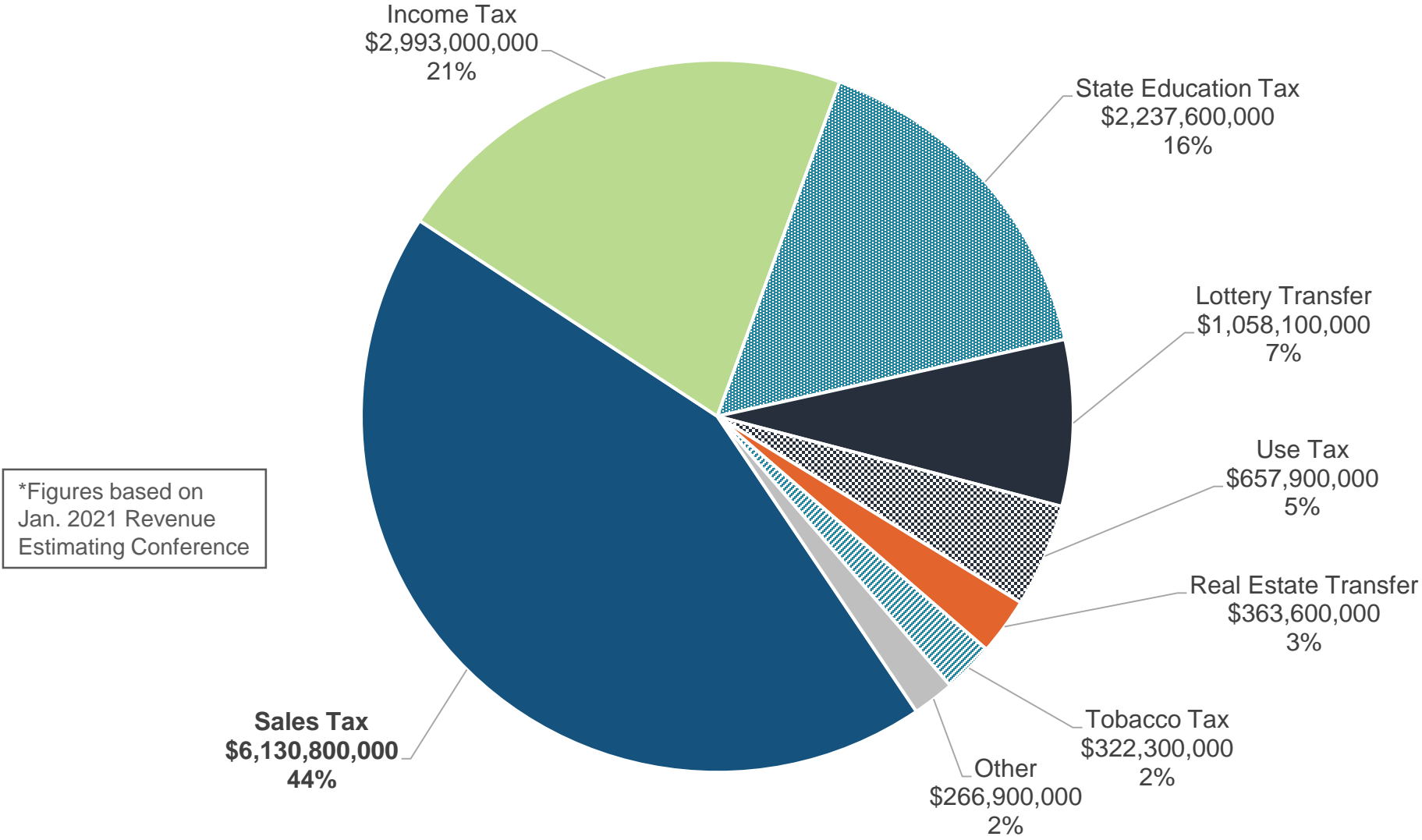
School Aid Fund Revenues

School Aid Fund (SAF) Revenue

- SAF provides the majority of state funding for schools.
- Certain taxes are earmarked, or reserved, for deposit into the SAF to pay for school operations.
- State Constitution requires SAF to be used exclusively for schools, higher education, and school employee retirement benefits.
- SAF will receive approximately **\$14.0 billion** in revenue for FY 2020-21.
- Primary sources of SAF revenue are shown on next slide.

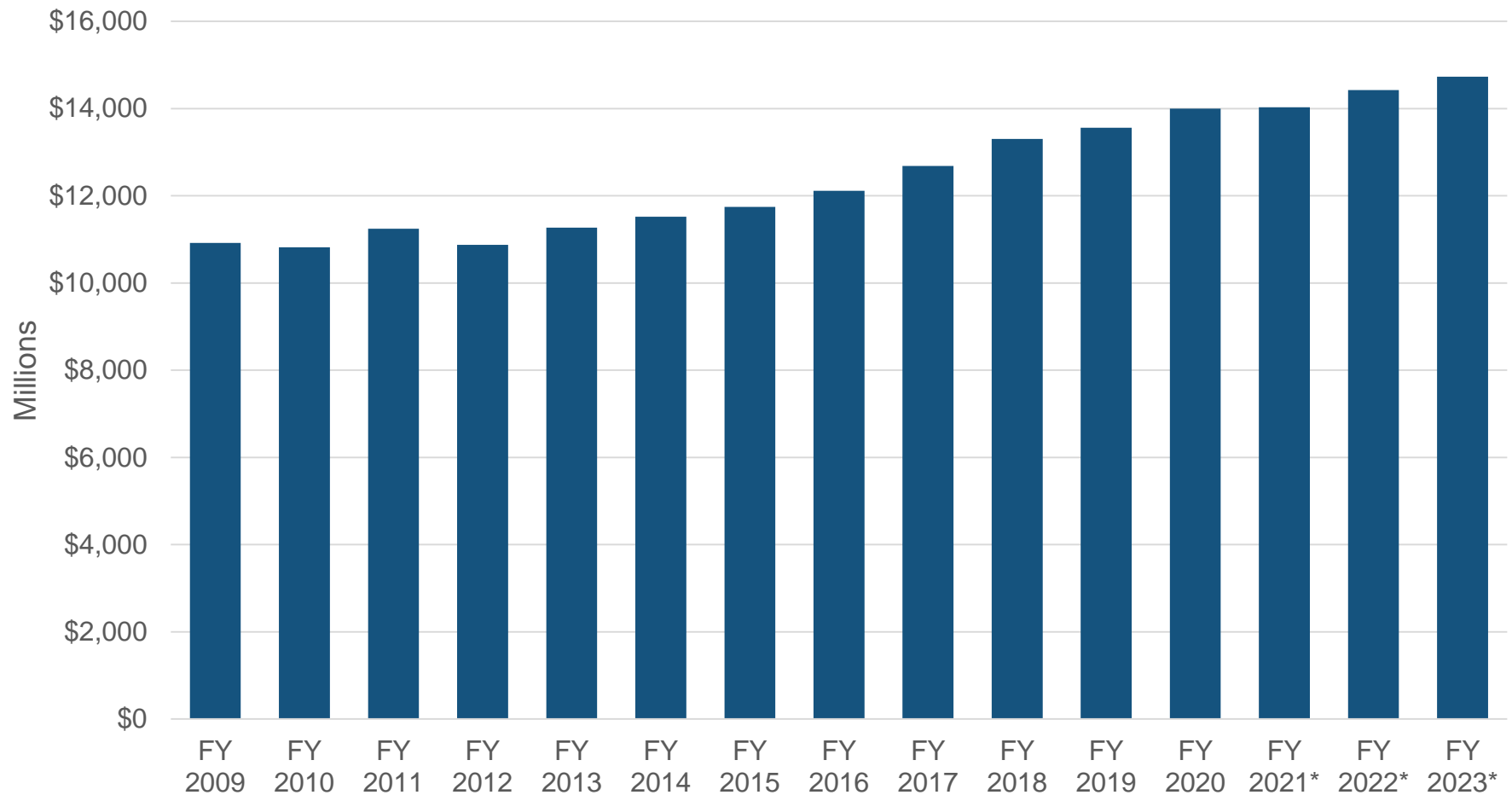
SAF Revenue Sources

Sales tax is the largest revenue source, contributing nearly half of the **\$14.0 billion** in total estimated SAF revenue for FY 2020-21.



