<u>SHB 2051</u> - H AMD 506 By Representative Hunter

WITHDRAWN 06/28/2013

1 Strike everything after the enacting clause and insert the 2 following:

- "NEW SECTION. Sec. 1. (1) The legislature intends to fund a plan of incremental implementation to carry out the reforms enacted in chapter 548, Laws of 2009, chapter 236, Laws of 2010, and to make statutory changes necessary to support this plan.
- (2) The legislature confirms its intent to review and revise as necessary the funding formulas that support the program.
- (3) To ensure the state's ability to support the Article IX program of basic education and implement the McCleary ruling, the legislature intends to eliminate certain transfers out of the general fund and to make a temporary revision to the state expenditure limit laws during the period of incremental implementation of basic education funding reforms. By temporarily suspending the "rebasing" that would otherwise occur under the limit calculation, the legislature will preserve the ability to fund basic education enhancements during the transition to full funding of the formula.
- (4) The legislature finds that the 2015-16 school year targets for increased minimum allocations for materials, supplies, and operating costs established under chapter 236, Laws of 2010 were based on a reasonable estimate that relied on a survey of school districts of their expenditures from basic education dollars in the 2007-08 school year. In the course of reviewing and revising education funding formulas pursuant to chapter 548, Laws of 2009, the legislature has determined that more accurate expenditure information from the 2011-12 school year is now available. The legislature finds that this expenditure data, which has been generated from all school districts rather than a sample and is based on audited actual expenditures rather than estimates from a survey, warrants adjustment to the 2015-16 school

1 year targets for minimum allocations for materials, supplies, and 2 operating costs.

Sec. 2. RCW 28A.150.260 and 2011 1st sp.s. c 27 s 2 are each amended to read as follows:

The purpose of this section is to provide for the allocation of state funding that the legislature deems necessary to support school districts in offering the minimum instructional program of basic education under RCW 28A.150.220. The allocation shall be determined as follows:

- (1) The governor shall and the superintendent of public instruction may recommend to the legislature a formula for the distribution of a basic education instructional allocation for each common school district.
- (2) The distribution formula under this section shall be for allocation purposes only. Except as may be required under chapter 28A.155, 28A.165, 28A.180, or 28A.185 RCW, or federal laws and regulations, nothing in this section requires school districts to use basic education instructional funds to implement a particular instructional approach or service. Nothing in this section requires school districts to maintain a particular classroom teacher-to-student ratio or other staff-to-student ratio or to use allocated funds to pay for particular types or classifications of staff. Nothing in this section entitles an individual teacher to a particular teacher planning period.
- (3)(a) To the extent the technical details of the formula have been adopted by the legislature and except when specifically provided as a school district allocation, the distribution formula for the basic education instructional allocation shall be based on minimum staffing and nonstaff costs the legislature deems necessary to support instruction and operations in prototypical schools serving high, middle, and elementary school students as provided in this section. The use of prototypical schools for the distribution formula does not constitute legislative intent that schools should be operated or structured in a similar fashion as the prototypes. Prototypical schools illustrate the level of resources needed to operate a school of a particular size with particular types and grade levels of students using commonly understood terms and inputs, such as class size, hours

- of instruction, and various categories of school staff. It is the 1 2 intent that the funding allocations to school districts be adjusted from the school prototypes based on the actual number of annual average 3 full-time equivalent students in each grade level at each school in the 4 district and not based on the grade-level configuration of the school 5 to the extent that data is available. The allocations shall be further 6 adjusted from the school prototypes with minimum allocations for small 7 schools and to reflect other factors identified in the omnibus 8 appropriations act. 9
 - (b) For the purposes of this section, prototypical schools are defined as follows:

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- (i) A prototypical high school has six hundred average annual fulltime equivalent students in grades nine through twelve;
- (ii) A prototypical middle school has four hundred thirty-two average annual full-time equivalent students in grades seven and eight; and
- 17 (iii) A prototypical elementary school has four hundred average 18 annual full-time equivalent students in grades kindergarten through 19 six.
 - (4)(a) The minimum allocation for each level of prototypical school shall be based on the number of full-time equivalent classroom teachers needed to provide instruction over the minimum required annual instructional hours under RCW 28A.150.220 and provide at least one teacher planning period per school day, and based on the following general education average class size of full-time equivalent students per teacher:

27	General educa	ation
28	ave	erage
29	class	size
30	Grades K-3	25.23
31	Grade 4	27.00
32	Grades 5-6	27.00
33	Grades 7-8	28.53
34	Grades 9-12	28.74

35 (b) During the 2011-2013 biennium and beginning with schools with 36 the highest percentage of students eligible for free and reduced-price 37 meals in the prior school year, the general education average class size for grades K-3 shall be reduced until the average class size funded under this subsection (4) is no more than 17.0 full-time equivalent students per teacher beginning in the 2017-18 school year.

(c) The minimum allocation for each prototypical middle and high school shall also provide for full-time equivalent classroom teachers based on the following number of full-time equivalent students per teacher in career and technical education:

Career and technical education average class size Approved career and technical education offered at Skill center programs meeting the standards established by the office of the superintendent of public

- (d) In addition, the omnibus appropriations act shall at a minimum specify:
- (i) A high-poverty average class size in schools where more than fifty percent of the students are eligible for free and reduced-price meals; and
- (ii) A specialty average class size for laboratory science, advanced placement, and international baccalaureate courses.
- (5) The minimum allocation for each level of prototypical school shall include allocations for the following types of staff in addition to classroom teachers:

28		Elementary	Middle	High
29		School	School	School
30	Principals, assistant principals, and other certificated building-level			
31	administrators	1.253	1.353	1.880
32	Teacher librarians, a function that includes information literacy, technology,			
33	and media to support school library media programs	0.663	0.519	0.523
34	Health and social services:			
35	School nurses	0.076	0.060	0.096

1	Social workers	0.042	0.006	0.015
2	Psychologists	0.017	0.002	0.007
3	Guidance counselors, a function that includes parent outreach and graduation			
4	advising	0.493	1.116	1.909
5	Teaching assistance, including any aspect of educational instructional			
6	services provided by classified employees	0.936	0.700	0.652
7	Office support and other noninstructional aides	2.012	2.325	3.269
8	Custodians	1.657	1.942	2.965
9	Classified staff providing student and staff safety	0.079	0.092	0.141
10	Parent involvement coordinators	0.00	0.00	0.00
11	(6)(a) The minimum staffing allocation for	or each so	chool di	istrict to
12	provide district-wide support services sha	ill be al	located	l per one
13	thousand annual average full-time equivalent	students	in grad	es K-12 as
14	follows:			
15			Staff	per 1,000
16				2 students
17	ma was a la sus			
	Technology			
18	Facilities, maintenance, and grounds 1.813			
19	Warehouse, laborers, and mechanics 0.332			
20	(b) The minimum allocation of staff unita	s for each	school	l district
0.1			_	

(b) The minimum allocation of staff units for each school district to support certificated and classified staffing of central administration shall be 5.30 percent of the staff units generated under subsections (4)(a) and (b) and (5) of this section and (a) of this subsection.

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- (7) The distribution formula shall include staffing allocations to school districts for career and technical education and skill center administrative and other school-level certificated staff, as specified in the omnibus appropriations act.
- (8)(a) Except as provided in (b) of this subsection, the minimum allocation for each school district shall include allocations per annual average full-time equivalent student for the following materials, supplies, and operating costs, to be adjusted for inflation from the 2008-09 school year:

Per annual average full-time equivalent student in grades K-12

1	Technology
2	Utilities and insurance
3	Curriculum and textbooks
4	Other supplies and library materials \$124.07
5	Instructional professional development for certified and
6	classified staff
7	Facilities maintenance
8	Security and central office
9	(b) During the 2011-2013 biennium, the minimum allocation for
10	((maintenance)) materials, supplies, and operating costs shall be
11	increased as specified in the omnibus appropriations act. The
12	following allocations, adjusted for inflation from the $((2007-08))$
13	2011-12 school year, are provided in the 2015-16 school year, after
14	which the allocations shall be adjusted annually for inflation as
15	specified in the omnibus appropriations act:
16	Per annual average
17	full-time equivalent student
18	in grades K-12
19	Technology
20	Utilities and insurance $((\$309.21))$ $\$292.71$
21	Curriculum and textbooks (($\$122.17$)) $\$115.66$
22	Other supplies and library materials $((\$259.39))$ $\$245.55$
23	Instructional professional development for certificated and
24	classified staff
25	Facilities maintenance
26	Security and central office administration (($\$106.12$)) $\$100.46$
27	(9) In addition to the amounts provided in subsection (8) of this
28	section, the omnibus appropriations act shall provide an amount based
29	on full-time equivalent student enrollment in each of the following:
30	(a) Exploratory career and technical education courses for students
31	in grades seven through twelve;
32	(b) Laboratory science courses for students in grades nine through
33	twelve;
34	(c) Preparatory career and technical education courses for students
35	in grades nine through twelve offered in a high school; and
36	(d) Preparatory career and technical education courses for students
37	in grades eleven and twelve offered through a skill center.

(10) In addition to the allocations otherwise provided under this section, amounts shall be provided to support the following programs and services:

- (a) To provide supplemental instruction and services for underachieving students through the learning assistance program under RCW 28A.165.005 through 28A.165.065, allocations shall be based on the district percentage of students in grades K-12 who were eligible for free or reduced-price meals in the prior school year. The minimum allocation for the program shall provide for each level of prototypical school resources to provide, on a statewide average, 1.5156 hours per week in extra instruction with a class size of fifteen learning assistance program students per teacher.
- (b) To provide supplemental instruction and services for students whose primary language is other than English, allocations shall be based on the head count number of students in each school who are eligible for and enrolled in the transitional bilingual instruction program under RCW 28A.180.010 through 28A.180.080. The minimum allocation for each level of prototypical school shall provide resources to provide, on a statewide average, 4.7780 hours per week in extra instruction with fifteen transitional bilingual instruction program students per teacher. Notwithstanding other provisions of this subsection (10), the actual per-student allocation may be scaled to provide a larger allocation for students needing more intensive intervention and a commensurate reduced allocation for students needing less intensive intervention, as detailed in the omnibus appropriations act.
- (c) To provide additional allocations to support programs for highly capable students under RCW 28A.185.010 through 28A.185.030, allocations shall be based on two and three hundred fourteen one-thousandths percent of each school district's full-time equivalent basic education enrollment. The minimum allocation for the programs shall provide resources to provide, on a statewide average, 2.1590 hours per week in extra instruction with fifteen highly capable program students per teacher.
- 35 (11) The allocations under subsections (4)(a) and (b), (5), (6), 36 and (8) of this section shall be enhanced as provided under RCW 37 28A.150.390 on an excess cost basis to provide supplemental 38 instructional resources for students with disabilities.

(12)(a) For the purposes of allocations for prototypical high schools and middle schools under subsections (4) and (10) of this section that are based on the percent of students in the school who are eligible for free and reduced-price meals, the actual percent of such students in a school shall be adjusted by a factor identified in the omnibus appropriations act to reflect underreporting of free and reduced-price meal eligibility among middle and high school students.

