



**Supporting Strong Schools. Sustaining the Future.**



## **2020 Uniform Per Student Funding Formula (UPSFF) Study** ***Part II: At-risk Student Need***

*June 2020*

*Updated September 4, 2020*

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## UPSFF Scope Questions

### *At-Risk Student Weight analysis*

- **Should the UPSFF include a funding weight based on higher relative need for certain characteristics?**
  - Which characteristics should be considered for additional funding?
  - How much more funding is recommended?
- **Should the UPSFF include a funding weight for students with multiple at-risk characteristics, or more than one at-risk characteristic?**
  - Which combinations of characteristics should be considered for additional funding?
  - How much more funding is recommended?
- **What is the updated “adequate” weight target for the 5-characteristic at-risk weight implemented since FY15, as opposed to the 3-characteristic at-risk weight considered by the 2013 Adequacy Study?**

Based on an analysis of student outcomes, advisory group and national review, this study includes multiple options to support students with a demonstrated higher relative need than their peers

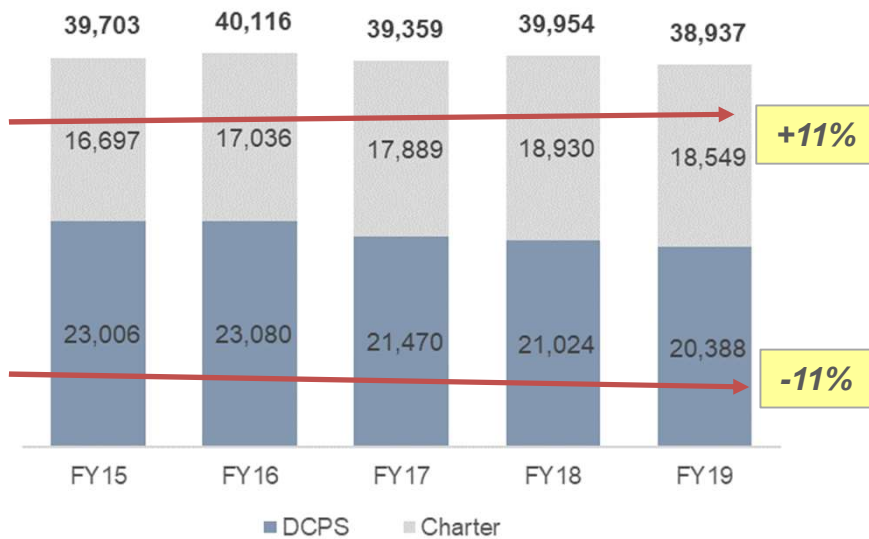
## This study identifies multiple options to support segments of at-risk students whose performance gaps have increased compared to their at-risk and not at-risk peers from FY15 to FY19

1. Like most states, the District funds all at-risk students **at the same level**, though some students have demonstrated greater needs than others. However, unlike most states, the District has **five components to the at-risk weight** – Temporary Assistance for Needy Families (TANF), Supplemental Nutrition Assistance Program (SNAP), homeless, CFSA and high school over-age students. For the purposes of this study, students designated as receiving either TANF or SNAP assistance are classified as “Direct Certification” students.
2. Student outcomes data, as well as LEA interviews and advisory group feedback, highlights additional needs for high school **over-age students** (and possibly **CFSA**), as well as **students with 2 or 3 at-risk factors**. These groups lag both at-risk and not-at-risk peers.
3. Schools in the District with higher performing at-risk student populations have invested in **technology and data, extended day, extended year, after school activities** and **social-emotional supports** to support at-risk students.
4. Additionally, a small number of urban school Districts are beginning to adopt more nuanced strategies to support at-risk students, including the **equity index** used in Chicago and **opportunity index** used in Boston. Though these funding mechanisms offer a potentially more personalized approach to at-risk funding, they may be better suited for implementation on the LEA-level.

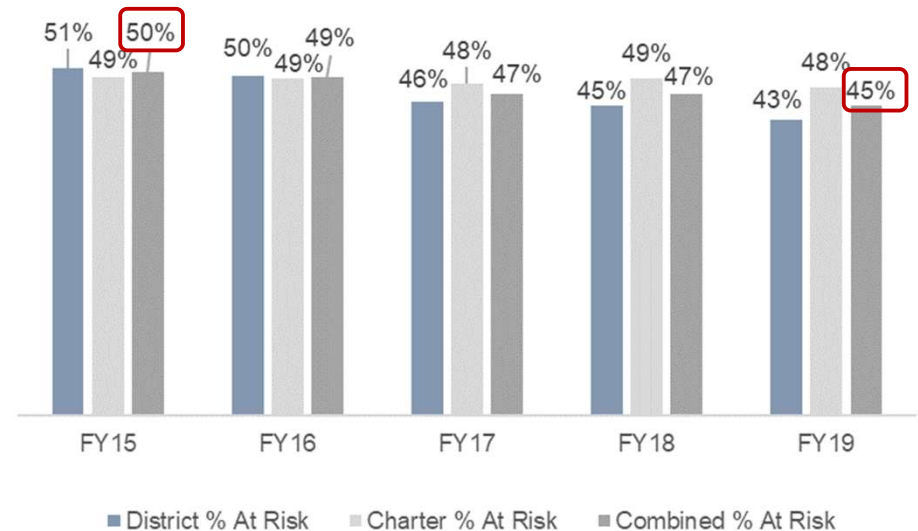
Note: High performing schools as identified by Empower K-12, which publishes an annual list of schools that “beat the odds” given their mix of student needs and demographics.

**Total students designated as At-Risk have remained relatively flat from FY15 to FY19, and the % of At-Risk Students (for DCPS and Charters combined) fell from 50% in FY15 to 45% in FY19**

Count of At-Risk Students : District and Charter



% of At-Risk Students: District and Charter

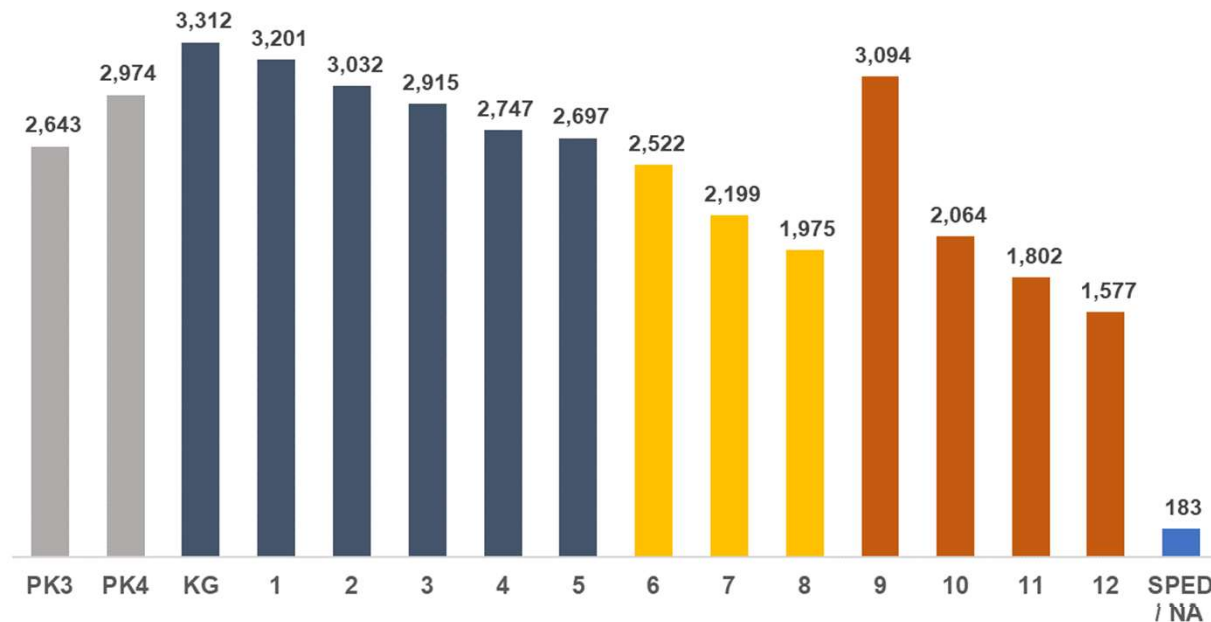


Notes

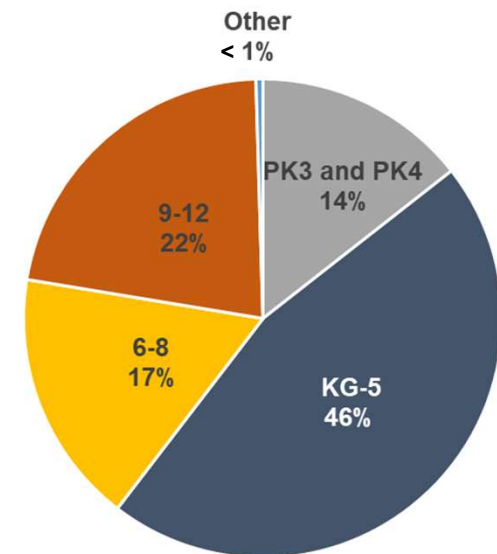
- Actual (not budgeted) UPSFF enrollment – excludes Adult and Alternative Students

**In FY19, nearly 39,000 of DC students (or over 45% of all students) were designated as “at-risk”, with the largest numbers in KG, 1<sup>st</sup> and 9<sup>th</sup> grades**

**Total At-Risk Student Count**  
FY19 - School Level Data



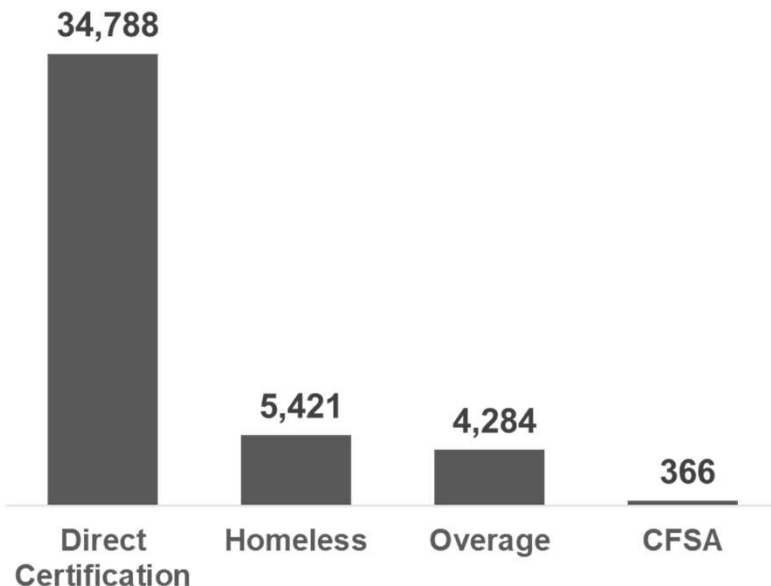
**FY19 At-Risk Student Count By Grade Band**



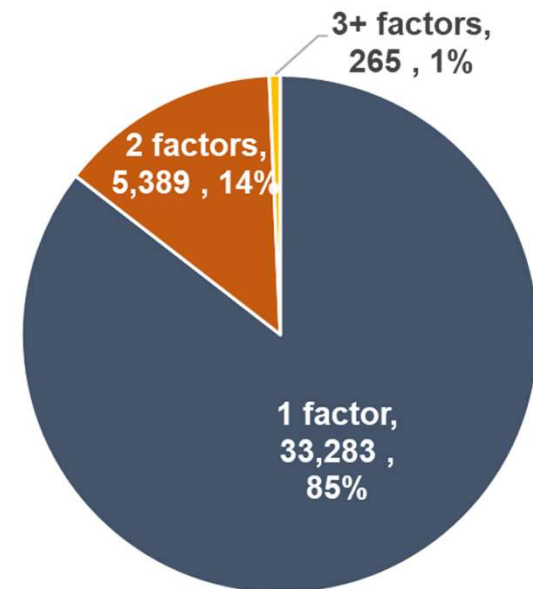
**58% of 9<sup>th</sup> grade students are designated as at-risk, compared to an average 44% of students in grades PK - 8. High School grades have a higher percentage of at-risk students, driven largely by the additional at-risk factor of over-age, which applies only to students in grades 9-12. 1/3 of all 9<sup>th</sup> graders are designated as over-age.**

Similar to most states, the District currently funds all at-risk students at the same level through the UPSFF. However, unlike most states, the District has four components to the at-risk weight - Homeless, Direct Certification, Foster Care (CFSA) and Over-age students.

FY19 At-Risk Students by Factor Type  
(Single Factor or Multiple)



FY19 At-Risk Students  
by Number of At-Risk Factors



Historically, each at-risk student has been funded the same.

In FY19, with an incremental **\$2,387** per pupil - UPSFF weight of **0.224**

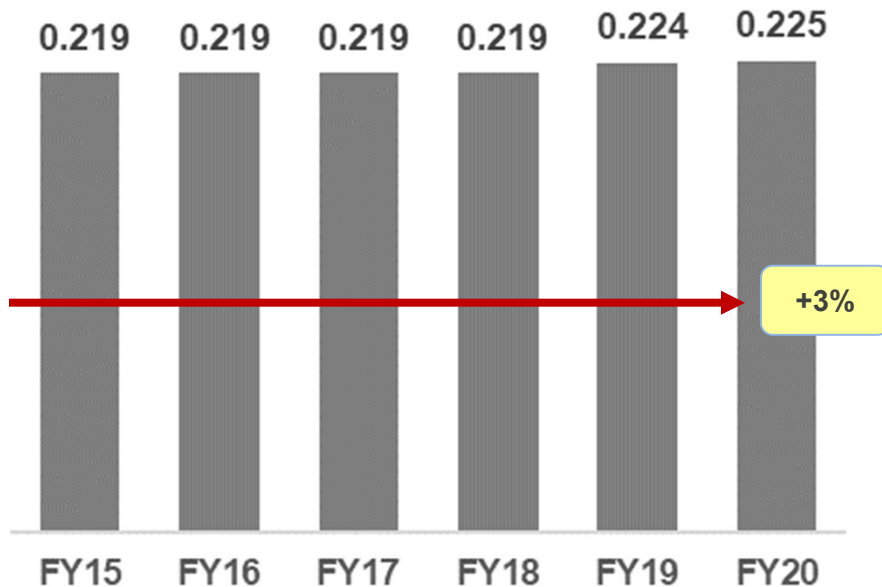
Notes

- Actual (not budgeted) UPSFF enrollment – excludes Adult and Alternative Students
- Bar chart categories are not mutually exclusive and include students with multiple factors. Students with multiple factors are counted in each relevant factor category.

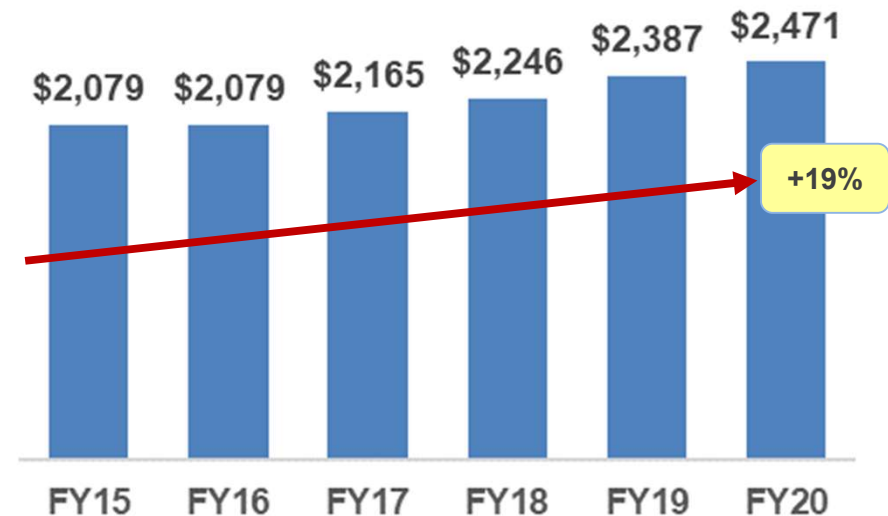


**Over the last six years, per pupil funding for at-risk students has increased 19%, primarily due to increases in the foundation level of the UPSFF**

Historical UPSFF At-Risk Funding Weights



Historical UPSFF At-Risk Funding Rates  
\$ Per Pupil



**Based on an analysis of student outcomes, advisory group and national review, this study includes multiple options to support students with a demonstrated higher relative need than their peers.**

Note FY17 FY18 funding amounts reflect the retroactive increases stemming from the 2017 Washington Teachers' Union (WTU) contract agreement.



## At-risk UPSFF options

This study includes several options to provide additional supports to sub-sets of at-risk students that have shown a higher relative need based on student outcomes

Question  
from RFA

Should the UPSFF include a funding weight based on higher relative need for certain characteristics?

