



The Public Schools of Brookline
Town Hall
333 Washington Street, 5th Floor
Brookline, Massachusetts 02445
617.730.2401

Andrew J. Bott
Superintendent

TO: Brookline School Committee
FROM: Andrew J. Bott
DATE: February 9, 2018
RE: FY 2019 Budget Update

OVERVIEW:

The Fiscal Year 2019 budget is built to fully support the Public Schools of Brookline's mission - to ensure that every student develops the skills and knowledge to pursue a productive and fulfilling life, to participate thoughtfully in a democracy, and succeed in a diverse and evolving global society.

Further, the FY 2019 budget rests on two foundational beliefs:

1. Brookline should expect nothing less than exceptional and equitable outcomes for all of our learners. We must use our resources to ensure that we enable every student to succeed at high levels.
2. In an effective school system the central office supports principals as instructional leaders, so principals can support educators, and educators can support students.

There is work to be done in Brookline to fulfill the promise of our mission and to achieve exceptional and equitable outcomes for all of our students. Through our budget choices the school district continues to shift towards being one that is organized to support high quality instruction at all levels, prioritizes the work that happens between students and educators in our classrooms, and works together to build on our strengths and face our challenges openly and honestly.

Our primary focus remains high quality teaching and learning for all students, and especially for students in groups we know are disproportionately impacted by opportunity and outcome gaps - including race, income, special education, and language status. This budget prioritizes the staffing, programs, and materials needed to ensure principals, teachers, and all educators have the resources needed to meet each student's individual needs.

The proposed FY 2019 budget is designed to continue the commitments to taxpayers made during the 2015 override. The 2015 override set our schools on a path towards greater stability, improved services, and better support for all of our students. With the increased revenue made available by voters since 2015 the schools have been able to hire more teachers to maintain smaller class sizes; improve critical student services by adding positions such as literacy and math specialists, special education teachers, nurses, guidance counselors, psychologists and English language teachers that had been neglected prior to 2015; and improve operations, budgeting, and family outreach so the work of the district is more planful and transparent to the public.

The FY 2019 budget request focuses on four primary areas all designed to maintain the increased staffing and improved support services provided by taxpayers since 2015:

1. *Maintaining current staffing levels and fulfilling our contractual obligations* - As with all school systems, the majority of PSB's budget pays for teachers and other school-based personnel. 60% of the FY 19 budget increase pays for the contractually obligated costs of maintaining our existing staff including cost of living adjustments (2%) and step and lane advancements (3%). More staff are now experiencing step and lane increases than before because we have newer staff and because of the new positions added since 2015.
2. *Responding to our ongoing enrollment growth* - Brookline's historic enrollment growth that has been affecting the K-8 elementary schools since 2005 is now impacting the high school. In the 10 years since 2007, student enrollment overall has grown by 27%, with the K-8 school expanding by 34% or 1,618 students and Brookline High School adding 13% more or 234 students. In the next five years, high school enrollment is projected to accelerate and increase by an additional 20%, and the elementary schools are expected to add another 400 students. To keep pace with this ongoing growth the FY 2019 budget requests increases in staff and services. Increases in staff at the elementary schools will allow us to maintain classes within the School Committee's class size guidelines (22 students in grades K-2 and 25 in grades 3-8) while adding staff at Brookline High School addresses classes in specific subject areas that are nearing 30 students. Further, with more students comes an increase in service contracts for supporting students with special needs, transportation, and financial assistance. The FY 2019 budget seeks to maintain such services at their current levels for all students.
3. *Making a limited number of strategic investments* - While nearly 80% of new spending is directed at maintaining existing instruction, service and programs, it is not enough to simply keep doing the same. A limited number of new dollars are aimed directly at supporting the district's goal of achieving equitable opportunities and outcomes for all students. These investments will allow PSB to more effectively organize and execute our work to address inequitable opportunities and outcomes, structural racism, and unintentional bias in our schools; focus principal leadership on high quality instruction; proactively address an increasing number of student behavioral incidents and make response and reintegration more coherent across all schools; and reduce the over-reliance on teachers paying for basic curriculum supplies such as books out of their own pockets.
4. *Identifying cost savings* - As a result of our ongoing review of the effectiveness of our budgeting, allocation and instructional practices, PSB has identified savings to be gained through the consolidation and reclassification of positions and the elimination of unnecessary or redundant services.

