Briefing Topics

- Funding Sources
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- Major Budget Topics
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  - Foundation Allowance
  - Special Education Funding
  - Michigan Public School Employees’ Retirement System (MPSERS)
  - 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 538 local school districts, 294 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 2019-20 is October 1, 2019 through September 30, 2020.

**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 which establishes spending authorization for a particular program or function.

**Boilerplate:** Specific language sections in a budget bill which 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 2019-20 School Aid Budget

<table>
<thead>
<tr>
<th>Fund Source</th>
<th>Funding</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gross Appropriations</td>
<td>$15,177,263,600</td>
<td>Total spending authority from all revenue sources</td>
</tr>
<tr>
<td>Interdepartmental Grants (IDG) Revenue</td>
<td>0</td>
<td>Funds received by one state department from another state department, usually for services provided</td>
</tr>
<tr>
<td>Adjusted Gross Appropriations</td>
<td>$15,177,263,600</td>
<td>Gross appropriations excluding IDGs; avoids double counting when adding appropriation amounts across budget areas</td>
</tr>
<tr>
<td>Federal Revenue</td>
<td>1,749,578,500</td>
<td>Federal grant or matching revenue; generally dedicated to specific programs or purposes</td>
</tr>
<tr>
<td>Local Revenue</td>
<td>0</td>
<td>Revenue received from local units of government for state services</td>
</tr>
<tr>
<td>Private Revenue</td>
<td>0</td>
<td>Revenue from individuals and private entities, including payments for services, grants, and other contributions</td>
</tr>
<tr>
<td>State Restricted Revenue</td>
<td>13,365,065,100</td>
<td>State revenue restricted by the State Constitution, state statute, or outside restriction that is available only for specified purposes; includes most fee revenue</td>
</tr>
<tr>
<td>State General Fund/General Purpose (GF/GP) Revenue</td>
<td>$62,620,000</td>
<td>Unrestricted revenue from taxes and other sources available to fund basic state programs and other purposes determined by the legislature</td>
</tr>
</tbody>
</table>
FY 2019-20 Fund Sources

88% of the $15.2 billion School Aid budget is funded by state restricted revenue, almost all of which is School Aid Fund (SAF) revenues.
The School Aid budget represents over a quarter of the $59.6 billion state budget (adjusted gross) for FY 2019-20.
School Aid Share of Total GF/GP Budget

The School Aid budget is less than 1% of the state’s $10.4 billion GF/GP budget for FY 2019-20.
The School Aid budget represents 95% of the state’s $14.1 billion SAF appropriations for FY 2019-20.
School Aid Budget Funding History

Funding for School Aid has grown by 20% over the last 15 years, with 69% 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.
Since FY 2011-12, $1.3 billion has been added to hold districts harmless from increasing retirement liability costs. Total funding for foundation allowances and other operational costs exceeded the previous FY 2006-07 peak in FY 2018-19.
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

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

**Michigan Public School Employees’ Retirement System (MPSERS):** Contributes a portion of annual retirement costs for unfunded liabilities

**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 2019-20 Gross Appropriations

About two-thirds of the $15.2 billion School Aid budget supports per pupil foundation allowances used for school district general operations.

- **Foundation Allowances**: $9,499,000,000 (63%)
- **Special Education**: $1,536,403,100 (10%)
- **MPSERS**: $1,345,540,000 (9%)
- **Federal Programs (non-Special Ed)**: $1,318,578,500 (9%)
- **At-Risk Programs**: $522,000,000 (3%)
- **Early Childhood Programs**: $263,350,000 (2%)
- **Other Programs**: $692,392,000 (4%)

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 $13.9 billion in revenue for FY 2019-20.
- Primary sources of SAF revenue are shown on next slide.
Sales tax is the largest revenue source, contributing nearly half of the $13.9 billion in total estimated SAF revenue for FY 2019-20.

Sales Tax: $6,322 (45%)
Income Tax: $2,861 (21%)
State Education Tax: $2,171 (16%)
Lottery Transfer: $1,010 (7%)
Use Tax: $611 (4%)
Real Estate Transfer: $361 (3%)
Tobacco Tax: $319 (2%)
Other: $271 (2%)

*Figures based on Jan. 2020 Revenue Estimating Conference
SAF Revenue History

Annual SAF revenues are estimated to grow by 2.7% to a total of $13.9 billion in FY 2019-20.