- (b) Allocations or enhancements provided under subsections (4), (7), and (9) of this section for exploratory and preparatory career and technical education courses shall be provided only for courses approved by the office of the superintendent of public instruction under chapter 28A.700 RCW.
- (13)(a) This formula for distribution of basic education funds shall be reviewed biennially by the superintendent and governor. The recommended formula shall be subject to approval, amendment or rejection by the legislature.
- (b) In the event the legislature rejects the distribution formula recommended by the governor, without adopting a new distribution formula, the distribution formula for the previous school year shall remain in effect.
- (c) The enrollment of any district shall be the annual average number of full-time equivalent students and part-time students as provided in RCW 28A.150.350, enrolled on the first school day of each month, including students who are in attendance pursuant to RCW 28A.335.160 and 28A.225.250 who do not reside within the servicing school district. The definition of full-time equivalent student shall be determined by rules of the superintendent of public instruction and shall be included as part of the superintendent's biennial budget request. The definition shall be based on the minimum instructional hour offerings required under RCW 28A.150.220. Any revision of the present definition shall not take effect until approved by the house ways and means committee and the senate ways and means committee.
- (d) The office of financial management shall make a monthly review of the superintendent's reported full-time equivalent students in the common schools in conjunction with RCW 43.62.050.
- **Sec. 3.** RCW 28A.510.250 and 2011 1st sp.s. c 4 s 1 are each 37 amended to read as follows:

(1) On or before the last business day of September 1969 and each month thereafter through August 31, 2013, the superintendent of public instruction shall apportion from the state general fund to the several educational service districts of the state the proportional share of the total annual amount due and apportionable to such educational service districts for the school districts thereof as follows:

7	September	 9%
8	October	 9%
9	November	 5.5%
10	December	 9%
11	January	 9%
12	February	 9%
13	March	 9%
14	April	 9%
15	May	 5.5%
16	June	 6.0%
17	July	 10.0%
18	August	 10.0%

(2) For the 2013-14 school year, on or before the last business day of each of the months specified, the superintendent of public instruction shall apportion from the state general fund to the several educational service districts of the state the proportional share of the total amount due and apportionable to such educational service districts for the school districts thereof:

25	<u>September</u>	<u></u>	8.0%
26	<u>October</u>	<u></u>	8.0%
27	<u>November</u>	<u></u>	<u>7.5%</u>
28	<u>December</u>	<u></u>	<u>7.5%</u>
29	<u>January</u>	<u></u>	16.0%
30	<u>March</u>	<u></u>	<u>15%</u>
31	<u>May</u>	<u></u>	16.0%
32	July		22.0%

(3) Beginning September 1, 2014, on or before the last day of each of the months specified, the superintendent of public instruction shall apportion from the state general fund to the several educational service districts of the state the proportional share of the total amount due and apportionable to such educational service districts for the school districts thereof:

7	<u> </u>	<u>September</u>	 <u>16.0%</u>
8	1	November	 <u>15.0%</u>
9	<u>J</u>	<u>January</u>	 16.0%
10	<u>1</u>	<u>March</u>	 <u>15.0%</u>
11	<u>1</u>	May	 <u>16.0%</u>
12	<u>]</u>	<u>July</u>	 22.0%

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(4) The annual amount due and apportionable shall be the amount apportionable for all apportionment credits estimated to accrue to the schools during the apportionment year beginning September ((first [1st])) 1st and continuing through August ((thirty first [31st])) 31st. Appropriations made for school districts for each year of a biennium shall be apportioned according to the schedule set forth in this section for the fiscal year starting September 1st of the then calendar year and ending August 31st of the next calendar year((, except as provided in subsection (2) of this section)). The apportionment from the state general fund for each month shall be an amount which will equal the amount due and apportionable to the several educational service districts during such month: PROVIDED, That any school district may petition the superintendent of public instruction for an emergency advance of funds which may become apportionable to it but not to exceed ten percent of the total amount to become due and apportionable during the school districts apportionment year. superintendent of public instruction shall determine if the emergency warrants such advance and if the funds are available therefor. superintendent determines in the affirmative, he or she may approve such advance and, at the same time, add such an amount to the apportionment for the educational service district in which the school district is located: PROVIDED, That the emergency advance of funds and the interest earned by school districts on the investment of temporary

cash surpluses resulting from obtaining such advance of state funds shall be deducted by the superintendent of public instruction from the remaining amount apportionable to said districts during that apportionment year in which the funds are advanced.

