Updating Base Student Cost

Prepared for the SC Department of Education

Ellen W. Saltzman and Holley H. Ulbrich
Strom Thurmond Institute
Clemson University
November 2017

Acknowledgements

The authors thank the following individuals for their ideas, insight, institutional memory and assistance with data acquisition: Elizabeth Carpentier, Emily Heatwole, Jennifer Morrison, and Nancy Williams of the South Carolina Department of Education. The authors also thank Chris Poole of Clemson Computing and Information Technology for assistance with Microsoft Excel. This report was funded by the South Carolina Department of Education.

Contents

Table of Figures

Table of Tables

Key Findings

In the 40th anniversary year of the Education Finance Act of 1977 (EFA), this report takes a step toward re-evaluation of the state's school funding policies by examining the foundation education program and EFA base student cost from its inception in 1977 to the present day. An updated base student cost per pupil is estimated for 2015-16.

Education Finance Act of 1977

- EFA funds are an important source of revenue to local school districts, providing 37.8 percent of total state aid to school districts in 2015-16.
- Because of the law's equalizing funding formula, EFA funds are the only source of state aid that is designed to provide equalization in the distribution of that revenue between rich and poor districts.
- The share of state aid to school districts that flows through EFA is an indicator of how much funding equalization is occurring. EFA funds dropped from 58 percent of state aid to school districts in 1992-93 to 38 percent in 2015-16.
- Census data for 2014-15 ranked South Carolina 33rd among the 50 states in state aid per pupil, but in terms of the share of state aid that has a direct equalizing component, it was dead last, well below all other states, even after adjusting for inputs that are funded by other state aid, such as transportation costs and employee fringe benefits. The average state distributed 69.3% of its aid through an equalizing formula.
- A significant share of state aid to school districts in South Carolina now comes in the form of property tax relief, which is not equalizing and in some cases is actually disequalizing.

Components of Base Student Cost

- Thirty-seven states have foundation education programs. Foundation education programs provide funding for staff and services to support a defined minimum education program.
- Base student cost is the funding level necessary for providing a foundation education program to the average student—one who does not require any special or additional curriculum or services.
- Educational researchers and consultants use four methods to estimate base student cost. They are successful schools (per pupil spending in schools that are doing well); professional judgment (identifying resource inputs needed to meet state and federal standards); evidence based research, and statistical analysis.
- Professional judgment is the method used historically in South Carolina and in a number of other states. Professional judgement reviews of base student cost in other states usually employ external consultants working with large teams of in-state educators and other professionals. This project was accomplished with a small staff relying on prior state work and using data provide by the South Carolina Department of Education (SCDE).
- Other states periodically review the resource inputs to their state's foundation program and update their funding formulas to reflect both changed inputs and costs. South Carolina has not adopted any changes to the components of base student cost since it was first introduced in 1976.

- A SCDE-funded study in 2007 identified current resource inputs to the state's foundation program and estimated base student cost at $7,270 per pupil. At that time, the inflation-adjusted estimate of base student cost provided to the General Assembly was $2,484 per pupil, which was not fully funded.

Base Student Cost and Inflation

- Three measures of inflation can be used to adjust base student cost: the GDP deflator for the state and local government sectors, the Consumer Price Index, and the southeastern average of school employee salaries. The GDP deflator overstates inflation for this purpose because it includes capital costs, health insurance and transportation, neither of which are a part of the EFA funding package.
- The South Carolina Revenue and Fiscal Affairs Office uses a blend of the salary average for the share of costs attributed to salaries and the consumer price index for non-wage costs such as instructional materials, maintenance supplies, and technology.
- This study supports South Carolina's two combined measures of inflation for use on base student cost, but found that their weights were unbalanced relative to the current shares of spending on school wages and non-wage costs.

Pupil Weights and the Distribution of EFA Aid

- EFA funds are distributed to school districts based in part on weighted pupils, which makes adjustments for students who are more costly to educate. South Carolina recently adopted new add-on weights for personalized instruction and for pupils in poverty, with limited English proficiency, gifted and talented, or in dual enrollment.
- Some states now adjust for district-wide characteristics such as poverty and low population density. Many of South Carolina's poorer districts also suffer from higher costs for transportation and smaller school and class size because they are rural.

The EFA formula and Local Ability to Pay

- South Carolina uses the index of taxpaying ability, or the district's share of total state taxable property, to determine how much more (or less) than the state's average share of student cost (70 percent) goes to each district. However, the validity of that measure has been compromised by Act 388 of 2006 in terms of homeowner property.
- The index of taxpaying ability is complex to compute and difficulty to explain. A number of states use a more transparent measure, such as the per pupil yield of a mill.

An Updated Base Student Cost for 2015-6

- An updated base student cost can be estimated for South Carolina given three kinds of information: 1) a generally-accepted set of resource inputs for a current defined adequacy program for a prototypical school district office and prototypical elementary, middle and high schools; 2) detailed salary and expenditure data from the SDE, and 3) access to other states' estimates of the cost of various resource inputs from recent professional judgment panels and evidence-based studies.
- After carefully estimating the cost of each category of input (with details spelled out in the body of the report) this report's best estimate of an updated base student cost for South Carolina is $6,561 for 2015-16.

An Updated Base Student Cost and School Finance Adequacy and Equity

- An updated EFA base student cost that makes up a larger share of total state revenue to school districts would improve both adequacy and equity in state funding among districts with widely differing abilities to raise revenue from their local property tax bases.
- Thirty-four mostly poor and rural school districts were original plaintiffs in the long-running school funding adequacy case in South Carolina, *Abbeville County School District, et al. v. State of South Carolina, et al*. Twenty-three of these 34 districts would be in the top third of districts receiving the largest dollar increases in state EFA funding per (unweighted) pupil if base student cost had been increased from its funded level of $2,197 per weighted pupil to this report's $6,561 per weighted pupil in 2015-16.
- Stated another way, 23 of the original *Abbeville* plaintiff districts would comprise 85 percent of the 27 districts in the top third of districts receiving the largest dollar increases in state EFA funding per (unweighted) pupil in the 2015-16 example in this report.

Updating Base Student Cost

Introduction

In 1977, the South Carolina General Assembly passed the Education Finance Act (EFA), creating for South Carolina an education funding mechanism that was similar to those used in many other states. This method of calculating part or all of state aid based on a formula is called a *foundation program*.

At the core of EFA is the concept of base student cost, as it is in the other 37 states that have similar funding programs, and nine others that employ aspects of a foundation program (Verstegen, 2015). Defined generally, base student cost is the cost of providing an adequate education to the average student—one who does not require any special or additional curriculum or services.

The purpose of the EFA was to offer state funding to school districts on a 70-30 matching basis that would be sufficient to provide the resources needed to meet the standards of a clearly defined foundation program. EFA was also intended to offer some equalization between richer and poorer districts to ensure an adequate education to all students by varying the required local match based on the district's tax capacity.

Many states, including South Carolina, have faced court challenges to the adequacy and equity of state funding for preK-12 education in the last two decades. These challenges have forced states to reconsider their education funding mechanisms and how they might be revised or replaced in the light of those court challenges. With the *Abbeville County School District v. State of South Carolina* case still to be fully resolved and possible revisions to Act 388 of 2006 under consideration, this is an opportune moment to revisit EFA, which is one of South Carolina's primary educational revenue streams flowing from the state to local school districts. Two of the three components of the EFA formula—base student cost and the index of taxpaying ability—are overdue for re-examination. The remainder of this report focuses on South Carolina's base student cost

In the 40th anniversary year of the Education Finance Act, this report takes a step toward re-evaluation of the state's school funding policies by assessing base student cost from its inception in 1977 to the present day. The report is organized as follows. First, the role of the EFA in state education funding is briefly reviewed, including state funding streams, EFA base student cost and pupil weights, and the EFA funding formula. Second, the relationship of EFA base student cost to South Carolina's 1975 defined minimum foundation program is examined. Third, we review a 2007 effort to update the state's foundation program and base student cost. Fourth, we describe the growth in South Carolina's base student cost and assess the validity of the inflation factors used. Fifth, using a variety of cost estimation techniques, we calculate an updated base student cost for the state. Finally, we estimate how EFA state funding and local required support would have changed in 2015-16 based on the updated base student cost. This research was funded by the South Carolina Department of Education.

The Role of the Education Finance Act in State Education Funding

This section reviews the role of the EFA in state education funding in South Carolina, including funding trends, the EFA funding formula and the role of pupil weights, and the division of funding responsibility between the state and local school districts.

State Funding Streams

EFA is an important component of state support for public education in South Carolina, and the primary funding stream that addresses both funding adequacy per pupil and funding equalization among school districts (Table 1). The EFA addresses the adequacy of the state's public school program by directly linking dollars of state appropriations and local funding to minimum school staffing levels and programs. The EFA addresses equity among school districts by sending more funds per student to districts with limited tax capacity and less to districts with more tax capacity. EFA is at the heart of South Carolina's foundation program because EFA appropriations are distributed to schools on a formula basis.

Table 1. State Aid to South Carolina School Districts, selected years

State Revenue	1993	1996	2002	2008	2011	2016
Millions of dollars						
Property tax relief - $100K residential	$0.0	$205.3	$244.1	$249.1	$249.1	$255.0
Homestead exemption (elderly & disabled)	$0.0	$18.5	$65.5	$99.7	$100.7	$106.2
Property tax relief - remaining resid.	$0.0	$0.0	$0.0	$565.0	$628.2	$674.2
State grants and miscellaneous	$329.3	$360.0	$886.8	$752.8	$820.2	$985.1
Education Finance Act (EFA)	$803.0	$892.5	$1,088.8	$1,525.9	$1,035.0	$1,526.6
Education Improvement Act (EIA)	$248.4	$342.4	$476.6	$579.8	$432.7	$426.5
Education Lottery	$0.0	$0.0	$0.0	$48.6	$42.7	$43.3
Total revenues from state sources	$1,380.7	$1,818.7	$2,761.8	$3,820.8	$3,308.7	$4,016.9
Percent of total						
Property tax relief - $100K residential	0.0%	11.3%	8.8%	6.5%	7.5%	6.3%
Homestead exemption (elderly & disabled)	0.0%	1.0%	2.4%	2.6%	3.0%	2.6%
Property tax relief - remaining resid.	0.0%	0.0%	0.0%	14.8%	19.0%	16.8%
State grants and miscellaneous	23.9%	19.8%	32.1%	19.7%	24.8%	24.5%
Education Finance Act (EFA)	58.2%	49.1%	39.4%	39.9%	31.3%	38.0%
Education Improvement Act (EIA)	18.0%	18.8%	17.3%	15.2%	13.1%	10.6%
Education Lottery	0.0%	0.0%	0.0%	1.3%	1.3%	1.1%
Total revenues from state sources	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

SC Dept. of Administration, Revenue and Fiscal Affairs Office, *Local Government Finance Report FY16*

Other state revenue streams provide some limited funding equalization. The 1984 Education Improvement Act (EIA) sends the same amount per pupil to districts to support specific programs. State grants, which are principally for transportation and employee fringe benefits, cover approved costs. The South Carolina Education Lottery also provides some funding for public schools, but most lottery revenue collected is used for scholarships for higher education.

Another, and now major source of state aid to school districts is property tax relief for homeowners. Tax relief tends to be disequalizing because tax relief payments (reimbursements) to districts are based on the value of owner-occupied residences in 2006, adjusted for inflation rather than changes in the value

of the tax base. More populous and higher income districts generally have more highly valued residential property. While the property is removed from the actual tax base, it has no effect on the EFA's index of taxpaying ability because an imputed value of property (based on the amount of property tax relief) is entered to offset that change.

Taken all together, when EFA is a larger share of state aid, there is more funding equalization among than when state aid is shifted to other payment streams. Figure 1 shows the changing composition of state aid to education since 1992-93. Early in this period, the EFA, EIA and state grants were the only sources of state funds to school districts. Since then, the share of EFA funds in total state revenues to schools declined from 58 percent in 1992-93 to 38 percent in 2015-16. To the extent that funding for property tax relief, part of which comes from the state's General Fund, has partially displaced EFA funding, this change represents a shift of funds from poorer to richer districts. The disequalizing effect of state homeowner property tax relief is compounded by the fact that much of the tax relief was funded by an increase in sales tax, which falls more heavily on lower income residents.

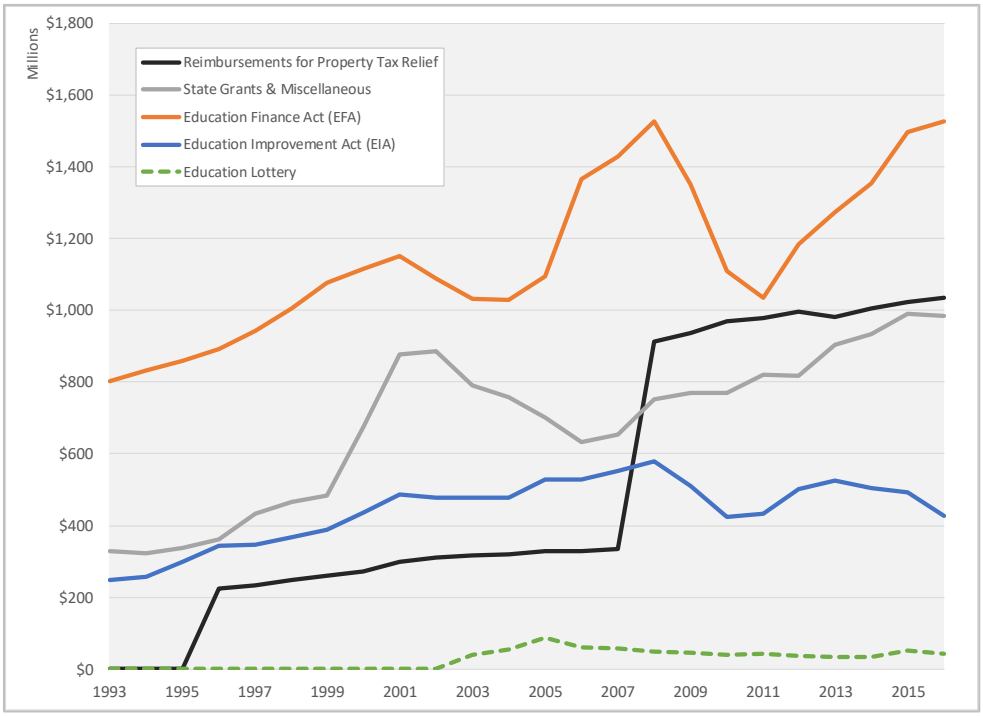

Figure 1. State aid to SC school districts, 1992-93 to 2015-16

Education finance data collected by the U.S. Census Bureau (2009, 2017) provides some insight into how South Carolina ranks in foundation funding levels relative to other states (Table 2). These data are not directly comparable to the figures in Table 1 above because detailed information on the funding streams that the Census Bureau classifies as "general formula assistance" is not readily available. Nevertheless, they are revealing in comparison to other states.

Census data revealed that South Carolina ranked 33rd of the 50 states in total state aid per pupil in 2014-15 but channeled the smallest share of any state of its aid through "general formula assistance," which is commonly designed to favor poorer districts (those with less ability to raise funds locally). The

data showed that formula-based state aid to schools in South Carolina was only 20.8 percent of the total, compared to a U.S. average of 69.3 percent. Only two other states, Connecticut (35.0%) and Nevada (37.3%) distributed less than 40 percent of their aid on a formula basis in 2014-15 (U.S. Census Bureau, 2017). In 2006-07, the last year before expanded property tax relief for homeowners changed the balance of state and local funding to schools in South Carolina, the state's share of formula assistance was higher, at 29.1 percent of total state aid.

In part, South Carolina's low percentage likely reflects the fact that most other states appear to include fringe benefits in base student cost, while South Carolina funds this item separately. There are good reasons for funding fringe benefits separately. Doing so reduces the required local match for districts and treats school employees as state employees for purposes of health insurance and retirement.

Table 2. State Aid and Formula Assistance, State Ranks

	South Carolina		United States Average	
	2006-07	2014-15	2006-07	2014-15
Formula assistance (% of state aid)	29.1%	20.8%	66.8%	69.3%
State rank: formula assistance	51*	50	n.a.	n.a.
State aid per pupil	$4,448	$5,553	$5,466	$6,238
State rank: state aid per pupil	37	33	n.a.	n.a.