## Key Decisions and Options to Modify UPSFF

**Decision 1: Should the UPSFF weight for at-risk students be updated?**

**Decision 2: If yes, which students should be targeted and what options for changing the formula exist?**

- A. Increase funding for over-age, CFSA or both
- B. Fund intervention prior to high school to mitigate risk of over-age designation
- C. Increase funding for students with 2+ at-risk characteristics
- D. Increase funding for students with 3+ at-risk characteristics
- E. Increase high school *base* amount (all HS students, not just at-risk)
- F. Increase to high school *at-risk* amount (only HS at-risk students)

**Decision 3: Should the change be funded with *redistributed* or *incremental* funding?**

- A. Redistributed funding: new UPSFF student need categories with higher relative funding weights, paid for by decreasing weights on the “all other” at-risk student category, or through changes to the foundation amount
- B. Incremental funding: new UPSFF student need categories with higher relative funding weights, paid for with incremental/new funds available over time

## Increase funding for over-age, CFSA or both

### *At-Risk Need Option A – Overview, Opportunities, Challenges*

#### Option Overview and Assumptions

**4,597** students impacted (FY19 actual)

[ 4,284 over-age; 366 foster (not additive due to overlapping characteristics) ]

Students with at-risk factors with a higher relative need receive a higher relative weight and more funding

#### Opportunities

Directs additional funding to **students showing the highest achievement gaps**

Highlights a **specific need based on academic outcomes**, which could help focus policymakers moving forward

#### Challenges

The **achievement gap for all at-risk students has increased over the last five years**, regardless of the factor

Not clear **how the incremental funds would be utilized** for these student groups

Would require a **change in UPSFF funding formula** (additional complexity), as well as an **ability to accurately project students** by at-risk category

## Increase funding for over-age, CFSA or both

### *At-Risk Need Option A – Implementation Considerations*

#### Common Definition

- The system clearly defines and tracks both over-age and CFSA students
- Only High School students can be designated as “over-age”

#### Outcomes Data

- Timely, accurate PARCC score data exists for both over-age and CFSA students

#### Projection

- At –risk student population currently projected as a whole, but not by factor
- The projection risk is higher for CFSA due to a much smaller student population
- The new methodology will require more precision than the current process

#### UPSFF Legislative Requirements

- Legislative change likely required for creating new funding category/subcategory.
- This will be a new funding category and will require decisions and documentation on students to include, and projection methodology.

## Increase funding for over-age, CFSA or both

### *At-Risk Need Option A – Student Funding Formula Goals*

#### Impact

- This option aligns with the student data outcomes analysis

#### Accountability

- This option would also require the development of a new weight in the UPSFF, and would then flow to the students similar to other weights

#### Transparency & Simplicity

- As this weight would flow directly to High School over-age and / or CFSA students, LEAs should report on student outcomes associated with how these funds were invested.

#### Incentives

- No disincentives should exist with this weight, however the DME should monitor the number of students identified as over-age. This is the only factor where the school and/or LEA may have discretion over policy or implementation.

# Increase funding for over-age, CFSA or both

## At-Risk Need Option A – Fiscal Impact (Incremental Funds)

### Scenario: Incremental Funding

10% increase to At-Risk weight for over-age students only (grades 9-12 only), relative to other at-risk weights, beginning in FY22

No corresponding decrease to other areas of the formula

No change to At-Risk weight for other students

No change to Alternative student weight

### Fiscal Impact Summary: 10% Increase

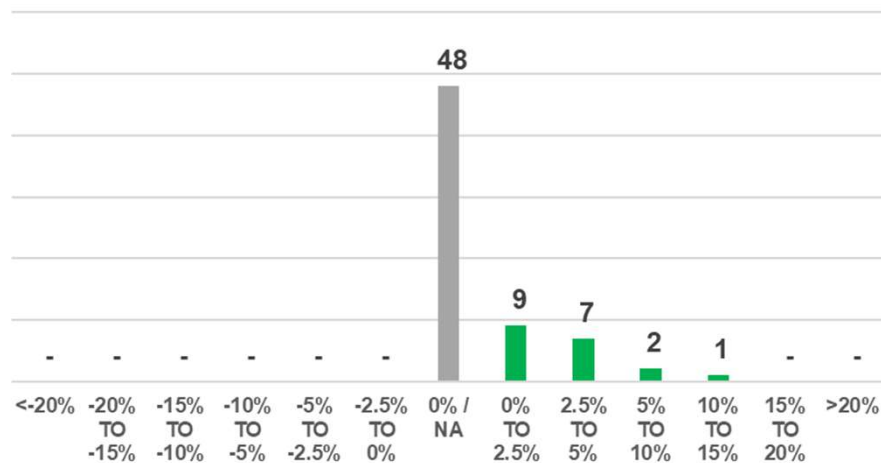
**\$1.2M** net increase in annual funding for FY22

**19 LEAs** experience increase in UPSFF funds;  
median gain of **\$23,255**

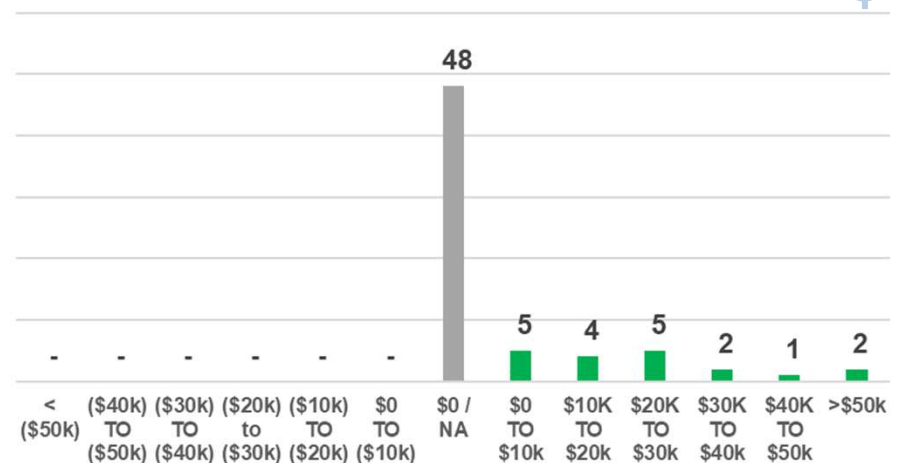
**0 LEAs** experience decrease in UPSFF funds;  
median loss of **\$0**

**DCPS: \$782K** (or 1.2%) increase in at-risk funds

COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY %



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY \$



# Increase funding for over-age, CFSA or both

## At-Risk Need Option A – Fiscal Impact (Redistribution of At-Risk Funds)

### Scenario: Redistribution of At-Risk Funds

10% increase to At-Risk weight for over-age students only (grades 9-12 only), relative to other at-risk weights, beginning in FY22

Corresponding decrease to existing at-risk weight to pay for increase to new weight/rate

No change to other areas of the UPSFF formula

No change to Alternative student weight

### Fiscal Impact Summary: 10% Increase

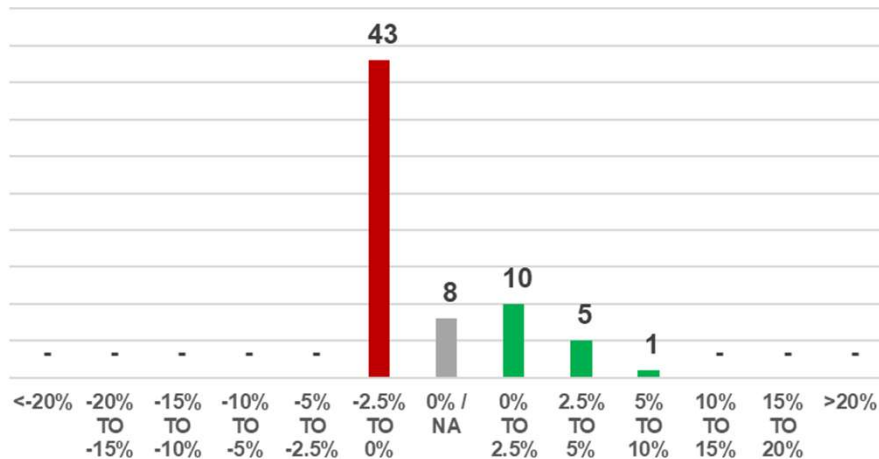
**\$0** net increase in annual funding for FY22

**16 LEAs** experience increase in UPSFF funds;  
median gain of **\$10,506**

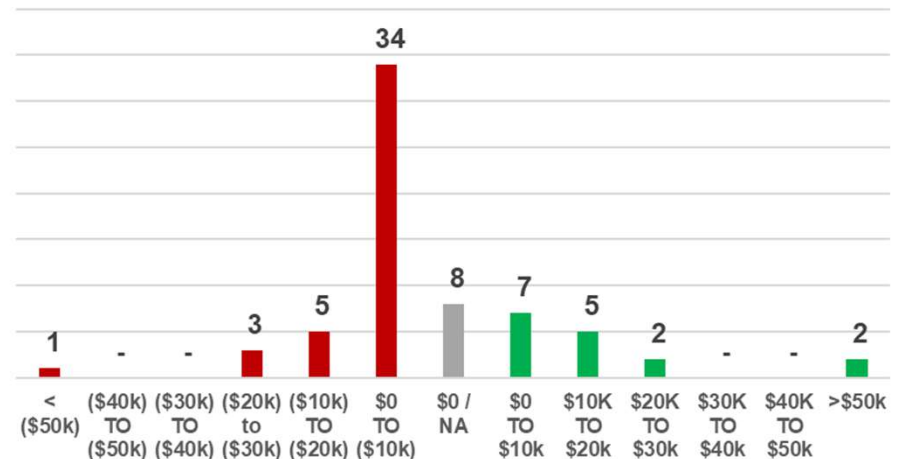
**43 LEAs** experience decrease in UPSFF funds;  
median loss of **\$3,711**

**DCPS: \$97K (or 0.2%)** increase in at-risk funds

COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY %



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY \$





# Fund over-age intervention prior to high school

## At-Risk Need Option B – Overview, Opportunities, Challenges

### Option Overview and Assumptions

**COUNT OF STUDENTS IMPACTED IS NOT YET QUANTIFIABLE**, though approximately 2,100 middle school students (or 14%) are 1+ years over the expected age for the grade they are attending

Targeted funding **prior to high school** to help students before they are designated as HS over-age. **Incremental funding** for students “at risk” of becoming over-age in High School.

### Opportunities

Targets funds to **support students and families most at-risk of becoming over-age** (or possibly already over-age at earlier grades)

Highlights a **specific need based on academic outcomes**, with a particular focus on intervention and closing the achievement gap before high school

If successful, this could **lower the number of over-age students in high school**

### Challenges

**Unclear which students or programs** would be most impacted by this funding

**Unclear how this could be funded.** May require multiple years to secure funding and implement.

This is likely **an expensive option**, as this is a fully new category of funding

Would require a **change in UPSFF** with an additional weight, and ability to forecast and track these students for funding purposes

## Fund over-age intervention prior to high school

### *At-Risk Need Option B – Implementation Considerations*

#### Common Definition

- The system has not “defined” or identified which students to target in this category, though one option articulated herein focuses on over-age middle school students
- Defining the specific student population and programs to target likely requires an additional study/analysis

#### Outcomes Data

- Timely, accurate PARCC score data LIKELY exists for the students identified in this group (once they are identified)

#### Projection

- It is currently unclear which students or programs would be targeted with this funding.

#### UPSFF Legislative Requirements

- Significant legislative change likely required for creating this new funding category/subcategory.

## Fund over-age intervention prior to high school

### *At-Risk Need Option B – Student Funding Formula Goals*

#### Impact

- If this student group is identified effectively, the funding could be targeted to the student group most at-risk of becoming over-age.

#### Accountability

- This factor is difficult to immediately assess, as the intervention population has yet to be defined. If the population is a subset of existing over-age middle school students, the DME would need to be clear on why certain students are included in this weight.

#### Transparency & Simplicity

- Similar to the impact factor criteria, if the student group is clearly and effectively identified, the calculation of how funds are distributed should be transparent.

#### Incentives

- Depending on how this student population is defined, no potential disincentives should exist, though similar to other weights, the DME should monitor number of students included in this group over time.

## Fund over-age intervention prior to high school

### At-Risk Need Option B – Fiscal Impact (Incremental Funds)

#### Scenario: Incremental Funding

10% increase to At-Risk weight for OVER-AGE STUDENTS IN MIDDLE SCHOOL, relative to other at-risk weights, beginning in FY22. THIS SCENARIO ASSUMES 14% OF ALL LEA STUDENTS GRADES 6-8 ARE OVER-AGE

No corresponding decrease to other areas of the formula

No change to At-Risk weight for other students

#### Fiscal Impact Summary: 10% Increase

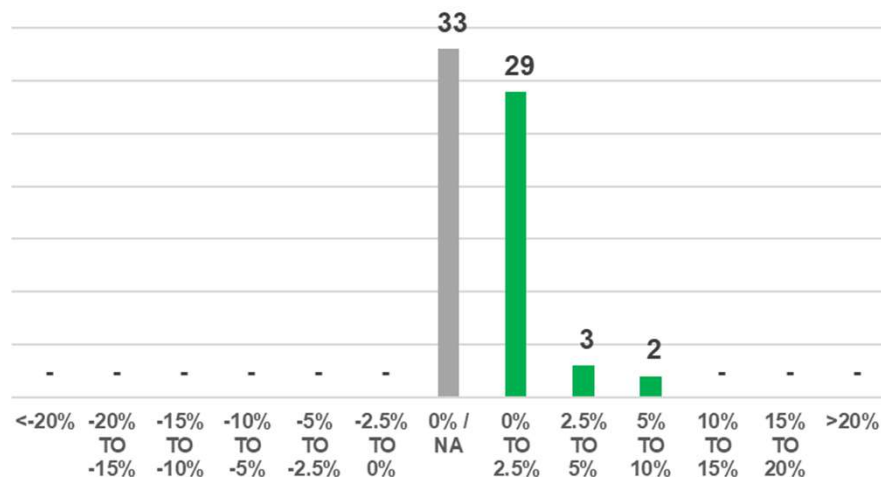
**\$645k** net increase in annual funding for FY22

**34 LEAs** experience increase in UPSFF funds;  
median gain of \$5,842

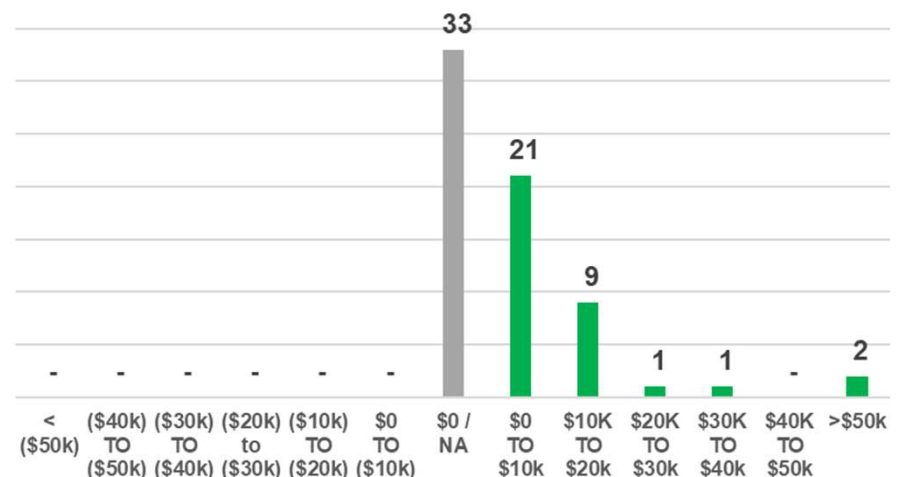
**0 LEAs** experience decrease in UPSFF funds;  
median loss of \$0

**DCPS: \$337k (or 0.5%)** increase in at-risk funds

COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY



## Fund over-age intervention prior to high school

### At-Risk Need Option B – Fiscal Impact (Redistribution of At-Risk Funds)

#### Scenario: Redistribution of At-Risk Funds

10% increase to At-Risk weight for OVER-AGE STUDENTS IN MIDDLE SCHOOL, relative to other at-risk weights, beginning in FY22. THIS SCENARIO ASSUMES 14% OF ALL LEA STUDENTS GRADES 6-8 ARE OVER-AGE

Corresponding decrease to existing at-risk weight to pay for increase to new weight/rate