If we fail to continue these investments, the schools run the risk of falling short of the commitments made to the residents of Brookline. Without additional revenue, it will become increasingly difficult to maintain current class sizes, resulting in significant risk of class size increases in the upcoming years. Further, if we cannot sustain the gains made since the 2015 override, we will lose ground with programs that provide necessary emotional, social, and academic support to all students; and with growing uncertainty around annual budgeting, our schools will confront new challenges in recruiting and retaining the best educators. Simply put, the overall quality of the school system will be difficult to maintain without the resources requested in this budget as fewer people will be required to work with more students and less support.

Budget Summary

The overall budget request for Fiscal Year 2019 is **\$115,122,149**, which represents a **\$6,233,430 increase** over the Public Schools of Brookline (PSB) FY18 budget of \$108,888,719. The Town-School Partnership is currently estimated to provide a revenue increase of \$3,719,085 in FY19. This leaves a **gap of \$3,750,638*** in FY19 (after netting out **\$1,236,295*** of School Revenue Offsets (please see *Total Revenue Projections FY19 - FY21* section below for a full description of School Revenue Offset accounting).

As described above, the FY 2019 budget request is focused on four areas:

- 1. Maintaining current staffing levels and fulfilling our contractual obligations: \$3,717,074**
- 2. Responding to our ongoing enrollment growth: 1,787,507**
 - **\$1,256,121 is for additional staff** needed to maintain class sizes and appropriate ratios for guidance, nursing, English Learner (EL) instruction, and administration. This includes 15.0 FTEs broken down as follows:
 - i. 3.0 FTEs for K-8 enrollment growth
 - ii. 7.0 FTEs for BHS to maintain class sizes, given that our enrollment growth has now reached the high school
 - iii. 3.0 FTEs for guidance (K-8), nursing, and English language instruction
 - iv. 2.0 FTEs for administrative positions, including a second vice principal at Lawrence and an additional administrator for BHS
 - **\$531,386 for supplies and services**
- 3. Making a limited number of strategic investments: \$1,591,718**
- 4. Identifying cost savings: \$(862,869)**

The sections that follow include detailed information with respect to the FY19-21 budget projection. They also include information regarding cuts that will need to be made to achieve a balanced budget in FY19 if additional funds do not become available.

TOTAL BUDGET PROJECTION FY19-21:

The proposed additions and changes in each these areas including staff, services, and materials increases are shown below.

FY 2019 Budget Requests	FY 19 Proposed Increase
1. Maintain Current Staffing - paying for contractually obligated salary increases for existing staff (steps, lanes, and COLA) <ul style="list-style-type: none"> • Cost of Living (COLA), Steps, and Lanes increase represent a 5.26% increase over FY 18 Personnel Line Item • Reflects the cost of existing Collective Bargaining Agreements and assumptions including 2 % for COLA and 3% for Steps and Lanes 	\$ 3,717,074
2. Respond to Ongoing Enrollment Growth - additions needed to maintain services and support for all students as historic enrollment growth now begins to	\$ 1,787,507

affect all grades throughout the system, in particular at Brookline High School.

Increase School-based Staff

\$ 1,256,121

To maintain class size and continue existing levels of student support (guidance, nursing, English language learning)

- Add 10.0 FTE teachers to maintain overall K-8 average class size at 21 students and to address class sizes at Brookline High School that are nearing 30 students
 - FY19: High School Teachers to be distributed based on course registration (7.0 FTE)
 - FY19: Elementary Classroom and Specialists to be distributed based on enrollment (3.0 FTE)

Five-Year Projection - Teachers Needed to Address Enrollment Increases and Maintain Class Size Average

	FY 2019 <i>Request</i>	FY 2020 Projected	FY 2021 Projected	3-Year Projection	FY 2022 Projected	FY 2023 Projected	5-Year Projection
High School	7	7	11	25	13	3	41
Elementary	3	3	4	10	4	2	16
	10	10	15	35	17	5	57