Source: US Census, *Public Education Finances,* 2007 and 2015 eds., Tables 3 and 11.

*District of Columbia included.

Base Student Cost and Pupil Weights

Base student cost is an estimate of the cost of the resources needed to educate the average student to a certain standard. The EFA funding formula translates that figure into dollars per pupil at the school district level.

Starting with base student cost and the number of students per district,[1] the EFA formula incorporates two important qualifications that result in offering more aid per student to some districts than to others. One modification is an adjusted student count, which makes allowance for differences in the composition of the student population and its educational requirements across districts. In South Carolina, the adjusted student count is called weighted pupil units.

Like other states, South Carolina adds weights for students who are more expensive to educate, such as special education, blind, disabled, gifted and talented, or career and technology students. For example, if the average student with no special needs or required extra expenditures has a weight of one (1.0), a student in a career and technology curriculum might have an additional weight of .29 based on the additional cost of educating that student. In practice the number of career and technology students in a district's student population would be multiplied by 1.29.

The South Carolina legislature revised the EFA's original pupil weights a few years ago. Through 2013-14, pupil weights were as specified in the 1977 act (Table 3). In 2014-15 the legislature amended the original EFA pupil weights using a budget proviso. The changes included treating all K-12 pupils including homebound pupils as the base pupil with a weighting of 1.0. Previously the EFA gave different weightings to pupils at different grade levels. The proviso also dropped a prior weight for adult

[1] The required pupil count is students in 135-day average daily membership (ADM).

education pupils but added some weights for additional instruction for pupils in poverty, pupils with limited English proficiency, pupils who are gifted and talented, or those in dual enrollment (Table 4).

Table 3. EFA Pupil Weights through 2013-14

Categories	Weight
Pupils by Grade	
(1) Kindergarten	1.30
(2) Primary pupils (grades 1 through 3)	1.24
(3) Elementary pupils (grades 4 through	1.00
(4) High school pupils (grades 9 through	1.25
Special Programs for Exceptional Students	
(5) Handicapped	
a. Educable mentally handicapped	1.74
b. Learning disabilities pupils	1.74
(6) Handicapped	
a. Trainable mentally handicapped	2.04
b. Emotionally handicapped pupils	2.04
c. Orthopedically handicapped pupils	2.04
(7) Handicapped	
a. Visually handicapped pupils	2.57
b. Hearing handicapped pupils	2.57
c. Pupils with Autism	2.57
(8) Speech handicapped pupils	1.90
(9) Housebound pupils	
a. Pupils who are homebound	2.10
b. Pupils who reside in emergency	2.10
Career and Technology Technical Programs	
(10) Pre-career and technology	1.20
(11) Career and technology	1.29
Add-on Weights for Early Childhood Development and Academic Assistance	
(12) Early childhood assistance	0.26
(13) Grades 4-12 academic assistance	0.11
Adult Education	
(14) Adult education	0.15

*Weight of base student.

Source: SC Code of Laws, Section 59-20-40(1)

The five additional weights for personalized instruction may be added onto the other weights. So far, no local funding match has been required for these weights. In 2015-16 these add-on weights added nearly 85,000 WPUs to the total (SCDE, 135-day pupil counts). Additional state funding was allocated to appropriated base student cost to accommodate these additional WPUs.

Some other states, including Kentucky, Utah and Maryland, now also adjust for district-wide characteristics such as a high incidence of poverty and low concentrations of student population (sparsity) that affect the cost of education (Verstegen, 2014, 2015). Sparsity is associated with both higher transportation costs and lower average school and class size. South Carolina recently added poverty as a weight in the EFA funding formula, but this weight is attached to the pupil rather than the district. South Carolina has no district-wide weights.

Table 4. EFA Pupil Weights since 2014-15

Categories	Weight
(1) K-12 pupils or base students	
a. K-12 pupils or base students including homebound students*	1.00
b. Students served in licensed residential treatment facilities (RTFs) for children and adolescents as defined under Section 44-7-	2.10
(2) Weights for students with disabilities	
a. Educable mentally handicapped pupils	1.74
b. Learning disabilities pupils	1.74
c. Trainable mentally handicapped pupils	2.04
d. Emotionally handicapped pupils	2.04
e. Orthopedically handicapped pupils	2.04
f. Visually handicapped pupils	2.57
g. Hearing handicapped pupils	2.57
h. Pupils with Autism	2.57
i. Speech handicapped pupils	1.90
(3) Pre-career and Technology	1.29
(4) Additional weights for personalized instruction	
a. Gifted and Talented	0.15
b. Academic Assistance	0.15
c. Limited English Proficiency	0.20
d. Pupils in Poverty	0.20
e. Dual Credit Enrollment	0.15

*Weight of base student. Source: SC House, Ways and Means Committee, 2017-18 General Appropriations Bill (H.3720).

The EFA Funding Formula and the State-Local Division of Financial Responsibility

Base student cost multiplied by the adjusted, or weighted, pupil count is the amount of combined state and local funds needed to fulfill the requirements of the EFA. This amount is also referred to as the EFA's foundation program. In 2015-16, $1,549 million in state revenues were appropriated for the state's share of the EFA foundation program in regular school districts. This was matched by approximately $664 million in local revenues.

For the average school district, 70 percent of that EFA required amount is supposed to be provided by the state. The other 30 percent of the EFA required amount is to be raised locally by the district from the property tax. Most districts receive more or less than 70 percent from the state based on how their ability to pay (i.e., to raise local property tax revenue) compares with the state average.

Calculating the total cost for EFA foundation program

Total EFA foundation program = (State WPUs) * (Funded BSC)

Total state funding share = (Total EFA foundation program) * (0.7)

Total local funding share = (Total EFA foundation program) * (0.3)

School districts' ability to pay is determined annually through the index of taxpaying ability. The ITA for any given school district is the assessed value of total taxable property in the district divided by total taxable property in the state.

Single-county school districts in large, populous counties have the largest ITAs. For example, the Charleston County School District's ITA was 0.14190 in 2015-16. That value indicates that 14.19 percent of the assessed property value in the state was in Charleston County in that year. Charleston County has lots of residents, businesses and industry. Property values in Charleston County also benefit from proximity to the Atlantic coast and historic downtown attractions. The school districts in Beaufort (.07702), Greenville (.09307) and Horry (.08934) counties also have relatively large ITAs. The tax bases in Beaufort and Horry Counties get a big boost from non-owner-occupied coastal properties, while Greenville County is the most populous in the state and also has a high concentration of commercial and industrial property.

At the other end of the spectrum, small, poor rural school districts with fewer residents and less business and industry have much smaller ITAs. For example, the school districts in Abbeville (.00266), Allendale (.00114) and Calhoun (.0037) counties all have very small ITAs because their property tax base is valued at less than one percent of the assessed property value in the state. The SC Department of Revenue posts annual school district ITAs on the local government section of its website.[2] Because the financial responsibility for funding the EFA's foundation program is based on a district's ability to raise property tax revenue from its tax base, a district with a larger ITA will receive a smaller share of state funds per pupil than a district with a smaller ITA.

Calculating a District's Local Contribution to the EFA Foundation Program

Local Required Effort = (EFA total local funding share) * (District ITA)

State allocation to district = ((District WPUs) * (BSC)) - Local Required Effort

The EFA's 70-30 division of funding responsibility for schools implies more equalization than actually occurs today. Distribution of state funds to school districts through property tax relief reimbursements has been a growing component of state revenue to education since Act 388 was implemented in 2007-08. This aid is not distributed on the basis of student enrollment or ability to pay, both of which figure heavily into EFA's equity-based funding formula.

According to data compiled by the SC Revenue and Fiscal Affairs Office (2017), EFA appropriations provided 38.0 percent of total state aid to education in 2015-16 (Table 1). In 2006-07, the year before implementation of Act 388 caused a sharp increase in state funding to schools for homeowner property tax reimbursement, EFA provided 47.2 percent of state funding to schools.

Different states use different methods to determine the distribution of foundation aid across districts based on local ability to pay. Increasingly, states are using a standard minimum property millage as the measure of the local match. Some states, such as Alabama, simply use the yield of a mill, while others such as Iowa and Montana require a uniform local levy in mills. Several states use more than one indicator. New Jersey and Ohio use both the property tax base and personal income, while Tennessee and Texas (two states with no state income tax) use sales as well as value of taxable property. The attraction of the yield of a mill or a specific number of mills is that it is simpler and easier to compute and is not affected by changes in property tax relief programs (Verstegen, 2015).

South Carolina's index of taxpaying ability, which measures the district's share of the total state property tax base, is complicated to compute and explain to the average taxpayer. Fee in lieu of

[2] https://dor.sc.gov/lgs/reports-school-index.

property tax agreements granted to industry, state-funded property tax relief, and a classified assessment system that assesses different types of property at different percentages of their market value all contribute to making the ITA not only challenging to compute but also a rather inaccurate measure of a district's ability to raise property tax revenues to pay for schools.

South Carolina's Defined Program and Base Student Cost

South Carolina's foundation program and base student cost were developed in the 1970s, when states around the country were struggling to address both school funding equity and adequacy after school desegregation in the 1960s (Flanigan and Richardson 1992). EFA's funding formula is the law's central element for equity. Base student cost is at the law's center for adequacy. Thirty-seven states used a foundation program approach to funding some or all of public education in 2014-15 (Verstegen 2015).

Resource Inputs for Base Student Cost

Most states identify the necessary resource inputs for a foundation program—and their costs per pupil—in consultation with education professionals from within the state and elsewhere. There are four methods that states use to construct their foundation programs: successful schools, professional judgement, evidence-based research, and statistical analysis (Verstegen 2006; Silverstein et al. 2007).

- **Successful schools**: This approach looks at current per pupil spending levels in schools that are successfully preparing students to meet adopted assessment standards. It is a useful method for evaluating how well schools are performing at current resource levels. It can also provide a baseline spending per pupil for states planning for future resources needed to address changing state or federal performance standards.
- **Professional judgement**: In this approach, teams of educators and others identify the resource and service needs of hypothetical schools and districts required to ensure that students are provided an adequate education under the law. Costs for elementary, middle, and high schools are combined with district-level costs to produce an overall average base cost of educating an average student with no particular special needs. This method is useful for estimating the resources needed to ensure that schools perform well under future standards.
- **Evidence-based research**: This approach relies on empirical research results combined with professional judgement to determine the resource and service needs required to ensure that students meet certain performance objectives. For example, if evidence-based research confirms the positive impact of full day kindergarten for four-year-olds on their future success in school, it would be used to support inclusion of a full day 4K program in the state's foundation program.
- **Statistical analysis**: This approach adds additional information to the other three approaches for estimating the cost to adequately educate the basic student. It is used primarily to assess cost differences associated with district, rather than student, characteristics. Examples include districts and schools of different size, and regional cost differences, such as school cost profiles in major urban areas vs. rural locations.

Forty-odd years ago, South Carolina almost certainly used the professional judgement approach to identify the necessary resource inputs for an adequate education for the average student. Verstegen (2006, p. 208) illustrates the elements of the professional judgement approach in Figure 2.

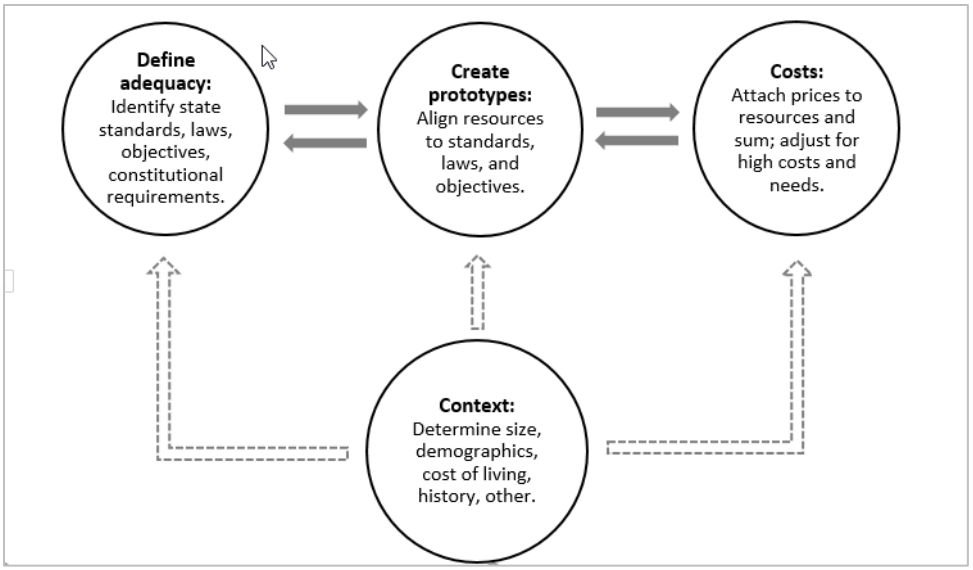

Figure 2. Conceptual model for determining the cost of an adequate education using the professional judgement approach (adapted from Verstegen 2006, p. 208)

Base Student Cost and the Defined Minimum Program

In South Carolina, EFA base student cost is based on a concept called the *defined minimum program* (DMP). The defined minimum program predated the Education Finance Act and was slowly phased in beginning in 1975. The DMP identified the types and levels of resources that would ensure delivery of a "minimum education program" to students in every school district. Final standards that reflected adjustments made during the DMP's multiyear implementation period were issued in 1986 (SCDE, 1986). Key elements of South Carolina's original DMP are summarized in Table 5.

South Carolina's 1970s-era DMP specified the minimum number and qualifications of personnel providing instruction and other services in school districts and elementary, middle and high schools. It also identified acceptable curricula and courses for the different grade levels in addition to vocational education and adult education. Today, the DMP is codified in S.C. Department of Education regulations.[3] It has been updated to reflect some additional programs since required by state law, and the outdated list of courses is gone, but many of its original staff requirements and staffing ratios remain.

The EFA's base student cost was, and remains, linked directly to the resource inputs and costs associated with the 1970s-era DMP. While the DMP specified minimum staffing levels and curriculum requirements, few explicit spending requirements were included. The EFA, however, put a dollar amount on the DMP. That amount was $665 in 1976; that amount also was base student cost.

Base Student Cost was set at $665 per pupil in 1976.

[3] S.C. Dept. of Education Regulation No. 43-231 (Defined Program Grades K-5), Regulation No. 43-232 (Defined Program Grades 6-8), Regulation No. 43-234 (Defined Program Grades 9-12 and Graduation Requirements), and Regulation No. 43-229 (Defined Program for the Palmetto Unified School District).

