

SUMMARY OF COSTS FOR UNFUNDED/UNDERFUNDED MANDATES:

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| Chapter 70 Aid – Underfunding 2007 formula | Unmeasurable |
| Regular Education | \$1,101,475 |
| Special Education | \$275,000 |
| Special Education Transportation | \$584,488 |
| 504 Services | \$114,000 |
| School Transportation | \$1,541,097 |
| Administrative | \$65,000 |
| School Nurses | \$50,000 |
| McKinney-Vento (homeless) | \$48,000 |
| English Language Learners | \$145,000 |
| Home Schooling | \$1,000 |
| PARCC Testing | \$227,200 |
| Curriculum Frameworks | \$130,000 |
| Vocational Education | \$715,000 |
| Professional Development | \$115,000 |
| Foster Care and State Wards | \$42,000 |
| SIMS & EPIMS | \$65,000 |
| Reporting & Auditing | \$18,750 |
| Technology | \$100,000 |
| Building & Maintenance | \$120,000 |
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| GRAND TOTAL | \$5,458,010 |

ESTIMATED COSTS FOR UNFUNDED/UNDERFUNDED MANDATES PEMBROKE PUBLIC SCHOOLS

Chapter 70 – Pembroke, like every Massachusetts School District, must provide free, equal and appropriate education to all students from kindergarten through grade 12. The cost of providing this education is partially funded through Chapter 70 Aid.

Yet, the state has failed to address the adequacy of Chapter 70 Aid that, for Pembroke, has ranged from 40% to 42% of Actual New School Spending over the past 10 years. In FY07, the state changed the funding formula, which was supposed to equalize the funding across all Massachusetts districts. Since that time, Chapter 70 aid to Pembroke has risen, but not at the rate that it should have due to weaknesses in the formula that have underfunded Pembroke as compared to other Massachusetts communities. The state recognized this underfunding, but has not been able to close the gap between what Pembroke should receive and what it actually does receive under Chapter 70.

Regular Education – Over the past 10 years, while Chapter 70 aid to Pembroke has risen, the additional requirements placed on the district by the state have grown even faster:

- Time and Learning standards have been established, lengthening learning time with its associated costs when implemented.
- Curriculum frameworks based on the Common Core State Standards (CCSS) have been established in seven areas, requiring new areas of educational activity.
- Implementation of the new Educator Evaluation law and regulations

The cost to implement these new initiatives is in the incremental cost for all teachers and building administrators as contained in their respective Collective Bargaining Agreements.

Taking a modest 1% increase factor in the Teachers Contract (Unit A) would be: **\$175,000**

- Materials associated with implementing new Curriculum Frameworks aligned with the CCSS:
 - ELA K-6 - \$381,032
 - ELA 7-12 - \$150,716
 - MATH K-12 - \$332,727
 - TOTAL: **\$864,475**
- Assessment, analysis, data management, remediation adjustments and associated district reporting have been expanded tenfold (10 X) beyond what was known to reform planners. The cost of completing all these tasks is easily estimated to be a full time support staff position with full benefits at: **\$65,000**

Special Education - The cost of providing assessments, evaluations, and specialized instructional services exceeds the funding provided by federal and state sources. In addition, non-instructional services within the review and appeal processes such as arbitration, mediation, hearings, etc. result in extraordinary costs to the district. The personnel, administrative, and technology costs inherent in the delivery of appropriate services are exorbitant. Individual Education Plans dictate where a student must go to school, requiring outplacements and special education transportation. Perhaps the most obvious of the unfunded costs for Special is the total for Out of District Tuition for Special Needs students who are supposed to be covered by “Circuit Breaker” funding. The threshold for eligibility is tied to four times the state average foundation budget per pupil as calculated under the Chapter 70 program. **For Pembroke, that would mean \$564,622 in FY15.** Instead, the “Circuit Breaker” program was only funded at 72%, leaving a shortfall of \$149,424 for the Town to absorb. Thus, between Circuit Breaker funding shortfall and the associated costs for the above services, we would estimate the total of unfunded services and programs for Special Education to be well over:

\$275,000

Special Education Transportation - The cost of transportation of special education students that is not reimbursed to the Town is:

\$584,488

504 Services (federal) - School districts are required to provide students with disabilities with accommodations that will assist in their learning. This may include any disability that is not covered by special education. Teachers must accommodate all needs written into a student's 504 plan. State and local options are constrained. With approximately 114 students in the Pembroke Public Schools with "504 Plans", we would estimate the average cost of accommodations to be \$1,000/student for a total of:

\$114,000

School Transportation – State law requires that school districts provide transportation to all students (public, private and charter) in grades K to 6 who live two miles or more from the school. There is no reimbursement for regular local student transportation. The cost of school transportation in Pembroke is estimated to be:

\$1,541,097

Administrative - Coordinated Program Review (CPR) – The time, effort, and resources allocated to the preparation for and visit by DESE staff to conduct a review is incalculable. Subsequent reports and development of Corrective Action Plans require hours to months of clerical, professional, and administrative time. CORI checks for staff and volunteers add clerical and administrative time. Emergency evacuation plans add training time, signs, posters and other means of alerting. Title I requirements – although grant funds are provided to districts, the costs associated with delivery of services and the reporting and documentation requirements often exceed funding.

Response to Intervention (RTI) training – requires that the district provide training for instructors who then instruct a majority of staff members in techniques to de-escalate student crises. Associated costs are incurred to hire substitutes for classes whose teachers are required to participate in training.

Pre-school requirements – Districts must ensure that they provide integrated (ratio of regular and special education) settings for all students in accordance with the regulations of Early Education and Care. The requirements for assessment, evaluation, and provision of services are costly. We feel it would be reasonable to calculate the costs of the above to be one (1) full time position.

\$65,000

Anti-bullying - The bill defines bullying, in part, as "the repeated use by a perpetrator of a written, verbal, or electronic expression, or physical act or gesture . . . directed at a victim that causes physical or emotional harm or damage to the victim's property; places the victim in reasonable fear or harm to himself or of damage to his property; [or] creates a hostile environment at school." If principals determine that the bullying constitutes a criminal act, they would be required to report the incident to law enforcement. The amount of time spent by administrators following the required protocols to fully implement is significant, but difficult to measure.

School Nurses - School nurses must now hold a Bachelor's/Master's Degree, although they only need an Associate's Degree to work in a hospital. We would assume at least a \$10,000/year differential per nurse (5).

\$50,000

McKinney Vento Legislation (federal) - This recent federal law requires that schools accept any homeless student who wishes to attend the public school. In addition, The McKinney Vento legislation requires the school district to transport any homeless students living in town to the schools in their old home district. In FY16, we estimate the cost of transportation alone will exceed:

\$48,000

English Language Learners - Provides required ELL services to all students who are not fluent in English. Specially certified teachers must provide this service. There are educational materials and testing costs associated with the ELL services that are provided.

All classroom teachers who service ELL students in their classrooms must have ten hours of training each year until they fulfill a requirement of 50 hours of training. All communications that need to be sent to the homes of all students (not just ELL) whose parents do not speak English as their first language must be translated into their native languages.

ELL training is required even when only one (1) student in the district is an ELL student.

We estimate the cost for staff training and certification as well as all translations to be:

\$80,000

Changes in the DESE guidelines for ESL instructions would require one additional staff member:

\$65,000

Home Schooling - The district must monitor and document all home-schooled students.

This includes identifying families and reviewing detailed home schooling plans for compliance with state guidelines. Though school districts are required to provide this oversight, there are no funding or reporting requirements to or from the state. While this is a very small number of students, they still require .1 FTE of an administrator for a total of:

\$1,000

PARCC Testing - Upgrade the technology infrastructure to support a minimum of 150 students taking an online test at the same time:

\$227,200

Open Meeting Law - All meetings of a governmental body shall be open to the public and any person shall be permitted to attend any meeting. Public records are defined as, "all books, papers, maps, photographs, recorded tapes, financial statements, statistical tabulations, or other documentary materials or data, regardless of physical form or characteristics, made or received by any officer or employee of any agency". The charges sometimes cover some of the cost of paying staff, including government attorneys, as well as for finding, reviewing, and producing documents during difficult economic times.