SAF Revenue History

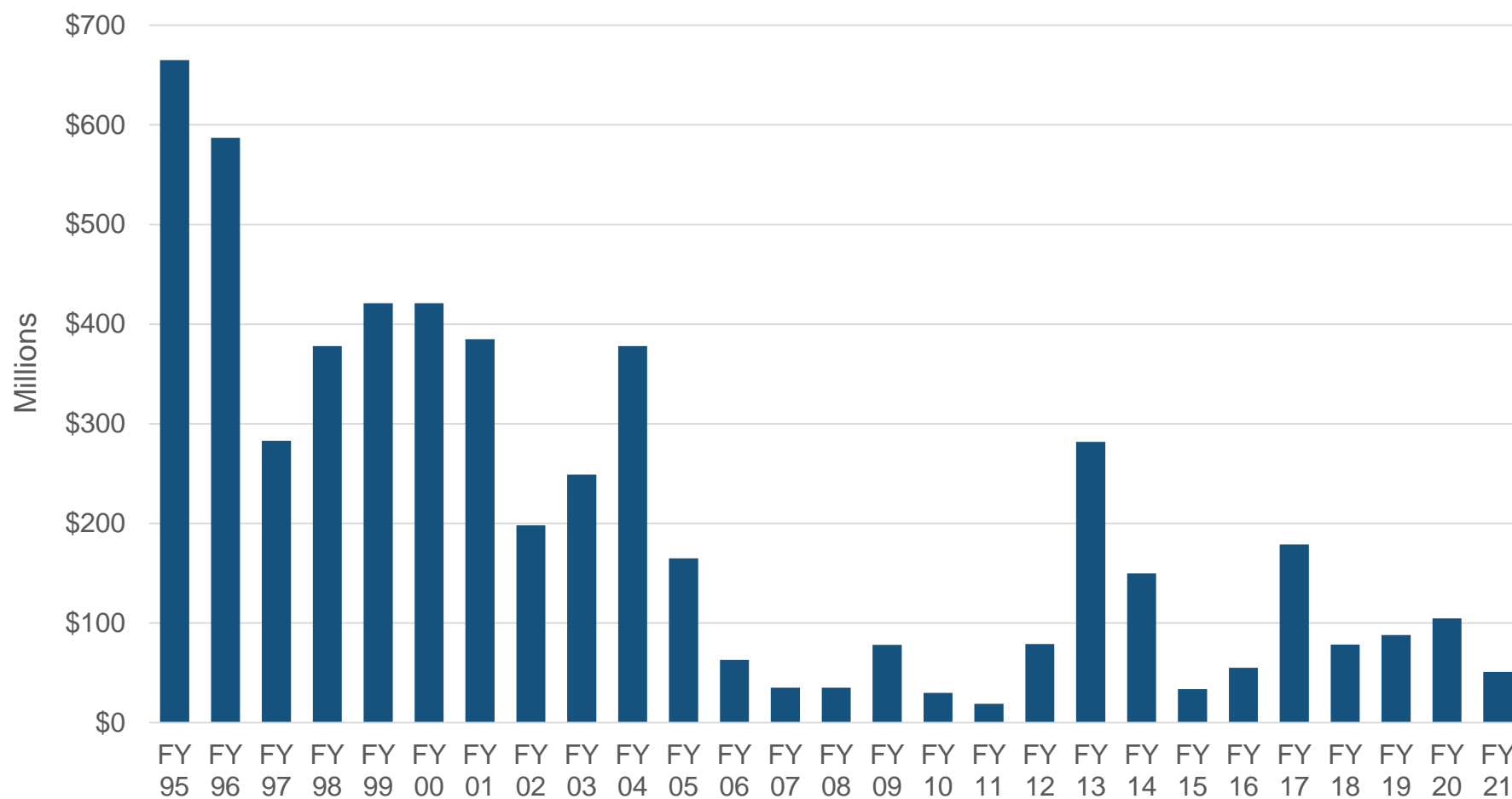
Annual SAF revenues are estimated to grow by **0.2%** to a total of **\$14.0 billion** in FY 2020-21.



* FYs 2021, 2022 and 2023 figures from Jan. 2021 Revenue Estimating Conference

GF/GP as a Fund Source in the School Aid Budget

The School Aid budget has **\$51.0 million** GF/GP appropriated in FY 2020-21.



FY 2020-21 School Aid Fund Balance Sheet

	FY 2020-21	Baseline FY 2021-22
BEGINNING BALANCE	\$1,177.3	\$922.1
REVENUE		
School Aid Fund (SAF) Revenue	\$14,030.2	\$14,423.7
General Fund/General Purpose (GF/GP)	\$53.9	\$62.5
Other Restricted Funds	\$79.8	\$72.0
<u>Other Federal Funds</u>	<u>\$1,806.9</u>	<u>\$1,806.9</u>
TOTAL REVENUE	\$15,970.8	\$16,365.1
EXPENDITURES		
School Aid (Adj for lapses/consensus revisions)	\$15,444.3	\$15,412.3
Community Colleges	\$425.7	\$428.3
<u>Higher Ed</u>	<u>\$356.1</u>	<u>\$361.4</u>
TOTAL EXPENDITURES	\$16,226.1	\$16,202.0
CURRENT YEAR: REVENUES - EXPENDITURES	(\$255.3)	\$163.1
TOTAL ENDING BALANCE	\$922.1	\$1,085.2

Foundation Allowance

Foundation Allowance

- A per-pupil funding amount that pays the bulk of school operations was created as part of the Proposal A school finance reforms in 1994-95.
- Districts receive a foundation allowance (per-pupil funding amount) initially determined in 1994-95, based on what the district collected from both state and local funds on a per-pupil basis in the prior year.
- Initial 1994-95 levels:
 - Minimum level of funding established: \$4,200
 - Target (previously known as the Basic) level determined: \$5,000
 - State Guaranteed Maximum (Hold-Harmless) level set: \$6,500
- In FY 2020-21, the foundation allowance varies for K-12 districts from a low of **\$8,111** per pupil to a high of **\$12,364**.

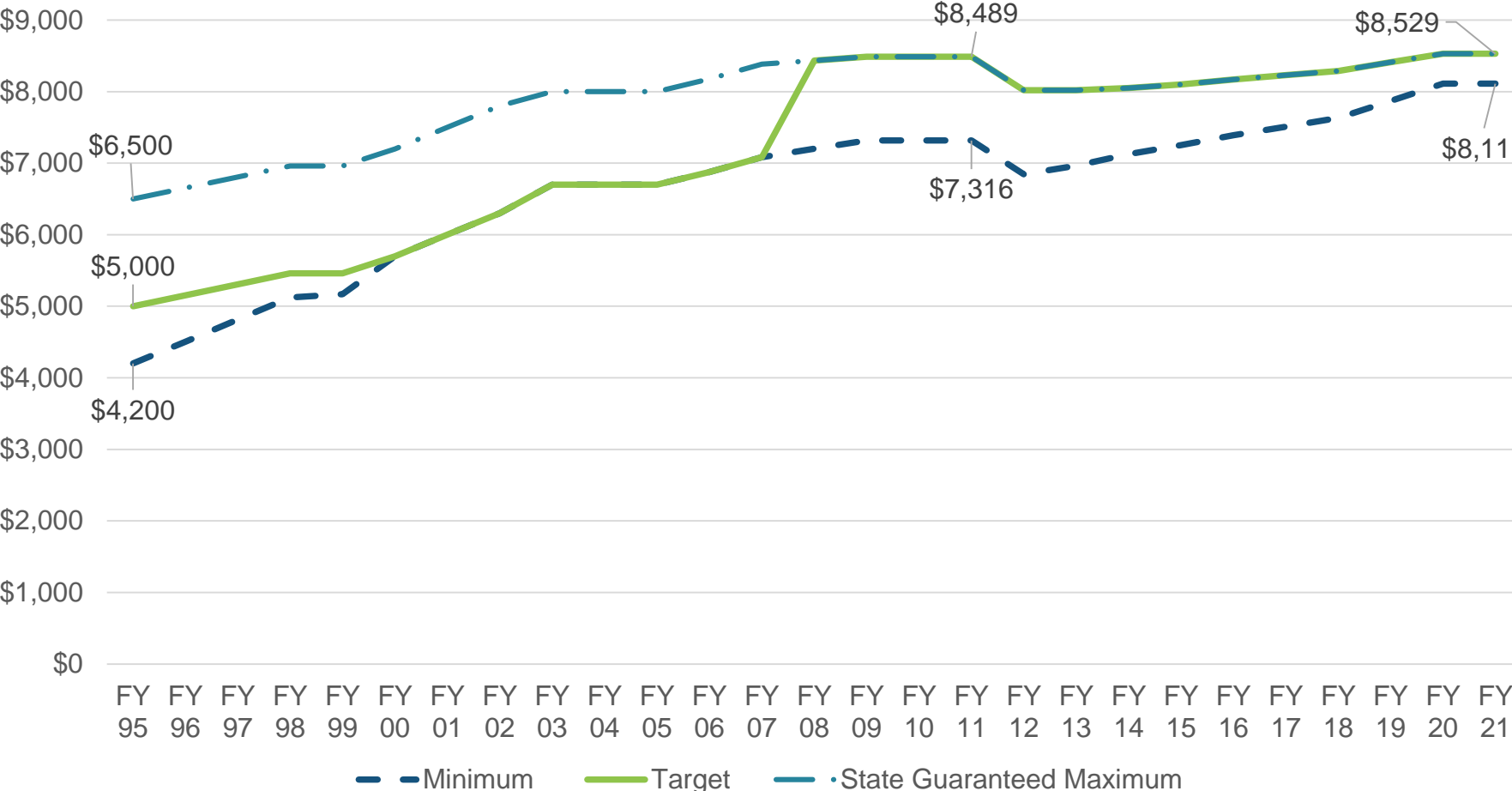
“Target” Foundation Allowance

- The “Target,” previously known as the “Basic,” foundation allowance was a minimum goal established in 1994 as part of the Proposal A reforms, and it is set by the legislature each year as a target per-pupil funding level.
- In FY 1999-00, all school districts in Michigan reached the Target foundation allowance, after which point all districts received the same annual increases except for two years in which additional “equity” payments were made to those at the Minimum to decrease the funding gap between those at the top and bottom.
- In FY 2007-08, the legislature re-set the Target foundation allowance to equal the State Guaranteed Maximum foundation and reinstated the 2x formula under which districts at the bottom receive twice the increase as those at the Target or above. All other districts receive an increase somewhere in between on a sliding scale determined by formula.
- In FY 2019-20, the legislature used the 2x formula, increasing the Target foundation by \$120 and increasing the Minimum foundation by \$240. In FY 2020-21, the legislature maintained foundation allowances at FY 2019-20 levels.