Table 5. South Carolina Defined Minimum Program for South Carolina School Districts, Selected Requirements, 1977/1986

	School District	5K and Grades 1-6	Grades 7-8	Grades 9-12
District Superintendent	1			
District-level professional staff	As needed			
School Principal		1 (375 or more pupils)	1 (250 or more pupils)	1
Asst. Principal or Curriculum Coordinator		1 (600 or more pupils)	1 (500 or more pupils)	1 (500 or more pupils)
Librarian		1 (375 pupils or more)	1 (400 or more pupils)	1 (400 or more pupils)
Custodian	Implied	Implied	Implied	Implied
Secretary	1 (mimimum)	1 (375 or more pupils)	1 (mimimum)	1 (mimimum)
Academic classroom teachers		1:21 K-3 in reading & math	1:25 max teaching load	1:25 max teaching load
Teacher specialists (art, music, PE)		1:40 max teaching load	1:40 max teaching load	1:40 max teaching load
Vocational education teachers		Grades 5-6	1:25 max teaching load	1:25 max teaching load
Adult education teachers				1:25 max teaching load
Special education teachers		Max teaching load varies	Max teaching load varies	Max teaching load varies
Teacher aides		As needed	As needed	As needed
Speech therapist		1:60 max caseload	1:60 max caseload	1:60 max caseload
Guidance counselor		1 (800 or more)	1 (501 pupils or more)	1 (501 pupils or more)
School nurse		x	x	X
Remedial program grades 1-8	$1.10 per pupil			
District maintenance & operations	Included			
School maintenance & operations		Included	Included	Included
District strategic planning	Included			
Professional development	5 days per year	5 days per year	5 days per year	5 days per year
Instructional supplies, library books & media		$12 per pupil	$12 per pupil	$10 per pupil
Parent involvement	Limited			
Board of Trustees	x			
Health curriculum		x	x	X
Alcohol and drug education		x	x	X

Source: SC Dept. of Education, *Defined Minimum Program for South Carolina School Districts,* 1986

The EFA defines base student cost as

> "Base student" means that student classification that represents the most economically educated pupil in the school system, those in grades four through eight in regular classroom settings. "Base student cost" is the funding level necessary for providing a minimum foundation program which includes the funding level necessary for supporting the **defined minimum program** [emphasis added] and to meet, as funds are available, needs identified by each district board of trustees' annual report, which reflects the needs identified in the annual school reports of the district and other assessments, and which is calculated in 1976 dollars to be six hundred sixty-five. (S.C. Code, Section 59-20-20 (6))

EFA did not include all DMP resource inputs in base student cost, however. The original 1977 act specifies in broad terms which of those resource inputs were to be included in base student cost and which were to be funded in other ways. School employee salaries were included, for example, but fringe benefits were to be funded separately. The law also excludes spending on transportation, capital outlay, pilot programs, adult education, textbooks, and food service programs. These functions and programs, all of which were included implicitly or explicitly in the DMP, were to be funded with other state funds, local funds, or federal funds. With the exception of the South Carolina's textbook and employee benefits exclusions, these exclusions are also found in other states. There is no universal rationale for these common exclusions from a state's defined program except for transportation, where the financial need is affected more by geography and the number and sparsity of students than other factors.

Some states include transportation and employee fringe benefits in their defined programs (Table 6). Both are funded in South Carolina by separate state funding streams. Including some of these items in South Carolina's base student cost would increase the level of base student cost, but because of the 70-30 average division of responsibility for funding base student cost between the school districts and the state, some of the funding obligation for those added components would be shifted to local districts. School construction in South Carolina is an entirely separate matter, with the cost falling mainly on the residents of the district rather than the state as a whole.

Table 6. Components of State School Funding Formulas, 2010-11

	Yes	No or Other
Foundation program	37	13
Per pupil weights	20	30
Weight for low income	37	13
Weight for English language learners	43	8
Weight for gifted and talented	33	17
Weight for career and technology educ.	28	22
Weight for sparsity (district-level)	32	18 (incl. SC)
State funding for transportation (a)	9	41 (incl. SC)
State funding for capital outlay and/or debt service	9	41 (incl. SC)

(a) South Carolina funds school pupil transportation, but not through formula funding. Source: Verstegen, 2014 and 2015.

In any state, the components of the foundation program and any exclusions in the funding formula in which base student cost is used should be reviewed periodically in order to respond to changing state and/or federal regulations as well as changes in teaching methods, especially technology-intensive teaching. Many other states with similar foundation program-based formulas have updated the

resource composition of base student cost in recent years, and some of them schedule such updates at regular intervals. Indiana, for example, reviews its funding formula every two years (Verstegen, 2015).

Some of the states that have re-examined the adequacy of their foundation programs over the past decade include: Illinois, Kentucky, Maine, Maryland, Montana, North Carolina, North Dakota, Ohio, Pennsylvania, Texas, Vermont, Wisconsin, and Wyoming.[4] Such adjustments have not been made to the level and mix of resource inputs used to calculate the dollar value of South Carolina's base student cost in 1976. The only adjustment that has been made to base student cost since 1976 is inflation.

Toward an Updated Base Student Cost: The 2007 Recommended Adequacy Program

Although base student cost is adjusted annually for inflation in South Carolina, the state has not formally updated the resource inputs for base student cost, or their current costs, since 1976. The base student cost figure used today in South Carolina reflects staffing levels, teaching standards, curricula, and technology, equipment and materials (or lack thereof) employed 40 years ago. It is also unclear if non-wage costs such as facility operations and maintenance were included in that first $665 per pupil figure. Nevertheless, the state has made progress toward an updated base student cost.

A more recent estimate of base student cost was developed for the South Carolina Department of Education in 2007 by a group of in-state professionals, including representatives of other state agencies and the business community.[5] This group worked with an outside consulting firm that specializes in school finance studies.[6] It had a broad charge to "…develop an education funding model to support world class learning" (SCDE 2007). Called the *Task Force on Funding for World Class Learning*, the group proposed recommendations in four broad policy areas (SCDE 2007, pp. 2-3):

A. creating a standards-driven, contemporary educational program capable of promoting world-class learning;
B. increasing efficiency and simplicity in education funding;
C. replacing state-level mandates with flexibility, accountability, and intervention; and
D. establishing a facilities funding model that is fair, equitable, and reliable and that provides the necessary funding for world-class education in all districts and for all children.

A re-evaluation of EFA base student cost was at the heart of the task force's work to develop a standards-driven, contemporary educational program for the state of South Carolina. The task force identified five crucial reforms (SCDE 2007, p. 3):

1) a modern defined program for elementary, middle, and high schools— described in this report as the "adequacy program"—that provides the resources and staff to meet the needs of every student, with

[4] Two well-known consulting firms that conduct such statewide studies are Augenblick, Palaich and Associates (http://apaconsulting.net/) and Picus Odden & Associates (http://picusodden.com/). These and other studies can be found at their websites. There is also a large body of academic literature in this area, which is referenced in some of these studies (for example, see Picus Odden & Associates 2014).
[5] The authors of this report provided technical support to a separate group, called the Task Force on Revenue.
[6] Augenblick, Palaich and Associates.

additional funding to meet the greater challenges of students and schools in poverty and other special circumstances (Appendix A);
2) effective early intervention via quality four-year-old programs for students in poverty;
3) concentrated state support for school innovation and public school choice;
4) effective incentives to bring good teachers and principals to low-income and rural schools; and
5) more learning time for students.

The task force added more specific staff positions to the defined minimum adequacy program, especially at the district level. It adjusted the recommended number of personnel in various categories to more closely address current instructional and non-instructional needs. It also referenced new programmatic requirements expected to add to costs. Tables 7 and 8 list resource inputs the task force identified for a prototypical school district of 7,500 pupils, and a prototypical elementary school (500 pupils), middle school (750 pupils) and high school (900 pupils).

Table 7. School District: Recommended Adequacy Program 2007 (7,500 pupils)

Personnel	Programs & Equipment
1 District Superintendent	District Level Technology
1 Chief Academic Officer	District Maintenance & Operational Costs
1 Director for Instruction	District Strategic planning
1 Chief Financial Officer	New Principal Induction Program
1 Business Manager	Professional Development
1 Bookkeeper	Program Support for Family Literacy
1 Chief Information Officer	Instructional Supplies and Library Books
1 Coordinator for Technology	ADEPT for new teachers
1 Director of Human resources	Induction coordination and training
1 Coordinator of Human Resources	Character Development Education
1 Certification Coordinator	Bullying Legislation
1 Director of Assessment, Research, and	Parent Involvement
1 Coordinator Safety and Security	
1 Coordinator Guidance and programs for alcohol, drug abuse, mentoring, character ed.	
1 Coordinator School/Community Relations	
1 Coordinator Career Involvement/Development	
11 Secretaries	

Source: SCDE 2007, Appendix A

The task force used professional judgement and evidence-based research to identify the resource inputs required to enable the average student to meet accountability standards, stating that (SCDE 2007, p. 4):

> The adequacy program we propose is based on national research regarding the resources schools need to achieve high standards, on the professional judgment of experienced and successful educators, and on current state policy as established in law, regulation, and funding.

Costed out, these updated resource inputs yielded an estimated base student cost of $7,270 per pupil for 2007. The formula-driven base student cost for 2006-07 was $2,484 per pupil, only a third of this level. In that year, base student cost was funded at an even lower level of $2,367 per pupil. Unfortunately the 2007 report does not contain any detail about how costs were assigned to individual resource inputs, and the authors of this study were unable to locate anyone who had working files from

that period. To date, the results of the task force's effort to update EFA base student cost have not been adopted, and at this point, another decade has elapsed.

The 2007 effort on school finance reform has led to some notable changes, nonetheless. Legislation over the past decade has helped to realize some of the work of the task force, including revised per pupil weights for pupils in poverty and who are gifted and talented, and in the requirement for full day kindergarten for at-risk four-year-olds.

In 2015, officials from the South Carolina Department of Education compared the proposed 2007 adequacy program with current law and policy. They did not change any recommended staffing except for the addition of four-year-old kindergarten teachers and aides to the elementary school program.

Table 8. School Plants: Recommended Adequacy Program 2007

Elementary School (500 pupil)	Middle School (750 pupil)	High School (900 pupil)
1 Principal	1 Principal	1 Principal
1 Assistant Principal	1.5 Assistant Principals	2 Assistant Principals
1 Media Specialist	1 Media Specialist	1.8 Media Specialists
1 Counselor	2.5 Counselors	3 Counselors
1 Nurse	1 Nurse	1 Nurse
Technology Supplies	Technology Supplies	Technology Supplies
Instructional Supplies	Instructional Supplies	Instructional Supplies
1 Technology Specialist	1 Technology Specialist	1 Technology Specialist
1 Academic Coach Reading, Math, Science & ESOL	1 Academic Coach-Math, Science, Reading and ESOL	1 Academic Coach-Math, Science, Reading & ESOL
4.5 Instructional Assistants	4 Instructional Assistants	2 Instructional Assistants
34.9 Classroom Teachers (details below)	43.8 Classroom Teachers @ 24:1	47.7 Classroom Teachers @ 24:1
5K Teachers @ 15:1	1 Resource Officer	1 Resource Officer
5K paraprofessiona1 @ 15:1	6 Clerical Staff	7 Clerical Staff
grade one @ 15:1	Professional Development (5 additional teacher days)	Professional Development (5 additional teacher days)
grade two @ 15:1		
grade three @ 15:1		
grade four @ 24:1		
grade five @ 24:1		
World Language Teacher		
PE teacher		
Art teacher		
Music teacher		
4 Clerical Staff		
Professional Development (5 additional teacher days)		

Source: SCDE 2007, Appendix A

Inflation and Base Student Cost

It is a common practice among states that use a foundation program similar to South Carolina's to adjust the base student cost for inflation. EFA base student cost per pupil was defined as $665 in 1976. Today, inflation-adjusted base student cost is set at $3,016 for 2017-18. A price index is used annually to increase the level of base student cost prior to budget deliberations on EFA appropriations. What is this price index and how well is it working?

Measures of Inflation

There are three possible candidates for the price index used to adjust EFA base student cost. One is the Gross Domestic Product (GDP) deflator for the state and local government sector, which is published by the U.S. Bureau of Economic Analysis. A second is the consumer price index (CPI), published by the U.S. Bureau of Labor Statistics. The third is a measure of changes to school employee salaries, because spending on personnel is a large part of school budgets.

The choice of an inflation index should favor that measure which most closely corresponds to the components of base student cost. The GDP deflator is a measure of the level of prices of all new, domestically produced, final goods and services in an economy, in this case the United States. The GDP deflator for the state and local government sector has been rising more rapidly than the CPI, especially since the late 1980s. A recent analysis indicates that this increase is driven primarily by construction costs and health care costs (Van Wychen 2016). Neither of these factors represent any of the components of base student cost in South Carolina, because fringe benefits are funded separately and base student cost does not include any capital spending.

The CPI is the most familiar and widely cited measure of inflation. It includes typical purchases of households across the income spectrum. The CPI is an imperfect measure of school non-wage price changes because it includes changes in the prices of goods that are a large part of household purchases but are excluded from South Carolina's base student cost, such transportation and food. However, it is probably closer to representing the general increase in the cost of items purchased than the GDP deflator.

South Carolina's inflation measure for base student cost is a blend of average southeastern teacher wages and a non-wage factor reflecting other cost elements, such as supplies, equipment, technology, building maintenance and the like. The S.C. Revenue and Fiscal Affairs Office (RFA) calculates this price index annually. Every year during the state budget process, the annually adjusted base student cost per pupil provides one starting point for deliberations on the state's budget for public education.

The measure currently used in South Carolina to adjust base student cost is commonly referred to as average southeastern teacher salary, but it includes more than just teacher salaries. The index has two components. The first is an index of southeastern school employee wages for both teachers and non-teachers (administrators and instructional and non-instructional support staff). Annual average wages are computed from a survey of Employment Security Commission offices in southeastern states by the RFA. The wage data collected is public school employee wage data reported for the workman's compensation program. For example, in the average southeastern school employee wage was $20,026 in 1989-90. For 2017-18, the average wage was estimated to be $41,970, an increase of 110 percent. Average wages make up 88 percent of the inflation index used for base student cost (Table 9).

Relying on the increase in school employee wages alone as an inflation factor may not adequately account for changes in non-wage costs. Over the past 40 years, for example, spending on technology and related equipment has gone from copiers and projectors to computers, software and a range of related technology for both teachers and students. For this reason the South Carolina index also includes a non-wage component, which makes up 12 percent of the composite index for base student cost. The CPI has been used as the non-wage index since 1997-98. Between 1989-90 and 1996-97, the state and local government implicit price deflator for Gross Domestic Product was used.

Figure 3 shows how the southeastern wage index, the CPI and the GDP price deflator compared over time. Because construction and fringe benefits—including health insurance—are not components of base student cost, the GDP deflator would overstate the growth in actual cost after accounting for inflation. For this reason we conclude that the CPI is an appropriate choice of inflation measure for the non-wage component of South Carolina's composite index.

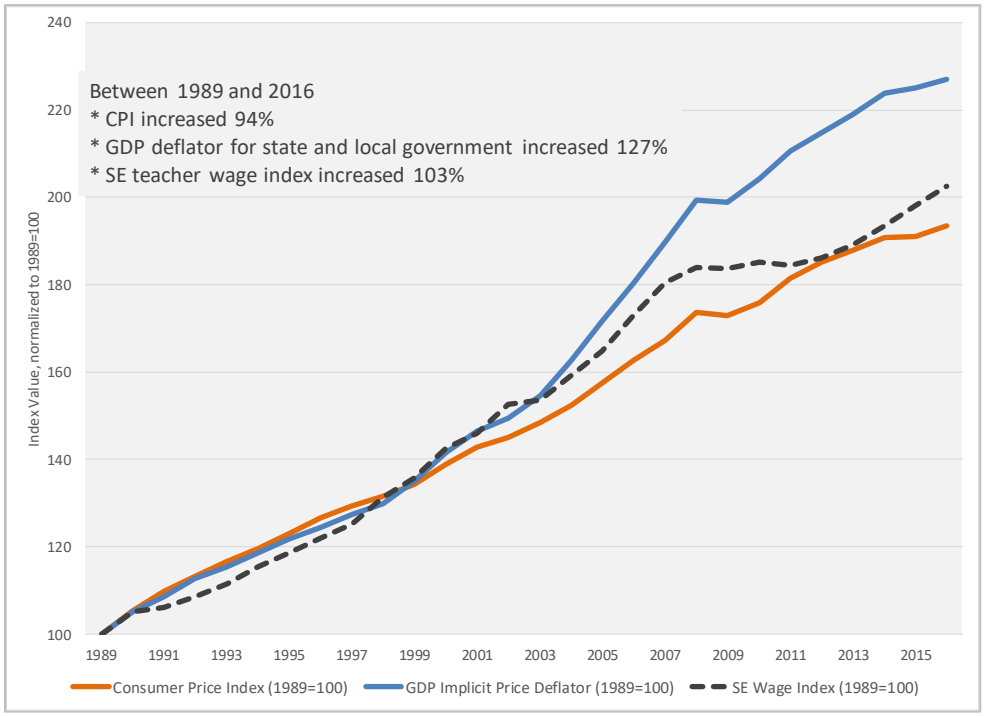

Figure 3. Inflation measures for base student cost

Weighting the Components of the Composite Inflation Index for Base Student Cost

Next, we considered the weights in the formula for the composite inflation index. Since 1989-90, the southeastern annual average wage has comprised 88 percent of the index, and the CPI (GDP deflator prior to 1989-90) the remaining 12 percent. Did these weights reflect the current balance of school spending between personnel and other items in base student cost?