No change to other areas of the UPSFF formula

#### Fiscal Impact Summary: 10% Increase

**\$0** net increase in annual funding for FY22

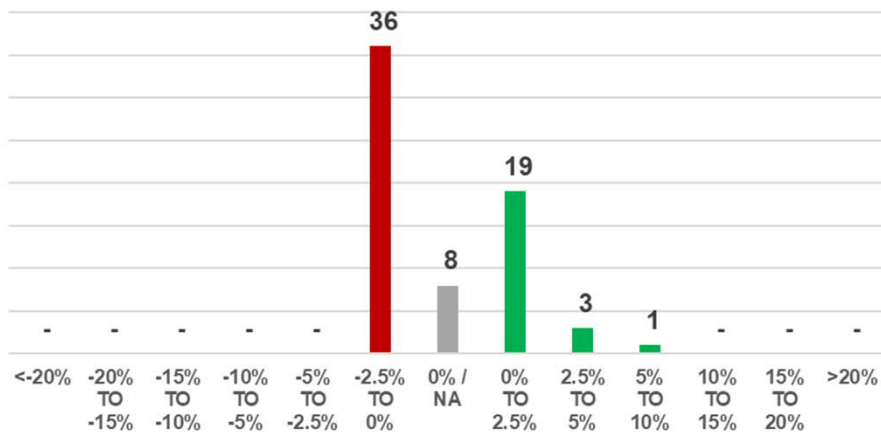
**23 LEAs** experience increase in UPSFF funds;  
median gain of \$4,126

**36 LEAs** experience decrease in UPSFF funds;  
median loss of \$1,543

**DCPS: -\$36K (or 0.1%)** decrease in at-risk funds

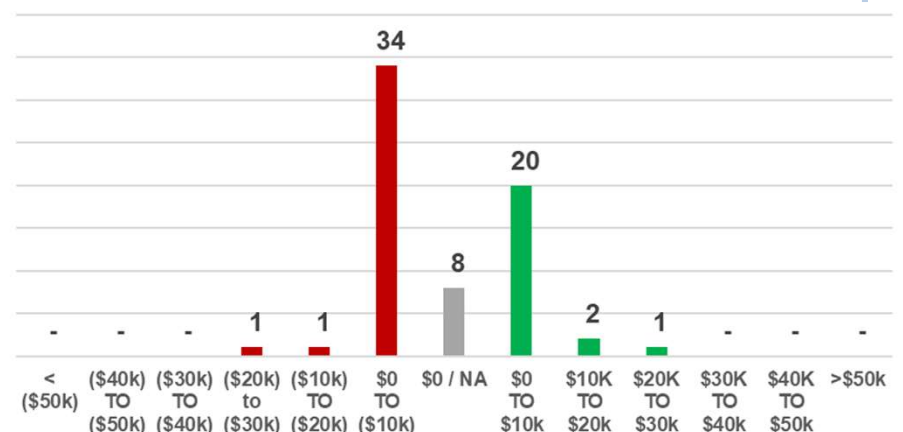
COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY

%



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY

\$



# Increase funding for students with 2+ at-risk characteristics

## At-Risk Need Option C – Overview, Opportunities, Challenges

### Option Overview and Assumptions

**5,654** students impacted (FY19 actual)

Incremental funding for students with 2 or more at-risk factors

#### Opportunities

**Students with multiple at-risk factors perform worse on PARCC tests and therefore demonstrate a greater need** than students with one at-risk factor

At the school and LEA level, it may be **somewhat easier to project multiple factors** rather than number of students with EACH specific factor

#### Challenges

**Large number of students** impacted makes this likely a **more expensive initiative** (compared to funding over-age)

**Does not differentiate between the TYPES of factors that students have** (i.e.. an over-age and CFSA student could be considered “more at-risk” than a Direct Certified and Homeless student based on student outcomes)

Would require a **change in UPSFF** with likely an additional weight, and ability to forecast and track these students for funding purposes

# Increase funding for students with 2+ at-risk characteristics

## At-Risk Need Option C – Implementation Considerations

### Common Definition

- No definition exists in the current UPSFF, though data exists to create this weight
- Currently, the system clearly tracks each student by risk factor

### Outcomes Data

- Timely, accurate student-level PARCC score data currently exists for at-risk students

### Projection

- LEAs have data on current students with multiple factors, but unclear how this would be projected. Significantly more students with 2 than 3+ factors, which makes this option more readily projectable by LEA.

### UPSFF Legislative Requirements

- Legislative change likely required for creating new funding category/subcategory. This is also an entirely new funding category - may require additional agreement on definition and projection methodology.



# Increase funding for students with 2+ at-risk characteristics

## At-Risk Need Option C – Student Funding Formula Goals

### Impact

- Student outcomes analysis shows that 2+ factor students, on average, have greater needs than students with a single at-risk factor.

### Accountability

- This weight would allow funds to flow to schools and LEAs with the greatest population of students with high numbers of at-risk factors. However, since this weight would apply to ALL at-risk factors, rather than targeted to over-age, for example, it may be more difficult to measure outcomes directly associated with these funds.

### Transparency & Simplicity

- This option would also require a new funding weight. Assuming the number of students can be estimated for funding purposes, the formula would continue to be driven by weight and number of students. This factor could increase complexity of the formula, however, due to the methodology of identifying number of students to include in this factor.

### Incentives

- No disincentives should exist, but similar to other weights, the DME should monitor and track the number of students placed in this category over time (as schools and LEAs could have discretion over one of the five factors).

# Increase funding for students with 2+ at-risk characteristics

## At-Risk Need Option C – Fiscal Impact (Incremental Funds)

### Scenario: Incremental Funding

10% increase to At-Risk weight for students with 2 or more at-risk factors, relative to other at-risk weights, beginning in FY22

No corresponding decrease to other areas of the formula

No change to At-Risk weight for other students

### Fiscal Impact Summary: 10% Increase

**\$1.6M** net increase in annual funding for FY22

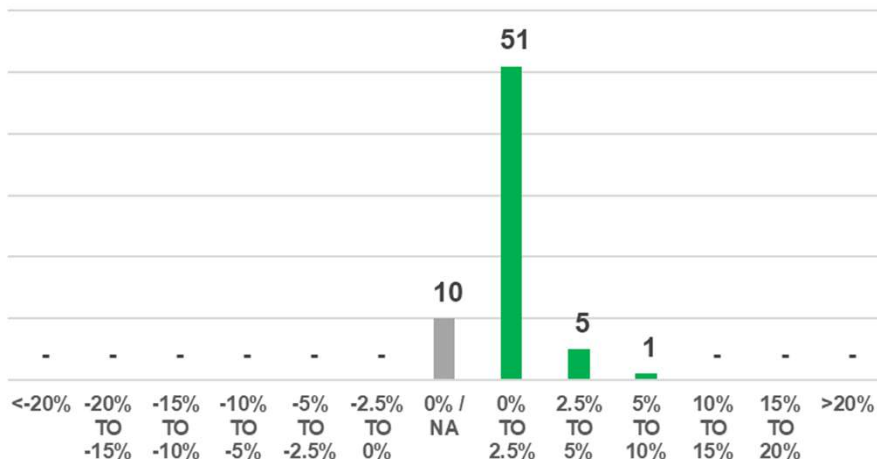
**57 LEAs** experience increase in UPSFF funds;  
median gain of **\$5,685**

**0 LEAs** experience decrease in UPSFF funds;  
median loss of **\$0**

**DCPS: \$814K (or 1.3%)** increase in at-risk funds

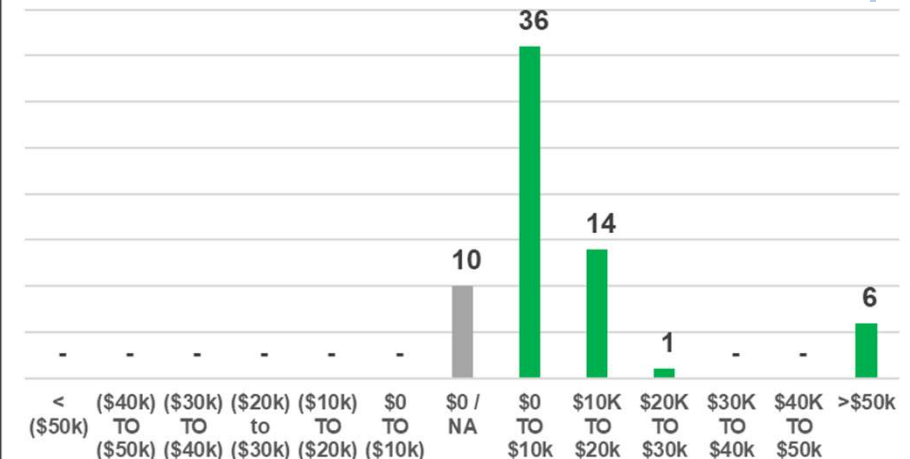
COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY

%



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY

\$



# Increase funding for students with 2+ at-risk characteristics

*At-Risk Need Option C – Fiscal Impact (Redistribution of At-Risk Funds)*

## Scenario: Redistribution of At-Risk Funds

10% increase to At-Risk weight for students with 2 or more at risk factors, relative to other at-risk weights, beginning in FY22

Corresponding decrease to existing at-risk weight to pay for increase to new weight/rate

No change to other areas of the UPSFF formula

## Fiscal Impact Summary: 10% Increase

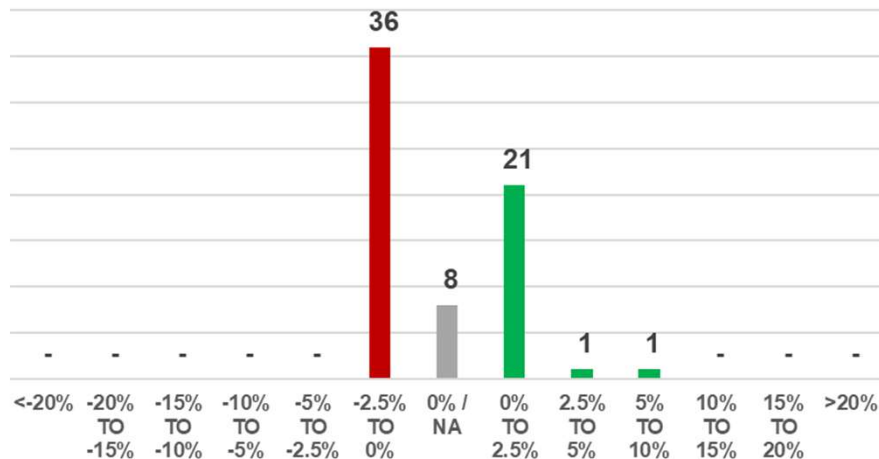
**\$0** net increase in annual funding for FY22

**23 LEAs** experience increase in UPSFF funds;  
median gain of \$4,975

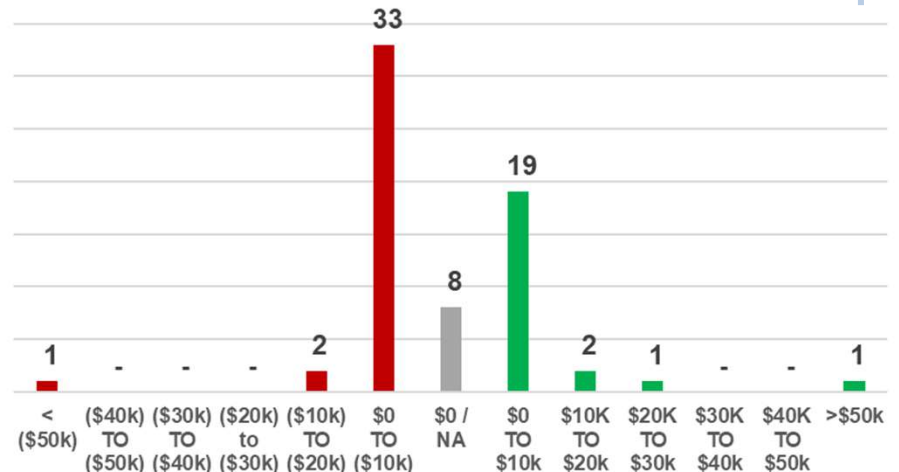
**36 LEAs** experience decrease in UPSFF funds;  
median loss of \$1,997

**DCPS:** -\$87K (or -0.1%) decrease in at-risk funds

COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY %



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY \$



# Increase funding for students with 3+ at-risk characteristics

## *At-Risk Need Option D – Overview, Opportunities, Challenges*

### Option Overview and Assumptions

**265** students impacted (FY19 actual)

Incremental funding for students with 3 or more at-risk factors

#### Opportunities

Students with multiple at-risk factors perform worse on PARCC tests and therefore demonstrate a greater need than students with one at-risk factor

Funding a small amount of students allows for a potential higher per pupil rate

#### Challenges

This option supports a small number of students (under 300 annually) compared to other options, which will complicate projection methodology

Does not differentiate between the TYPES of factors that students have

Would require a change in UPSFF with likely an additional weight, and ability to forecast and track these students

## Increase funding for students with 3+ at-risk characteristics

### *At-Risk Need Option D – Implementation Considerations*

#### Common Definition

- While a relatively straight-forward definition can be created to define these students, a new definition would need to be created for this option
- Currently, the system clearly tracks which students have each at-risk factor, though this is sensitive information



#### Outcomes Data

- Timely, accurate student-level PARCC score data currently exists for at-risk students



#### Projection

- Given the small size of this subgroup of students, there is likely more projection risk associated with this option (as compared to other options)



#### UPSFF Legislative Requirements

- Legislative change required for creating new funding category/subcategory. This is also an entirely new funding category - may require additional agreement on definition and projection methodology.



## Increase funding for students with 3+ at-risk characteristics

### *At-Risk Need Option D – Student Funding Formula Goals*

#### Impact

- Student outcomes analysis shows that 3+ factor students, on average, have greater needs than students with less than 3 at-risk factors. This is a much smaller number of students than other at-risk options considered, so the impact may be more limited unless a significantly higher dollar amount is allocated for these students (and LEAs)

#### Accountability

- This weight would allow funds to flow to schools and LEAs with the greatest population of students with the highest numbers of at-risk factors. However, since this weight would apply to ALL at-risk factors, rather than targeted to over-age, for example, it may be more difficult to measure outcomes directly associated with these funds.

#### Transparency & Simplicity

- This option would also require a new funding weight. Assuming the number of students can be estimated for funding purposes, the formula would continue to be driven by weight and number of students. This factor could increase complexity of the formula, however, due to the methodology of identifying number of students to include in this factor.

#### Incentives

- No disincentives should exist, but similar to other weights, the DME should monitor and track the number of students placed in this category over time (as schools and LEAs could have discretion over one of the four factors)

# Increase funding for students with 3+ at-risk characteristics

## At-Risk Need Option D – Fiscal Impact (Incremental Funds)

### Scenario: Incremental Funding

10% increase to At-Risk weight for students with 3 or more at-risk factors, relative to other at-risk weights, beginning in FY22

No corresponding decrease to other areas of the formula

No change to At-Risk weight for other students

No change to Alternative student weight

### Fiscal Impact Summary: 10% Increase

**\$68k** net increase in annual funding for FY22

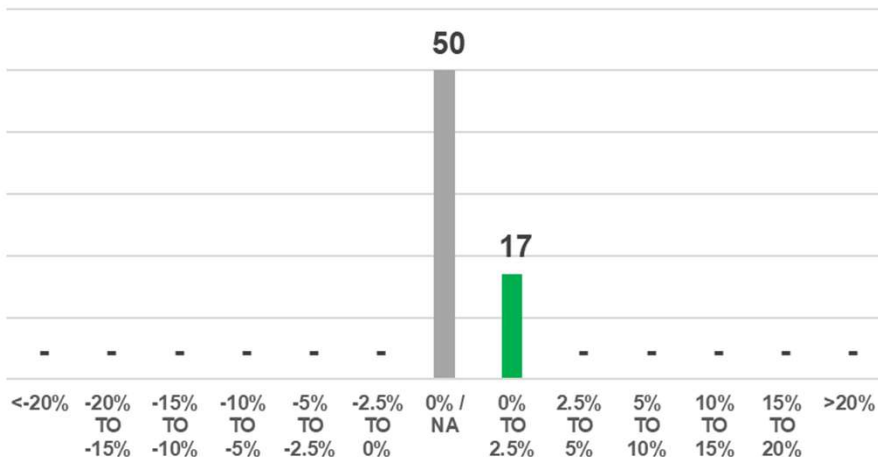
**17 LEAs** experience increase in UPSFF funds;  
median gain of **\$1,034**

**0 LEAs** experience decrease in UPSFF funds;  
median loss of **\$0**

**DCPS: \$42K (or .07%)** increase in at-risk funds

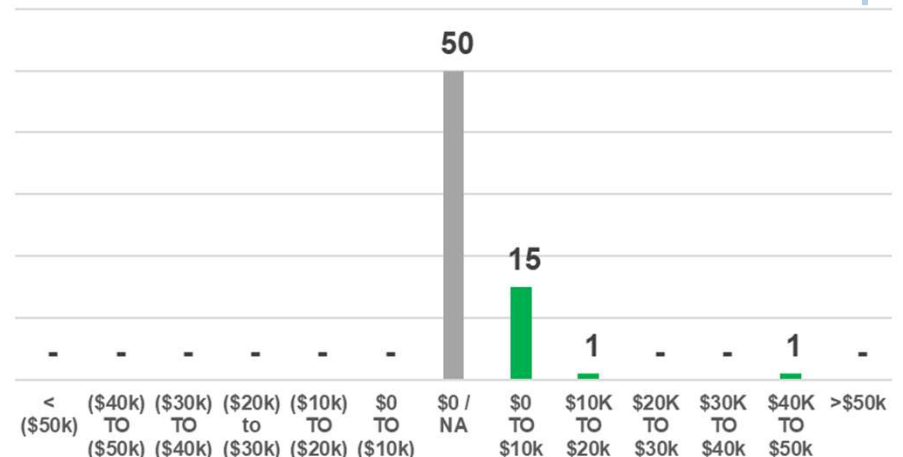
COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY

%



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY

\$





# Increase funding for students with 3+ at-risk characteristics

*At-Risk Need Option D – Fiscal Impact (Redistribution of At-Risk Funds)*

## Scenario: Redistribution of At-Risk Funds

10% increase to At-Risk weight for students with 3 or more at risk factors, relative to other at-risk weights, beginning in FY22

Corresponding decrease to existing at-risk weight to pay for increase to new weight/rate

No change to other areas of the UPSFF formula

No change to Alternative student weight

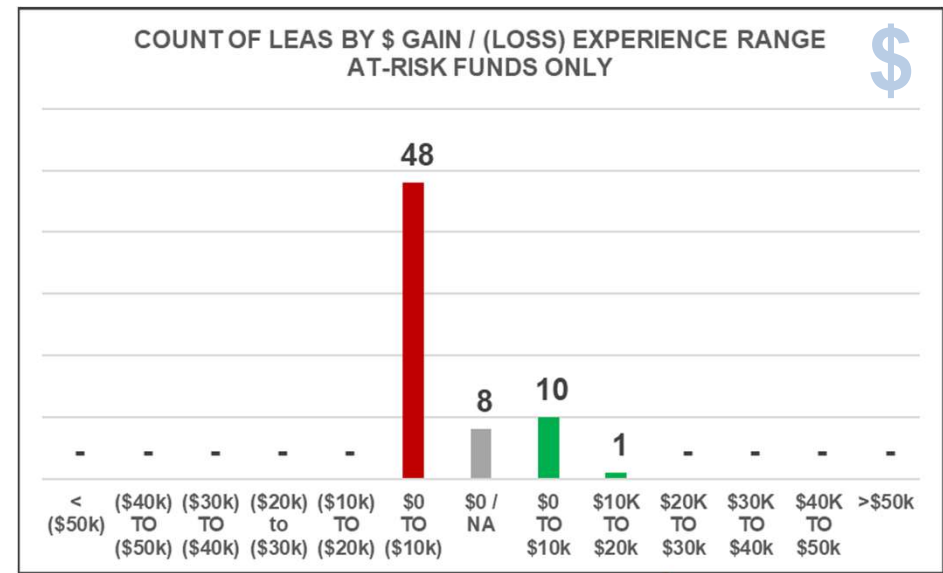
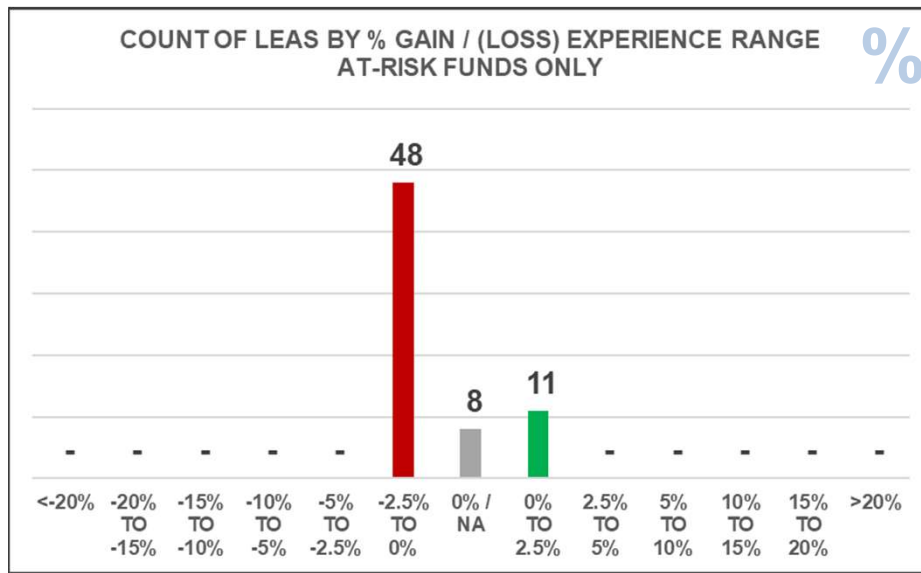
## Fiscal Impact Summary: 10% Increase

**\$0** net increase in annual funding for FY22

**11 LEAs** experience increase in UPSFF funds;  
median gain of \$830

**48 LEAs** experience decrease in UPSFF funds;  
median loss of \$171

**DCPS: \$3K (or 0.0%)** increase in at-risk funds



# Increase to High School Base Weight

## *At-Risk Need Option E – Overview, Opportunities, Challenges*

### Option Overview and Assumptions

**16,750** students impacted (FY19 actual)

Increase HS weight (for all students in grades 9 – 12)

#### Opportunities

Likely the **simplest option** proposed

Student outcomes data reflects **overall poor outcomes for high school students**, particularly in Math

#### Challenges

This would benefit **all High Schools**, regardless of number of at-risk students served

Large number of students impacted **could result in a smaller capacity to increase per pupil rates**

## Increase to High School Base Weight

### *At-Risk Need Option E – Implementation Considerations*

#### Common Definition

- This option aligns to the current definition of HS students (grades 9-12)

#### Outcomes Data

- Timely, accurate PARCC score data exists for HS students, though a lower portion of HS students take PARCC (compared to lower grade levels)

#### Projection

- Projection would align to current process to estimated number of HS students for UPSFF formula

#### UPSFF Legislative Requirements

- No legislative change likely required for a change to an existing weight

## Increase to High School Base Weight

### *At-Risk Need Option E – Student Funding Formula Goals*

#### Impact

- Student level data analysis shows at-risk students falling behind not-at risk peers - this weight would benefit ALL students in High School, not those most in need of additional support

#### Accountability

- Accountability closely aligns to the impact of each option - the more funds flow directly to students that need those funds, the more LEAs should be held accountable for outcomes for those students.

#### Transparency & Simplicity

- This is the simplest option for at-risk funding. No changes to the structure of the UPSFF would be required.

#### Incentives

- No disincentives should exist with this weight

# Increase to High School Base Weight

## At-Risk Need Option E – Fiscal Impact (Incremental Funds)

Scenario: Incremental Funding

10% increase to base UPSFF for HS (grades 9-12 only), relative to other at-risk weights, beginning in FY22

No corresponding decrease to other areas of the formula

No change to At-Risk weight for other students

No change to Alternative student weight

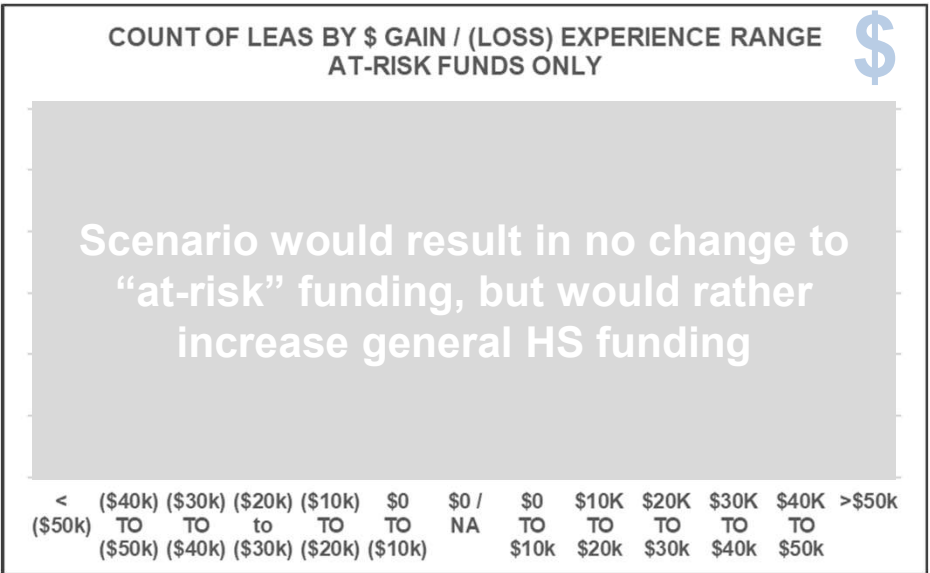
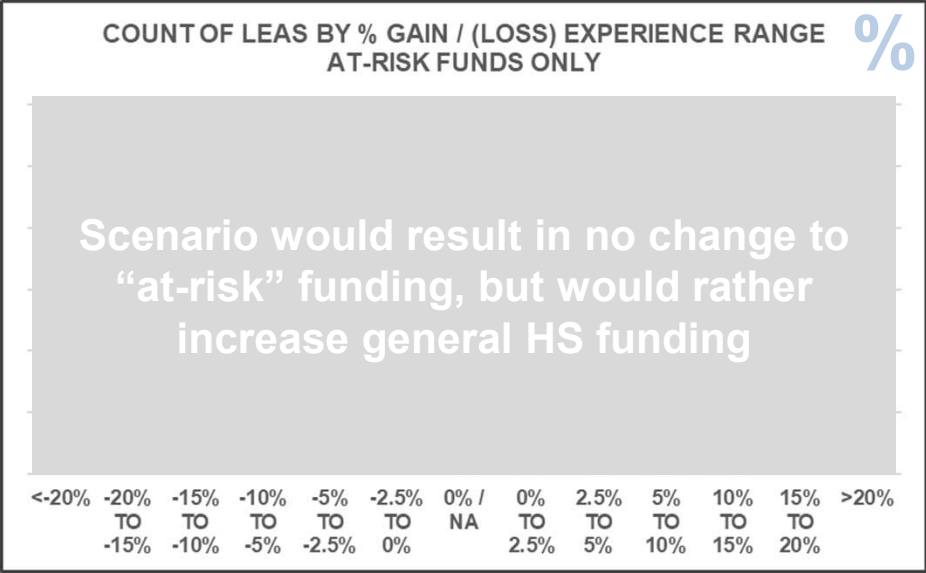
Fiscal Impact Summary: 10% Increase

**\$25.4M** net increase in annual funding for FY22

**17 LEAs** experience increase in UPSFF funds; median gain of \$559k

**0 LEAs** experience decrease in UPSFF funds; median loss of \$0

**DCPS: \$15.8M (or 1.6%)** increase in TOTAL UPSFF



See notes on process and methodology for details on calculation of fiscal impact

# Increase to High School *At-Risk* Weight

*At-Risk Need Option F – Overview, Opportunities, Challenges*

## Option Overview and Assumptions

**8,537** students impacted (FY19 actual)

High School at-risk students receive a higher relative weight and more funding than PK-8 at-risk students

### Opportunities

Adds complexity, but within the current definition of at-risk (four existing characteristics)

Invests in **High Schools with demonstrated need** (as compared/opposed to Option E)

High Schools show a significant gap in performance overall, particularly in math

Over-age students are included in this category, as 1/3 of 9<sup>th</sup> graders and 1/4 of all HS students are categorized as “over-age”

### Challenges

**Large number of students** impacted makes this a **more expensive option**

**Does not differentiate between the TYPES or NUMBER of at-risk factors**

Does not address potential needs in earlier grades

**This option generated the most support of all at-risk options by the Advisory Group**

## Increase to High School *At-Risk* Weight

### *At-Risk Need Option F – Implementation Considerations*

#### Common Definition

- This option aligns to the current definition of at-risk students

#### Outcomes Data

- Timely, accurate PARCC score data exists for at-risk high school students

#### Projection

- Projection should align to current process to estimated number of students for UPSFF formula

#### UPSFF Legislative Requirements

- Legislative change likely required for creating new funding category/subcategory under at-risk



## Increase to High School *At-Risk* Weight

### *At-Risk Need Option F – Student Funding Formula Goals*

#### Impact

- Student level data analysis shows that all at-risk HS students have increasing gaps when compared to their non-at-risk peers. This weight would invest more funds to this group of students, but not as targeted as over-age and CFSA.

#### Accountability

- As this weight would flow directly to High School at-risk students, LEAs should report on student outcomes associated with how these funds were invested.

#### Transparency & Simplicity

- Like the remaining options, this weight would require a new weight in the UPSFF.

#### Incentives

- No disincentives should exist with this weight

# Increase to High School *At-Risk* Weight

## *At-Risk Need Option F – Fiscal Impact (Incremental Funds)*

### Scenario: Incremental Funding

10% increase to At-Risk weight for HS at-risk (grades 9-12 only), relative to other at-risk weights, beginning in FY22

No corresponding decrease to other areas of the formula

No change to At-Risk weight for other students

No change to Alternative student weight

### Fiscal Impact Summary: 10% Increase

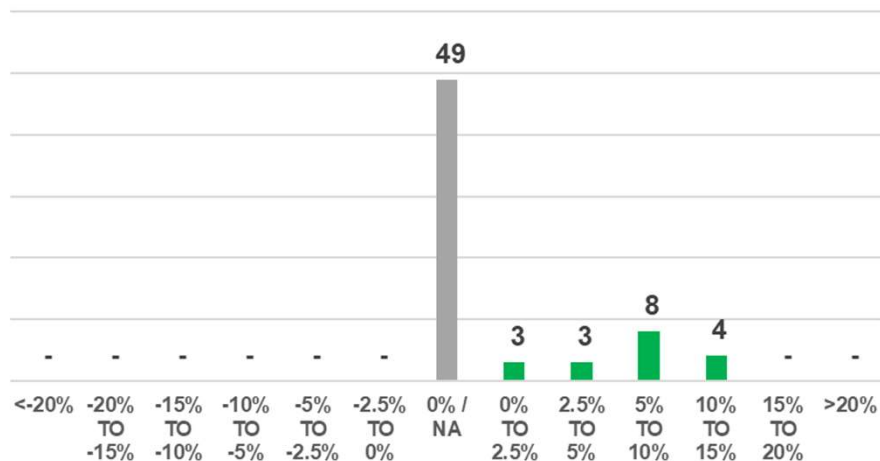
**\$2.3M** net increase in annual funding for FY22

**18 LEAs** experience increase in UPSFF funds;  
median gain of \$52,712

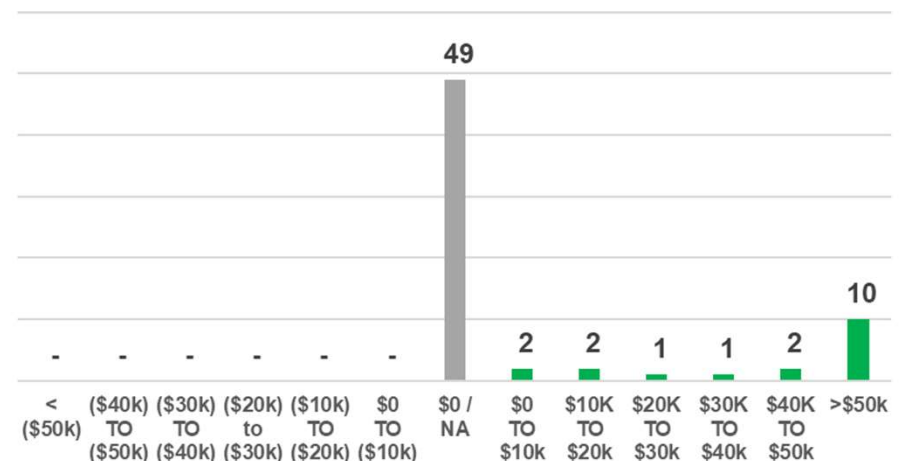
**0 LEAs** experience decrease in UPSFF funds;  
median loss of \$0

**DCPS: \$1.4M (or 2.2%)** increase in at-risk funds

COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY %



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY \$



# Increase to High School *At-Risk* Weight

*At-Risk Need Option F – Fiscal (Redistribution of At-Risk Funds)*

## Scenario: Redistribution of At-Risk Funds

10% increase to At-Risk weight for HS at-risk, relative to other at-risk weights, beginning in FY22

Corresponding decrease to existing at-risk weight to pay for increase to new weight/rate

No change to other areas of the UPSFF formula

No change to Alternative student weight

## Fiscal Impact Summary: 10% Increase

**\$0** net increase in annual funding for FY22

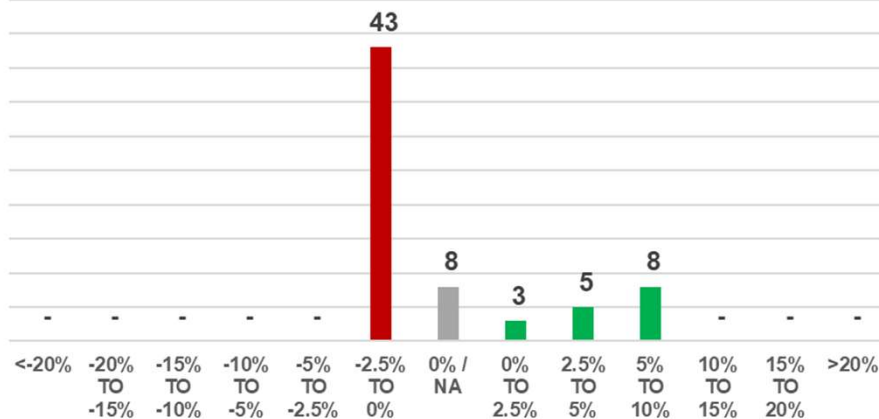
**16 LEAs** experience increase in UPSFF funds;  
median gain of **\$32,737**

**43 LEAs** experience decrease in UPSFF funds;  
median loss of **\$5,853**

**DCPS: \$92k (or 0.1%)** increase in at-risk funds

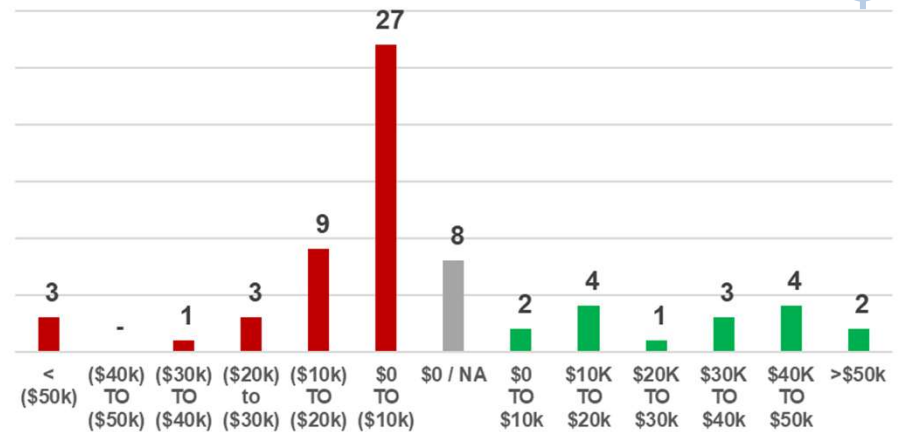
COUNT OF LEAS BY % GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY

%



COUNT OF LEAS BY \$ GAIN / (LOSS) EXPERIENCE RANGE  
AT-RISK FUNDS ONLY

\$



# At-Risk Equity/Opportunity Index

*At-Risk Need – Long Term Option – Overview, Opportunities, Challenges*

## Option Overview and Assumptions

**All students in the system impacted (new formula)**

Implement a new, uniform funding formula that incorporates new, additional student-level environmental factors that demonstrate impact on student outcomes. Use the student-level formula to assign Index “scores” to schools and then LEAs, determining relative need and funding levels.