Foundation Allowance History

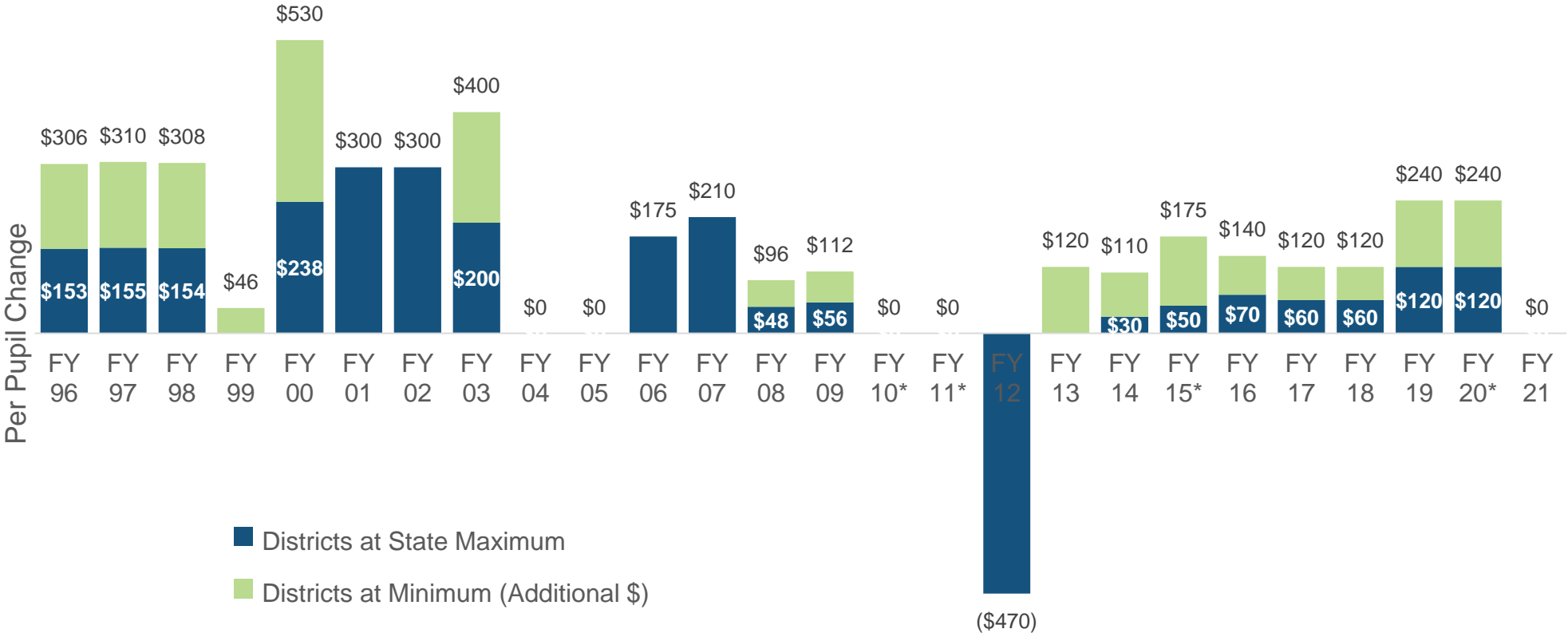
Growth Since Proposal A

The FY 2020-21 foundation allowance for districts at the Minimum level is **\$795** above the previous FY 2010-11 peak. For districts at the State Maximum level, the foundation allowance surpassed the FY 2010-11 peak in FY 2019-20; it is **\$40** above the peak. The “equity gap” between the Minimum and Maximum is down to **\$418** per pupil.



Per Pupil Foundation Allowances Increases/Decreases

The 2x formula has been used in about half the years since Proposal A. In other years, either all districts received the same increase/decrease, or equity payments were used to bring districts at the Minimum up even more quickly than the 2x formula would have.



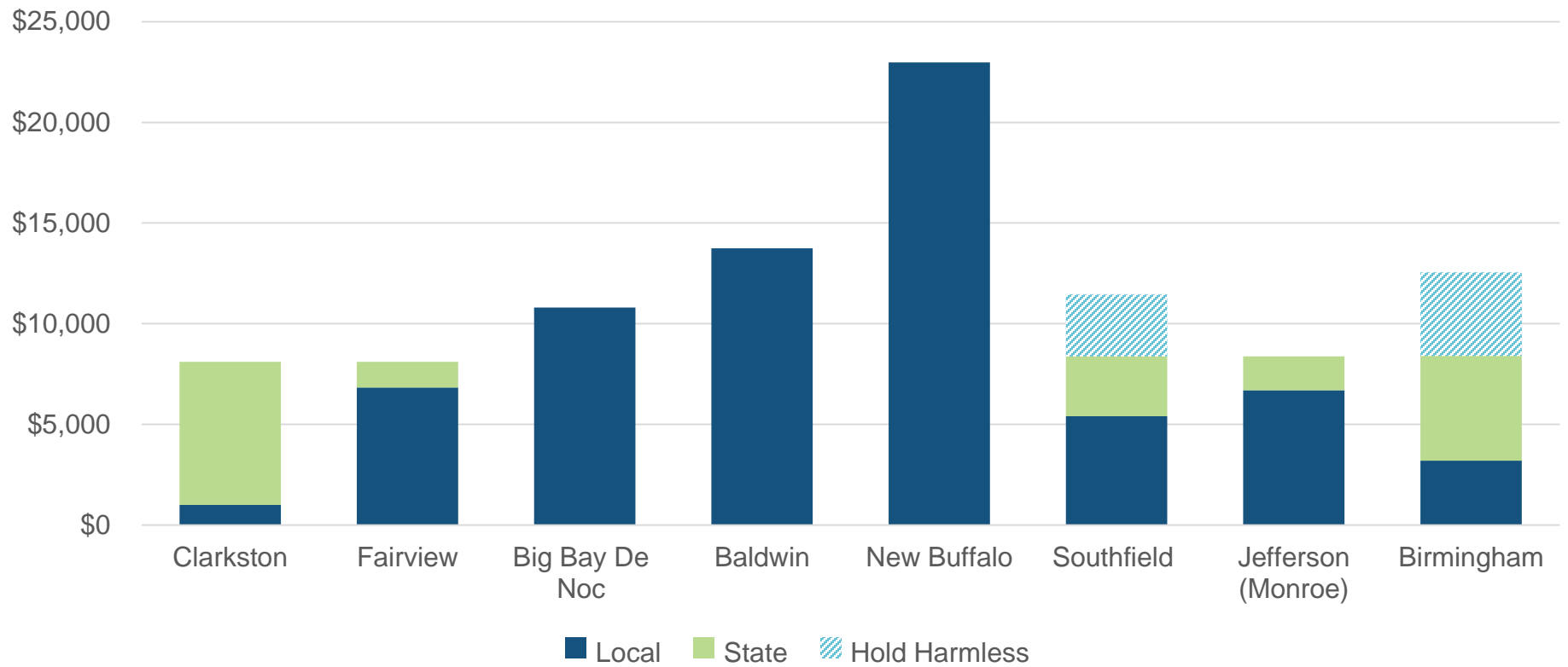
*Does not reflect one-time Section 11d per pupil reductions.

Foundation Allowance

State/Local Funding Mix

- Each district levies 18 mills on non-homestead property.
- State calculates local revenue from the 18 mills on a per-pupil basis.
- State deducts per-pupil local revenue from the lesser of the district's foundation allowance or state guaranteed maximum per pupil amount.
- Districts with foundation allowances above the state guaranteed maximum (**hold harmless districts**) are allowed by law to levy additional mills with voter approval to achieve their statutory foundation allowance.
- Districts whose local revenue exceeds their foundation allowance (**out-of-formula districts**) do not receive a state share, and may keep the revenue that exceeds their statutory foundation.

FY 2020-21 State/Local Funding Mix Examples



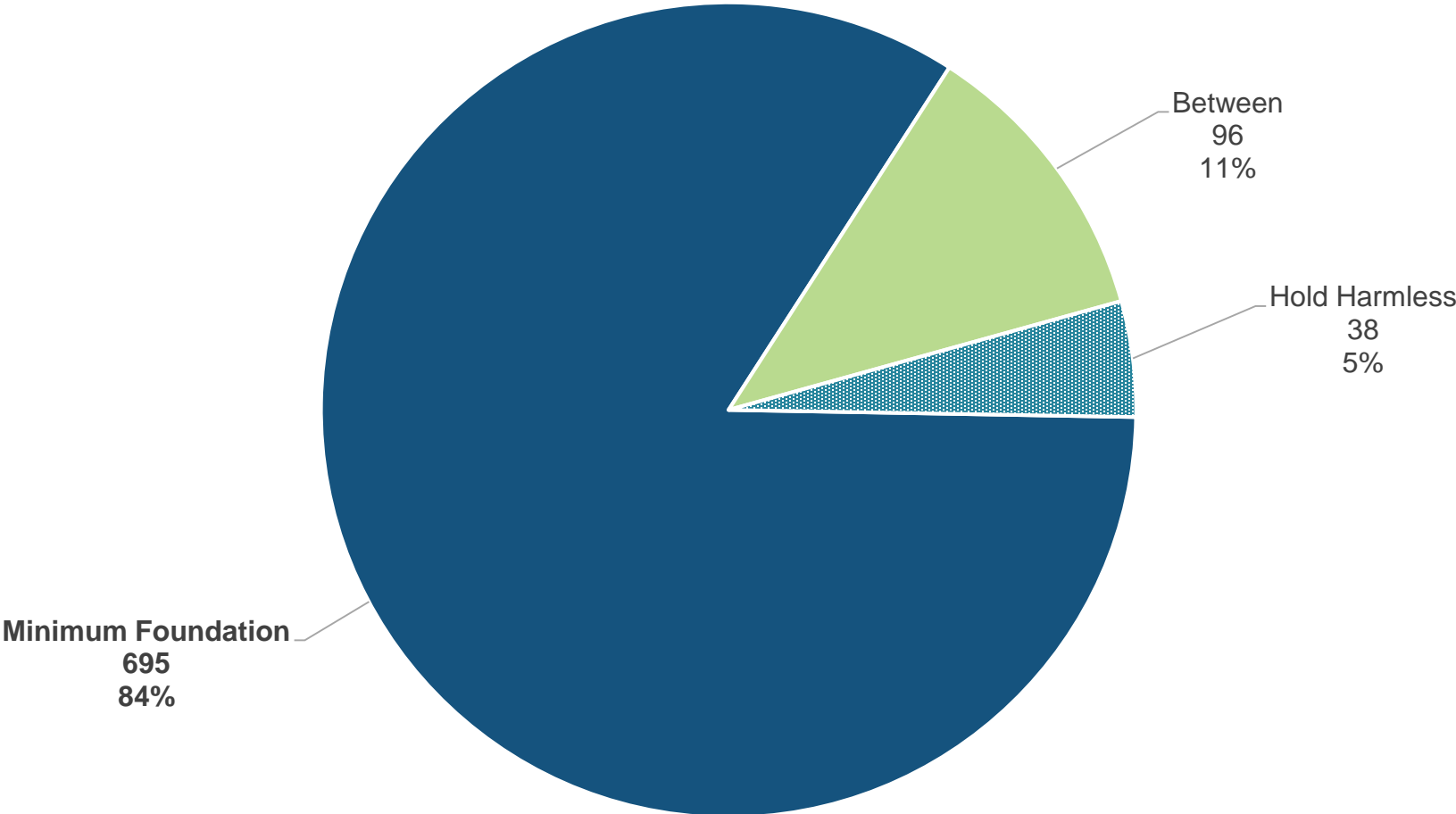
Type	District	Foundation	Local	State	HH	NHS Mills	HH Mills
	Clarkston	\$8,111	\$1,005	\$7,106	\$0	18.0	0.0
	Fairview	\$8,111	\$6,831	\$1,280	\$0	18.0	0.0
O-of-F	Big Bay	\$8,111	\$10,798	\$0	\$0	18.0	0.0
O-of-F	Baldwin	\$8,111	\$13,742	\$0	\$0	18.0	0.0
HH, O-of-F	New Buffalo	\$10,364	\$22,981	\$0	\$0	18.0	0.0
HH	Southfield	\$11,331	\$5,410	\$2,962	\$3,081	17.8	14.9
HH	Jefferson	\$11,540	\$6,700	\$1,680	\$0	18.0	0.0
HH	Birmingham	\$12,284	\$3,199	\$5,207	\$4,149	18.0	7.2