To evaluate the weights in the composite inflation index, we estimated the current level of school district spending on instructional and non-instructional programs using state and local funds[7]. Spending on transportation, debt service, capital outlays, and food was excluded. These exclusions are all large spending areas that EFA funds may not be used to support. (Employee benefits were retained in the equation because they are part of personnel costs.) We used detailed expenditure data by function and object and including district and fund type,[8] obtained from SCDE for 2015-16.

Table 9. Base Student Cost Inflation Index (1989-90=100 for all indexes)

Fiscal Year	Average SE Wage	Non-Wage Index (CPI)*	Average SE Wage Index*	SC Composite Index*	Base Student Cost
1989-90	$20,026	100.0	100.0	100.0	$1,467
1990-91	21,023	101.0	105.0	104.5	1,533
1991-92	21,226	101.1	106.0	105.4	1,546
1992-93	21,737	100.7	108.5	107.6	1,578
1993-94	22,315	104.0	111.4	110.5	1,621
1994-95	23,125	107.4	115.5	114.5	1,679
1995-96	23,726	106.1	118.5	117.0	1,716
1996-97	24,441	110.8	122.0	120.7	1,771
1997-98	25,067	112.8	125.2	123.7	1,814
1998-99	26,312	114.7	131.4	129.4	1,897
1999-00	27,161	118.0	135.6	133.5	1,959
2000-01	28,529	121.5	142.5	139.9	2,053
2001-02	29,242	125.6	146.0	143.6	2,106
2002-03	30,574	127.9	152.7	149.7	2,196
2003-04	30,766	130.7	153.6	150.9	2,213
2004-05	31,906	133.5	159.3	156.2	2,292
2005-06	33,019	137.5	164.9	161.6	2,371
2006-07	34,627	142.8	172.9	169.3	2,484
2007-08	36,176	146.5	180.6	176.5	2,590
2008-09	36,855	151.9	184.0	180.2	2,643
2009-10	36,813	154.0	183.8	180.3	2,644
2010-11	37,075	155.6	185.1	181.6	2,664
2011-12	36,923	158.7	184.4	181.3	2,660
2012-13	37,277	163.3	186.1	183.4	2,690
2013-14	37,842	166.1	189.0	186.2	2,732
2014-15	38,777	168.7	193.6	190.6	2,796
2015-16	39,549	169.9	198.1	194.7	2,856
2016-17	40,340	171.1	202.6	198.8	2,917
2017-18 (a)	41,147	174.2	205.5	201.7	2,959
2018-19 (a)	41,970	177.7	209.6	205.7	3,018

* All indices recomputed to 1989-90=100 values. (a) Estimated. Source: SC Revenue and Fiscal Affairs Office, EFA Factor Computation, 8/28/2017, http://rfa.sc.gov/econ/educ.

[7] EFA, EIA and other general state appropriations included. Federal and other restricted revenue accounts excluded.

[8] Expenditure functions are activities or program areas, such as "Kindergarten Programs" or "Attendance and Social Work Services." Objects describe the type of expenditure, such as "Salaries," "Employee Benefits" and "Purchased Services."

Table 10 shows that spending on non-wage items was 15 percent of the total in 2015-16, up from the 12 percent non-wage share that has been used since 1989-90. The wage share decreased from 88 percent in the 1980s to 85 percent in 2015-16. Spending examined here is from school district general funds, which include EFA appropriations, other state revenue appropriations, and revenue from local sources.

Table 10. School Wage and Non-Wage Spending

	2015-16
General/EIA spending (salary & benefits *included*)	$6,019 million
General/EIA spending (salary & benefits *excluded*)	$871 million
Wage share	85%
Non-wage share	15%

Source: SCDE, School District Expenditures 2015-16.

These current wage and non-wage shares of school spending modify the BSC composite index weightings as follows:

- Weight the non-wage price index (CPI) by the non-wage share of spending in the program areas most closely aligned with the EFA and base student cost.
- Weight the southeastern average teacher wage index by (1 LESS non-wage weight).
- Both indexes first must be normalized to 1989-90 = 100 to maintain consistency with historical base student cost inflation factors.

For 2017-18, using these revised weights would have resulted in a base student cost adjustment factor of:

[(0.85)*(Wage Index)] + [(0.15)*(Non-Wage Index)] = Revised Composite Index = 200.8.

The revised composite index of 200.8 is slightly lower than the current index of 201.7 for 2017-18 (Table 11).

Table 11. Current and Revised Composite Index for Base Student Cost

	Current	Revised
SE Avg. Teacher Wage Index, 2017-18	205.5	205.5
Wage Index Weight	88%	85%
Non-Wage Index (CPI)	174.2	174.2
Non-Wage Index Weight	12%	15%
Composite Index	201.7	200.8

Source: SC Revenue and Fiscal Affairs Office, "EFA Factor Computation," 8/28/2017 and author's calculations.

The authors recommend that the SC Department of Education and the SC Revenue and Fiscal Affairs Office monitor wage and non-wage shares of school spending and consider modifying future BSC inflation index weightings to reflect those shares. The authors also recommend reviewing index wage and non-wage weightings at least once every 10 years.

Formula vs. Funded Base Student Cost

State law requires that the base student cost inflation adjustment be computed annually and provided to the General Assembly. In some years the legislature has made the full inflation adjustment, while in other years the adjustment has been less than the index or sometimes even negative. Appendix A and Figure 4 compares the indexed value of base student cost to the level of base student cost actually funded by the General Assembly from 1989-90 to 2017-18. When mid-year budget cuts are included, base student cost has only been fully funded (*i.e.,* adjusted for inflation according to the EFA formula) in three of the past 28 years.

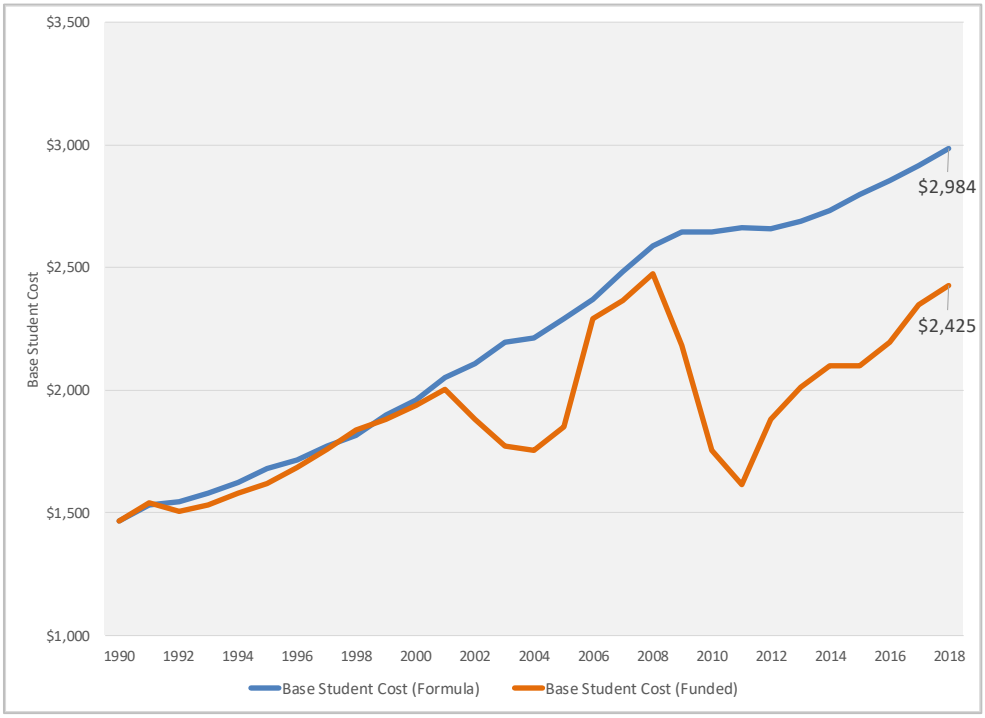

Figure 4. Base student cost: formula vs. funded

Costing Out the 2007 Recommended Adequacy Program

For this report the Department of Education requested that we calculate a current value for the 2007 recommended (but not formally adopted) adequacy program while adhering as closely as possible to the original intent of the Education Finance Act. That meant including only the costs for allowed positions, programs and equipment and materials. At a broad level, that meant excluding the cost of school and district employee benefits, transportation of students, adult education, capital outlays, textbooks, pilot programs, and food service programs.

To generate an updated base student cost from current data, we used a two part methodology. First, we estimated the cost of personnel included in the 2007 adequacy program. Second, we estimated the non-wage costs of providing public education, which include instructional materials, computers and technology equipment, and facility operation and maintenance, among others.

The Cost of Personnel

In South Carolina and other states, much of the cost of providing a foundation education program is associated with personnel: wages, salaries and employee benefits. Because South Carolina excludes employee benefits from base student cost, we looked to employee salaries alone to give provide an estimate of the average cost of personnel in the 2007 adequacy program for a prototypical school district and prototypical elementary, middle, and high schools.

Data used for this analysis was provided by the South Carolina Department of Education from its Professional Certified Staff (PCS) system for 2015-16. The PCS system is used to track personnel employment characteristics such as years of experience, academic achievement, and certifications that teachers maintain as a condition of employment or are linked to salary increases, such as the certification by the National Board for Professional Teaching Standards. Data from the PCS system also aids in the preparation of various state and federal accountability reports.

There are 99 different position codes in the PCS and they cover both instructional and non-instructional staff and administrators. We compared PCS position descriptions with positions in the revised defined program and identified the best match. In many cases, the choice was unambiguous, such as with district superintendents, principals, assistant principals, classroom teachers and so on. Every district and school fills such positions so there were lots of individual salaries available to calculate an overall average salary for each position. But for some positions there were relatively few salaries available. In such cases we substituted the average salary of a similar position for which there were more observations.

Calculating average salaries using the PCS dataset presented two specific challenges. First, some employees work in two or more different positions. Their salary does not differ by position, but it was necessary to apportion FTEs and salary based on the time spent in each position. Second, in any given year a number of teachers across the state change their status in the PCS database by completing graduate course credit or a graduate degree. The PCS database contains two records for each of these employees: one record for the previous educational level and one for the new level. To ensure that we did not double-count these employees we excluded one of the salary records from this analysis.

Table 12 lists the number of full-time equivalent employees (FTEs) and average salaries for 12 positions in 2015-16, among other information. These 12 positions comprised almost three-quarters of school FTEs in South Carolina in 2015-16. Appendix B contains the same information for nearly 100 PCS position codes.

In most cases we retained the 2007 task force's recommendations for the number of FTEs per position for the prototypical school district and school plants. When it was necessary to approximate a staffing level we used the average number of FTEs per 1,000 pupils as a starting point. This figure was readily available using known staffing levels in the 2015-16 PCS database (Table 13).

For example, the 2007 adequacy program called for speech therapists at the district level but recommended staffing levels were not specified. Using measured statewide staffing levels of 1.22 speech therapists per 1,000 pupils for this position, we generated an estimate of staffing levels for the prototypical school district of 7,500 pupils.

Special education provides another example. At the school level, special education was included as a program requirement, but it was not clear if special education teachers were included in the 2007 adequacy program's classroom teacher total. When we attempted to replicate the teacher counts, special education teachers did not appear to be included in the classroom teacher total. For this reason we estimated the number of special education teachers and aides using the same process.

We also had to estimate the number of teachers and aides for four-year-old kindergarten, which SCDE requested be added to the 2007 adequacy program for this project. Because the 4K program only applies to one grade level, we estimated the number of pupils enrolled in 4K based on school size and 50 percent of 5K enrollment.[9] Some of the estimated FTEs in Table 14 were rounded for use in the prototypical school staffing levels used to calculate an updated base student cost for South Carolina.

Table 12. Professional Certified Staff (selected), Average Salaries 2015-16

PCS Position Title	PCS Code	Total Salary (millions)	Employees (FTE)	Average Salary	FTEs Per 1,000 Pupils
Principal	1	$109.2	1,212	$90,126	1.60
Assistant Principal, Coprincipal	2	$123.6	1,742	$70,958	2.30
Special Education (Itinerant)	3	$7.3	143	$51,195	0.19
Prekindergarten (Child Development)	4	$52.4	1,110	$47,153	1.46
Kindergarten	5	$118.0	2,497	$47,260	3.29
Special Education (Self-Contained)	6	$112.8	2,398	$47,013	3.16
Special Education (Resource)	7	$131.2	2,789	$47,055	3.68
Classroom Teacher	8	$1,896.2	40,378	$46,960	53.26
Retired Teacher	9	$22.6	487	$46,385	0.64
Library Media Specialist	10	$59.9	1,091	$54,907	1.44
Guidance Counselor	11	$113.7	2,104	$54,054	2.77
Other Professional Instruction-Oriented	12	$57.2	1,014	$56,372	1.34
Grand Total		$3,551.5	78,563	$45,207	103.63

Source: SCDE PCS data for 2015-16

Table 13. Estimates of School District and School Plant Staffing Levels for 2007 Adequacy Program

2007 DMP Position or Program	PCS Position	FTEs per 1,000 Pupils (Statewide)	Estimated FTEs 7,500 Pupil School District	Estimated FTEs 500 Pupil Elem. School
Speech	Speech Therapist	1.22	9.0 (a)	--
Homebound/Hospital-ized Instruction	Special Education (Itinerant)	0.19	1.5 (a)	--
Special Education Program	Special Education (Self-Contained)	3.16	--	1.5 (a)
Special Education Program	Special Education (Resource)	3.68	--	2.0 (a)
Special Education Program	Special Education Aide	4.73	--	2.5 (a)

(a) Calculated FTE rounded up/down for use in district and school personnel cost estimates.

[9] We assumed that not all parents would choose to have their children attend 4K public school programs. Currently, school districts must offer 4K to at-risk children.

Per pupil personnel costs for a hypothetical school district and an elementary, middle, and high school were estimated by adding up the anticipated salary outlay and dividing by the number of pupils served.[10] Estimated personnel costs for the 2007 adequacy program are shown in Tables 14 through 17.

Table 14. Estimated Base Student Cost for Wages and Salaries, 2015-16
7,500 Pupil School District

Position	FTEs	Average Salary	Total Salary (Avg * FTEs)
District Superintendent	1.0	$133,561	$133,561
Chief Academic Officer	1.0	$103,167	$103,167
Director for Instruction	1.0	$90,825	$90,825
Chief Financial Officer	1.0	$79,441	$79,441
Business Manager	1.0	$63,074	$63,074
Bookkeeper	1.0	$30,708	$30,708
Chief Information Officer	1.0	$84,684	$84,684
Coordinator for Technology	1.0	$50,880	$50,880
Director of Human resources	1.0	$89,603	$89,603
Coordinator of Human Resources	1.0	$48,628	$48,628
Certification Coordinator	1.0	$48,628	$48,628
Director of Assessment, Research, and Evaluation	1.0	$110,268	$110,268
Coordinator, Safety and Security	1.0	$71,674	$71,674
Coordinator, Guidance and programs for alcohol, drug abuse, mentoring, character education	1.0	$83,254	$83,254
Coordinator, School/Community Relations	1.0	$82,236	$82,236
Coordinator, Career Involvement/Development	1.0	$58,483	$58,483
Secretaries	11.0	$27,222	$299,441
Speech Therapists (a)	9.0	$50,095	$450,858
Homebound/Hospitalized Instr. (a)	1.5	$51,195	$76,793
Adult Education (b)	0.0	--	--
Comprehensive Health Education (a)	1.0	$54,865	$54,865
Prof. Development (5 days) (c)	0.0	--	$32,745
Maintenance staff (d)	0.0	--	--
Total Personnel Cost	**39.0**	--	$2,143,816
Personnel Cost = $292 per pupil			

(a) Positions added in this study. All other positions at 2007 recommended level.
(b) Recommended but excluded by law from inclusion in base student cost.
(c) Salaries of instructional personnel increased by 2.63% (5 contract days).
(d) Personnel costs for this area estimated with non-wage costs.

The Education Finance Act of 1977 set base student cost at $665 per pupil and defined the base student to be "that student classification that represents the most economically educated pupil in the school system, those in grades four through eight in regular classroom settings" (SC Code of Laws Section 59-20-20(6)). Forty years later, our analysis shows that the high school student is now the least costly student to educate, at least in those academic areas supported with EFA funding.