* FYs 2020, 2021 and 2022 figures from Jan. 2020 Revenue Estimating Conference
The School Aid budget has $62.6 million GF/GP appropriated in FY 2019-20.
<table>
<thead>
<tr>
<th></th>
<th>FY 2018-19</th>
<th>FY 2019-20</th>
</tr>
</thead>
<tbody>
<tr>
<td>BEGINNING BALANCE</td>
<td>$320.5</td>
<td>$212.3</td>
</tr>
<tr>
<td>REVENUE</td>
<td></td>
<td></td>
</tr>
<tr>
<td>School Aid Fund (SAF) Revenue</td>
<td>$13,560.0</td>
<td>$13,925.5</td>
</tr>
<tr>
<td>Revise the income tax earmark to SAF (HB4125)</td>
<td>$0.0</td>
<td>$173.2</td>
</tr>
<tr>
<td>General Fund/General Purpose (GF/GP)</td>
<td>$87.9</td>
<td>$62.7</td>
</tr>
<tr>
<td>Other Restricted Funds</td>
<td>$132.2</td>
<td>$77.3</td>
</tr>
<tr>
<td>Federal Funds</td>
<td>$1,745.9</td>
<td>$1,749.6</td>
</tr>
<tr>
<td>TOTAL REVENUE</td>
<td>$15,526.0</td>
<td>$15,988.3</td>
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<tr>
<td>EXPENDITURES</td>
<td></td>
<td></td>
</tr>
<tr>
<td>School Aid (Adj for lapses/consensus revisions)</td>
<td>$14,725.8</td>
<td>$15,173.8</td>
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<tr>
<td>Community Colleges</td>
<td>$408.2</td>
<td>$414.7</td>
</tr>
<tr>
<td>Higher Ed</td>
<td>$500.2</td>
<td>$349.4</td>
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<tr>
<td>TOTAL EXPENDITURES</td>
<td>$15,634.2</td>
<td>$15,937.9</td>
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<tr>
<td>CURRENT YEAR: REVENUES - EXPENDITURES</td>
<td>($108.2)</td>
<td>$50.4</td>
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<tr>
<td>TOTAL ENDING BALANCE</td>
<td>$212.3</td>
<td>$262.7</td>
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</table>
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 2019-20, 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.
Foundation Allowance History
Growth Since Proposal A

The FY 2019-20 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 for the first time in FY 2019-20; it is now $40 above the peak. The “equity gap” between the two 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 2019-20 State/Local Funding Mix Examples

![Bar chart showing the funding mix for various districts.]

<table>
<thead>
<tr>
<th>Type</th>
<th>District</th>
<th>Foundation</th>
<th>Local</th>
<th>State</th>
<th>HH</th>
<th>NHS Mills</th>
<th>HH Mills</th>
</tr>
</thead>
<tbody>
<tr>
<td>HH, O-of-F</td>
<td>New Buffalo</td>
<td>$10,364</td>
<td>$22,612</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td>HH</td>
<td>Southfield</td>
<td>$11,331</td>
<td>$5,254</td>
<td>$3,118</td>
<td>$3,237</td>
<td>18.0</td>
<td>17.0</td>
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<tr>
<td>HH</td>
<td>Jefferson</td>
<td>$11,540</td>
<td>$6,764</td>
<td>$1,616</td>
<td>$0</td>
<td>18.0</td>
<td>0.0</td>
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<tr>
<td>HH</td>
<td>Birmingham</td>
<td>$12,284</td>
<td>$2,983</td>
<td>$5,424</td>
<td>$4,184</td>
<td>18.0</td>
<td>7.6</td>
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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 2019-20, the difference between the highest and lowest K-12 district is $4,253, approximately 3:2.