Equity Among Districts

- Before Proposal A, the per pupil spending difference between the highest- and lowest-funded K12 district was almost **\$6,900** or **3:1**.
- In FY 2020-21, the difference between the highest and lowest K-12 district is **\$4,253**, approximately **3:2**.
- In FY 2020-21, excluding the 38 hold harmless districts whose foundation exceeds the Target foundation allowance, the difference between the top and the bottom has been reduced to **\$418**, down from a gap of \$2,300 when Proposal A was first implemented.

FY 2020-21 District Foundation Allowances

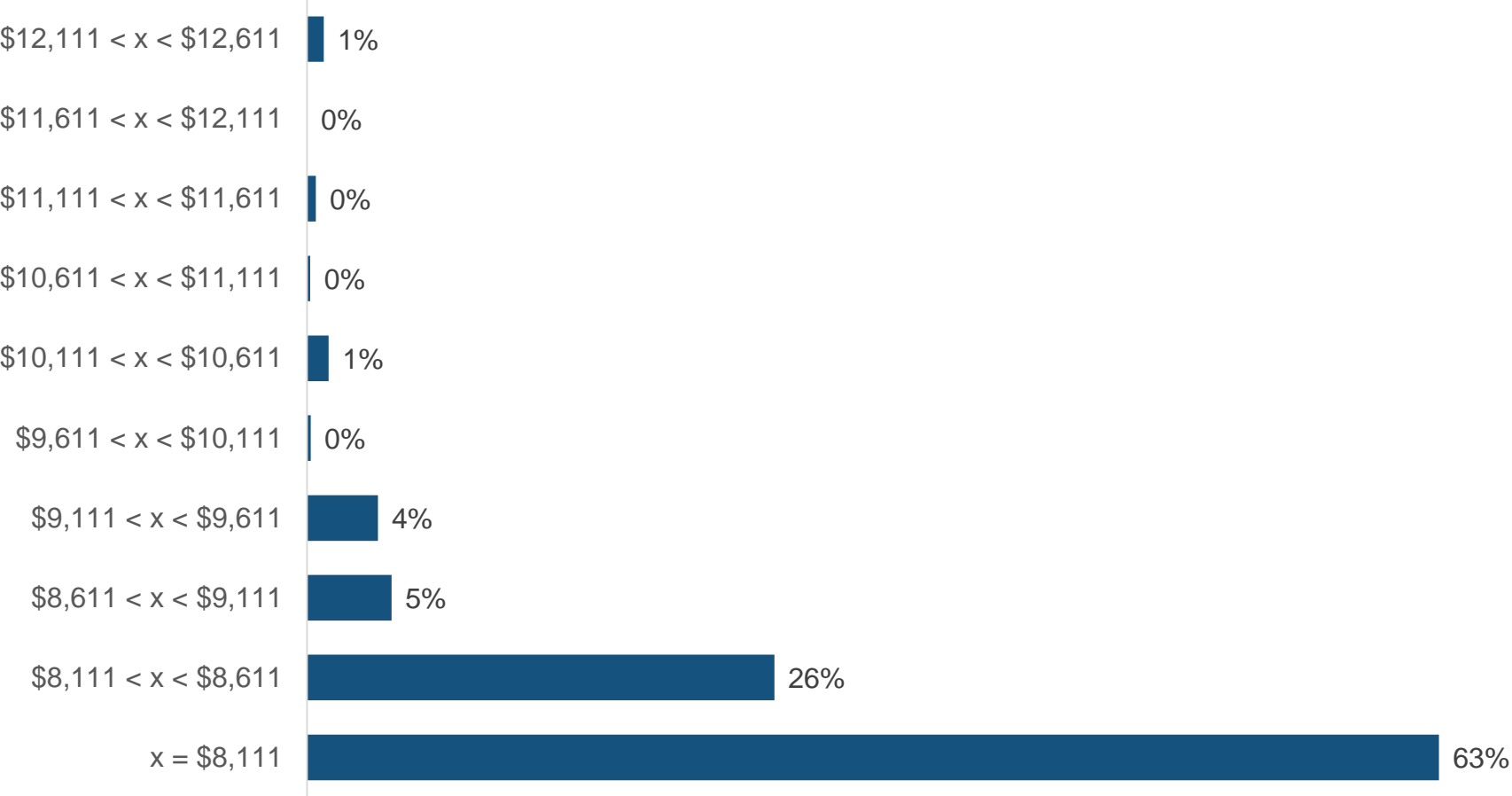
The majority of districts (including all charters) now have a foundation allowance at the minimum foundation.



Equity Among Districts

FY 2020-21 Pupil Distribution

In FY 2020-21, **63%** of pupils are concentrated in districts with a foundation allowance at the minimum foundation, **\$8,111**. As the minimum increases relative to the Target, that share continues to grow, thereby increasing the cost of future equity payments.



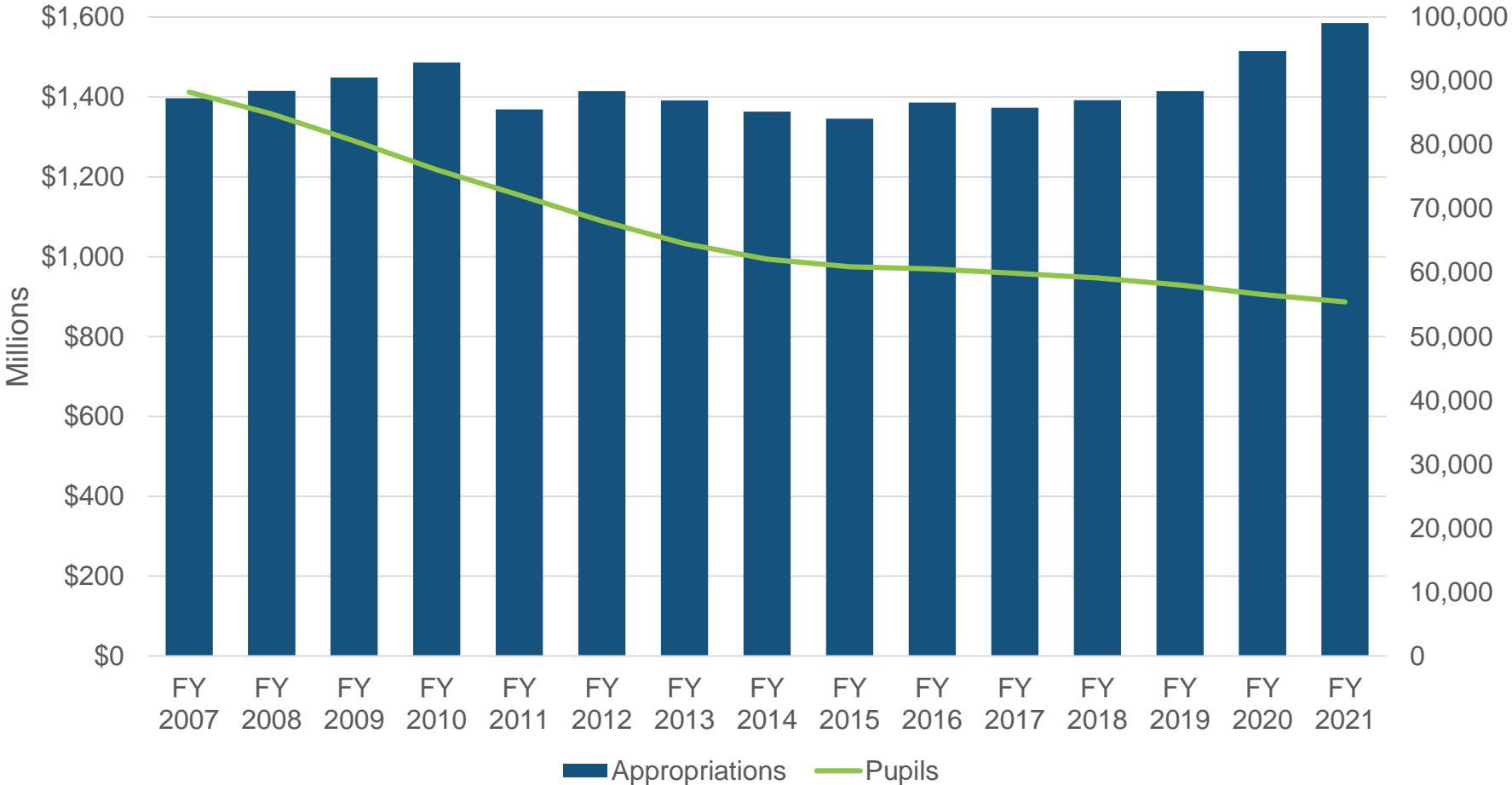
Special Education Funding

Special Education Funding

- Second largest School Aid appropriation in FY 2020-21
 - **\$1.1 billion** state dollars
 - **\$446.0 million** federal dollars
- Reimburses school districts and ISDs for the costs of educating special education students.
- Required state reimbursement rates determined by the Michigan Supreme Court in *Durant v. State of Michigan* in 1997:
 - **28.6138%** of Total Special Education Costs
 - **70.4165%** of Total Special Education Transportation Costs
- Also reimburses another estimated **2%** of special education costs under Sec. 51f.
- Local special education mills, levied by each ISD, will generate an estimated additional **\$1.1 billion** in FY 2020-21.
- Uncompensated allowable special education costs equaled an estimated **\$750.1 million** in FY 2018-19.