[10] Pupils schooled in special districts such as the Department of Corrections, Department of Juvenile Justice were excluded from the pupil count.

Table 15. Average Cost per Pupil for Wages and Salaries, 2015-16
Elementary School (500 pupils)

Position	FTEs	Average Salary	Total Salary (Avg * FTEs)
Principal	1.0	$90,126	$90,126
Assistant Principal	1.0	$70,958	$70,958
Media Specialist	1.0	$54,907	$54,907
Counselor	1.0	$54,054	$54,054
Nurse	1.0	$36,875	$36,875
Technology Specialist	1.0	$50,880	$50,880
Academic Coach Reading, Math, Science & ESOL	1.0	$56,372	$56,372
Reading/Literacy Coach	1.0	$54,395	$54,395
Instructional Assistant	4.5	$18,902	$85,060
Classroom Teacher (a)	34.9	$46,960	$1,638,913
Special Educ. (self-contained) (b)	1.5	$47,013	$70,520
Special Education (resource) (b)	2.0	$47,055	$94,109
Special Education Aide (b)	2.5	$18,481	$46,203
4K Teacher (b)	3.0	$47,153	$141,460
4K Aide (b)	3.0	$18,848	$56,545
Bookeeper	1.0	$30,708	$30,708
Secretary	1.0	$27,222	$27,222
Prof. Development (5 days) (c)	0.0	--	$66,148
Custodian (d)	0.0	--	--
Total	61.4	--	$2,725,457
Personnel cost = $5,451 per pupil			

(a) 5K through Grade 3 teachers @ 15:1 pupil-teacher ratio, Grades 4 and 5 @ 24:1. Specialist teachers in world language, physical education, art and music included.
(b) Positions added in this study. All other positions at 2007 recommended levels.
(c) Salaries of instructional personnel increased by 2.63% (5 contract days).
(d) Personnel costs for this area estimated with non-wage costs.

Non-Wage Costs

Schools and school districts incur non-wage costs in additional to personnel costs. Non-wage costs common to schools across the country include those for instructional materials, libraries, computers and related technology, career and technical education equipment and materials, and facility operations and maintenance. This section develops non-wage cost estimates for use in an updated South Carolina base student cost.

Instructional Materials and Library Resources

School instructional materials include textbooks, other instructional supplies, library books, and other electronic library and classroom media. The cost of these materials does not vary from state to state, so cost estimates developed in other states can be used in South Carolina. Educational consultants Picus Odden & Associates developed recent evidence-based estimates of the per pupil costs of instructional materials for Kentucky, North Dakota and Maryland (Table 18).

Table 16. Average Cost per Pupil for Wages and Salaries, 2015-16
Middle School (750 pupils)

Position	FTEs	Average Salary	Total Salary (Avg * FTEs)
Principal	1.0	$90,126	$90,126
Assistant Principals or Curriculum Coordinators	1.5	$70,958	$106,438
Media Specialist	1.0	$54,907	$54,907
Counselors	2.5	$54,054	$135,134
Nurse	1.0	$36,875	$36,875
Technology Specialist	1.0	$50,880	$50,880
Academic Coach-Math, Science, Reading and ESOL	1.0	$56,372	$56,372
Instructional Assts	4.0	$18,902	$75,609
Classroom Teachers (a)	43.8	$46,960	$2,056,860
Special Educ. (self-contained) (b)	2.0	$47,013	$94,027
Special Education (resource) (b)	3.0	$47,055	$141,164
Special Education Aide (b)	4.0	$18,481	$73,925
Resource Officer (b)	1.0	$40,000	$40,000
Career Specialist	1.0	$40,195	$40,195
Bookeeper	1.0	$30,708	$30,708
Secretary	3.0	$27,222	$81,666
Prof. Development (5 days) (c)	0.0	--	$76,967
Custodian (d)	0.0	--	--
Total	71.8	--	$3,241,852
Personnel cost = $4,322 per pupil			

(a) Specialist teachers in world language, physical education, art and music included.
(b) Positions added in this study. All other positions at 2007 recommended levels.
(c) Salaries of instructional personnel increased by 2.63% (5 contract days).
(d) Personnel costs for this area estimated with non-wage costs.

Table 17. Average Cost per Pupil for Wages and Salaries, 2015-16
High School (900 pupils)

Position	FTEs	Average Salary	Total Salary (Avg * FTEs)
Principal	1.0	$90,126	$90,126
Assistant Principals (or Curriculum Coordinators)	2.0	$70,958	$141,917
Media Specialists	1.8	$54,907	$98,833
Counselors	3.0	$54,054	$162,161
Nurse	1.0	$36,875	$36,875
Technology Specialist	1.0	$50,880	$50,880
Academic Coach-Math, Science, Reading & ESOL	1.0	$56,372	$56,372
Instructional Assistants	2.0	$18,902	$37,804
Classroom Teachers	47.7	$46,960	$2,240,005
Special Educ. (self-contained) (b)	3.0	$47,013	$141,040
Special Education (resource) (b)	3.5	$47,055	$164,692
Special Education Aide (b)	4.0	$18,481	$73,925
Resource Officer (b)	1.0	$40,000	$40,000
School Transition Coordinator & Career Specialist	1.0	$40,195	$40,195
Bookeeper	1.0	$30,708	$30,708
Secretary	4.0	$27,222	$108,888
Prof. Development (5 days) (c)	0.0	--	$87,759
Custodian (d)	0.0	--	--
Total	78.0	--	$3,602,179
Personnel cost = $4,002 per pupil			

(a) Specialist teachers in world language, physical education, art, music, CATE included.
(b) Positions added in this study. All other positions at 2007 recommended levels.
(c) Salaries of instructional personnel increased by 2.63% (5 contract days).
(d) Personnel costs for this area estimated with non-wage costs.

Table 18. Cost of Instructional Materials per Pupil in Selected States

State	Category	District	Elem.	Middle	High
Maryland (a)	Library books & electronic media	$25	--	--	--
	Textbooks & instructional materials	$135	--	--	--
North Dakota (b)	Library & electronic media	--	$20	$20	$25
	Textbooks	--	$60	$70	$100
	Consumables	--	$60	$50	$50
Kentucky (c)	Library & electronic media	--	--	--	--
	Textbooks	--	$60	$70	$100
	Consumables	--	$60	$50	$50

(a) Odden and Picus 2016, pp. 45-47
(b) Odden, Picus and Goetz 2014, pp. 69-70.
(c) Goetz et al. 2014, pp. 89-91.

For Maryland, the statewide estimate for instructional materials was $160 per pupil, which included $25 per pupil for library books and electronic library resources and $135 per pupil for textbooks and other instructional materials. The Kentucky and North Dakota studies estimated the cost of instructional materials by school type, citing the high cost of textbooks, especially at the high school level. Both studies used the same costs per pupil for textbooks and consumables and pedagogical aids, but the Kentucky study did not include a separate estimate for library books and resources.

In South Carolina, the EFA specifically excludes funding for textbooks from base student cost, although the costs of library books and other instructional materials are allowed. For an estimated cost of instructional materials per pupil in South Carolina we combined the Maryland estimate for library resources with the Kentucky and North Dakota estimates for other instructional materials and consumables (Table 19).

Table 19. Estimated Cost of Instructional Materials per Pupil in South Carolina, 2015-16

	Elem.	Middle	High
Library books & electronic media	$25	$25	$25
Other instructional materials	$60	$50	$50
Total	$85	$75	$75

These estimates are higher than the costs included in South Carolina's Defined Minimum Program from the 1970s, even after adjusting for inflation. The DMP includes required minimum annual per pupil spending on library books, instructional supplies and media of $12 per pupil for elementary and middle schools, and approximately $10 per pupil for high schools, depending on enrollment (SCDE 1986, pp. 31, 46 and 75). Textbooks are not listed by name in the DMP. Forty years later and after adjusting for inflation using the CPI, these amounts would be $52 per pupil and $42 per pupil, respectively.

	Elementary	Middle	High
Instructional Materials per pupil	$85	$75	$75

South Carolina's current DMP, which is part of SCDE's regulations, does not specify a minimum level of spending on instructional materials. Instead, it states more generally that "Library media programs and

technology resources are required and accessible to all students and staff and are appropriate to achieve the strategies and goals in each school renewal or district strategic plan."[11]

Computers, Technology and Related Equipment

The teaching profession's use of technology has been totally revamped over the past 40 years. Typewriters, mimeograph machines, and overhead projectors have been replaced by personal computers and tablets, enterprise-level file servers, digital video recorders and projectors, multi-function copiers, and a host of associated instructional and non-instructional software products and equipment. As with instructional materials, the cost of computers and related technology does not vary from state to state. This study examined two different state estimates of the per pupil costs of technology for use in updating base student cost in South Carolina.

First, Picus Odden & Associates use an estimate of $250 per pupil across all school types for the cost of computers, technology and related equipment in their recent work estimating the cost of state foundation programs in Kentucky, Maryland and North Dakota. This figure is based on earlier empirical work that established 2012 per pupil costs in four areas (Odden and Picus 2016, p. 51):

- Computer hardware ($71),
- Operating systems, productivity, and non-instructional software ($72),
- Network equipment, printers and copiers ($55), and
- Instructional software and additional classroom hardware ($52).

These technology costs were based on mid-priced equipment, with all teachers, administrators and other support staff having individual computers, and with one computer for every three to four students.

Second, we considered work by Augenblick, Palaich and Associates (Silverstein et al. 2007), which estimated the cost of technology per pupil for very large school districts in Montana[12] at $215 per pupil for elementary and middle schools and $159 per pupil for high schools. Adjusted for inflation using the CPI, these figures today would be $249, $249 and $184 per pupil, respectively.

Computers, Technology, and Related Equipment	$250 per pupil

Based on the two estimates considered, we chose $250 per pupil as an estimate of the cost of technology in an updated base student cost for South Carolina. For the South Carolina estimate we did not increase this 2012 figure for inflation because prices for computers and technology continue to decline and there is more technology available at lower price points than there was five or more years ago when the $250 per pupil was costed out. In their Maryland costing out study, Odden and Picus (2016, p. 52) observed that with more recent lower entry level costs for tablets, retaining the $250 per pupil funding level would likely allow districts to continue to lower their student-to-computer ratios.

[11] South Carolina Department of Education. State Board Regulations 43-231, 43-232 and 43-234.
[12] Greater than 3,000 pupils.

Facility Operations and Maintenance (O&M)

The ongoing costs to operate and maintain school district facilities and grounds are a large share non-wage school district costs. School facility O&M requires both staffing and supplies in three areas. First, custodians handle facility cleaning and room setup as well as minor repairs in school buildings. Maintenance workers handle specialized equipment and facility maintenance and repair work, such as HVAC systems, electrical and plumbing systems, kitchen equipment, and carpentry. Maintenance staff is located at the district level and dispatched to other facilities on an as-needed basis. Groundskeepers handle landscape and outdoor athletic field maintenance. The cost of utilities, including fuel, electricity, solid waste disposal and water and sewer are also part of the cost of school facility operations. Costs discussed in this section only include regular, ongoing costs of facility O&M. Construction of new facilities or extensive renovation of existing facilities funded by bonded indebtedness is excluded from this analysis.

The costs of facility O&M are subject to much more variation between states—and even within states—than other non-wage costs. For example, older buildings with thinner insulation and older HVAC equipment will likely cost more to heat and cool than newer buildings with higher efficiency equipment. Older buildings also may require more regular maintenance than newer ones. Regional climate variations and the cost of energy also affect facility operations and maintenance costs between and within states. For these reasons, it is preferable to use recent actual costs for facility O&M rather than formulas when building per pupil cost estimates.

For this study we estimated the per pupil cost of school facility O&M using actual spending by regular South Carolina school districts in 2015-16.[13] Table 20 shows total expenditures on school plant operation and maintenance from the General Fund, which includes both state appropriations and local revenue, as well as in the EIA Special Revenue Fund. From this total we removed EFA exclusions from base student cost such as employee benefits and capital projects. To calculate the average cost per pupil we divided total allowable costs in 2015-16 by the number of pupils in average daily membership in that year. The average cost per pupil for school district facility O&M in South Carolina was $846 per pupil in 2015-16.

Table 20. South Carolina School District Expenditures on School Plant O & M, 2015-16

	General Fund (millions)	EIA Fund (millions)
Salaries for district employees (benefits	$189.2	$0.046
Water and sewer	$34.7	$0.000
Other purchased services (a)	$168.7	$0.376
Energy (electric, natural gas, gasoline, etc.)	$155.8	$0.010
Other supplies & materials	$57.3	$0.029
Total	$605.7	$0.490
Combined General Fund and EIA Fund	$606.2	
135-day Average Daily Membership	716,361	
Average facility O&M cost per pupil	$846	

Source: SCDE Finance Office, 2017.

(a) Includes waste mgmt. and contracts with outside firms for facility maintenance or repair.

[13] Special school districts are not included. These are the statewide public charter school districts, the Deaf and Blind School, and schools operated by the Department of Corrections and the Department of Juvenile Justice.

Facility Operations and Maintenance	$846 per pupil

Other Non-Wage Costs

Recent costing-out studies in other states include four other areas of non-wage costs in base student cost:

- short cycle (formative) assessments,
- other district-level costs,
- career and technology education, and
- non-instructional pupil activities.

Short cycle assessments. Short cycle, or formative, assessments are mid-year assessments that give teachers feedback on how students are learning. Such formal and informal feedback lets teachers adjust their teaching prior to more lengthy and in-depth year-end assessments. In Maryland, North Dakota, and Kentucky, Picus Odden & Associates used estimates of $25 per pupil or $30 per pupil for short cycle assessments. For South Carolina we use the most recent estimate, which is $25 per pupil (Odden and Picus 2016). Neither short cycle assessments nor end-of-year assessments were included as a separate component of base student cost in South Carolina's 2007 adequacy program.

Other district costs. This category includes the costs for board of trustees support and expenses, insurance, legal and audit services, association fees, and the like. Odden and Picus (2016) estimated these costs at $300 per pupil for Maryland, which is the estimate we use for South Carolina. An explicit estimate for these costs was not identified in the 2007 adequacy program.

Career and technology education. CATE, formerly referred to as vocational education, has long been provided by South Carolina schools. Vocational education is included in South Carolina's DMP from the 1970s. CATE also is an allowed component of base student cost.

CATE programs can come with high costs for certain equipment, which requires specialized maintenance and repair. Odden and Picus (2016, p. 92) used evidence-based research and professional judgement panels to develop an annual cost estimate for CATE equipment and materials of $10,000 per teacher. This cost is not included in the updated base student cost developed in this report because we were not able to separate CATE teachers from other classroom teachers.[14] Nor does the 2007 recommended adequacy program distinguish CATE teachers from other classroom teachers. We recommend, however, that SCDE consider CATE equipment costs in any future costing-out studies.

Non-instructional pupil activities. Other state costing-out studies include the costs of non-instructional pupil activities such as athletics and clubs, in base student cost. Such costs are not included in the South Carolina estimate.

Short Cycle Assessments	$25 per pupil
Other District-Level Costs	$300 per pupil

[14] The Professional Certified Staff System used to estimate school wage costs per pupil identifies CATE administrators (directors and assistant directors) but does not identify CATE teachers separately from classroom teachers.

Summary of Non-Wage Costs

Updated base student cost for South Carolina assigns facility O&M and other district costs to the district level, with the remaining non-wage costs apportioned to the three hypothetical schools (Table 21).

Table 21. Estimated South Carolina Non-Wage Costs per Pupil

	District	Elementary	Middle	High
Instructional materials and library		$85	$75	$75
Computers, technology and related equipmt.		$250	$250	$250
Facility operations and maintenance	$846			
Short cycle assessments		$25	$25	$25
Other district-level costs	$300			
Total cost per pupil	$1,146	$360	$350	$350

An Updated Base Student Cost for Education Finance in South Carolina

The updated base student cost figure for South Carolina is $6,561 per pupil. It is based on 2015-16 salaries and outlays and it was estimated using staffing levels necessary to support current programs, plus estimates of non-wage costs that are consistent with levels in other states or that directly reflect current outlays. South Carolina's formula-driven base student cost was 44 percent of the updated base student cost of $6,561. Funded base student cost in 2015-16 was only 33 percent of the new level. Table 22 shows the numbers used to calculate an updated base student cost for South Carolina.