Curriculum Frameworks - It is a constant task to write new curricula to conform to the state curriculum frameworks. The state revises and updates frameworks on a regular basis. This work must be done after school and during the summer. Instruction hours must, and should provide at minimum 990/900 hours of instructional time.

Curriculum Requirements – The Massachusetts Curriculum Frameworks require that districts provide additional instructional staff (e.g. health teachers and guidance staff) to ensure that all curriculum areas are addressed. The periodic review and alignment of every curriculum area requires substantial investment in time (committee review, curriculum development, printing and dissemination of curricula) and resources (texts, consumable items, and online access).

We would estimate that the District commits the equivalent of two FTE to the above:

\$130,000

Vocational Education - School districts must allow students to attend out-of-district vocational schools when programs are not offered in the regional district to which the local district belongs. Unlike the Charter School Reimbursement, there is no apparent reimbursement for vocational placement, though the vocational student, like the charter student, is counted in the Foundation Budget of the sending district. In addition, school districts are required to transport these students to the schools of their choice. There is only partial (up to 50%) reimbursement for vocational education transportation. We estimate the costs for tuition and transportation for FY16 to be:

\$715,000

Staffing - Professional Development - with the enactment of Education Reform, all teachers and other professional staff must be re-certified every five years. The district must provide professional development required for re-certification, with no cost to the individual employee.

Highly Qualified Staff – this requirement is a mandate that ensures employment of and reporting on highly qualified staff members and requires a substantial investment of time and money at all school levels. In many cases, there is insufficient guidance for districts that enables administrators to assist teachers and professional staff to meet the requirements established by DESE. (For example, appropriate licensure and completion of a designated number of courses is required for teaching assignments for which licensure may not exist at this time.)

Pembroke currently has four full days dedicated to professional development. In addition, the District reimburses certain professional development activities for teachers and other staff who are required to participate in Professional Development as a condition of their continued employment. We would estimate the costs to Pembroke for Professional Development to be:

\$115,000

Foster Care & State Wards - Districts are required to educate students who have been placed by the state in foster care and state ward settings. If a student has special needs, the town is responsible for that student's education, even if the student is enrolled in a day or residential school that is not in town. Districts are also responsible for the transportation for the student. (NOTE: The local district is only responsible for regular day/vocational education of these pupils. When that student requires special education, which cost can be billed back to whatever district they came from for the balance of their first year in Pembroke. After that, the student then becomes the full responsibility, educationally and fiscally, of the Town of Pembroke.)

We would estimate the costs for children residing in Pembroke in foster care or as state wards to be:

\$42,000

SIMS & EPIMS - The state requires that each district have software in place that will allow districts to report data on all students and staff in a format that is compatible with the state databases. This process has been very time-consuming and costly to districts for training and updates. With EPIMS, the labor and technology costs of providing the information to DESE are significant. Many hours are required to collect and verify information, upload it to DESE, and continually review to ensure accuracy. Administrative costs are incurred to complete the Teacher Quality Improvement Plan (TQIP) and update information. In addition, significant time is consumed by communicating with teachers and administrators to ensure validity of reporting.

With respect to SIMS, it must be recognized the reporting requirements consume significant secretarial hours and require extensive technology fund investment in terms of hardware (administrative computers) and reporting systems (student software programs).

There are multiple reports required during the course of the school year. We would estimate the staffing impact for SIMS and EPIMS to be approximately 1 FTE's with benefits:

\$65,000

Reporting & Auditing - The school district must provide timely reports to the state throughout the year. There is a financial end-of-year report that takes a great deal of time to prepare. An outside auditing firm must audit this report each year, which is an expense paid by the Town.