See “At-Risk National Research” for details on Boston Opportunity Index and Chicago Equity Index.

Opportunities	Challenges
<p>Allocate funding based on measures to account for – and proportionately fund – a <b>myriad environmental factors that affect student performance</b></p> <p>More sophisticated (data-rich) formula would identify and fund students with highest need, based on additional factors that impact student need that are not considered in the current version of UPSFF</p>	<p>Few states or school systems have adopted this type of student funding mechanism</p> <p>This option presents the most “hurdles” or “barriers” for implementation and requires a longer timeline to full implementation</p>

## At-Risk Equity/Opportunity Index

### *At-Risk Need – Long Term Option – Implementation Considerations*

<b>Common Definition</b>	<ul style="list-style-type: none"> <li>No common definition exists for this option</li> </ul>	
<b>Outcomes Data</b>	<ul style="list-style-type: none"> <li>Since this is a student-level option, rolled up to school-level allocations, the outcomes data should still be available by student and school.</li> </ul>	
<b>Projection</b>	<ul style="list-style-type: none"> <li>Projecting student-level needs to the level of granularity required for this index may be challenging. Likely will require school-level projections based on prior year/s index.</li> </ul>	
<b>UPSFF Legislative Requirements</b>	<ul style="list-style-type: none"> <li>Legislative change required for creating new funding category/subcategory.</li> </ul>	

## At-Risk Equity/Opportunity Index

### *At-Risk Need – Long Term Option – Student Funding Formula Goals*

#### Impact

- This potential weighting requires a significant amount of data for each student, which is then rolled up by school and LEA. Impact would be directed to LEAs that need the funds most based on each student's at-risk profile. The impact score assumes data will ultimately be available, which is likely several years in the future.

#### Accountability

- This weight is school-level rather than student-level. Outcomes for a school-level weight would likely also be school, rather than student-level.

#### Transparency & Simplicity

- This factor requires the most data for each student to calculate a school level needs-weight. This is likely the most complex factor to implement.

#### Incentives

- Funds will be allocated based on individual student needs, most or all of which are not controllable by the schools or LEAs

## At-risk outcomes data

## At-risk outcomes data: data shows over-age, CFSA students and those with multiple at-risk factors have the greatest needs when compared their peers

Multi-year performance data show students that are designated as **over-age, as well as CFSA, have more significant test score variances from both students not designated at-risk as well as their at-risk student peers**

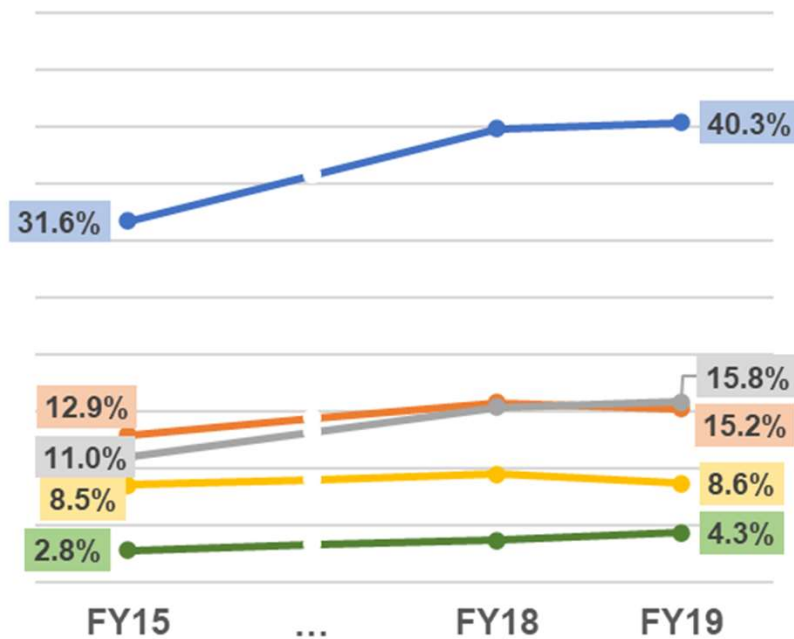
Additionally, students with **multiple at-risk factors** tend to perform more poorly on the PARCC standardized test than those with a single at-risk factor



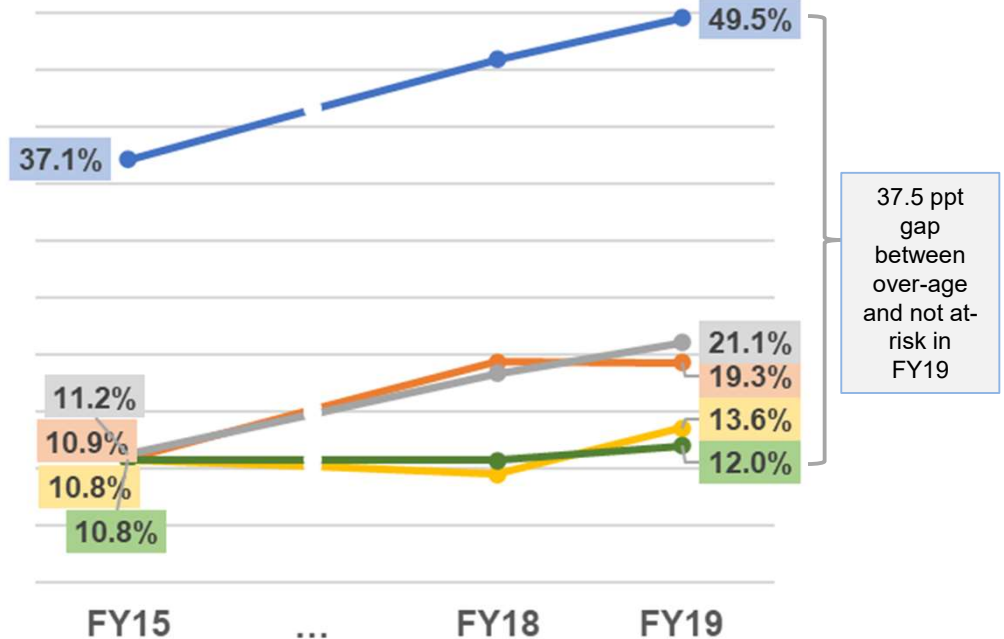
# At-risk student data – over-age and CFSA students have the most significant performance gaps compared to other students

*By Factor Type - All Grades*

% of PARCC MATH Test Takers  
Scoring Proficient 4+  
By At-Risk Factor



% of PARCC ELA Test Takers  
Scoring Proficient 4+  
By At-Risk Factor



NOT AT-RISK

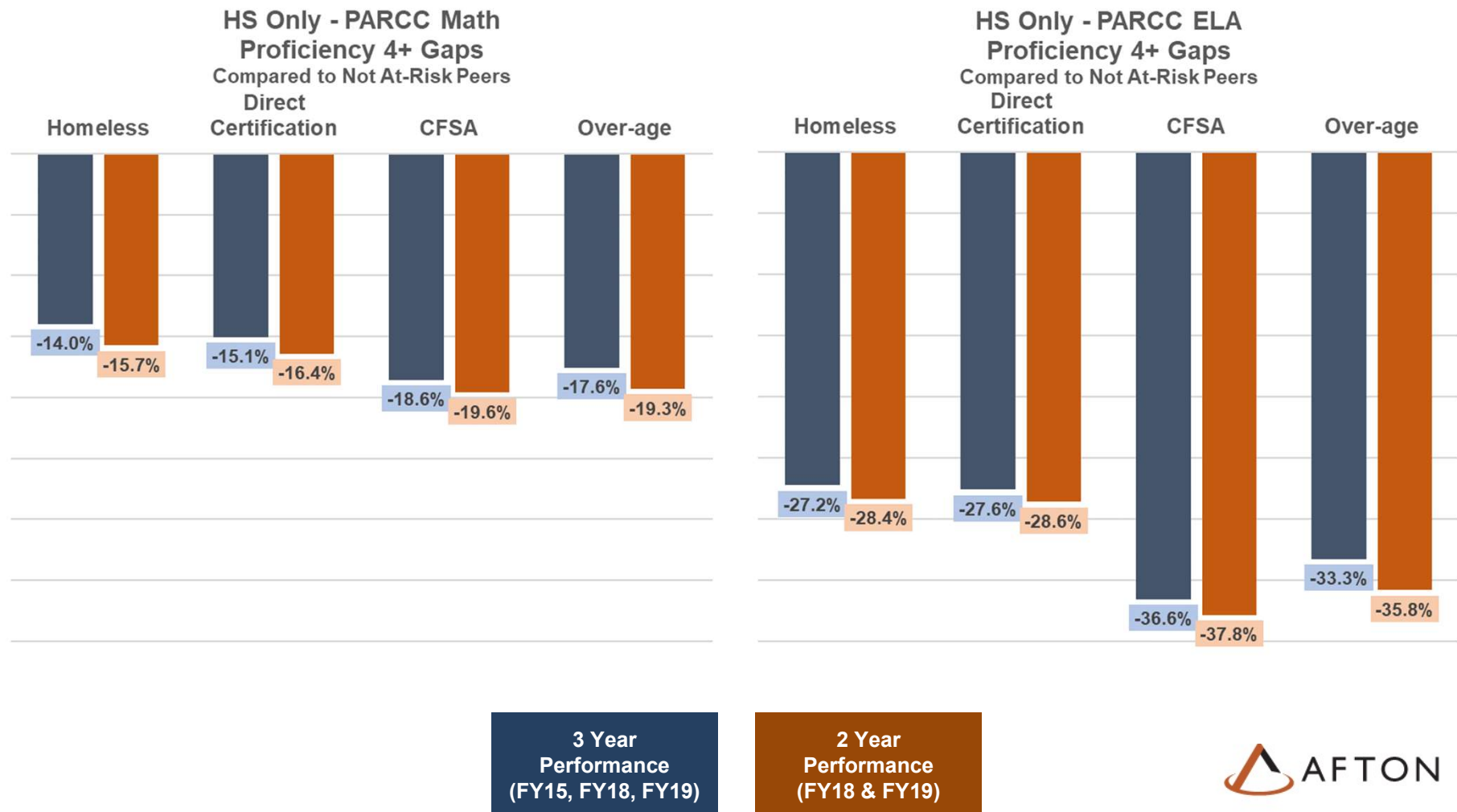
DIRECT  
CERT.

HOMELESS

CFSA

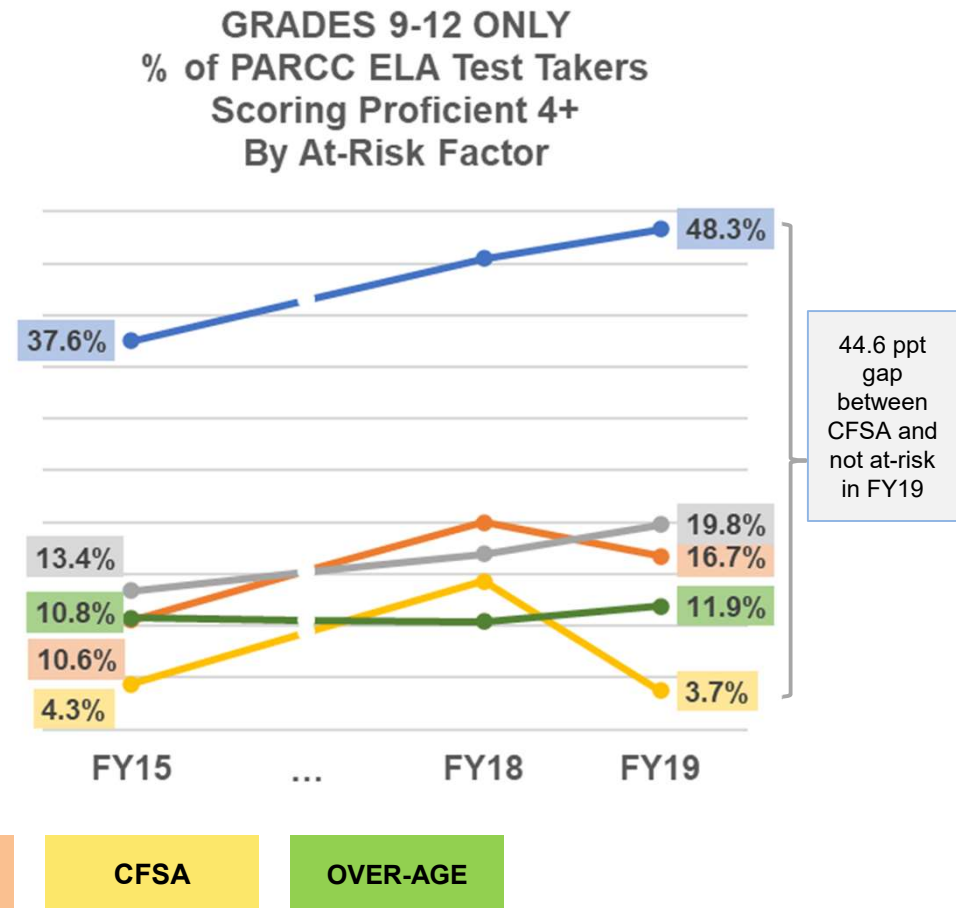
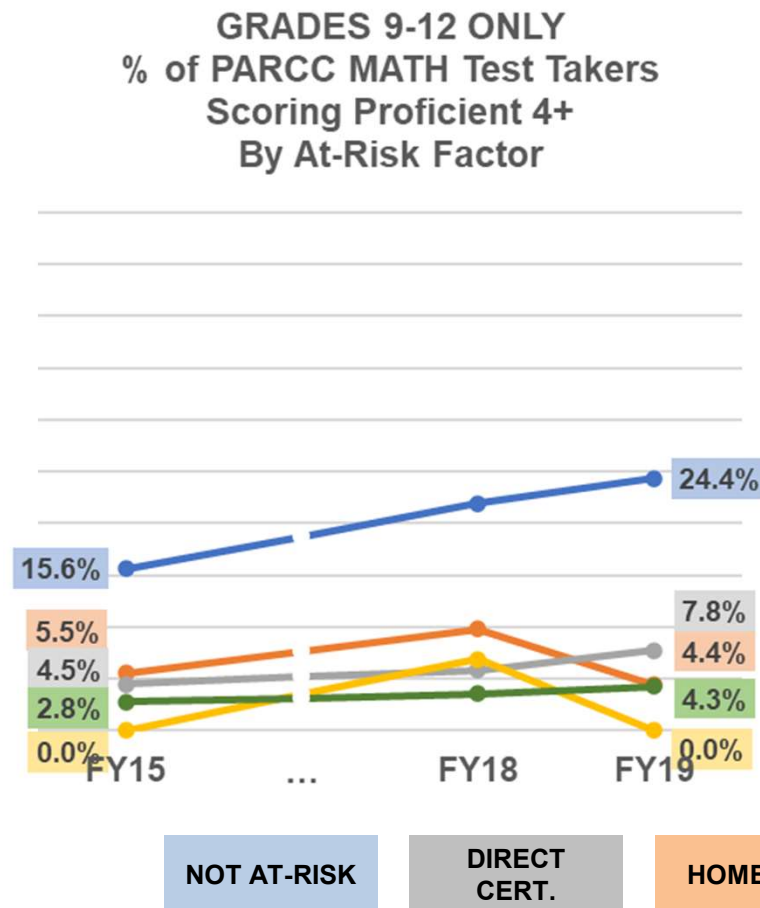
OVER-AGE

**At-risk student data – looking at High School students only, over-age students underperform other student groups. CFSA students, with significantly fewer students and test takers than other at-risk student groups, also underperform**



# **At-risk student data – for High School students, over-age underperforms other student groups, though CFSA had a significant drop in FY19**

*By Factor Type – Grades 9-12 Only*

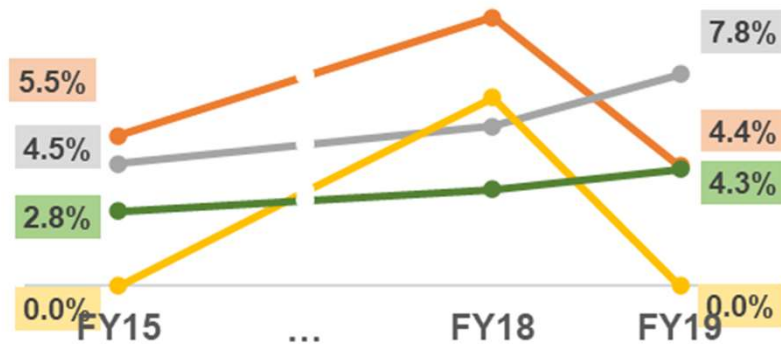


There are significantly fewer CFSA students in high school, which results in less reliable outcomes data for the high school only analysis for this group. Their data is included herein for completion purposes only.