Updated BSC, 2015-16	$6,561 per pupil
Formula BSC, 2015-16	$2,865 per pupil
Funded BSC, 2015-16	$2,197 per pupil

Table 22. Estimated South Carolina Base Student Cost per Pupil, 2015-16

Type of Cost	District (7,500 pupil)	Elementary (500 pupil)	Middle (750 pupil)	High (900 pupil)
Personnel (wage) cost per pupil	$292	$5,451	$4,322	$4,002
Average daily membership (regular districts)		343,004	163,067	210,291
ADM % of total		47.9%	22.8%	29.4%
Weighted wage cost per pupil		$2,610	$984	$1,175
Sum of weighted wage cost per pupil (schools)	$4,769			
Non-wage cost per pupil		$360	$350	$350
ADM % of total		47.9%	22.8%	29.4%
Weighted non-wage cost per pupil		$172	$80	$103
Sum of weighted non-wage cost per pupil	$355			
Facility O&M cost per pupil	$1,146			
Total base student cost (a)	**$6,561**			

(a) Detail may not sum to totals due to rounding.

Estimating Statewide Base Student Cost

We used the following approach to estimate statewide base student cost from costs for prototypical schools and school districts. See Table 23 for cost components and results.

A. MULTIPLY wage costs per pupil for the prototypical elementary, middle and high school by the share of the 2015-16 average daily membership in those grades. These numbers are each type of school's share of estimated wage costs per pupil.
B. ADD TOGETHER the numbers in (A) to get total personnel wage cost per pupil for school plants = $4,769.
C. MULTIPLY non-wage costs per pupil for the prototypical elementary, middle and high school by the share of the 2015-16 average daily membership in those grades. These numbers are each type of school's share of estimated non-wage costs per pupil.
D. ADD TOGETHER the number in (C) to get total non-wage cost per pupil for school plants = $355.
E. ADD TOGETHER:
   B (school wage cost per pupil)
   + D (school non-wage cost per pupil)
   + District office wage cost per pupil
   + District office non-wage cost per pupil
   + District office O&M cost per pupil
   = Average base student cost
   = $6,561.

Applying the current EFA inflation factor to the updated base student cost for 2015-16 provides estimates for 2016-17 and 2017-18 of $6,686 and $6,819 per pupil, respectively. Appropriated base student cost in those two years was about 35 percent of the updated levels.

Updated BSC, 2015-16		$6,561 per pupil
Updated BSC, 2016-17	1.9% EFA Inflation Factor	$6,686 per pupil
Updated BSC, 2017-18	2.0% EFA Inflation Factor	$6,819 per pupil

Updated Base Student Cost and School District Funding

How would an updated base student cost of $6,561 per pupil have changed state funding to school districts in 2015-16? A lot! Table 23 compares the EFA total state and local foundation formula funding to school districts from the two different base student cost figures in 2015-16. State EFA funding to school districts would increase by nearly $3.0 billion to $4.45 billion, which is more than the $4.0 billion school districts received in state funding from all sources in 2015-16. State funds include EFA, EIA, lottery, grants and reimbursement for homeowner property tax relief (Table 1).[15]

[15] EFA funding totals in Table 24 are slightly different than those in Table 1 because special districts are excluded from the Table 24 totals.

The increase in EFA local required support resulting from the updated base student cost may be less problematic for individual school districts than would appear at first glance. In 2015-16, only 11.5 percent of local revenue ($638 million) raised by South Carolina school districts was used as EFA local required support. In that year school districts raised $5.56 billion in local revenue. School districts' local required support would increase by nearly $1.3 billion to $1.91 billion, well below the current level. With an updated base student cost fully supporting the state's foundation education program, local funds currently used to supplement EFA and EIA funded personnel and programs may be sufficient to cover a higher level of EFA local required support.

Table 23. Comparison of Current and Updated Base Student Cost, 2015-16

	Funded BSC 2015-16	Updated BSC for 2015-16	Difference
Base Student Cost	$2,197	$6,561	$4,364
Statewide WPUs	968,244	968,244	0
Total EFA (WPU*BSC)	$2,127,232,925	$6,352,651,443	$4,225,418,518
% State (Total EFA*0.7)	$1,489,063,047	$4,446,856,010	$2,957,792,963
% Local (Total EFA*0.3)	$638,169,877	$1,905,795,433	$1,267,625,555

Source: SCDE, Office of Finance, *EFA Financial Requirements Report, FY 2015-16 135 Day Report and author's calculations.*

Table 24 and Appendices C, D, and E show how an updated base student cost of $6,561 per pupil would have changed state EFA funding received by individual South Carolina school districts and those districts' EFA local required support in that same year. These funding estimates were generated using the EFA foundation funding formula and district indexes of taxpaying ability and weighted pupil units. Because district ITAs and WPUs remain unchanged, districts would receive the same percentage share of state EFA funding, although the dollar amount would be higher because of the higher base student cost.

Because the staffing levels that comprise updated base student cost cover some instructional activity currently funded by other state revenue streams such as the EIA and by local revenue, the authors recognize that adoption of an updated base student cost would almost certainly take place within a larger discussion of state education finance reform.

Updated Base Student Cost and School Funding Adequacy and Equity

An updated EFA base student cost that makes up a larger share of total state revenue to school districts would improve equity in state funding among districts with widely differing abilities to raise revenue from their local property tax bases.

Thirty-four current and mostly poor and rural school districts were original plaintiffs in the long-running school funding adequacy case in South Carolina, *Abbeville County School District, et al. v. State of South Carolina, et al*.[16] Table 24 lists the top one-third of districts (27 of 81) receiving the largest dollar increases in state EFA funding per *unweighted* pupil in 2015-16 if base student cost had been increased from its funded level of $2,197 per weighted pupil to this report's $6,561 per weighted pupil. Twenty-three of these 27 districts, or 85 percent, are *Abbeville* plaintiff districts. Appendices D and E contains rankings for all districts. We used funding per unweighted pupil because funding per pupil is a common comparison between districts and because other state and federal funds are distributed in this manner.

[16] The South Carolina Supreme Court dismissed the case on November 17, 2017, after 24 years.

Table 24. Current and Updated Base Student Cost Per Pupil, 2015-16, ranked by state EFA increase PP

District	"Abbeville" district	ITA	Funded BSC	Updated BSC	Increase in State EFA Per Pupil	Rank in State Increase
			State EFA Per Pupil	State EFA Per Pupil		
LEXINGTON DISTRICT 4	1	0.00150	$ 2,857	$ 8,539	$ 5,681	1
FLORENCE DISTRICT 5	1	0.00059	2,803	8,371	5,568	2
CLARENDON DISTRICT 3	1	0.00043	2,748	8,206	5,458	3
FLORENCE DISTRICT 3	1	0.00250	2,742	8,190	5,447	4
FLORENCE DISTRICT 2	1	0.00069	2,706	8,082	5,376	5
GREENWOOD DISTRICT 51		0.00062	2,679	8,001	5,322	6
ANDERSON DISTRICT 2		0.00256	2,657	7,934	5,277	7
BARNWELL DISTRICT 19	1	0.00049	2,624	7,836	5,212	8
DILLON DISTRICT 3	1	0.00086	2,620	7,823	5,204	9
ANDERSON DISTRICT 3		0.00186	2,611	7,797	5,186	10
LAURENS DISTRICT 55	1	0.00464	2,610	7,793	5,183	11
LAURENS DISTRICT 56	1	0.00247	2,604	7,776	5,172	12
SUMTER SCHOOL DISTRICT		0.01275	2,593	7,744	5,151	13
MARION CNTY SCHOOL DISTRICT	1	0.00374	2,563	7,654	5,091	14
BAMBERG DISTRICT 1	1	0.00083	2,559	7,641	5,082	15
MARLBORO SCHOOL DISTRICT	1	0.00321	2,550	7,615	5,065	16
SALUDA SCHOOL DISTRICT	1	0.00205	2,549	7,614	5,064	17
HAMPTON DISTRICT 2	1	0.00069	2,547	7,607	5,060	18
BARNWELL DISTRICT 45	1	0.00146	2,542	7,592	5,050	19
BARNWELL DISTRICT 29	1	0.00072	2,538	7,580	5,042	20
CLARENDON DISTRICT 2	1	0.00249	2,533	7,565	5,032	21
LEE SCHOOL DISTRICT	1	0.00187	2,516	7,513	4,997	22
HAMPTON DISTRICT 1	1	0.00170	2,504	7,477	4,974	23
ALLENDALE SCHOOL DISTRICT	1	0.00104	2,496	7,455	4,958	24
BAMBERG DISTRICT 2	1	0.00059	2,492	7,443	4,951	25
CHESTERFIELD SCHOOL DISTRICT	1	0.00569	2,488	7,429	4,941	26
DILLON SCHOOL DISTRICT 4	1	0.00264	2,472	7,388	4,915	27

Source: SCDE, Office of Finance, *EFA Financial Requirements Report, FY 2015-16 135 Day Report* and SCDE, *Abbeville Equity Districts Reports* , 1/26/2017, and SC Dept. of Revenue, *2015 Factored Final Index of Taxpaying Ability Report, and author's calcs.*

Conclusion

After 40 years it is past time for the state to re-evaluate and recalibrate base student cost, the foundation of the Education Finance Act of 1977's foundation education funding formula. In 2015-16 the EFA distributed 38 percent of state aid to South Carolina school districts using an equalizing formula that gives more funding per pupil to poor districts and less to wealthier districts. With the expansion of state-funded homeowner property tax relief the equalizing effect of EFA foundation funding has diminished over the past 25 years, however. And while EFA base student cost has been adjusted annually for inflation, base student cost remains based on educational standards from the 1970s, not current program, staffing and equipment requirements.

This study provides the South Carolina Department of Education an updated base student cost figure of $6,561 per pupil. This figure is based on 2015-16 South Carolina school district salaries and outlays and was estimated using staffing levels necessary to support current programs, plus estimates of non-wage costs that are consistent with levels in other states or that directly reflect current outlays. South Carolina's formula-driven base student cost of $2,856 per pupil was 44 percent of the updated base

student cost of $6,561 per pupil. Funded base student cost of $2,197 per pupil was only 33 percent of the updated amount. In the current fiscal year (2017-18), base student cost would be $6,819 per pupil after applying the EFA annual inflation factor.

This study demonstrates that it is possible to recalibrate base student cost at a moderate cost given access to three pieces of information: 1) detailed list of resource inputs for a currently defined adequacy program at the district and school plant level, 2) detailed school district salary and expenditure data from the SCDE, and 3) estimates of the cost of various resource inputs per pupil in South Carolina or other states.

This study provides several actionable findings.

1. The definition of base student cost needs to be regularly updated in terms of its resource inputs as well as the changing price level. Regular updates of base student cost to reflect current education standards and costs is essential to fulfilling the intent of the EFA.
2. The state may wish to reconsider the share of EFA in its total funding package by adjusting the figure used for base student cost in the EFA formula closer the most recent inflation-adjusted estimate.
3. The inflation index combining average southeastern school district employee salaries with the Consumer Price Index is an appropriate choice. However, the annual inflation adjustment of base student cost should an 85/15 percent division between wages and non-wage costs rather than the current 88/12 percent division estimated in our study, a figure which should be reviewed periodically and adjusted as needed.
4. South Carolina should consider the experience of other states in making some limited adjustment for poverty and sparsity at the district level in the EFA funding formula.
5. The index of taxpaying ability, which is part of the EFA funding formula, should be reconsidered in the light of changes to other education funding and changes made in other states that make required local effort simpler to calculate and explain.
6. An updated EFA base student cost that makes up a larger share of total state revenue to school districts would improve equity in state funding among districts with widely differing abilities to raise revenue from their local property tax bases. Of the 27 districts in the top third of districts that would have received the largest dollar increases in state EFA funding per (unweighted) pupil in the 2015-16 example in this report, fully 23 districts, or 85 percent, were initial plaintiff districts in the state's long-running school finance adequacy case, *Abbeville County School District, et al. v. State of South Carolina, et al.*

The Education Finance Act is an important tool for ensuring adequacy and equity in South Carolina's public education funding so that our children will be prepared to be productive workers, informed citizens, and knowledgeable consumers in the 21st century. Just as we update our children's textbooks, their technology, and their curricula, the state needs to also commit to a regular review and update of the way in which public education is funded.

References

Augenblick, Palaich and Associates. 2007 (revised 2012). *Costing out the Resources Needed to Meet Pennsylvania's Public Education Goals.* Report presented to the Pennsylvania State Board of Education. Denver, Colorado: Augenblick, Palaich and Associates. http://apaconsulting.net/~apa/wp-content/uploads/2014/06/6-penn-public-ed.pdf

Augenblick, Palaich and Associates. 2010. *Recommendations to Strengthen North Carolina's School Funding System*. Denver, Colorado: Augenblick, Palaich and Associates. http://www.ncleg.net/documentsites/committees/JLSCPSFF/APA%20Final%20Report/APA_PSFF FinalReport.pdf

Flanigan, Jackson L. and Michael D. Richardson. 1992. *South Carolina Educational Finance*. Acton, Massachusetts: Copley Publishing Group.

Goetz, Michael *et al*. 2014. *Adequacy for Excellence in Kentucky: Report 1*. Report presented to the Council for Better Education. Los Angeles: Picus Odden Associates. http://picusodden.com/state-studies/

Lockridge, Courtney and Jeffrey Maiden. 2014. The Tangible Impact of School Finance Litigation. *Journal of Education Finance,* volume 39, number 4 (Spring): 344-369.

Odden, Allan. 2001. The New School Finance. *The Phi Delta Kappan* volume 83, issue 1 *(*September): 85-91. http://www.jstor.org/stable/20440065

Odden, Allan R. and Lawrence O. Picus. 2016. *Full Report and School Case Studies for the Evidence-Based Approach to Estimating a Base Spending Level and Pupil Weights for Maryland*. Report prepared for the Maryland State Department of Education. Los Angeles: Picus Odden Associates. http://picusodden.com/wp-content/uploads/2013/09/1c-EB-MD-Report-Final-11-30-16.pdf

Odden, Allan R., Lawrence O. Picus, and Michael E. Goetz. 2010. A 50-State Strategy to Achieve School Finance Adequacy. *Educational Policy* volume 24, number 4 (July): 628-654. http://epx.sagepub.com

Odden, Allan, Lawrence O. Picus, and Michael Goetz. 2014. *Recalibrating North Dakota's Per Student Number for the School Foundation Program.* Report prepared for the North Dakota Interim Education Funding Committee. Los Angeles: Picus Odden Associates. http://picusodden.com/wp-content/uploads/2014/06/ND-Picus-Odden-Associates-Recalibration-Report-June-4-20141.pdf

Odden, Allan R., Michael E. Goetz and Lawrence O. Picus. 2008. Using Available Evidence to Estimate the Cost of Educational Adequacy. *Education Finance and Policy* volume 3, number 3 (summer): 374-397. http://www.jstor.org/stable/educfinapoli.3.3.374

Silverstein, Justin *et al*. 2007. *Estimating the Cost of an Adequate Education in Montana*. Prepared for the Montana Quality Education Coalition. Denver, Colorado: Augenblick, Palaich and Associates. http://apaconsulting.net/portfolio-view/estimating-the-cost-of-an-adequate-education-in-montana/

South Carolina Department of Education. 1986. *Defined Minimum Program for South Carolina School Districts*. Columbia, SC: SC Department of Education.

South Carolina Department of Education. 2007. *Report of the Task Force on Funding for World Class Learning*. Columbia, SC: SC Department of Education.

South Carolina Department of Education. 2017. *Abbeville Equity Districts Reports Pursuant to Provisos 1.95.* Columbia, SC: SC Department of Education. https://ed.sc.gov/data/reports/other-legislative-reports/special-one-time-reports/2017-01-26-abbeville-equity-district-comprehensive-report/

South Carolina Department of Education. Office of Finance. 2017. *Professional Certified Staff (PCS) System* [spreadsheet; data request].