Special Education Appropriations

Special Education appropriations increased by **\$100.5 million** in FY 2019-20 after several years of fairly flat expenditures, including a new **\$60.2 million** appropriation to reimburse about **2%** of total special education costs. Costs are expected to increase by **\$70.3 million** in FY 2020-21 to **\$1.6 billion**.



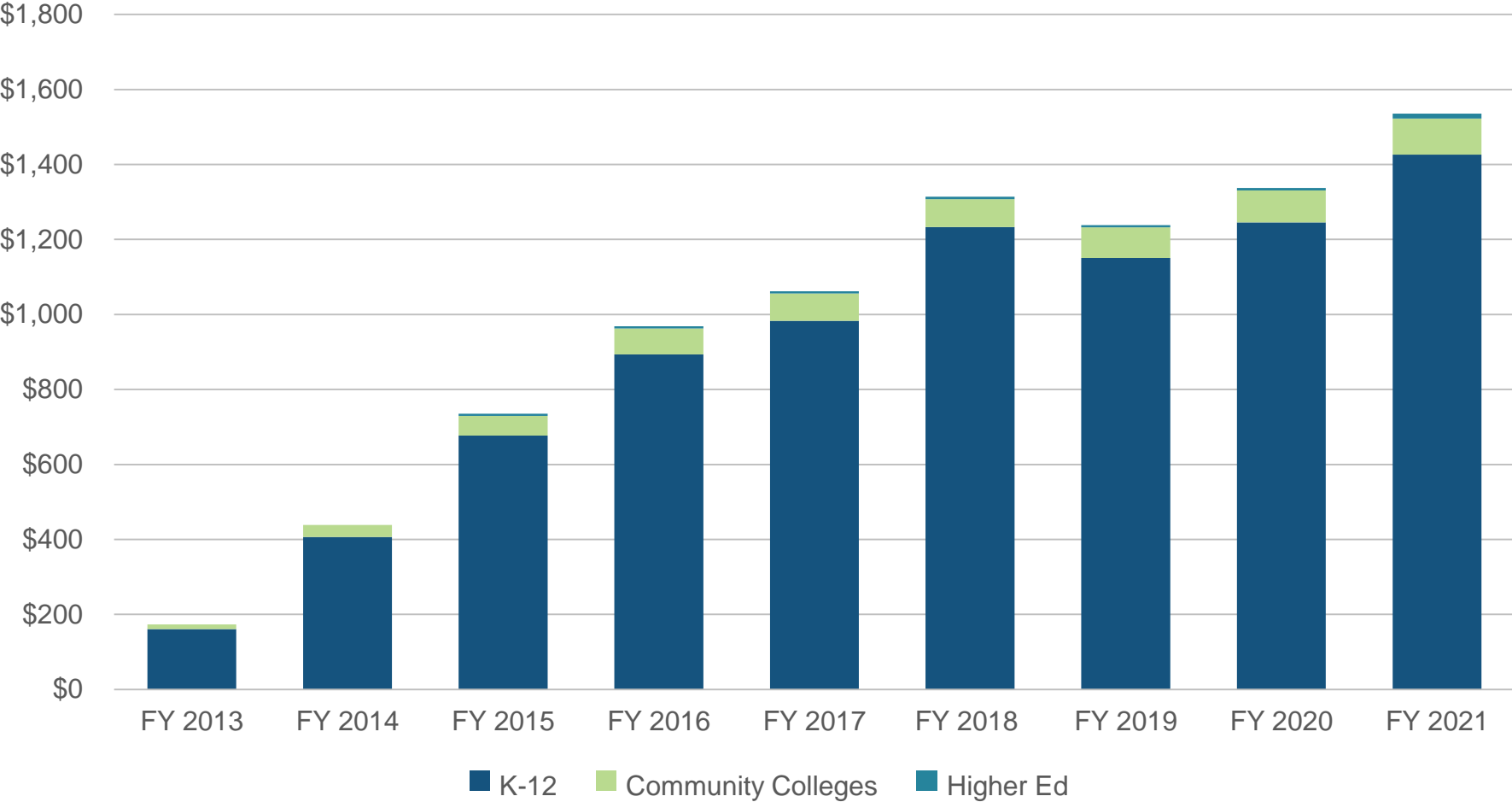
MPERS – Retirement Costs

Michigan Public School Employees' Retirement System (MPERS) Appropriations

- Section 147a (1) – Provides **\$100.0 million** to districts to offset a share of their MPERS costs. Distribution is based on a district's proportionate share of MPERS covered payroll.
- Section 147a (2) – Provides **\$155.2 million** to reimburse MPERS employers for the increased normal costs associated with the reduction in the long-term investment rate of return assumptions from 7.05% to 6.80% due to a dedicated gains policy.
- Section 147c (1) – Appropriates **\$1.2 billion** to pay for the state share of unfunded actuarial accrued liability (UAAL) costs per 2012 PA 300, which required the state to pay the UAAL costs that exceed the capped employer contribution rate of 20.96% of MPERS covered payroll.
- Section 147e – Provides **\$51.4 million** to reimburse MPERS employers for the increased normal costs associated with both the new Hybrid plan and the new Defined Contribution (DC or 401k plan) enacted under 2017 PA 92.

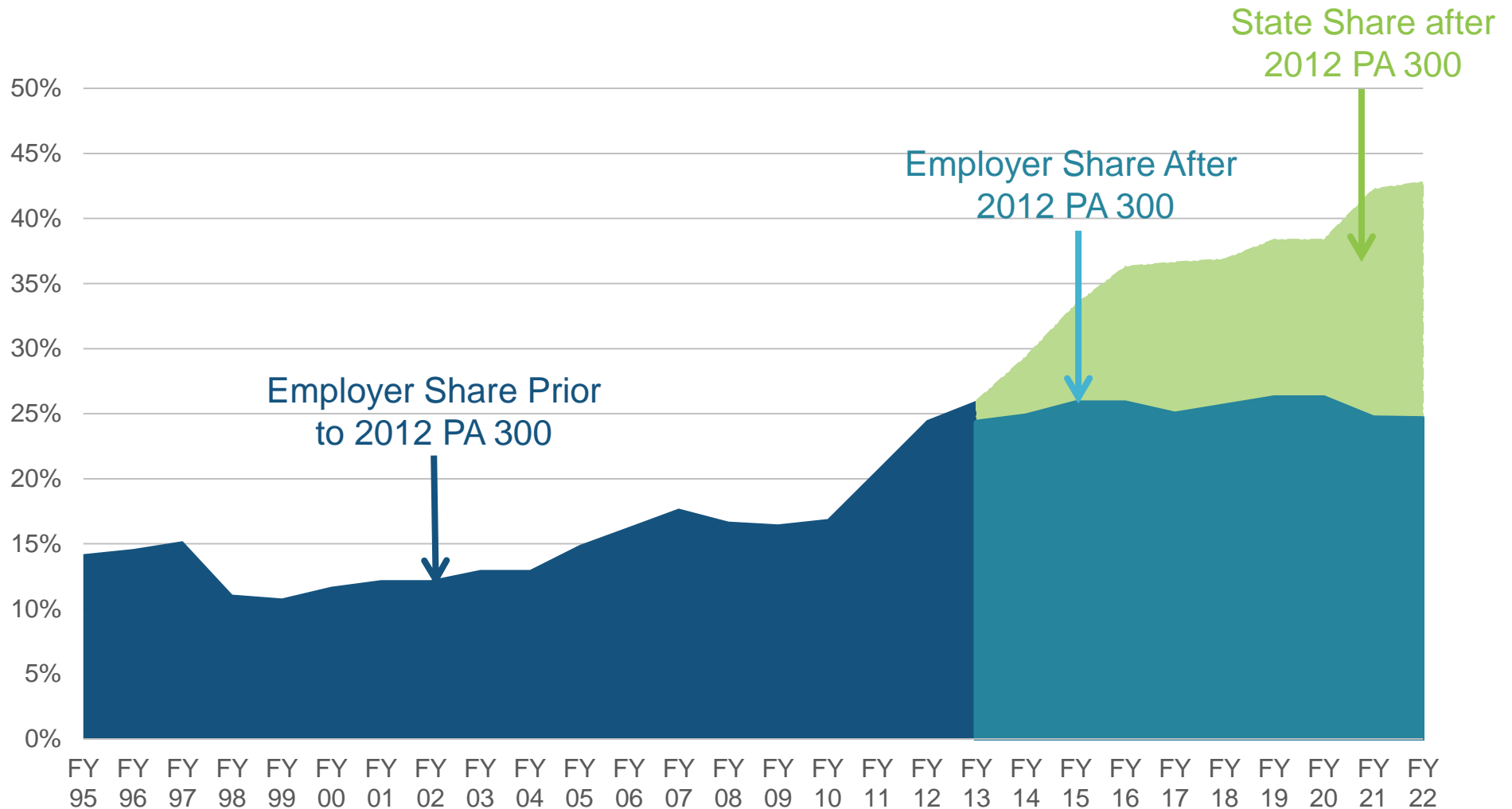
MPERS State Appropriations

For FY 2020-21, the state share of public school employee retirement system (MPERS) costs totals about **\$1.5 billion**. Prior to 2012 PA 300, MPERS employers paid the full costs of MPERS directly.