- Nurse, Guidance, EL/Other (3 Unit A per each year – average of \$68k + COLA) - Sustains ratios agreed upon in the 2015 override
 - 1.0 FTE Nurse - FY 19 District-wide
 - 1.0 FTE Guidance - FY 19 K-8
 - 1.0 FTE English Learner/Other - FY19 K-8

Five-Year Projection - Nurses, Guidance and EL Teachers needed to Maintain Student Ratios agreed upon during 2015 Override

	FY 2019 <i>Request</i>	FY 2020 Projected	FY 2021 Projected	3-Year Projection	FY 2022 Projected	FY 2023 Projected	5-Year Projection
Nurse	1	1	1	3	1	1	5
Guidance	1	1	1	3	1	1	5
ELL/Other	1	1	1	3	1	1	5
	3	3	3	9	3	3	9

- Maintain School Administrator Ratio of 250:1 (Lawrence, BHS)
 - Vice Principal for Lawrence School to maintain ratios equivalent to other elementary schools
 - Associate Headmaster at BHS to address the growing enrollment
- Over Max Aides: Paraprofessionals to provide classroom assistance to Grade 1-8 classrooms over the class size guidelines (grades K-2 = 22; and grades 3-8 = 25). Positions to be added as needed based on the official October 1, 2018 enrollment. Funding for these positions will be transferred from the supplies budget.

<ul style="list-style-type: none"> ● Secretarial and Custodial support to address growing enrollment at BHS ● Funding Benefit Reserve for all new FTEs not in existence from the prior year. Adds \$11,165 per new/proposed FTE x 50% and assumes only 50% of these staff will take benefits) <p><u>New Policies and Service Contracts</u> - \$ 531,386</p> <p>Cost of existing student support contracts for new students and implementation of new Financial Assistance Policy</p> <ul style="list-style-type: none"> ● Transportation <ul style="list-style-type: none"> ○ In-district special education contract increases due to rate increase and growing ridership ○ Contract increase for current yellow bus transportation for regular education students ○ Financial Assistance Policy funding provides financial assistance for student fees to a growing number of families who qualify ● Program Review Materials (Supplies and Materials Adoptions for Math and subsequent subjects) Review begins FY19, Adoption FY20 ● 504 Services and Supports for non-special education students 	
<p>3. New Strategic Investments - A limited number of new investments to support the district goal of creating equitable opportunities and outcomes for all students. Includes investments in equity, student support, supplies, transportation, and the Public Buildings Division</p> <ul style="list-style-type: none"> ● Professional Development , Equity, and embedded PD for all employees – <ul style="list-style-type: none"> ○ 1 additional PD Day per year @ average per diem beginning in FY20 ○ 1.0 FTE Director/Coordinator ○ 1.0 FTE Administrative Assistant (BESA) ● Restorative Practices (2.0 FTE); two educator-facing FTEs to lead Professional Development supporting use of restorative practices district wide; additional responsibilities to include support for student intervention, bullying prevention and investigations, and use of appropriate disciplinary consequences ● Anti-Defamation League peer training for Middle School students ● High School Transportation <ul style="list-style-type: none"> ○ BHS Transportation: Launch fee-based busing for growing number of BHS students living in South Brookline by supplementing family fees ○ Athletic Transportation: provide transportation to practice locations beyond high school campus (practices - \$300/day 145 days) ● Response to intervention programs and planning for school teams ● Supplies and Materials - First steps in eliminating funding of basic textbooks, software, supplies, materials by teachers, parents, and PTOs (\$125 average per student; range is K=\$50 to Gr 9-12 = \$135) ● Base Expense Budget Increase 2.5% CPI for contracts, supplies, and materials (FY 20 and FY21) 	<p>\$ 1,591,718</p>

- New England Association of Schools and Colleges (NEASC) - BHS Accreditation – cost of supplies and accreditation process
- Pending Contract Negotiations: Paraprofessionals Annual Living Wage Proposal - approximate cost up to \$1600 per paraprofessional

Public Buildings Division – School-related Requests **\$200,000**

This request addresses the additional 45,000 square feet being added to the overall facility inventory of Town and School Buildings that need to be maintained with the completion of the Devotion project. This increase also includes projected expenses for an expanded Brookline High School. These funds were not included in the 2015 operating override. In addition, the school department is working with the Public Buildings Division to identify ongoing maintenance or utility costs related specifically to the use/rental of school buildings that could be charged to the rental of facilities account instead of to the operating budget. Charging off expenditures related to renting our facilities would require an increase in the rental fees to our users, which is a policy decision.