(((2) In the 2010-11 school year, the June apportionment payment to school districts shall be reduced by one hundred twenty-eight million dollars, and an additional apportionment payment shall be made on July 1, 2011, in the amount of one hundred twenty-eight million dollars. This July 1st payment shall be in addition to the regularly calculated July apportionment payment.))

- **Sec. 4.** RCW 28A.160.192 and 2011 1st sp.s. c 27 s 3 are each 12 amended to read as follows:
 - (1) ((The superintendent of public instruction shall phase in the implementation of)) The distribution formula under this chapter for allocating state funds to school districts for the transportation of students to and from school((. The phase in shall begin no later than the 2011-2013 biennium and be fully implemented by the 2013-2015 biennium.)) must:
 - (a) ((The formula must)) Be developed and revised on an ongoing basis using the major cost factors in student transportation, including basic and special student loads, school district land area, average distance to school, roadway miles, and number of locations served. Factors must include all those site characteristics that are statistically significant after analysis of the data required by the revised reporting process.
 - (b) ((The formula must)) Allocate funds to school districts based on the average predicted costs of transporting students to and from school, using a regression analysis. Only factors that are statistically significant shall be used in the regression analysis. Employee compensation costs included in the allowable transportation expenditures used for the purpose of establishing each ((school district's independent)) variable in the regression analysis shall be limited to the base salary or hourly wage rates, fringe benefit rates, and ((applicable health care)) the insurance benefit allocation rate((s)) provided in the omnibus appropriations act.
 - (2) ((During the phase in period,)) Funding provided to school

districts for student transportation operations shall be distributed on the following basis:

- (a) Annually, each school district shall receive the lesser of the ((previous school year's pupil transportation operations allocation)) expected cost as predicted by the regression analysis under subsection (1)(b) of this section, or the total of allowable pupil transportation expenditures identified on the previous school year's final expenditure report to the state plus district indirect expenses using the federal restricted indirect rate as calculated in the district annual financial report;
- (b) Annually, the amount identified in (a) of this subsection shall be adjusted for any budgeted ((increases)) changes provided in the omnibus appropriations act for salaries ((or)), fringe benefits, and the insurance benefit allocation rate; and
- (c) ((Annually, any funds appropriated by the legislature in excess of the maintenance level funding amount for student transportation shall be distributed among school districts on a prorated basis using the difference between the amount identified in (a) adjusted by (b) of this subsection and the amount determined under the formula in RCW 28A.160.180; and
- (d))) Allocations provided to recognize the cost of depreciation to districts contracting with private carriers for student transportation shall be deducted from the allowable transportation expenditures in (a) of this subsection.
- **Sec. 5.** RCW 43.135.025 and 2009 c 479 s 35 are each amended to 26 read as follows:
 - (1) The state shall not expend from the general fund during any fiscal year state moneys in excess of the state expenditure limit established under this chapter.
 - (2) Except pursuant to a declaration of emergency under RCW 43.135.035 or pursuant to an appropriation under RCW 43.135.045(2), the state treasurer shall not issue or redeem any check, warrant, or voucher that will result in a state general fund expenditure for any fiscal year in excess of the state expenditure limit established under this chapter. A violation of this subsection constitutes a violation of RCW 43.88.290 and shall subject the state treasurer to the penalties provided in RCW 43.88.300.

(3) The state expenditure limit for any fiscal year shall be the previous fiscal year's state expenditure limit increased by a percentage rate that equals the fiscal growth factor.