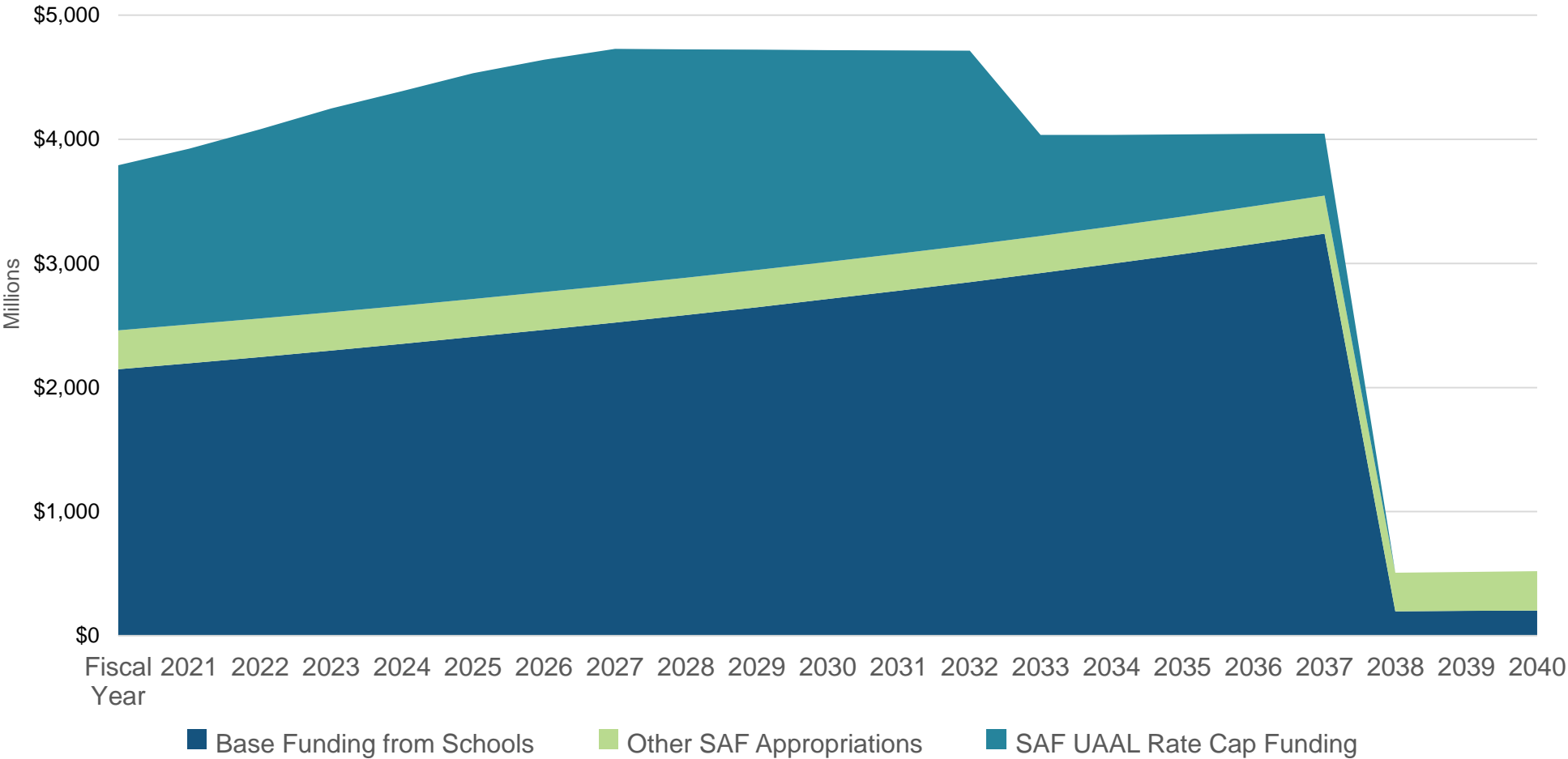
MPERS State Share - Unfunded Actuarial Accrued Liability (UAAL)

The state portion of the MPERS UAAL contribution rate is **\$1.2 billion** in FY 2020-21. The employer contribution rate is capped at **20.96%** for the unfunded liability plus the normal costs for retirement benefits newly earned each year, which fluctuate.



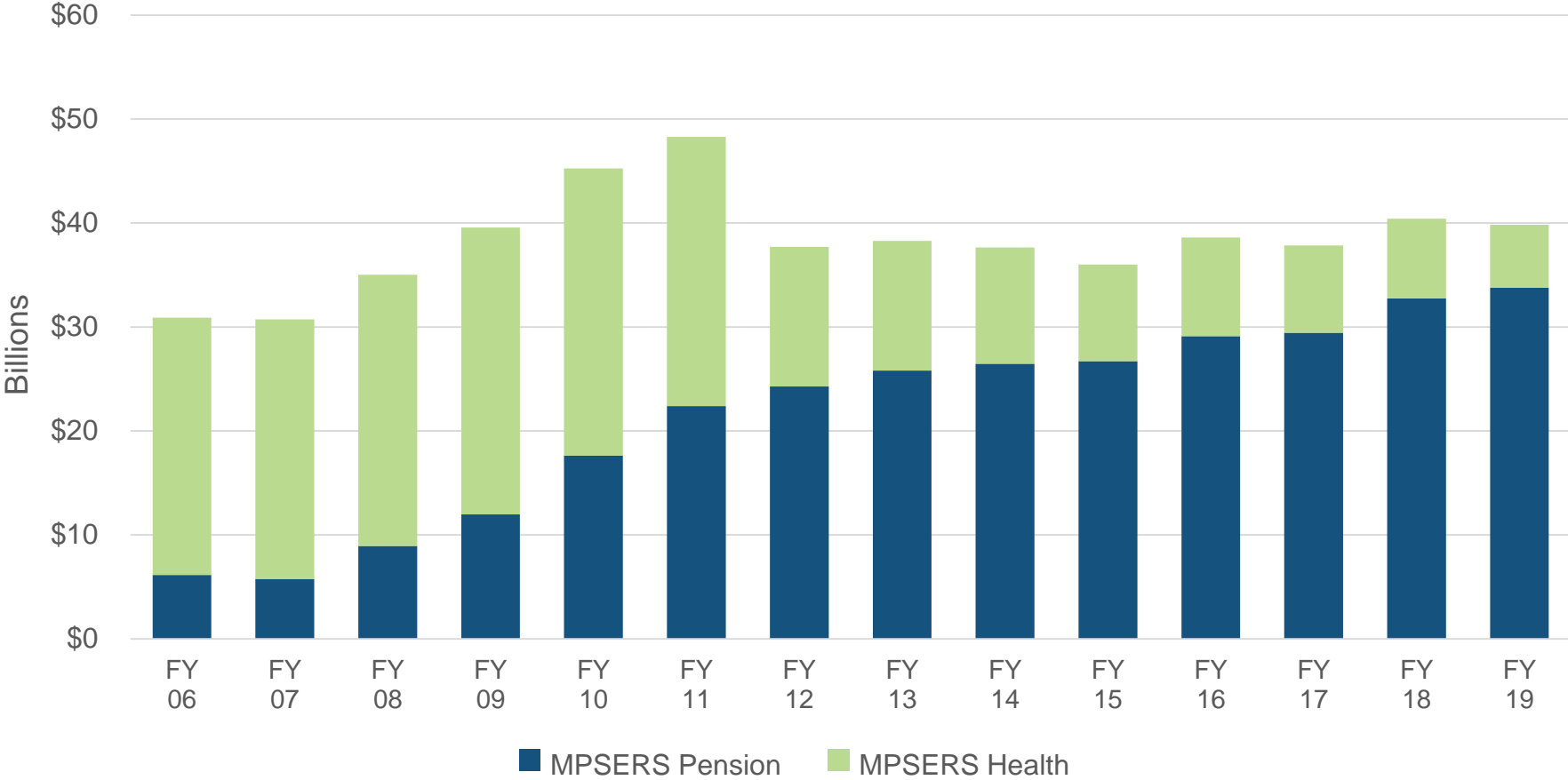
Projected MPSERS Costs

MPSERS costs will continue to increase as actuarial assumptions are revised and a level-dollar assumption is phased in under recent statutory changes. Unfunded liabilities are scheduled to be paid off by 2038.



Retirement Liabilities

Total unfunded liabilities for MPSERS declined by **\$10.7 billion** in FY 2011-12 due primarily to the decision to begin prefunding retiree health benefits, but increased by **\$2.6 billion** in FY 2015-16 due to the reduction in the assumed long-term investment rate of return from **8.0%** to **7.5%** and increased by **\$2.6 billion** in FY 2017-18 due to the adoption of the most recent experience study.