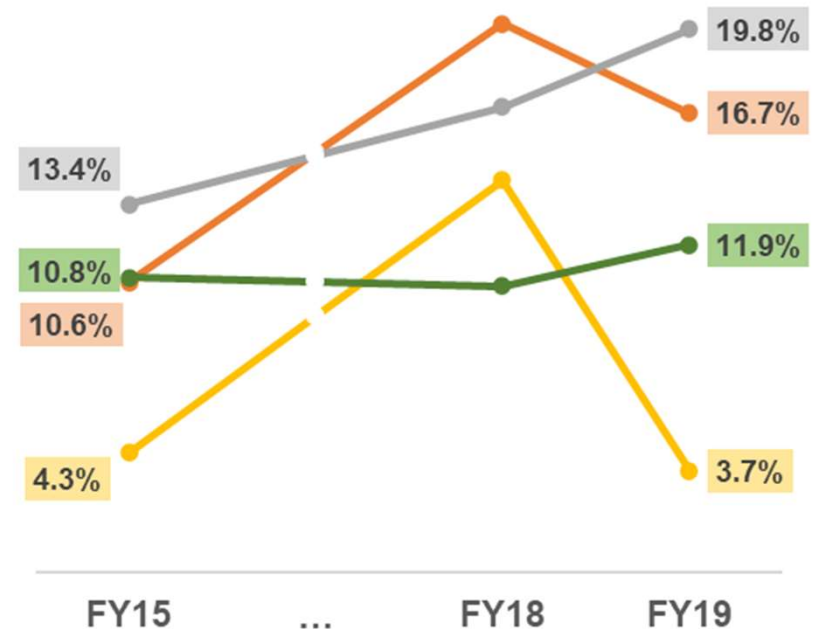
# At-risk student data – for High School students, over-age consistently underperforms other student groups, though CFSA had a significant drop in FY19

*By Factor Type – Grades 9-12 Only*

GRADES 9-12 ONLY  
% of PARCC MATH Test Takers  
Scoring Proficient 4+  
By At-Risk Factor



GRADES 9-12 ONLY  
% of PARCC ELA Test Takers  
Scoring Proficient 4+  
By At-Risk Factor



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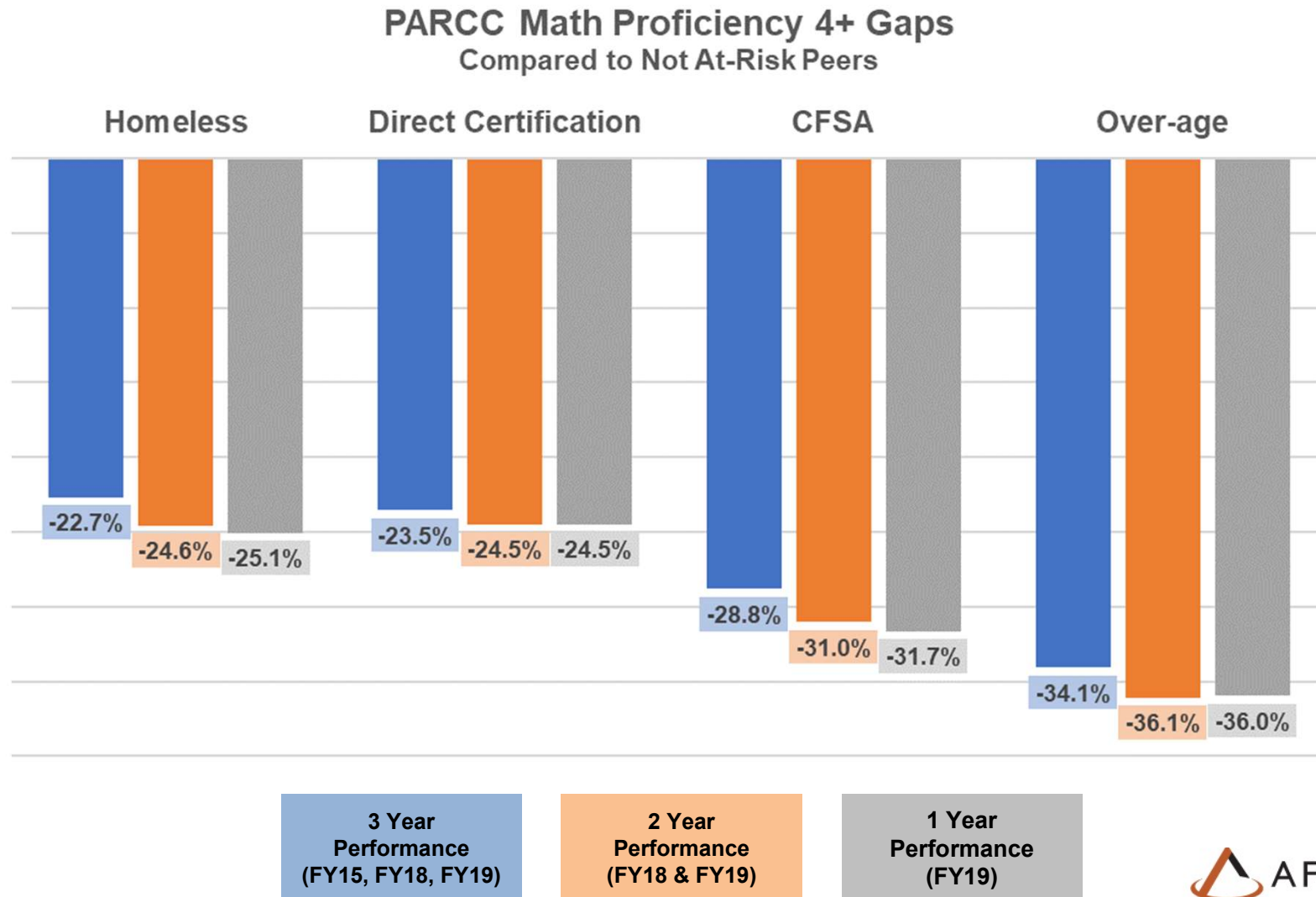
HOMELESS

CFSA

OVER-AGE

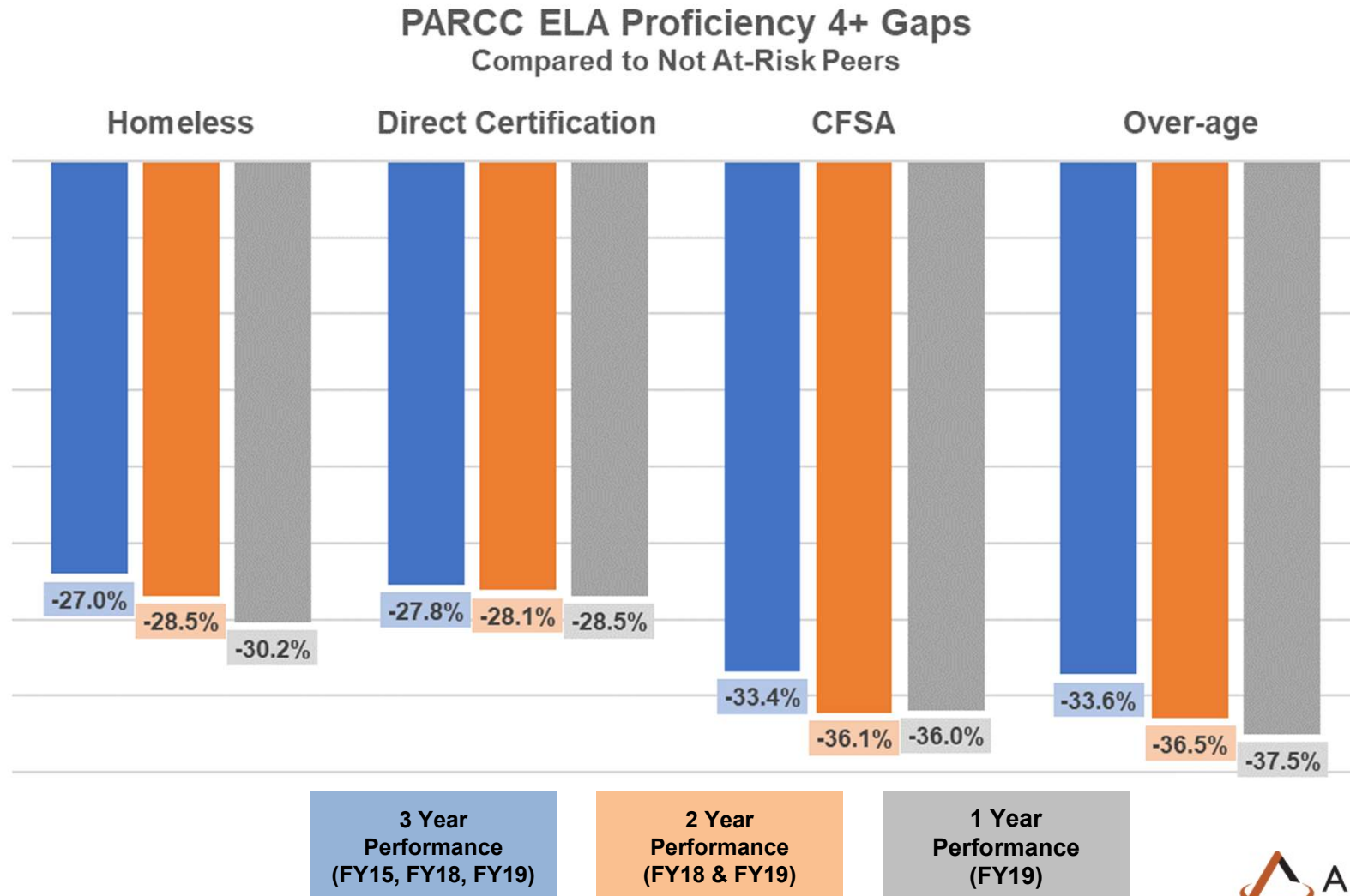
## At-risk student data - proficiency gap has increased over time for each at-risk factor category

*By Factor Type – All Grades*



## At-risk student data - proficiency gap has increased over time for each at-risk factor category

*By Factor Type – All Grades*

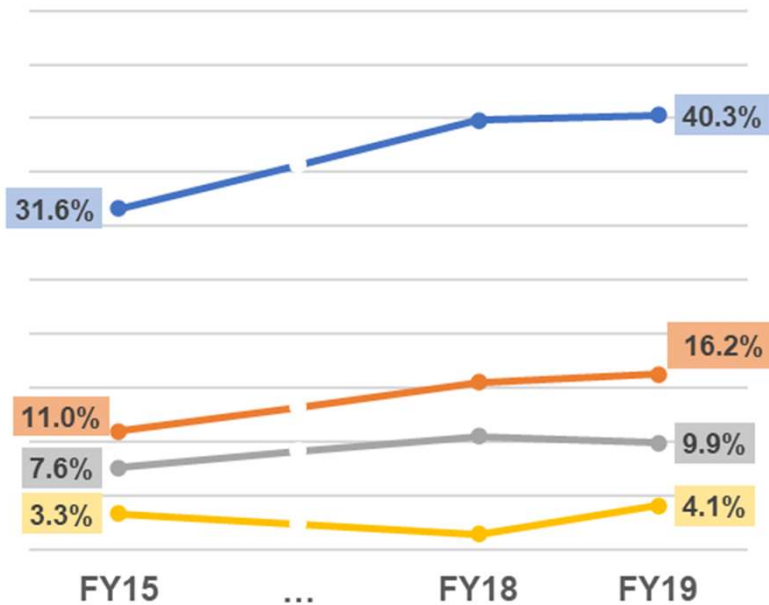




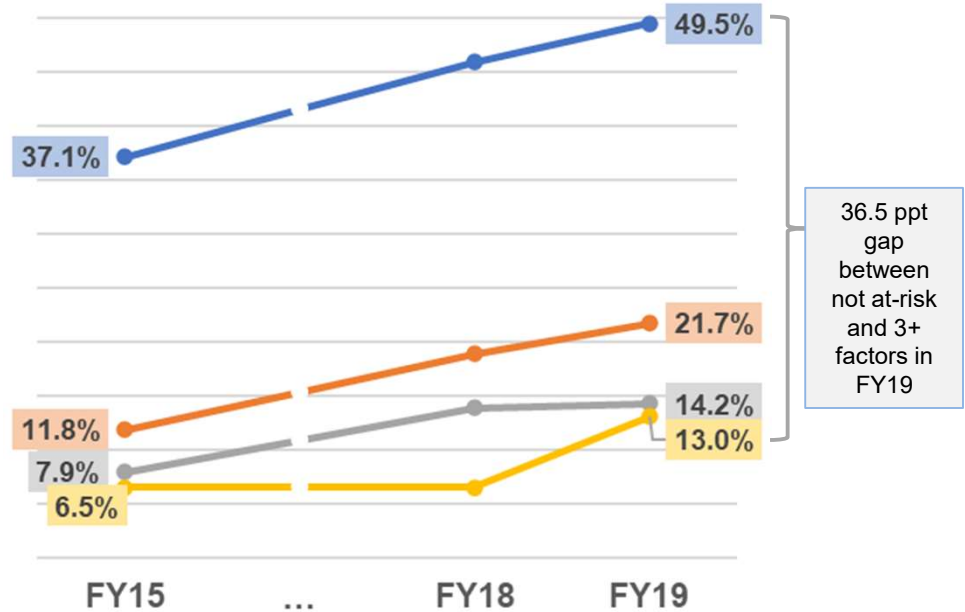
## At-risk student data – students with more at-risk factors tend to have larger proficiency gaps compared to students with fewer or no at-risk factors

### By Count of At-Risk Factors - All Grades

% of PARCC MATH Test Takers Scoring Proficient 4+ By Count of At-Risk Factors



% of PARCC ELA Test Takers Scoring Proficient 4+ By Count of At-Risk Factors



0 FACTORS

1 FACTOR

2 FACTORS

3+ FACTORS

FY19 Test Score Count (Math)

22,337

15,809

1,952

73

FY19 UPSFF Enrollment

47,362

33,283

5,389

265

- FY19 reported n<10 students with 4 Factors, none of which recorded a test score;
- Enrollment reflects Actual (not budgeted) UPSFF enrollment and excludes Adult and Alternative students

# UPSFF at-risk funding options Advisory Group voting outcomes



Based on these considerations for at-risk students, several options are available to modify UPSFF

Question  
from RFA

Should the UPSFF include a funding weight based on higher relative need for certain characteristics?