- In FY 2019-20, 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 2019-20 District Foundation Allowances

The majority of districts (including all charters) now have a foundation allowance at the minimum foundation.
Equity Among Districts
FY 2019-20 Pupil Distribution

In FY 2019-20, 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 2019-20
  - $1.1 billion state dollars
  - $431.0 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
- NEW in FY 2019-20: $60.2 million to increase the total special education costs reimbursement rate by approximately 2.0 percentage points.
- Local special education mills, levied by each ISD, will generate an estimated additional $1.1 billion in FY 2019-20.
- Uncompensated allowable special education costs equaled an estimated $742.3 million in FY 2017-18.
Special Education Appropriations

Special Education appropriations are expected to increase to approximately $1.5 billion in FY 2019-20 after several years of fairly flat expenditures. Half of the increase in FY 2019-20 is due to a new $60.2 million appropriation to reimburse about 2% of total special education costs.
MPSERS – Retirement Costs
Michigan Public School Employees’ Retirement System (MPSERS) Appropriations

- Section 147a (1) – Provides $100.0 million to districts to offset a share of their MPSERS costs. Distribution is based on a district’s proportionate share of MPSERS covered payroll.

- Section 147a (2) – Provides $172.1 million to reimburse MPSERS employers for the increased normal costs associated with the reduction in the long-term investment rate of return assumptions from 7.50% to 7.05% due to a dedicated gains policy.

- Section 147c (1) – Appropriates $1.0 billion to pay for the state share of unfunded accrued liability (UAL) costs per 2012 PA 300, which required the state to pay the UAL costs that exceed the capped employer contribution rate of 20.96% of MPSERS covered payroll.

- Section 147e – Provides $42.6 million to reimburse MPSERS 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.
For FY 2019-20, the state share of public school employee retirement system (MPSERS) costs totals about **$1.3 billion**. Prior to 2012 PA 300, MPSERS employers paid the full costs of MPSERS directly.
The state portion of the MPSERS UAAL contribution rate is **$1.0 billion** in FY 2019-20. 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.

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
<th>2025</th>
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<th>2027</th>
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<th>2037</th>
<th>2038</th>
<th>2039</th>
<th>2040</th>
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<tbody>
<tr>
<td>Base Funding from Schools</td>
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<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
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<tr>
<td>Other SAF Appropriations</td>
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<tr>
<td>SAF UAAL Rate Cap Funding</td>
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<td>$0</td>
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</tr>
</tbody>
</table>
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 2019-20 appropriation has grown to $522.0 million, up by $213.0 million since FY 2014-15. In FY 2019-20, $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 FY2019-20) for each eligible student. However, the program is not fully funded, so payments are prorated on a percentage basis (79%). For FY 2019-20 the estimated amount for most districts is $748 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%.
The At-Risk program grew to $522.0 million in FY 2019-20, 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 2019-20.

- The per diem allocation for each child in a half-day program is $3,625 or for a full-day program is $7,250.

- The program served approximately 37,140 children in FY 2018-19.

- The program went from 100% half-day program in FY 2004-05 to the following for FY 2018-19:
  - Half-Day: 9%
  - GSRP/Head Start Blend: 16%
  - Full-Day: 75%

- $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 2019-20. The number of children dipped slightly due to the increase in the use of full-day programs.
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 2019-20, there are 538 traditional local districts with 1,312,813 pupils, or 89.9% of the statewide public pupil membership.

- Average size of a traditional, locally governed district is about 2,440 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, local school districts, and the Education Achievement Authority.

- 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 2019-20, there are 294 Public School Academies with 147,130 pupils in PSAs, or 10.1% of statewide pupil membership.

- Average size of a PSA is about 500 pupils.

- The PSA foundation allowance is equal to the statewide Minimum foundation, which is $8,111 per pupil for FY 2019-20.
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 6 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 the FY 2011-12, or approximately 30,870 pupils.
- In FY 2019-20, 14 cyber schools had an enrollment totaling 14,095.
Declining Enrollment
Declining Enrollment
Total Pupil Membership Counts

Fewer pupils means a loss of revenue to schools. Statewide, pupil memberships are 15% lower than their peak in FY 2002-03 and dropping. About two-thirds of traditional districts experienced declining enrollment from FY 2018-19 to FY 2019-20.

* FY 2020, 2021, and 2022 figures are from Jan. 2019 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 2018-19, totaled $2.2 billion, surpassing previous highs. The average statewide total fund balance as a percent of revenues is still lower than its peak of 14.7% but has increased over the last few years to 14.3%.

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

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