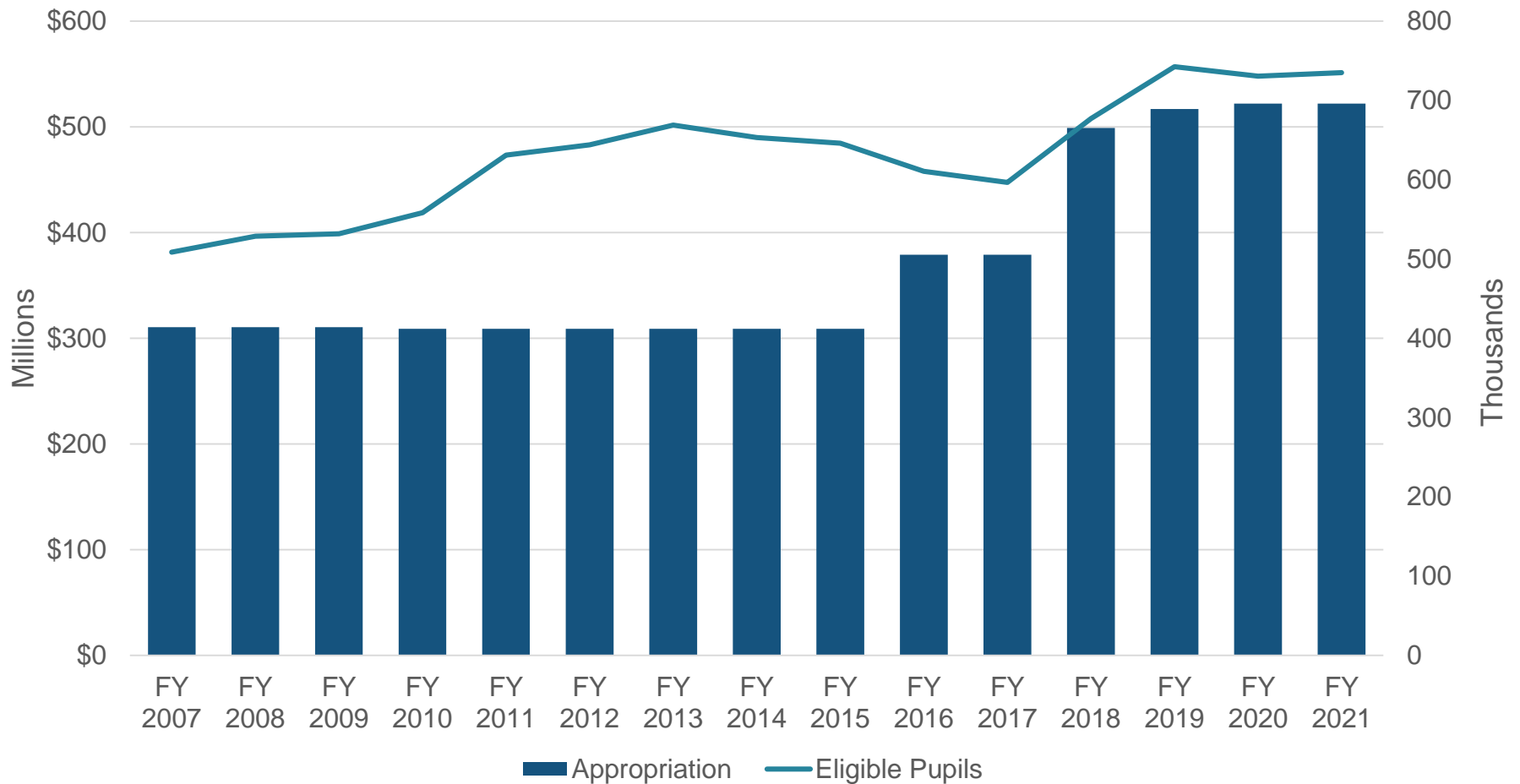
At-Risk Program

At-Risk Funding

- FY 2020-21 appropriation is **\$522.0 million**, an increase of **\$213.0 million** since FY 2014-15. Up to **\$12.0 million** is dedicated to a hold harmless provision (while accounting for declining enrollment).
- Supports added services for pupils at-risk of failing to achieve academic proficiency or who are chronically absent.
- Formula allocation equals **11.5%** of the statewide average foundation allowance (\$8,214 for FY 2020-21) for each eligible student. However, the program is not fully funded, so payments are prorated on a percentage basis (**79%**). For FY 2020-21 the estimated amount for most districts is **\$742** for each eligible pupil.
- The FY 2017-18 budget expanded the pool of pupils for whom a district receives funding beyond those eligible for free school meals to include those eligible for either free or reduced-price meals as well as children in families eligible for Supplemental Nutrition Assistance Program (SNAP) or Temporary Assistance for Needy Families (TANF), and children who are homeless, migrant, or in foster care. Eligible pupils increased significantly again in FY 2018-19 related to direct certification of Medicaid eligible pupils.
- Districts whose combined state and local revenue exceeded the Target foundation allowance in both the current and prior year receive at-risk funding at a discounted rate of **30%**.

At-Risk Appropriations

The At-Risk program is funded at **\$522.0 million** in FY 2020-21, which represents growth of **69%** since FY 2014-15 after more than a decade of flat funding. Eligible pupils grew in FY 2017-18 and FY 2018-19 based on policy that expanded the definition of pupils who may be counted as at-risk.



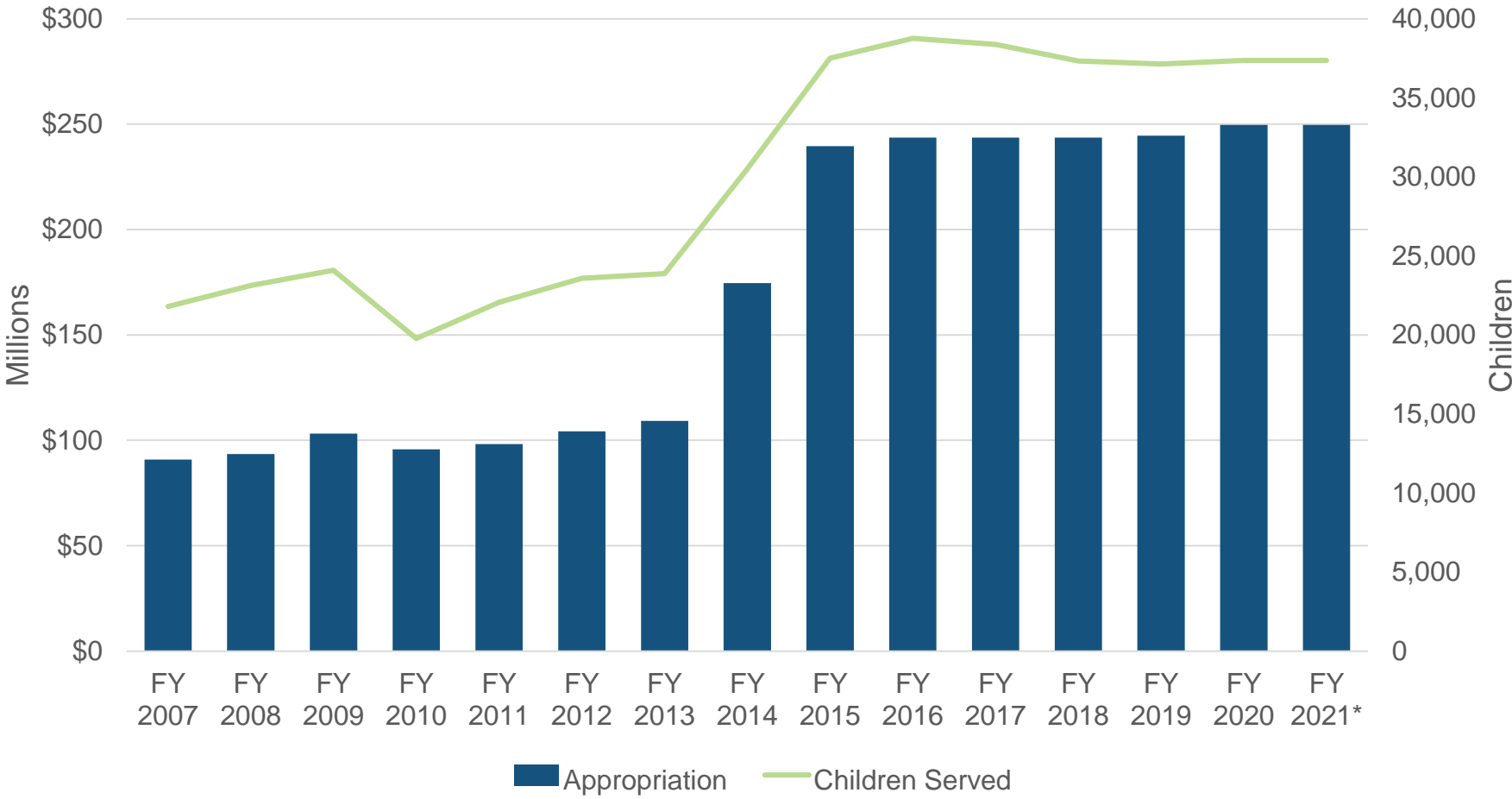
Early Childhood

Great Start Readiness Program (GSRP)

- Funding for the GSRP 4-year-old preschool program more than doubled between FY 2012-13 and FY 2014-15 and equals **\$250.0** million for FY 2020-21.
- The per diem allocation for each child is **\$3,625** for a half-day program and **\$7,250** for a full-day program.
- The program served approximately 37,368 children in FY 2019-20.
- The program went from 100% half-day program in FY 2004-05 to the following for FY 2019-20:
 - Half-Day: 7%
 - GSRP/Head Start Blend: 17%
 - Full-Day: 76%
- **\$10.0 million** is allocated for up to **\$300** per child for preschool transportation.

GSRP Preschool Appropriations

GSRP funding more than doubled over two years between FY 2012-13 and FY 2014-15 and is **\$250.0 million** for FY 2020-21. The number of children has dipped slightly due to the increase in the use of full-day programs.



* FY 2021 Children Served is based on FY 2020

Types of School Districts

Traditional, Locally Governed School Districts

- Traditional local school districts have defined boundaries and locally elected school boards, and are authorized to levy local taxes.
- In FY 2020-21, there are **537** traditional local districts with **1,300,835** pupils, or **89.8%** of the statewide public pupil membership.
- Average size of a traditional, locally governed district is about **2,422** pupils.

Public School Academies

- Public School Academies (PSAs), or charter schools, are independent public schools formed by individuals or groups to provide students and parents a public alternate to traditional school districts.
- PSAs are authorized to operate by public universities, community colleges, intermediate school districts, and local school districts
- 2011 PA 277 increased the limit on university-authorized PSAs from 150 (reached in 1999) to 300 in 2012 and 500 in 2014, after which the cap was eliminated.
- In FY 2020-21, there are **292** PSAs with **148,093** pupils, or **10.2%** of statewide pupil membership.
- Average size of a PSA is about **507** pupils.
- The PSA foundation allowance is equal to the statewide Minimum foundation, which is **\$8,111** per pupil for FY 2020-21.