	FY 2018	FY 2019	FY 2020	FY 2021
Public Building Department Budget	Appropriation	Request	Projected	Projected
Personnel				
Services		\$ 150,000	\$ 210,000	\$ 485,000
Supplies		\$ 50,000	\$ 65,000	\$ 140,000
Other				
Capital				
Total	\$ -	\$ 200,000	\$ 275,000	\$ 625,000
\$ Increase		\$ 200,000	\$ 75,000	\$ 350,000

4. Cost Reductions - Staffing consolidations and contracted services

- Reclassification and reduction of positions
 - Reclassification of Finance Office position
 - Elimination of position at 2.0 PK-8 FTEs
 - Consolidation of OSA and BEEP registration
- Reduction of Special Education Tuition account due to students aging out (age 22), graduating, and students returning to in district programs
- Net Transfer of Building Expenses to Rental of Facilities Revolving Fund
- Benefits reserve account set to \$0

\$ (862,869)

Total Requested Increase

\$ 6,233,430

Budget Projections and Budget Assumptions (FY 2019 - FY 2021)

The following assumptions are embedded in the FY 2019 budget request (except where otherwise noted):

1. Each Fiscal Year in the 3-year budget projection maintains an average class size of 21 students per K-8 classroom.
2. Assumes that physical space is available for expansion of sections needed at all levels. If physical space is not available, funds will be held in reserve to be used when physical space is available
3. Assumes 4.0 unallocated FTEs for special education are restored to the base budget as a reserve against needs that historically arise throughout the year. Each FTE is assumed to cost an average of \$68k + \$12K benefits + 2% COLA + 3% steps and lanes increases.
4. Other assumed student to staff ratios:
 - o Department of Public Health School Nurse Ratio 500:1, plus consideration for students with high medical needs (“medically involved”);
 - o American School Counselor Association 250:1;
 - o EL/Other Subgroup 100:1

Budget Obligations and Assumptions for FY20-FY21 Projections:

- Maintain additions from FY 2019 budget request listed below
- Continue contractual obligations through FY19 and assumptions for renegotiation for personnel and collective bargaining agreements
- Add FTEs due to continued K-8 and BHS enrollment growth
- Increase \$300,000/year for contract increases negotiated with DESE for our out-of-district special education tuitions
- The Math Program Review will require an update of curriculum supplies and materials Maintain district professional development program at current funding, plus an additional work day beginning for teachers in FY20
- High School NEASC (New England Association of Schools and Colleges) assessment (one-time funds)

Applying these assumptions through FY 2021 results in the following three-year budget projections.

School Department Budget	FY 2018	FY 2019	FY 2020	FY 2021
Public Building Department Budget	<i>Appropriation</i>	<i>Request</i>	<i>Projected</i>	<i>Projected</i>
Personnel	\$94,296,072	\$ 99,258,963	\$105,243,638	\$110,905,706
Services	\$10,511,974	\$ 10,756,860	\$11,196,680	\$11,854,790
Supplies	\$2,052,027	\$ 2,999,312	\$3,426,049	\$3,559,125
Other	\$1,023,580	\$ 1,101,948	\$1,381,948	\$1,669,948
Capital	\$1,005,066	\$ 1,005,066	\$1,005,066	\$1,005,066
Total	\$ 108,888,719	\$ 115,122,149	\$ 122,253,381	\$ 128,994,634
\$ Increase		\$ 6,233,430	\$ 7,131,233	\$ 6,741,253
% increase	4.00%	5.72%	6.19%	5.51%

TOTAL REVENUE PROJECTION FY 2019 - FY 2021

The Town/School Partnership meeting was held on February 8, 2018. The PSB anticipates receiving revenues as outlined below; additional updates will be provided to the School Committee at upcoming meetings.