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- (4) For purposes of computing the state expenditure limit for the fiscal year beginning July 1, 2009, the phrase "the previous fiscal year's state expenditure limit" means the total state expenditures from the state general fund, the public safety and education account, the health services account, the violence reduction and drug enforcement account, the student achievement fund, the water quality account, and the equal justice subaccount, not including federal funds, for the fiscal year beginning July 1, 2008, plus the fiscal growth factor.
- (5) A state expenditure limit committee is established for the purpose of determining and adjusting the state expenditure limit as provided in this chapter. The members of the state expenditure limit committee are the director of financial management, the attorney general or the attorney general's designee, and the chairs and ranking minority members of the senate committee on ways and means and the house of representatives committee on ways and means. All actions of the state expenditure limit committee taken pursuant to this chapter require an affirmative vote of at least four members.
- (6) Each November, the state expenditure limit committee shall adjust the expenditure limit for the preceding fiscal year based on actual expenditures and known changes in the fiscal growth factor and then project an expenditure limit for the next two fiscal years. However, to facilitate incremental implementation of basic education formula enhancements under chapter 548, Laws of 2009, chapter 236, Laws of 2010, and appropriations legislation, when calculating the expenditure limit for fiscal years 2014 through and including fiscal year 2018, the state expenditure limit committee must adjust the limit as otherwise required by this chapter but may not rebase the limit by adjusting the limit for the preceding fiscal year based on actual If, by November 30th, the state expenditure limit expenditures. committee has not adopted the expenditure limit adjustment and projected expenditure limit as provided in subsection (5) of this section, the attorney general or his or her designee shall adjust or project the expenditure limit, as necessary.
- 37 (7) "Fiscal growth factor" means the average growth in state 38 personal income for the prior ten fiscal years.

(8) "General fund" means the state general fund.

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- 2 **Sec. 6.** RCW 43.135.045 and 2012 2nd sp.s. c 5 s 1 and 2012 1st sp.s. c 10 s 5 are each reenacted and amended to read as follows:
 - The education construction fund is hereby created in the state treasury.
 - (1) Funds may be appropriated from the education construction fund exclusively for common school construction or higher education construction. ((During the 2007-2009 fiscal biennium, funds may also be used for higher education facilities preservation and maintenance. During the 2009-2011 and 2011-2013 fiscal biennia, the legislature may transfer from the education construction fund to the state general fund such amounts as reflect the excess fund balance of the fund.))
 - (2) Funds may be appropriated for any other purpose only if approved by a two-thirds vote of each house of the legislature and if approved by a vote of the people at the next general election. An appropriation approved by the people under this subsection must result in an adjustment to the state expenditure limit only for the fiscal period for which the appropriation is made and does not affect any subsequent fiscal period.
- ((3) After July 1, 2010, the state treasurer must transfer one hundred two million dollars from the general fund to the education construction fund by June 30th of each year. However, the transfers may not take place in the fiscal biennium ending June 30, 2015.))
- NEW SECTION. Sec. 7. Sections 2 and 3 of this act are necessary for the immediate preservation of the public peace, health, or safety, or support of the state government and its existing public institutions, and take effect September 1, 2013.
- NEW SECTION. Sec. 8. Sections 5 and 6 of this act are necessary for the immediate preservation of the public peace, health, or safety, or support of the state government and its existing public institutions, and take effect July 1, 2013.
- NEW SECTION. Sec. 9. Section 4 of this act takes effect September 1, 2014."

EFFECT: Replaces all provisions of the underlying bill except the
following:

Adjusts the allocations for maintenance, supplies, and operating costs to reflect updated data.

Adjusts statutes pertaining to the pupil transportation funding formula to reflect full implementation of the revised formula beginning in the 2014-15 school year.

Directs that the state expenditure limit for fiscal years 2014 through 2018 not be rebased to reflect the previous year's actual expenditures.

Adds the following provisions to the underlying bill:

Changes the schedule for allocating state funds to school districts from 12 payments per school year to eight payments per school year in 2013-14 and six payments per school year beginning in 2014-15. Specifies the proportion of a district's total annual apportionment for each payment.

Repeals a requirement for an annual transfer of \$102 million from the general fund to the education construction fund.

--- END ---