South Carolina Department of Education. Office of Finance. 2016. *Education Finance Act – Financial Requirements Report, Fiscal Year: 2015-16 135 Day Report Cycle* [pdf dated May 17, 2016]. Columbia, SC: SC Department of Education. https://ed.sc.gov/finance/financial-services/budget-planning-for-upcoming-school-year/fy-15-16/fy-15-16-135-day-financial-requirements-final/

South Carolina Department of Education. Office of Finance. 2016. *FY 2015-16 District Expense Information* [spreadsheet]. Columbia, SC: SC Department of Education. https://ed.sc.gov/finance/financial-data/historical-data/district-expense-information/

South Carolina Department of Education. Office of Finance. 2016. *FY 2015-16 District Revenue Information* [spreadsheet]. Columbia, SC: SC Department of Education. https://ed.sc.gov/finance/financial-data/historical-data/district-revenue-information/

South Carolina Department of Education. Office of Finance. 2016. *FY 2015-16 135-Day Membership Counts* [spreadsheet]. Columbia, SC: SC Department of Education. https://ed.sc.gov/finance/financial-services/student-data/membership-counts/

South Carolina Department of Revenue. Local Government Services. 2015. *Factored Final Index of Taxpaying Ability Report, Index Year 2015* [pdf]. Columbia, SC: SC Department of Revenue. https://dor.sc.gov/lgs-site/LGS%20Reports/2015%20ITA%20Final%20Report_.pdf

South Carolina Revenue and Fiscal Affairs Office. 2017. *EFA Factor Computation* [pdf revised August 28, 2017]. Columbia, SC: Revenue and Fiscal Affairs Office. http://rfa.sc.gov/files/EFA19.pdf

South Carolina Revenue and Fiscal Affairs Office. 2017. *Local Government Finance Report FY16* [pdf and spreadsheet dated November 13, 2017]. Columbia, SC: Revenue and Fiscal Affairs Office. http://rfa.sc.gov/files/FY%202016%20report%20for%20web.pdf

United States Census Bureau. 2007 and 2015. *Public Education Finances*. Washington, DC: US Census Bureau. https://www.census.gov/programs-surveys/school-finances/library/publications.html

Verstegen, Deborah A. 2006. A Framework for Determining the Cost of an Adequate Education; a Tale of Two States. *Journal of Education Finance* volume 32, number 2 (fall): 202-236. http://www.jstor.org/stable/40704291?seq=1&cid=pdf-reference#references_tab_contents

Verstegen, Deborah A. 2014. *How do State Pay for Schools? An Update of a 50-State Survey of Finance Policies and Programs*. Reno, Nevada: University of Nevada, Reno. https://schoolfinancesdav.files.wordpress.com/2014/04/aefp-50-stateaidsystems.pdf

Verstegen, Deborah A. 2015. *A 50 State Survey of School Finance Policies, Volume 1*. Reno, Nevada: University of Nevada, Reno. https://schoolfinancesdav.files.wordpress.com/2015/04/50-states-2015-vol-ifnl.pdf

Wood, R. Craig and R. Anthony Rolle. 2007. Improving "Adequacy" Concepts in Education Finance: A Heuristic Examination of the Professional Judgment Research Protocol. *Educational Considerations* volume 35, number 1 (fall). http://newprairiepress.org/edconsiderations/vol35/iss1/13/

Appendices

Appendix A. Base Student Cost: Formula vs. Funded

Fiscal Year	Base Student Cost (Formula)	Base Student Cost (Funded)	Under/Over Formula
1990	$1,467	$1,467	$0
1991	$1,533	$1,539	$6
1992	$1,546	$1,505	-$41
1993	$1,578	$1,532	-$46
1994	$1,621	$1,581	-$40
1995	$1,679	$1,619	-$60
1996	$1,716	$1,684	-$32
1997	$1,771	$1,760	-$11
1998	$1,814	$1,839	$25
1999	$1,897	$1,879	-$18
2000	$1,959	$1,937	-$22
2001	$2,053	$2,002	-$51
2002	$2,106	$1,881	-$225
2003	$2,196	$1,770	-$426
2004	$2,213	$1,754	-$459
2005	$2,292	$1,852	-$440
2006	$2,371	$2,290	-$81
2007	$2,484	$2,367	-$117
2008	$2,590	$2,476	-$114
2009	$2,643	$2,184	-$459
2010	$2,644	$1,756	-$888
2011	$2,664	$1,615	-$1,049
2012	$2,660	$1,880	-$780
2013	$2,690	$2,012	-$678
2014	$2,732	$2,100	-$632
2015	$2,796	$2,101	-$695
2016	$2,856	$2,197	-$659
2017*	$2,917	$2,350	-$567
2018*	$2,984	$2,425	-$559

*From Appropriations Acts. Source: SC Revenue and Fiscal Affairs Office, 2017.

Appendix B. SC Professional Certified Staff Positions, Average Salary and FTE per 1,000 Pupils, 2915-16

PCS Position Title	PCS Code	Total Salary	Employees (FTE)	Average Salary	FTE Per 1,000 Pupils
Principal	1	$109,214,819	1,212	$90,126	1.60
Assistant Principal, Coprincipal	2	$123,630,741	1,742	$70,958	2.30
Special Education (Itinerant)	3	$7,315,802	143	$51,195	0.19
Prekindergarten (Child Development)	4	$52,359,087	1,110	$47,153	1.46
Kindergarten	5	$117,985,513	2,497	$47,260	3.29
Special Education (Self-Contained)	6	$112,752,034	2,398	$47,013	3.16
Special Education (Resource)	7	$131,221,494	2,789	$47,055	3.68
Classroom Teacher	8	$1,896,152,213	40,378	$46,960	53.26
Retired Teacher	9	$22,580,267	487	$46,385	0.64
Library Media Specialist	10	$59,898,554	1,091	$54,907	1.44
Guidance Counselor	11	$113,707,536	2,104	$54,054	2.77
Other Professional Instruction-Oriented	12	$57,156,067	1,014	$56,372	1.34
Director, CATE Center	13	$3,627,237	43	$84,749	0.06
Assistant Director, CATE Center	14	$1,422,000	19	$74,842	0.03
Coordinator, Job Placement	15	$1,742,793	30	$58,483	0.04
Director, Adult Education	16	$3,475,818	42	$83,755	0.05
Speech Therapist	17	$46,308,125	924	$50,095	1.22
ROTC Instructor	18	$23,466,058	367	$63,940	0.48
Temporary Instruction-Oriented	19	$2,525,397	145	$17,441	0.19
Director, Finance/Business	20	$6,307,597	79	$79,441	0.10
Manager, District Accountant/Acctg.	21	$3,998,908	63	$63,074	0.08
Bookkeeper	22	$5,607,271	183	$30,708	0.24
Career Specialist	23	$9,606,494	239	$40,195	0.32
Supervisor, Payroll	24	$1,308,090	23	$56,873	0.03
Purchasing Agent	25	$1,446,926	22	$67,299	0.03
Director, Food Services	26	$2,951,494	47	$62,798	0.06
Technology/IT Personnel	27	$20,596,321	405	$50,880	0.53
Director/Personnel/HR	28	$5,017,769	56	$89,603	0.07
Other Personnel Positions	29	$7,294,187	150	$48,628	0.20
Director, Maintenance	30	$3,977,917	56	$71,674	0.07
Director, Alternative Program/School	31	$2,225,435	30	$75,438	0.04
Assistant Director, Maintenance	32	$976,276	16	$61,017	0.02
Director, Technology	33	$5,335,117	63	$84,684	0.08
Director, Transportation	34	$2,875,758	44	$65,210	0.06
Coordinator, Federal Projects	35	$3,953,064	50	$79,379	0.07
School Nurse	36	$46,989,198	1,274	$36,875	1.68
Occupational/Physical Therapist	37	$13,954,822	254	$54,962	0.33
Orientation/Mobility Instructor	38	$109,316	2	$54,658	0.00
Audiologist	39	$506,873	9	$58,939	0.01
Social Worker	40	$7,939,292	168	$47,399	0.22
Director, Student Services	41	$2,690,393	32	$83,037	0.04
Director, Attendance	42	$880,373	16	$54,344	0.02
Other Professional Noninstructional Staff	43	$34,749,794	628	$55,325	0.83
Teacher Specialist	44	$2,411,409	38	$64,304	0.05
Principal Specialist	45	$113,849	1	$113,849	0.00
Purchased-Service Teacher	46	$4,150,093	101	$41,212	0.13
Director, Athletics	47	$6,087,902	80	$75,814	0.11

Appendix B, continued. SC PCS Positions, Average Salary and FTE per 1,000 Pupils, 2915-16

PCS Position Title	PCS Code	Total Salary	Employees (FTE)	Average Salary	FTE Per 1,000 Pupils
Assistant Superintendent, Noninstruction	48	$8,821,430	80	$110,268	0.11
Assistant Superintendent, Instruction	49	$6,355,069	62	$103,167	0.08
District Superintendent	50	$12,154,016	91	$133,561	0.12
Area Superintendent	52	$950,372	8	$118,797	0.01
Director, Instruction	53	$5,949,061	66	$90,825	0.09
Supervisor, Elementary Education	54	$1,882,428	20	$96,535	0.03
Supervisor, Secondary Education	55	$1,941,074	22	$88,231	0.03
Supervisor, Adult Education	56	$753,994	9	$83,777	0.01
Director, Career and Technology Education	57	$920,888	10	$92,089	0.01
Director, Special Services	58	$5,996,016	71	$84,214	0.09
Director, Early Childhood Development	59	$938,985	11	$85,362	0.01
Coordinator, AP/G&T	60	$1,060,218	14	$78,535	0.02
Coordinator, Fine Arts	62	$678,549	9	$76,241	0.01
Coordinator, Business & Office Education	63	$86,827	1	$86,827	0.00
Coordinator, English	65	$1,159,448	16	$72,466	0.02
Coordinator, Reading	66	$147,288	2	$73,644	0.00
Coordinator, Foreign Language	67	$278,869	4	$69,717	0.01
Coordinator, Health/Science Technology	68	$256,141	4	$64,035	0.01
Coordinator, Health, Safety, PE	69	$257,867	5	$54,865	0.01
Coordinator, Mathematics	72	$1,247,349	16	$78,450	0.02
Coordinator, Music	73	$135,418	2	$75,232	0.00
Coordinator, Science	74	$963,687	13	$71,917	0.02
Educational Evaluator	75	$2,019,724	33	$61,204	0.04
Coordinator, Social Studies	76	$386,273	6	$70,231	0.01
Coordinator, Trade and Industrial	77	$168,937	3	$56,312	0.00
Coordinator, Special Education	78	$7,653,398	110	$69,894	0.14
Supervisor, District Library Media Services	80	$110,152	2	$55,076	0.00
Coordinator, Guidance	81	$915,791	11	$83,254	0.01
Coordinator, Early Childhood Education	82	$782,142	10	$75,936	0.01
Coordinator, Parenting/Family Literacy	83	$1,327,029	24	$55,293	0.03
Coordinator, Elementary Education	84	$685,414	10	$68,541	0.01
Psychologist	85	$30,495,638	540	$56,452	0.71
Support Personnel	86	$56,098,913	2,061	$27,222	2.72
Reading Coach	87	$29,998,852	552	$54,395	0.73
Administrative Assistant, Co-Principal	88	$1,416,380	23	$62,672	0.03
Title I Instructional Paraprofessional	89	$32,784,439	1,759	$18,636	2.32
Library Aide	90	$8,438,832	444	$19,019	0.59
Child Development Aide	91	$15,359,600	815	$18,848	1.07
Kindergarten Aide	92	$33,950,182	1,803	$18,827	2.38
Special Education Aide	93	$66,277,196	3,586	$18,481	4.73
Instructional Aide	94	$42,303,169	2,238	$18,902	2.95
Grant Writer	95	$897,439	13	$66,973	0.02
Director, Communications/PIO	96	$1,578,936	19	$82,236	0.03
Instructional Coach	97	$27,163,352	483	$56,192	0.64
Adult Education Teacher	98	$2,609,181	55	$47,440	0.07
Other District Office Staff	99	$44,589,288	769	$58,006	1.01
Grand Total		$3,551,548,738	78,563	$45,207	103.63

Source: SCDE PCS data for 2015-16

Appendix C. Current and Updated Base Student Cost, 2015-16

District	ITA	WPUs	Base Student Cost = $2,127			Updated Base Student Cost = $6,561		
			Total EFA	State EFA	Local Required Support	Total EFA	State EFA	Local Required Support
ABBEVILLE SCHOOL DISTRICT	0.00259	4,014	$ 8,819,000	$ 7,166,139	$ 1,652,861	$ 26,336,576	$ 21,400,566	$ 4,936,010
AIKEN SCHOOL DISTRICT	0.02770	31,956	70,207,178	52,517,103	17,690,075	209,662,857	156,872,323	52,790,533
ALLENDALE SCHOOL DISTRICT	0.00104	1,633	3,587,987	2,924,290	663,697	10,714,966	8,732,939	1,982,027
ANDERSON DISTRICT 1	0.00777	12,705	27,912,599	22,947,636	4,964,963	83,356,652	68,548,622	14,808,031
ANDERSON DISTRICT 2	0.00256	5,239	11,509,160	9,875,445	1,633,715	34,370,323	29,491,487	4,878,836
ANDERSON DISTRICT 3	0.00186	3,534	7,764,593	6,577,597	1,186,996	23,187,755	19,642,975	3,544,780
ANDERSON DISTRICT 4	0.00465	3,851	8,459,658	5,492,167	2,967,491	25,263,459	16,401,510	8,861,949
ANDERSON DISTRICT 5	0.01297	16,695	36,678,498	28,401,431	8,277,066	109,534,648	84,816,482	24,718,167
BAMBERG DISTRICT 1	0.00083	1,820	3,999,551	3,469,869	529,681	11,944,038	10,362,228	1,581,810
BAMBERG DISTRICT 2	0.00059	924	2,030,819	1,654,299	376,520	6,064,726	4,940,307	1,124,419
BARNWELL DISTRICT 19	0.00049	927	2,037,520	1,724,816	312,703	6,084,737	5,150,897	933,840
BARNWELL DISTRICT 29	0.00072	1,257	2,760,706	2,301,224	459,482	8,244,421	6,872,249	1,372,173
BARNWELL DISTRICT 45	0.00146	2,950	6,481,128	5,549,400	931,728	19,354,884	16,572,423	2,782,461
BEAUFORT SCHOOL DISTRICT	0.08516	28,029	61,580,548	7,214,836	54,365,712	183,900,762	21,603,223	162,297,539
BERKELEY SCHOOL DISTRICT	0.03613	43,372	95,289,075	72,225,607	23,063,468	284,566,054	215,709,665	68,856,389
CALHOUN SCHOOL DISTRICT	0.00376	2,300	5,052,155	2,652,636	2,399,520	15,087,479	7,921,688	7,165,791
CHARLESTON SCHOOL DISTRICT	0.13688	59,958	131,728,605	44,331,208	87,397,396	393,387,062	132,521,784	260,865,279
CHEROKEE SCHOOL DISTRICT	0.00928	11,577	25,434,252	19,512,033	5,922,219	75,955,450	58,269,669	17,685,782
CHESTER SCHOOL DISTRICT	0.00480	6,784	14,905,503	11,842,286	3,063,217	44,512,973	35,365,155	9,147,818
CHESTERFIELD SCHOOL DISTRICT	0.00569	9,643	21,186,550	17,555,362	3,631,188	63,270,347	52,426,371	10,843,976
CLARENDON DISTRICT 1	0.00149	1,058	2,324,997	1,374,124	950,873	6,943,244	4,103,609	2,839,635
CLARENDON DISTRICT 2	0.00249	3,996	8,778,377	7,189,334	1,589,044	26,215,263	21,469,832	4,745,431
CLARENDON DISTRICT 3	0.00043	1,606	3,528,294	3,253,881	274,413	10,536,704	9,717,212	819,492
COLLETON SCHOOL DISTRICT	0.00854	7,908	17,373,854	11,917,500	5,456,354	51,884,322	35,608,829	16,275,493
DARLINGTON SCHOOL DISTRICT	0.01061	13,612	29,906,575	23,129,208	6,777,367	89,311,350	69,090,861	20,220,490
DILLON DISTRICT 3	0.00086	2,127	4,672,931	4,124,105	548,826	13,954,985	12,316,000	1,638,984
DILLON SCHOOL DISTRICT 4	0.00264	5,356	11,767,703	10,076,552	1,691,151	35,142,422	30,111,122	5,031,300
DORCHESTER DISTRICT 2	0.01980	32,707	71,856,971	59,214,822	12,642,150	214,589,708	176,854,959	37,734,750
DORCHESTER DISTRICT 4	0.00284	2,991	6,571,381	4,758,978	1,812,403	19,624,410	14,211,951	5,412,459
EDGEFIELD SCHOOL DISTRICT	0.00338	4,501	9,888,719	7,731,704	2,157,015	29,531,127	23,089,538	6,441,589
FAIRFIELD SCHOOL DISTRICT	0.00622	3,728	8,189,449	4,220,031	3,969,418	24,456,521	12,602,474	11,854,048
FLORENCE DISTRICT 1	0.01711	21,691	47,655,303	36,729,831	10,925,472	142,315,176	109,707,016	32,608,160
FLORENCE DISTRICT 2	0.00069	1,596	3,505,643	3,065,306	440,337	10,469,060	9,154,061	1,314,999
FLORENCE DISTRICT 3	0.00250	5,170	11,359,567	9,764,141	1,595,425	33,923,585	29,159,096	4,764,489
FLORENCE DISTRICT 4	0.00108	973	2,137,835	1,448,611	689,224	6,384,312	4,326,053	2,058,259
FLORENCE DISTRICT 5	0.00059	1,838	4,039,075	3,662,554	376,520	12,062,070	10,937,651	1,124,419