### Key Decisions and Options to Modify UPSFF

**Decision 1: Should the UPSFF weight for at-risk students be updated?**

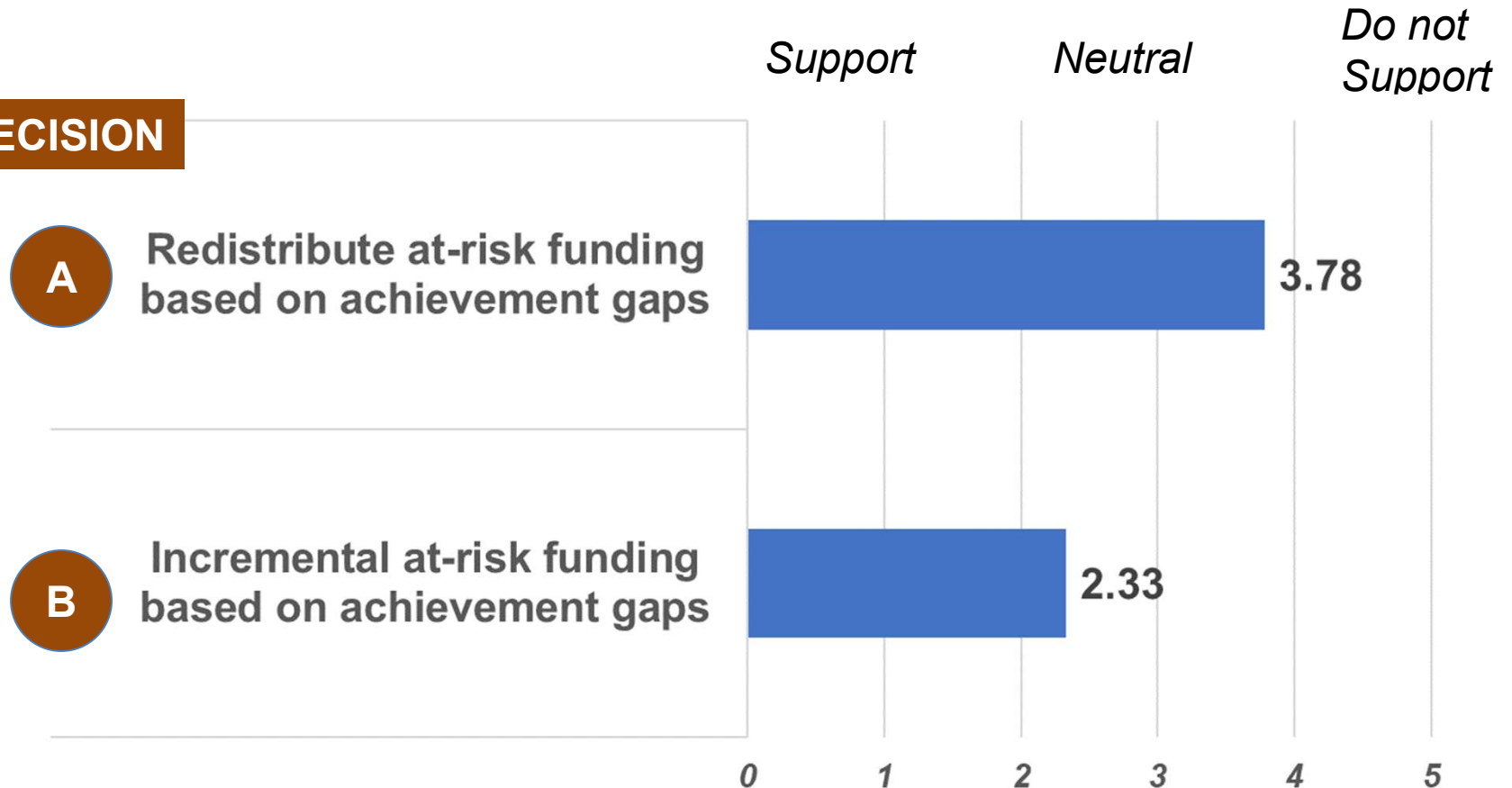
**Decision 2: If yes, which students should be targeted and what options for changing the formula exist?**

- A. Increase funding for over-age, CFSA or both
- B. Fund intervention prior to high school to mitigate risk of over-age designation
- C. Increase funding for students with 2+ at-risk characteristics
- D. Increase funding for students with 3+ at-risk characteristics
- E. Increase high school *base* amount (all HS students, not just at-risk)
- F. Increase to high school *at-risk* amount (only HS at-risk students)

**Decision 3: Should the change be funded with *redistributed* or *incremental* funding?**

- A. Redistributed funding: new UPSFF student need categories with higher relative funding weights, paid for by decreasing weights on the “all other” at-risk student category, or through changes to the foundation amount
- B. Incremental funding: new UPSFF student need categories with higher relative funding weights, paid for with incremental/new funds available over time

The Advisory Group favored incremental funding over redistributed existing at-risk funding, with the understanding redistribution could likely be more readily implemented

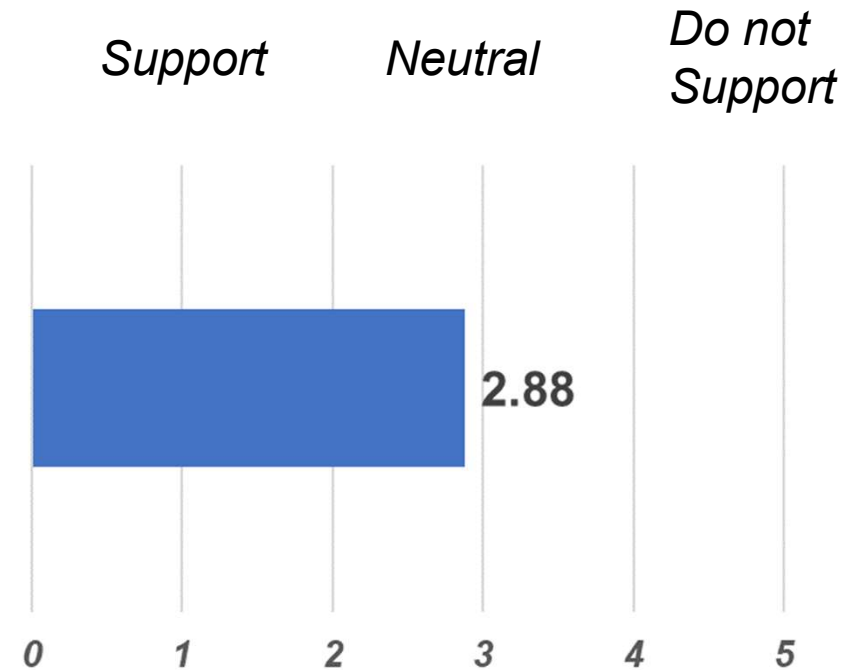
**DECISION**

## The Advisory Group was neutral to positive for an intervention weight prior to High School

### OPTION

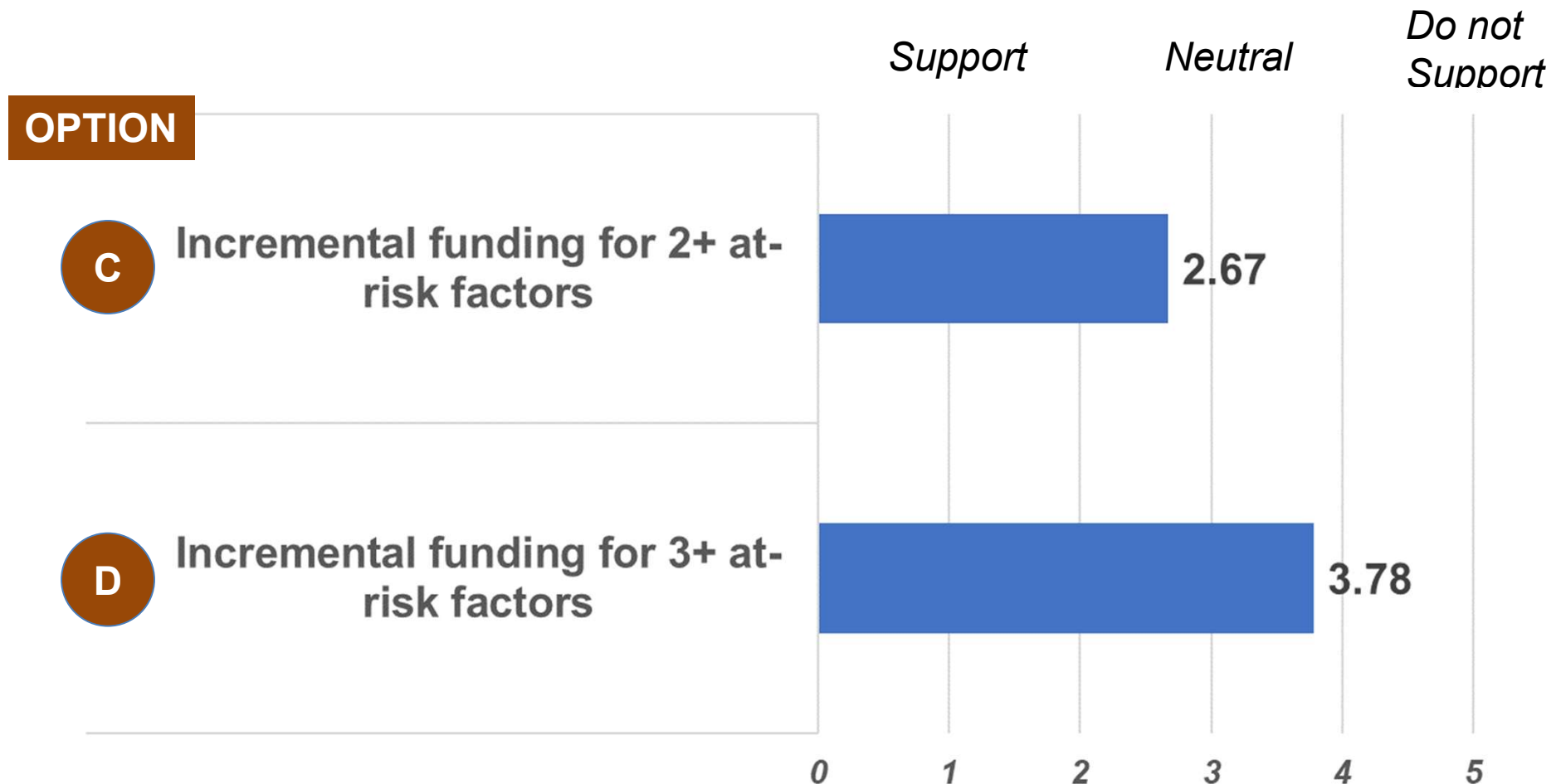
**B**

Dollars for overage intervention prior to HS



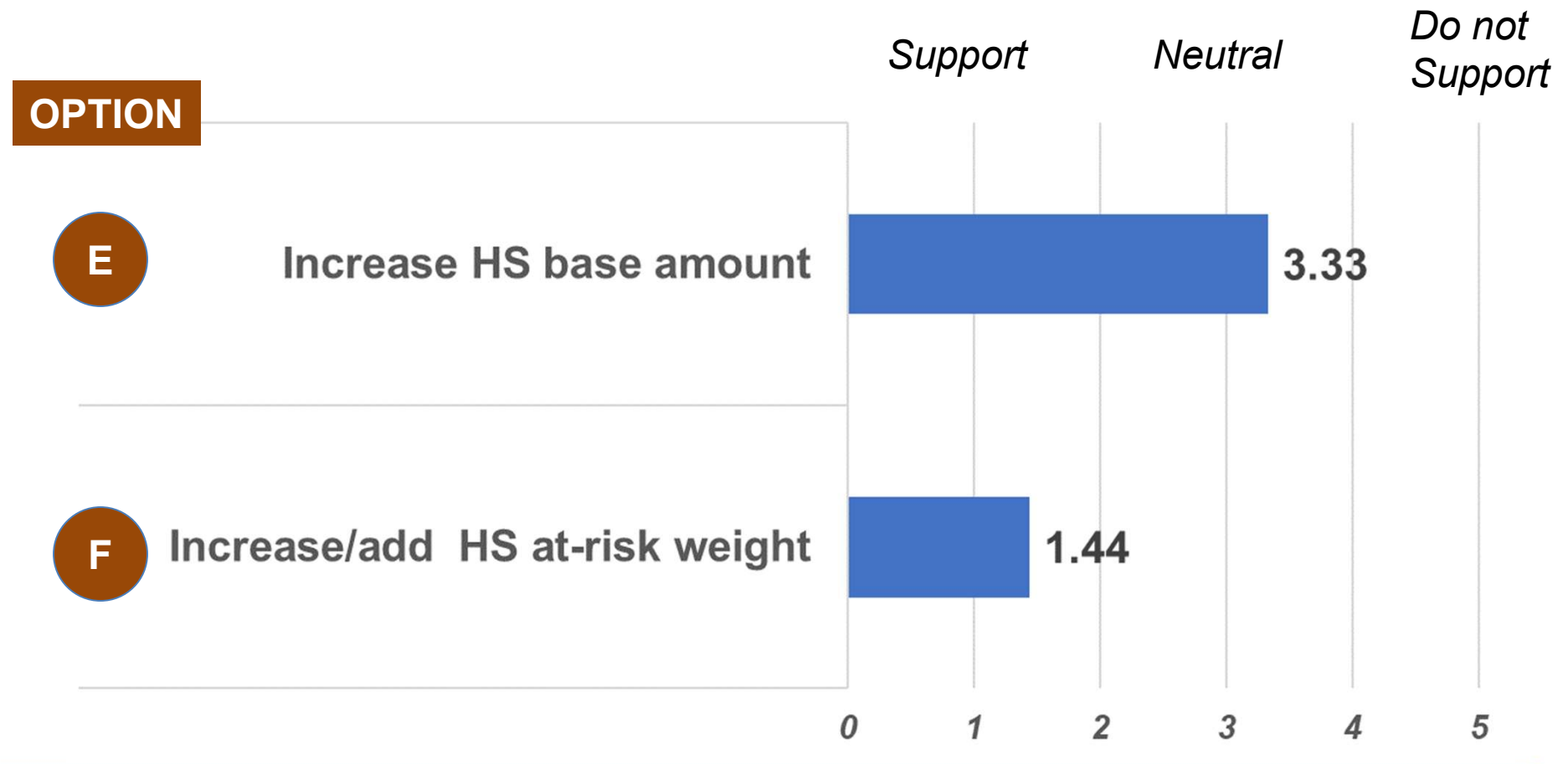
Primary concerns documented for intervention funding were driven by potential implementation challenges and data on which students to support

## The Advisory Group supported 2+ factor over 3+ factors primarily due to the number of students potentially impacted



The Group also highlighted concerns over the LEA's ability to effectively project number of 2+ and 3+ factor students for the UPSFF

## The Advisory Group supported increasing the HS at-risk weight more than any other option reviewed for at-risk students



How are DC schools currently supporting  
at-risk students?

## High-performing schools/LEAs in DC report supporting at-risk students with the effective use of data, social-emotional supports, and extended time with students

Most common supports identified by leadership teams have included:

- **Use of data, technology and personalization.** Leaders pointed to data-driven instruction, as well as effective RTI, as crucial to identifying and tracking personalized strategies to support students, often with protected time to analyze and discuss data.
- **Extended day programs.** This includes additional structured academic supports and extracurricular programs. More engaged time with students at school has been highlighted as a crucial element of success.
- **Extended year programs.** Several teams mentioned the benefits (as well as some of the challenges) of providing additional days beyond the traditional DCPS calendar. Some sites provide additional days in the summer, while others provided additional days via “Saturday school.”
- **Social and emotional support.** Every school highlighted their investments in social workers, psychologists and other social-emotional supports for students with the greatest needs.
- **Professional development** Investing in quality professional development for teachers was highlighted by most school leaders, particularly professional development focused on implementing a specific program or analyzing student data.

Though UPSFF funding cannot dictate how funds are spent, these insights can help inform the range of supports that may be required for students with greatest needs

At-Risk Needs: What innovative, emerging practices are we seeing around the country?