Cyber Schools

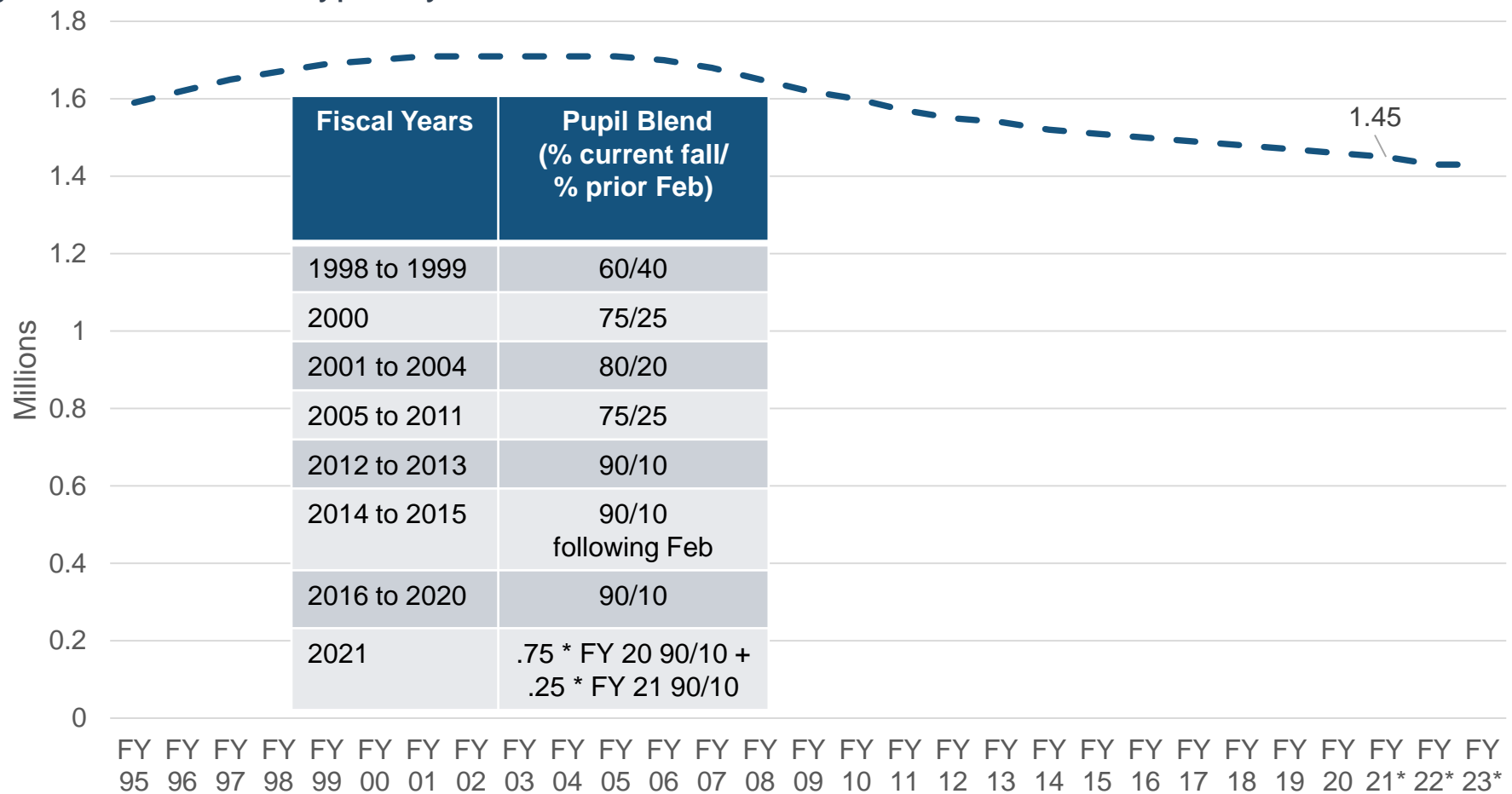
- Cyber schools are a type of public school academy.
- FY 2010-11 was first year of operation.
- 2012 PA 129 increased limits on cyber schools:
 - Limit on schools authorized by statewide entities increased to 5 in 2013, 10 in 2014, and 15 starting January 2015. Currently only 7 are authorized by statewide entities.
 - Enrollment limited to 2,500 in first year, 5,000 in second year, and 10,000 in third year.
 - Total cyber enrollment is capped at **2%** of the total statewide pupil enrollment in FY 2011-12, or approximately **30,870** pupils.
- In FY 2020-21, **15** cyber schools have an enrollment totaling **15,451**.

Declining Enrollment

Declining Enrollment

Total Pupil Membership Counts

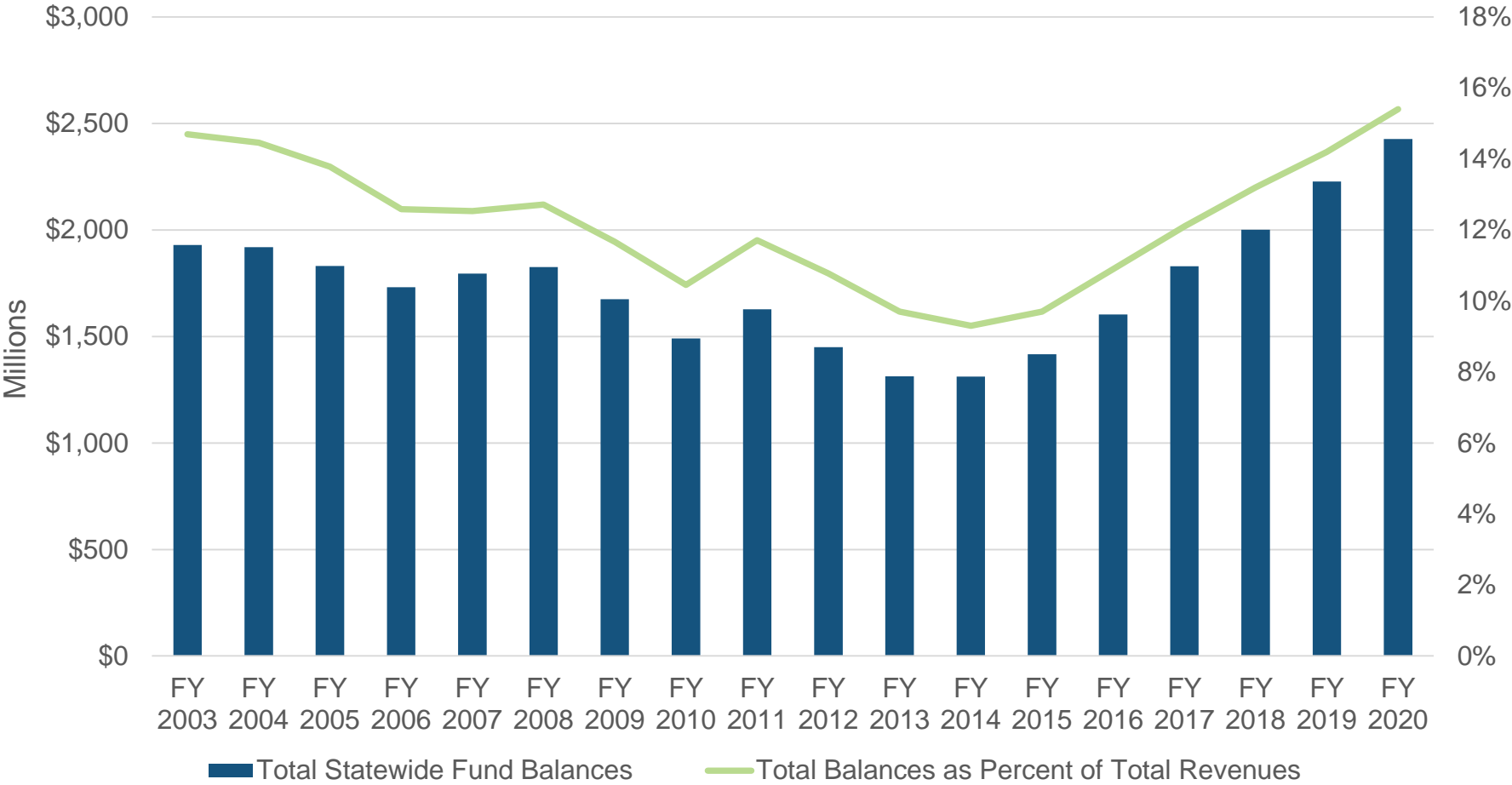
Fewer pupils means a loss of revenue to schools. Statewide, pupil memberships are **16%** lower than their peak in FY 2002-03 and dropping. **89%** of traditional districts experienced declining enrollment from FY 2019-20 to FY 2020-21; in a non-pandemic year, this share is typically around two-thirds.



* FYs 2021, 2022, and 2023 figures are from January 2021 consensus estimates

District Fund Balances

As pupils and funding declined, districts used their fund balances to replace lost revenue. However, fund balances have been growing again, and at the end of FY 2019-20, totaled **\$2.4 billion**. The average statewide total fund balance as a percent of revenues surpassed its previous peak of **14.7%** (FY 2002-03) and is now at **15.4%** in FY 2019-20.



Note: Figures exclude Detroit Public Schools, for which policy changes have significantly altered fund balance information.

For more information about the School Aid budget:

HFA Resources

<http://www.house.mi.gov/hfa/SchoolAid.asp>

Contact Information

Jacqueline Mullen, Fiscal Analyst

jmullen@house.mi.gov

Emily Hatch, Fiscal Analyst

ehatch@house.mi.gov

Samuel Christensen, Senior Fiscal Analyst

schristensen@house.mi.gov

(517) 373-8080