The change in revenue from prior budget updates this winter reflects the positive impact of the Governor’s FY19 Budget and allocation to Chapter 70, the impact of the recent GIC Board vote, and other identified funds by the Town Administrator’s Office. Please note that this number could change further as the Legislature and the GIC Board deliberate and finalize their budgets for FY19.

Each year the PSB’s School Revenue Offsets line supplements the annual appropriation from Town Meeting with external revenue sources (labeled “School Revenue Offsets”). In the past, these additional revenues have included Materials Fee Tuition, Rental of Facilities, Circuit Breaker, overhead charged to grants and revolving funds, and other revenue. The changes from the FY18 to FY19 School Revenue Offset line result from three material factors. First, the State Legislature reduced the Circuit Breaker reimbursement from the mandatory 75% to 65%. (The Circuit Breaker offset is set back to the prior year claim amount.) Second, as of FY18, all of the \$1,000,000 in reserve available in the Circuit Breaker account as of the close of FY15 was used to help balance the FY17 and FY18 budgets. Third, beginning in FY19, there will be a change in accounting practices with respect to the Rental of Facilities item; going forward it will be treated in a revolving fund. So in the FY19 budget, both the rental of facilities revenue and the corresponding expenditures incurred because we rent our buildings have both been removed from the operating budget and charged directly to the revolving fund.

Revenue Sources	FY 2018	FY 2019	FY 2020	FY 2021
Base Levy/Appropriation - Schools	\$ 101,025,886	\$ 104,758,343	\$ 108,277,430	\$ 111,601,843
Base Levy/Appropriation - Public Bldgs			\$200,000	\$275,000
Town School Partnership Revenue	\$3,732,457	\$ 3,719,087	\$ 3,399,413	\$ 3,634,633
School Revenue Offsets	\$4,130,376	\$ 2,894,081	\$ 2,915,588	\$ 2,937,740
Total Appropriation + Revenue Offsets	\$ 108,888,719	\$ 111,371,511	\$ 114,792,431	\$ 118,449,216
		\$ 2,482,792	\$ 3,420,920	\$ 3,656,785
		2.28%	3.07%	3.19%

PROJECTED NEED FOR ADDITIONAL REVENUE

The PSB’s projected budget need for FY 19-FY 21 will require a revenue increase of **\$10,545,418** as shown in the chart below. This three-year deficit is due to the Town’s revenue growth not keeping up with PSB’s collective bargaining agreements and contracts for personnel and the additional personnel costs and services required to keep up with enrollment growth so we can stay within class size guidance; staff to student ratios in the areas of guidance, nursing, English language learners, and building leadership; and provide appropriate services and materials for students.

Request for New Revenue

Expense	FY 2018 Appropriation	FY 2019 Request	FY 2020 Projected	FY 2021 Projected
School Department		\$ 6,033,430	\$ 7,056,233	\$ 6,391,253
Public Building Department		\$200,000	\$75,000	\$350,000
Total Request		\$ 6,233,430	\$ 7,131,233	\$ 6,741,253
Revenue Sources				
Town School Partnership Revenue		\$ 3,719,087	\$ 3,399,413	\$ 3,634,633
School Revenue Offsets		\$ (1,236,295)	\$21,507	\$22,152
Total Town/School Partnership + Revenue Offsets		\$ 2,482,792	\$ 3,420,920	\$ 3,656,785
Total Request for New Revenue		\$ 3,750,638	\$ 3,710,313	\$ 3,084,468

FY 2019 Deficit	\$ (3,750,638)	\$ (3,750,638)	\$ (3,750,638)
FY 2020 Deficit		<u>\$ (3,710,313)</u>	\$ (3,710,313)
FY 2021 Deficit		\$ (7,460,950)	<u>\$ (3,084,468)</u>
			\$ (10,545,418)

REDUCTIONS FOR CONSIDERATION IF ADDITIONAL REVENUE IS NOT AVAILABLE

The net revenue increase of \$2,482,792 is the smallest increase in revenue since FY 2011. If additional funds do not become available, the PSB needs to make cuts to submit a balanced budget. The following reductions represent \$3,557,150, and 31.1 FTEs, of the **necessary reduction of \$3,750,638**. This leaves approximately \$193,488 in additional reductions that are yet to be identified. These additional cuts will result in a reduction of additional FTEs in teachers, paraprofessionals, BESA, custodians, and/or unaligned.