## National Research

### *How are states funding At-Risk students?*

- As highlighted by the [Education Commission of the States](#), at-risk funding is typically binary -- that is, students (and therefore LEAs) **either qualify for at-risk funding or they do not.**
  - This differs from funding formulas for **Special Education** and sometimes **English Language Learner** populations.
  - The most common factors utilized are qualification for the **National School Lunch Program, or the Supplemental Nutrition Assistance Program**
  - The five-factor qualification method for DC students is more unique than most other states, though Michigan uses a [10-factor qualification standard](#)

## National Research

*New methodologies are being explored to support students based on many more environmental factors impacting a child's life*

- New measures are emerging that allow states and districts to account for – and proportionately fund – myriad environmental factors that affect student performance and attainment.
- Urban Districts including Boston ([Opportunity Index](#)) and Chicago ([Equity Index](#)) have undertaken these studies

## National Research - Chicago

*What emerging, innovative approaches are we seeing in the field?*

### **Chicago Public Schools (CPS) Equity Index**

CPS is investigating various methods to ensure school funding is directed to students with the highest needs. One such proposal is adopting an Equity Index that looks at the following factors:

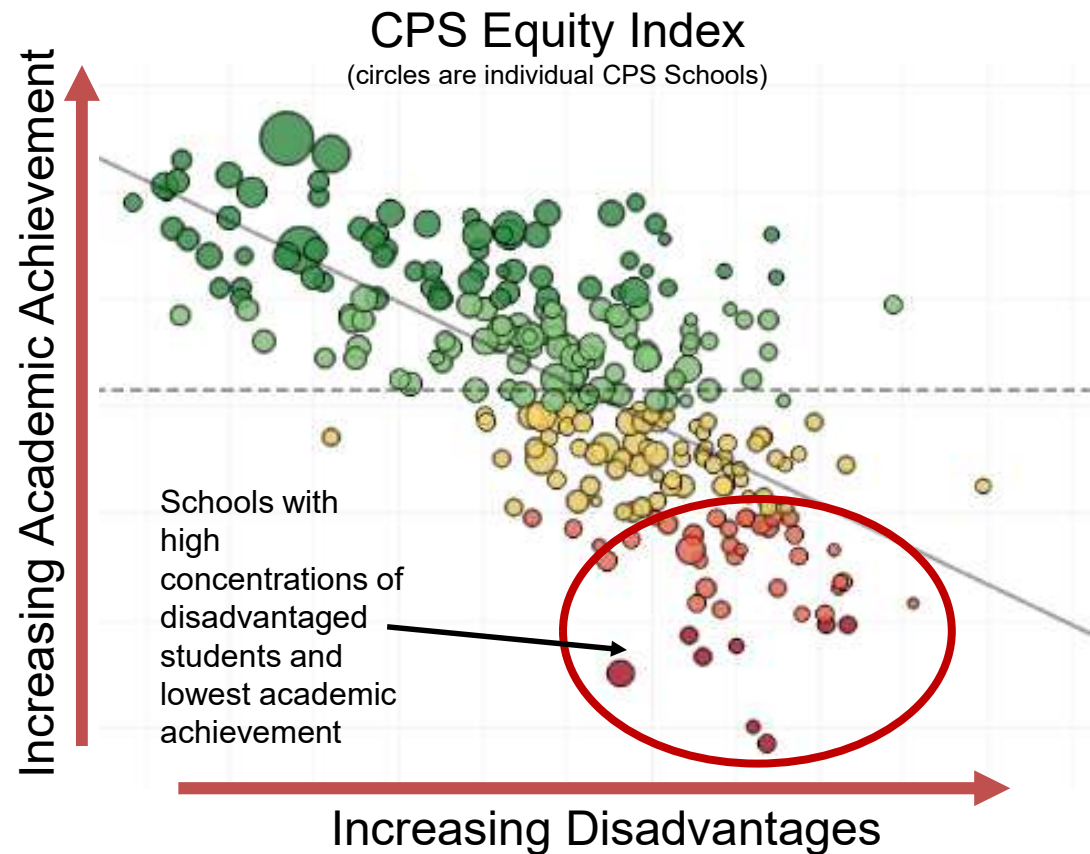
- % Owner Occupied Homes (by census block)
- % Single Parent Households (by census block)
- % College Educated adults (by census block)
- Student homelessness
- Special Needs
  - Students with Limited English Proficiency or a Special Education Individual Education Plan
- Exposure to Trauma
  - Defined by student home address proximity within 1/32 of a mile to aggravated battery/assault, homicide, or sexual assault

## National Research - Chicago

*What emerging, innovative approaches are we seeing in the field?*

### CPS Equity Index (continued)

- Based on those Equity Index factors for individual students, data was then aggregated back to the attending school level.
- The model showed strong correlation to educational attainment scores. As the Equity Index score shows schools with more students with disadvantageous factors, the lower the aggregate attainment scores for the school



## National Research - Chicago

*What emerging, innovative approaches are we seeing in the field?*

### **CPS Equity Index (continued)**

- By aligning additional resources to high needs students identified using the Equity Index, CPS would target funding to help address the achievement gap
- Implementation of any proposed funding methodology change would take place in FY22

## National Research - Boston

*What emerging, innovative approaches are we seeing in the field?*



### What is the Opportunity Index?

The Opportunity Index is a pioneering tool designed and developed by the Boston Public Schools and the Boston Area Research Initiative (BARI) to measure and quantify schools that serve the highest concentrations of students in need. It incorporates a range of data representing factors that are outside of the schools' control but are also predictive of students' academic outcomes. These factors include data related to a student's home neighborhood, such as safety; income and education levels; and physical environment. It also calculates factors specific to individual students and their families, such as the socioeconomic status of the family, and student attendance rates and academic achievement. These multiple measures are used to create an Opportunity Index score for each school that is based upon the concentration of students in greater need compared to to their peers across the district. Opportunity Index scores range from 0.01 to 0.99, with higher numbers indicating a higher average level of student need.

## National Research - Boston

*What emerging, innovative approaches are we seeing in the field?*



### How is the Opportunity Index being applied?

For the 2019-2020 school year (fiscal year 2020), BPS will apply the Opportunity Index to two allocations:

- The Partnership Fund: money provided to schools with the intent of funding school-based opportunities provided by external, community-based organizations, known as partners.
- School Support Funds: discretionary funding provided to schools to support academic goals and priorities.



## National Research - Boston

*What emerging, innovative approaches are we seeing in the field?*

### BOSTON PUBLIC SCHOOLS

#### Students' neighborhood factors

- Academic attainment
- Neighborhood safety
- Median Household Income
- Physical disorder
- Foreign born

#### Student/family factors:

- Economic disadvantage
- Residential Mobility
- Public Housing
- Recent Immigrant

#### Past Student performance (grades 6+)

- Attendance Rate
- Course failures
- MCAS failures
- Suspensions



## National Research

### *Key implementation considerations for implementing Opportunity/Equity Index in the District of Columbia*

- **Students in urban centers face a host of challenges.** Limiting funding resource allocation to only a single set of binary factors may not be enough. A deeper analysis of the multiple factors students encounter and how it correlates to academic achievement is needed.
- **Creating the momentum for equity is critical.** CPS & BPS brought in a diverse set of stakeholders to discuss a way forward with implementation that includes universities, community members, school administrators, teachers, and students.
- **A ‘Hold-harmless’ might be needed.** Due to challenges with schools possibly losing funding, the CPS model includes a ‘hold-harmless’ to keep ‘losing’ schools at their funding baseline
- **Aligning funding to address academic achievement gaps promotes equity.** Ensuring schools have the adequate supports to address the needs of students sends a strong message to stakeholders that there is a commitment to equity
- **An Opportunity/Equity Index provides additional strategic advantages.** CPS and BPS are using the data to provide a deeper level of understanding of an individual school’s context and, in addition to providing additional funding increases, are looking at other creative ways to strategize and support schools serving the students with the highest needs

# Evaluation of 2013 at-risk weight vs. current UPSFF at-risk weight and funding

## At-risk formula: comparison to 2013 Adequacy Study

Scope question: *What is the updated “adequate” weight target for the 5-characteristic at-risk weight implemented since FY15, as opposed to the 3-characteristic at-risk weight considered by the 2013 Adequacy Study?*

- The Current formula **allocates more funding to schools with at-risk students than the 2013 adequacy study recommends**
- However, at-risk funding **per pupil** is lower than the 2013 adequacy study imputes, **as more students are eligible under current policy than recommended in 2013 study**
- Three factors recommended in the 2013 adequacy study for at-risk funding (CFSA, Homeless, TANF) would have included an estimated **23,861 funded students in 2019**. At a 0.37 weight and \$10,658 foundation, **this would amount to \$94.1M to LEAs** under the at-risk weight based on 2013 study.
- The five factors used to identify at-risk students in 2019 resulted in additional funding for 43,564 students. **At a 0.224 weight, LEAs received approximately \$104.0M in at-risk funding in FY19**, \$9.9M more than adequacy report study.

See next slide for details of calculation

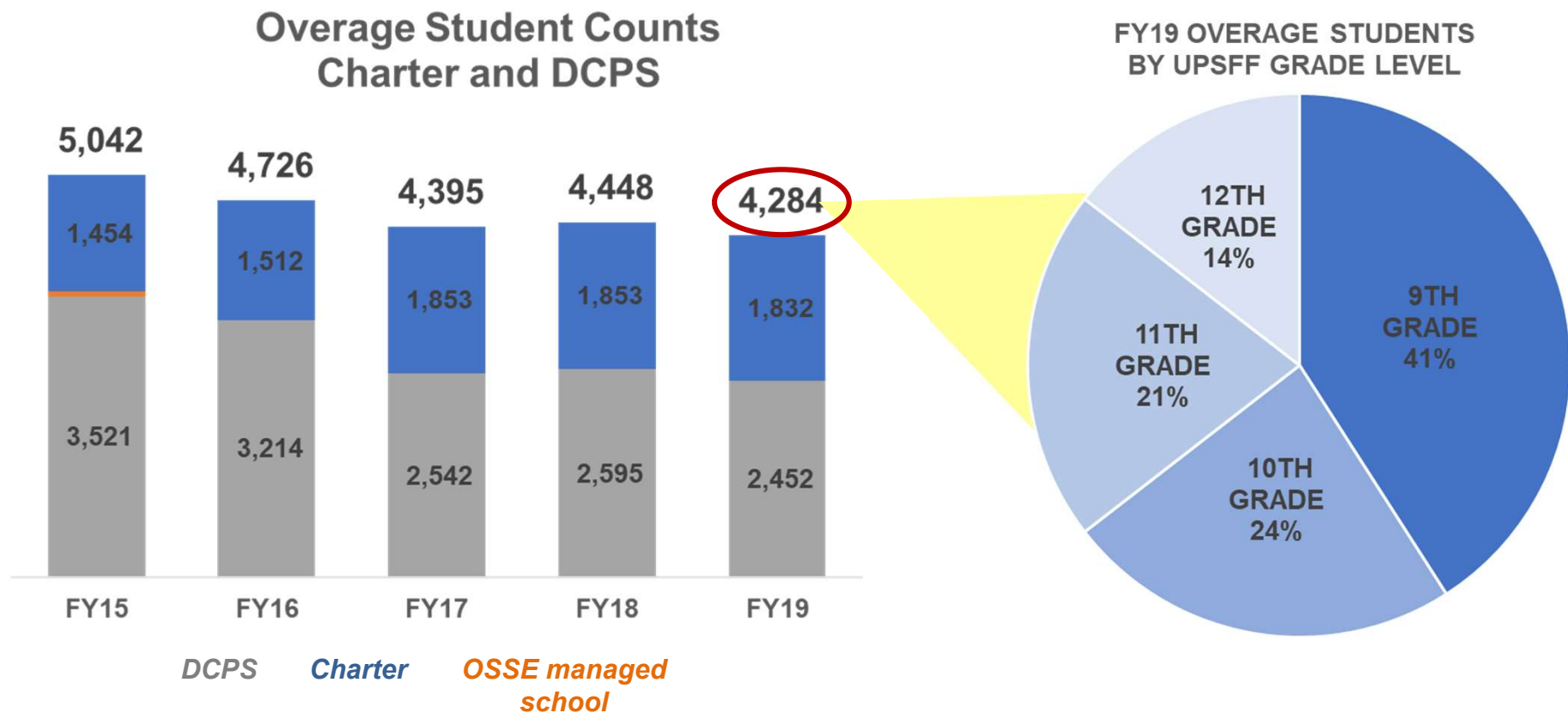
Total funded at-risk enrollment includes actual charter at-risk students and budgeted DCPS at-risk students.  
Factor-specific enrollment uses actual at-risk enrollment for both charters and DCPS (not budgeted).

## At-risk formula: comparison to 2013 Adequacy Study

FY19 AT-RISK WEIGHT			
<b>a</b>	FY19 FOUNDATION UPSFF WEIGHT	\$10,658	
<b>b</b>	FY19 ALLOCATED AT-RISK UPSFF FUNDS (ACTUAL)	\$104,004,345	
	CHARTER COMPONENT	\$44,264,635	OCFO
	DCPS COMPONENT	\$59,739,710	DCPS FY19 BUDGET BOOK ALLOCATION
<b>c</b>	FY19 AT-RISK STUDENT COUNT	43,564	ACTUAL AND BUDGETED AT-RISK ENROLLMENT
	CHARTER COMPONENT	18,541	OCFO - ACTUAL
	DCPS COMPONENT	25,023	DCPS FY19 BUDGET BOOK COUNT
<b>d = b / c</b>	FY19 AT-RISK FUNDS PER AT-RISK STUDENT	\$2,387	
	CHARTER COMPONENT	\$2,387	
	DCPS COMPONENT	\$2,387	
<b>e = d / a</b>	<b>FY19 AT-RISK WEIGHT - ACTUAL</b>	<b>0.2240</b>	
FY19 AT-RISK WEIGHT CALCULATION (IF EXCLUDING OVERAGE AND SNAP)			
<b>f</b>	TOTAL FY19 OVERAGE AND SNAP STUDENT COUNT	19,703	SCHOOL-LEVEL DATA FILE
<b>g = c - f</b>	AT-RISK STUDENTS EXCLUDING OVERAGE AND SNAP	23,861	
<b>h = b</b>	FY19 ALLOCATED AT-RISK UPSFF FUNDS (ACTUAL)	\$104,004,345	
<b>i = h / g</b>	FY19 AT-RISK FUNDS PER ADJUSTED AT-RISK STUDENT (EXCLUDING OVERAGE AND SNAP)	\$4,359	
<b>j = i / a</b>	<b>FY19 AT-RISK WEIGHT - IF NO SNAP &amp; OVERAGE</b>	<b>0.409</b>	
<b>k</b>	<b>ADEQUACY STUDY RECOMMENDED WEIGHT TARGET</b>	<b>0.370</b>	
<b>l = j - k</b>	<b>COMPARISON TO ADEQUACY STUDY RECOMMENDATION</b>	<b>0.039</b>	

## Over-age students in the District

In each of the past five years, DC has enrolled 5,000 to 4,300 over-age students at Charter LEAs and DCPS. These students are all in grades 9-12.



- FY15 includes 67 over-age students from an “OSSE Managed School” – neither DCPS nor Charter.
- Data set excludes 7 schools serving Adult and Alternative students only.
- Pie chart excludes students categorized in grades NA or SPED.

**Across DC, one in every three 9<sup>th</sup> graders and one in every four high schoolers (grades 9-12 combined), is designated as “over-age.” The percentage has declined from 30% to 26% over the last five years.**

Percentage of Students in Grade Designated as "Overage"					
	FY15	FY16	FY17	FY18	FY19
Grade 9	37%	36%	34%	33%	33%
Grade 10	32%	26%	23%	27%	24%
Grade 11	27%	25%	21%	22%	24%
Grade 12	22%	19%	19%	19%	18%
All Grades 9-12	30%	28%	26%	26%	26%

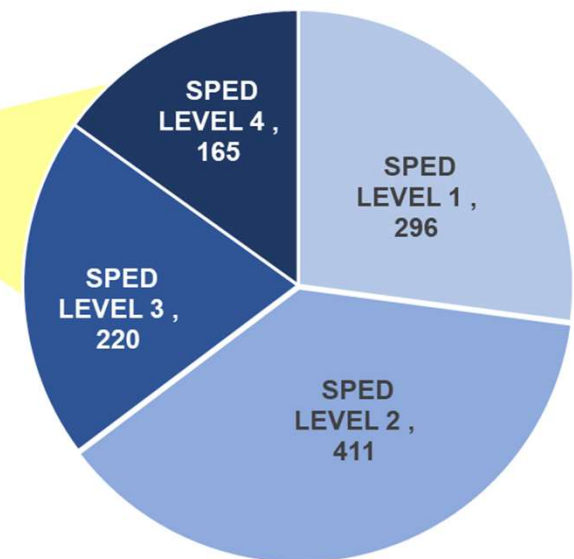


Compared to a city-wide 14% of students designated as SPED in FY19, 26% of over-age students were SPED. These students were allocated an additional ~\$19M in UPSFF SPED funding for FY19.

Percentage of Overage Students Designated as SPED					
	FY15	FY16	FY17	FY18	FY19
CHARTER	33%	32%	29%	30%	30%
DCPS	28%	25%	24%	21%	23%
Grand Total	30%	27%	26%	25%	26%

A	B	C	D	E = C * D
FY19 UPSFF PER PUPIL FUNDING SUMMARY BY SPECIAL EDUCATION LEVEL				
LEVEL	FUNDING WEIGHT	FUNDING RATE	OVERAGE STUDENT COUNT	ASSUMED SPED FUNDS FOR OVERAGE STUDNETS
Level 1	0.97	\$10,338	296	\$3,060,048
Level 2	1.20	\$12,790	411	\$5,256,690
Level 3	1.97	\$20,996	220	\$4,619,120
Level 4	3.49	\$37,196	165	\$6,137,340
TOTAL SPED			1,092	\$19,073,198

FY19 OVERAGE SPED Students by SPED Level



- “SPED” = Special Education
- Estimated funding figures above are based on actual student enrollment counts (for which over-age detail is available). DCPS UPSFF funding allocations are based on budgeted enrollment figures.
- Figures on this slide include students assigned to grades 9-12 only – excludes students considered “adult or alternative”