School staff time to complete the DESE End of Year Report is estimated to be .25 FTE:

\$18,750

Technology - Each year, the district must have a technology plan. An annual report must be sent to the state indicating how the district is using technology to teach, how much is being spent and what the district plans to spend in the future. There are technology benchmarks that must be met by students at each grade and all students must meet state defined technology proficiency by the end of grade 8. The development of technology plans (incorporating professional, administrative, and community personnel), the recommended student to technology (computer) ratio, and the ratio of technology personnel recommended for districts, directly affect school budget development. We estimate the cost for compliance with the district's Technology Plan to be:

\$100,000

Building Maintenance - Districts have a requirement to spend a minimum amount to maintain buildings and are required to pay "prevailing wage" on projects for repairs and maintenance when done by an outside contractor. Below is a list of annual inspections and tests required by the State for maintenance of buildings: boiler inspections; air tank inspections; fire alarm tests; fire suppression tests (kitchens); fire extinguisher tests; elevator & chair lift inspections; stage rigging inspections; Integrated Pest Management Plans including community notifications; fire sprinkler tests; asbestos inspections.

Buildings & Grounds Annual Mandated Inspections & Certifications

Below is a detailed description of Pembroke Public Schools Annual Expenditures for building maintenance and inspections required by regulatory governmental agencies. The Town of Pembroke Board of Health, Fire Department and Building Inspectional services are also required to perform annual inspections and certifications for all school buildings as related to their jurisdictional responsibilities. In addition, the School Department performs all scheduling and appropriate record-keeping of certifications and permits required by Local, State and Federal governing agencies and absorbs all associated clerical and manpower costs. In addition, the information provided is related to facilities maintenance and therefore costs related to special education, transportation and other items associated with curriculum mandates are not included. Therefore, all of the Town departments would need to provide costs for inspections and associated permitting and clerical costs should be added in order to obtain total costs to the Town. An estimated breakdown for the Pembroke School Department is:

1. The Asbestos Hazard Emergency Response Act requires 6-month periodical inspections and reporting, as well as a 3-year intensive inspection and reporting to the Department of Environmental Protection (DEP), for all assumed asbestos containing materials in all school buildings.

\$2,500

2. The State Department of Public Safety requires annual testing and certification of all elevators and a five-year certification and inspection for all handicap chair lifts.

\$6,000

3. The State Fire Marshall requires elevators equipped with a "Fire Recall" system (smoke and heat sensors tied into elevator emergency operation) are tested annually. This requires the Department of Public Safety, an elevator company technician and the fire alarm technician to be present for the annual inspection performed by a certified company and Pembroke Fire Department.

\$1,000

4. The State Fire Marshal requires all school buildings to be equipped with proper fire suppression systems; fire extinguishers must be inspected, upgraded and certified annually, as well as fire alarm testing.

\$27,000

5. Inspection, collection, record keeping and disposal of grease collected in grease traps for School Kitchens and inspected by the Local Board of Health is required by DEP.

\$1,000

6. DEP requires annual inspection and testing of drinking water, drinking water backflow devices and associated equipment. The Pembroke Public Schools in cooperation with the Pembroke Water Department provides a licensed Waste Water Treatment operator to perform water sampling, as well as absorbs the cost of analytical testing performed by an independent laboratory and files test results with DEP annually.

\$80,000

11. The Department of Energy and Environmental Affairs in conjunction with Mass. Department of Agricultural Resources requires a monthly inspection plan and annual reporting related to the use of pesticides in schools titled, "Integrated Pest Management" or IPM.

\$1,500

12. The Federal Government requires annual inspections and certification for playgrounds located on school property to be performed by a certified playground inspection company. **\$1,000**

AVERAGE ESTIMATED B&G TOTAL: \$120,000

**In addition to all of the items listed above, the School Department complies and works in conjunction with the Pembroke DPW on Indoor air quality guidelines and upcoming DEP enforcement regarding PCB's in caulking pose to be an unforeseen and extreme expense with harsh fines if found to be in violation of new testing requirements.*