Reductions to School-based Staff:

Eliminate from the budget request	\$819,878
Positions eliminated	20

Impact:

- Reduces ability to provide professional development and to support teachers in strengthening instruction in literacy and math by eliminating three instructional coaching positions
- Reduces paraprofessional support in classrooms, limiting paraprofessional supports available for general-education students; increases ratios of adults to students, resulting in less individual attention for students
- Reduces teachers in several schools, increasing ratios of students to adults resulting in less individual attention for students

Reductions to Critical New Investments:

Eliminate from the budget request	\$1,256,475
Positions eliminated	2.5

Impact:

- Limits our ability to respond to conflict and disciplinary infractions through restorative principles
- Eliminates proposed transportation services for BHS students who live in South Brookline and for student athletes; does not address the challenges for South Brookline residents who travel to/from BHS; continues the practice of not providing transportation to off-campus practice locations
- Eliminates funding for increasing targeted support and interventions

- Negatively affects ability to maintain school buildings by reducing public facilities from \$200,000 to \$75,000
- Eliminates new funding for supplies for every classroom and continues practice of relying on parents and PTOs funding basic supplies and materials for our classrooms

Reductions to Student Services:

Eliminate from the budget request **\$465,777**

Positions eliminated **5.6**

Impact:

- Reduction of 1.0 FTE Occupational Therapy staffing; limiting opportunities for student support and intervention
- Reduction of 1.0 FTE Psychologist staffing; Psychologist caseloads increase
- Reduction of 1.0 FTE BCBA (Board Certified Behavioral Analyst) staffing; review and realignment of BCBA caseloads to focus more exclusively on students with IEPs resulting in less BCBA support for general education students; decreases intervention support
- Administrative workload increases for current administrative support staff (BESA) staff in OSS; delayed response time in responding to families
- 2.0 FTE reduction of START (Students Together Achieving Resiliency Today) classroom; loss of programming to support fragile adolescents (grade 6-8) to provide stabilization upon reentry from out-of-district evaluation and hospital settings

Reductions to School, Teacher, and Family Support:

Eliminate from the budget request **\$441,405**

Positions eliminated **3.0**

Impact:

- Reduces professional development release time for teachers, decreasing the amount of job embedded professional development
- Limits ability to coordinate curriculum, conduct program reviews, and effectively roll-out curriculum or program changes; impacts the implementation of math program review recommendations and recommendation of future program reviews
- Limits capacity to provide equitable opportunities and a guaranteed curriculum for all students
- Limits district outreach and communication to families
- Reduces ability of schools to support families with registration, outreach, communications and access to student records, delayed response time to families
- Reduces ability of school department to respond to growing requests for student learning data that supports intervention, enrichment and student achievement

Reductions to Technology and Supplies:

Eliminate from the budget request **\$275,000**

Positions eliminated **0.0**

Impact:

- Postpones \$275,000 in technology purchases (pre-purchased); this practice raises the potential for falling behind on the additions and replacements necessary to maintain the current ratio
- Eliminates vacant Digital Learning Specialist position; impacts support for/response time to schools with use of Google Classroom, Canvas, and other digital learning tools
- Maintains reduction in supplies introduced in FY2018 (\$151,000)

Additional Reductions:

Eliminate from the budget request

*\$298,616**

Positions eliminated

0.0

Impact:

- Increases assumption related to savings PSB will realize due to staff turnover and transition; due to the larger proportion of new staff there is a risk that such savings may not be realized
- Reduction to Benefit reserve Account for new positions

Restoration for Consideration as Funds Become Available

Through the course of continued, responsible budget management, the following positions will be considered for restoration should available funds be identified:

- 3.0 FTE in Student Services
 - Restoration of student services positions which provide response to intervention support to general-education students in grades K-8
- 2.0 FTE in School Based Staff
 - Restoration of 2.0 FTE reduction in school-based staff reductions. Positions would be restored in K-8 schools
- 1.0 FTE in Reductions to School, Teacher, and Family Support
 - Restoration of Senior Director of Teaching and Learning K-8