Appendix C. Current and Updated Base Student Cost, 2015-16, continued

District	ITA	WPUs	Base Student Cost = $2,127			Updated Base Student Cost = $6,561		
			Total EFA	State EFA	Local Required Support	Total EFA	State EFA	Local Required Support
GEORGETOWN SCHOOL DISTRICT	0.02555	12,661	27,816,700	11,505,072	16,311,628	83,070,264	34,377,191	48,693,073
GREENVILLE SCHOOL DISTRICT	0.09188	98,988	217,477,031	158,822,817	58,654,215	649,461,449	474,356,965	175,104,484
GREENWOOD DISTRICT 50	0.00865	11,904	26,152,824	20,632,653	5,520,171	78,101,357	61,616,226	16,485,130
GREENWOOD DISTRICT 51	0.00062	1,277	2,804,492	2,408,827	395,665	8,375,182	7,193,589	1,181,593
GREENWOOD DISTRICT 52	0.00272	2,105	4,625,080	2,882,876	1,742,204	13,812,086	8,628,322	5,183,764
HAMPTON DISTRICT 1	0.00170	3,104	6,818,851	5,733,962	1,084,889	20,363,441	17,123,589	3,239,852
HAMPTON DISTRICT 2	0.00069	1,085	2,383,943	1,943,605	440,337	7,119,275	5,804,277	1,314,999
HORRY SCHOOL DISTRICT	0.09221	56,684	124,535,561	65,670,750	58,864,811	371,906,152	196,172,755	175,733,397
JASPER SCHOOL DISTRICT	0.00537	3,620	7,954,041	4,520,686	3,433,355	23,753,510	13,519,389	10,234,121
KERSHAW SCHOOL DISTRICT	0.00998	14,053	30,875,386	24,506,448	6,368,938	92,204,554	73,184,716	19,019,838
LANCASTER SCHOOL DISTRICT	0.01230	16,683	36,651,738	28,795,864	7,855,874	109,454,735	86,013,452	23,441,284
LAURENS DISTRICT 55	0.00464	8,117	17,832,983	14,871,874	2,961,109	53,255,440	44,412,549	8,842,891
LAURENS DISTRICT 56	0.00247	4,269	9,378,663	7,802,383	1,576,280	28,007,925	23,300,610	4,707,315
LEE SCHOOL DISTRICT	0.00187	2,888	6,344,453	5,151,075	1,193,378	18,946,725	15,382,887	3,563,837
LEXINGTON DISTRICT 1	0.01966	32,428	71,243,679	58,690,873	12,552,806	212,758,205	175,290,267	37,467,938
LEXINGTON DISTRICT 2	0.01247	12,229	26,866,783	18,902,421	7,964,363	80,233,485	56,468,216	23,765,269
LEXINGTON DISTRICT 3	0.00194	2,723	5,981,816	4,743,766	1,238,050	17,863,766	14,166,523	3,697,243
LEXINGTON DISTRICT 4	0.00150	4,474	9,830,367	8,866,730	963,637	29,356,866	26,498,173	2,858,693
LEXINGTON DISTRICT 5	0.01963	22,222	48,822,305	36,288,644	12,533,661	145,800,248	108,389,484	37,410,764
MARION CNTY SCHOOL DISTRICT	0.00374	6,591	14,481,284	12,094,528	2,386,756	43,246,110	36,118,435	7,127,675
MARLBORO SCHOOL DISTRICT	0.00321	5,522	12,131,219	10,082,693	2,048,526	36,228,005	30,110,402	6,117,603
MCCORMICK SCHOOL DISTRICT	0.00194	1,025	2,251,727	1,013,677	1,238,050	6,724,435	3,027,191	3,697,243
NEWBERRY SCHOOL DISTRICT	0.00624	8,096	17,787,220	13,805,038	3,982,181	53,118,775	41,226,611	11,892,164
OCONEE SCHOOL DISTRICT	0.02475	14,092	30,960,366	15,152,892	15,807,474	92,458,334	45,289,897	47,168,437
ORANGEBURG DISTRICT 3	0.00290	3,883	8,531,522	6,680,829	1,850,693	25,478,069	19,951,262	5,526,807
ORANGEBURG DISTRICT 4	0.00325	4,963	10,904,260	8,830,207	2,074,053	32,563,883	26,370,048	6,193,835
ORANGEBURG DISTRICT 5	0.00762	8,649	19,002,007	14,426,327	4,575,680	56,746,548	42,224,387	14,522,161
PICKENS SCHOOL DISTRICT	0.02153	21,305	46,806,536	33,060,352	13,746,184	139,780,465	98,748,689	41,031,776
RICHLAND DISTRICT 1	0.03635	32,250	70,853,140	47,649,275	23,203,865	211,591,922	142,316,258	69,275,664
RICHLAND DISTRICT 2	0.02100	35,458	77,901,621	64,493,667	13,407,954	232,641,119	192,619,415	40,021,704
SALUDA SCHOOL DISTRICT	0.00205	3,645	8,008,087	6,699,838	1,308,249	23,914,911	20,008,030	3,906,881
SPARTANBURG DISTRICT 1	0.00454	6,427	14,120,954	11,217,280	2,903,674	42,170,040	33,517,729	8,652,311
SPARTANBURG DISTRICT 2	0.00890	12,883	28,303,204	22,623,490	5,679,714	84,523,132	67,561,553	16,961,579
SPARTANBURG DISTRICT 3	0.00294	3,959	8,697,198	6,820,978	1,876,220	25,972,834	20,369,795	5,603,039
SPARTANBURG DISTRICT 4	0.00220	3,604	7,918,208	6,514,233	1,403,974	23,646,500	19,453,750	4,192,750
SPARTANBURG DISTRICT 5	0.01063	10,534	23,143,857	16,353,727	6,790,130	69,115,542	48,856,937	20,258,605
SPARTANBURG DISTRICT 6	0.01234	14,989	32,931,844	25,050,443	7,881,401	98,345,847	74,828,331	23,517,516
SPARTANBURG DISTRICT 7	0.00959	9,231	20,280,573	14,154,140	6,126,433	60,564,788	42,288,210	18,276,578
SUMTER SCHOOL DISTRICT	0.01275	23,193	50,954,406	42,811,355	8,143,051	152,167,436	127,868,544	24,298,892

Appendix C. Current and Updated Base Student Cost, 2015-16, continued

District	ITA	WPUs	Base Student Cost = $2,127			Updated Base Student Cost = $6,561		
			Total EFA	State EFA	Local Required Support	Total EFA	State EFA	Local Required Support
UNION SCHOOL DISTRICT	0.00348	5,407	11,878,849	9,651,636	2,227,214	35,474,343	28,842,175	6,632,168
WILLIAMSBURG SCHOOL DISTRICT	0.00445	5,888	12,934,903	10,095,046	2,839,857	38,628,084	30,147,295	8,480,790
YORK DISTRICT 1	0.00409	6,733	14,792,577	12,182,461	2,610,116	44,175,738	36,381,035	7,794,703
YORK DISTRICT 2	0.01396	8,795	19,322,044	10,413,189	8,908,855	57,702,289	31,097,385	26,604,904
YORK DISTRICT 3	0.01956	23,336	51,269,873	38,780,884	12,488,989	153,109,530	115,832,171	37,277,359
YORK DISTRICT 4	0.01194	16,244	35,686,991	28,067,240	7,619,751	106,573,669	83,818,472	22,755,197
Statewide Total	1.00000	968,244	$ 2,127,232,925	$ 1,489,062,817	$ 638,170,108	$ 6,352,651,443	$ 4,446,856,010	$ 1,905,795,433

Source: SCDE, Office of Finance, *EFA Financial Requirements Report, FY 2015-16 135 Day Report* and SC Dept. of Revenue, *2015 Factored Final Index of Taxpaying Ability Report, and author's calculations.*

Appendix D. Current and Updated Base Student Cost per Pupil, 2015-16

District	ITA	135-day ADM	WPUs	Funded Base Student Cost		Updated Base Student Cost		Increase in State EFA Per Pupil	Increase in Local Reqd. Support PP	Rank in State Increase
				State EFA Per Pupil	Local Required Support PP	State EFA Per Pupil	Local Required Support PP			
ABBEVILLE SCHOOL DISTRICT	0.00259	2,968	4,014	$ 2,414	$ 557	$ 7,210	$ 1,663	$ 4,795	$ 1,106	38
AIKEN SCHOOL DISTRICT	0.02770	23,845	31,956	2,202	742	6,579	2,214	4,376	1,472	58
ALLENDALE SCHOOL DISTRICT	0.00104	1,171	1,633	2,496	567	7,455	1,692	4,958	1,125	24
ANDERSON DISTRICT 1	0.00777	9,469	12,705	2,423	524	7,239	1,564	4,816	1,040	34
ANDERSON DISTRICT 2	0.00256	3,717	5,239	2,657	440	7,934	1,313	5,277	873	7
ANDERSON DISTRICT 3	0.00186	2,519	3,534	2,611	471	7,797	1,407	5,186	936	10
ANDERSON DISTRICT 4	0.00465	2,784	3,851	1,972	1,066	5,890	3,183	3,918	2,117	69
ANDERSON DISTRICT 5	0.01297	12,456	16,695	2,280	664	6,809	1,984	4,529	1,320	53
BAMBERG DISTRICT 1	0.00083	1,356	1,820	2,559	391	7,641	1,166	5,082	776	15
BAMBERG DISTRICT 2	0.00059	664	924	2,492	567	7,443	1,694	4,951	1,127	25
BARNWELL DISTRICT 19	0.00049	657	927	2,624	476	7,836	1,421	5,212	945	8
BARNWELL DISTRICT 29	0.00072	907	1,257	2,538	507	7,580	1,514	5,042	1,007	20
BARNWELL DISTRICT 45	0.00146	2,183	2,950	2,542	427	7,592	1,275	5,050	848	19
BEAUFORT SCHOOL DISTRICT	0.08516	20,745	28,029	348	2,621	1,041	7,823	694	5,203	81
BERKELEY SCHOOL DISTRICT	0.03613	32,177	43,372	2,245	717	6,704	2,140	4,459	1,423	54
CALHOUN SCHOOL DISTRICT	0.00376	1,672	2,300	1,586	1,435	4,737	4,285	3,151	2,850	74
CHARLESTON SCHOOL DISTRICT	0.13688	46,149	59,958	961	1,894	2,872	5,653	1,911	3,759	80
CHEROKEE SCHOOL DISTRICT	0.00928	8,546	11,577	2,283	693	6,818	2,069	4,535	1,376	52
CHESTER SCHOOL DISTRICT	0.00480	4,984	6,784	2,376	615	7,096	1,835	4,720	1,221	40
CHESTERFIELD SCHOOL DISTRICT	0.00569	7,057	9,643	2,488	515	7,429	1,537	4,941	1,022	26
CLARENDON DISTRICT 1	0.00149	744	1,058	1,847	1,278	5,516	3,817	3,669	2,539	70
CLARENDON DISTRICT 2	0.00249	2,838	3,996	2,533	560	7,565	1,672	5,032	1,112	21
CLARENDON DISTRICT 3	0.00043	1,184	1,606	2,748	232	8,206	692	5,458	460	3
COLLETON SCHOOL DISTRICT	0.00854	5,549	7,908	2,148	983	6,417	2,933	4,269	1,950	62
DARLINGTON SCHOOL DISTRICT	0.01061	9,941	13,612	2,327	682	6,950	2,034	4,624	1,352	48
DILLON DISTRICT 3	0.00086	1,574	2,127	2,620	349	7,823	1,041	5,204	692	9
DILLON SCHOOL DISTRICT 4	0.00264	4,076	5,356	2,472	415	7,388	1,234	4,915	820	27
DORCHESTER DISTRICT 2	0.01980	24,945	32,707	2,374	507	7,090	1,513	4,716	1,006	41
DORCHESTER DISTRICT 4	0.00284	2,120	2,991	2,245	855	6,704	2,553	4,459	1,698	55
EDGEFIELD SCHOOL DISTRICT	0.00338	3,326	4,501	2,325	649	6,943	1,937	4,618	1,288	49
FAIRFIELD SCHOOL DISTRICT	0.00622	2,598	3,728	1,624	1,528	4,850	4,562	3,226	3,034	73
FLORENCE DISTRICT 1	0.01711	15,713	21,691	2,337	695	6,982	2,075	4,644	1,380	47
FLORENCE DISTRICT 2	0.00069	1,133	1,596	2,706	389	8,082	1,161	5,376	772	5
FLORENCE DISTRICT 3	0.00250	3,561	5,170	2,742	448	8,190	1,338	5,447	890	4
FLORENCE DISTRICT 4	0.00108	685	973	2,114	1,006	6,314	3,004	4,200	1,998	64
FLORENCE DISTRICT 5	0.00059	1,307	1,838	2,803	288	8,371	861	5,568	572	2

Appendix D. Current and Updated Base Student Cost per Pupil, 2015-16, continued

District	ITA	135-day ADM	WPUs	Funded Base Student Cost		Updated Base Student Cost		Increase in State EFA Per Pupil	Increase in Local Reqd. Support PP	Rank in State Increase
				State EFA Per Pupil	Local Required Support PP	State EFA Per Pupil	Local Required Support PP			
GEORGETOWN SCHOOL DISTRICT	0.02555	9,298	12,661	$ 1,237	$ 1,754	$ 3,697	$ 5,237	$ 2,460	$ 3,483	79
GREENVILLE SCHOOL DISTRICT	0.09188	74,187	98,988	2,141	791	6,394	2,360	4,253	1,570	63
GREENWOOD DISTRICT 50	0.00865	8,756	11,904	2,357	630	7,037	1,883	4,681	1,252	43
GREENWOOD DISTRICT 51	0.00062	899	1,277	2,679	440	8,001	1,314	5,322	874	6
GREENWOOD DISTRICT 52	0.00272	1,585	2,105	1,818	1,099	5,442	3,270	3,624	2,171	71
HAMPTON DISTRICT 1	0.00170	2,290	3,104	2,504	474	7,477	1,415	4,974	941	23
HAMPTON DISTRICT 2	0.00069	763	1,085	2,547	577	7,607	1,723	5,060	1,146	18
HORRY SCHOOL DISTRICT	0.09221	41,747	56,684	1,573	1,410	4,699	4,209	3,126	2,799	75
JASPER SCHOOL DISTRICT	0.00537	2,618	3,620	1,727	1,312	5,165	3,910	3,438	2,598	72
KERSHAW SCHOOL DISTRICT	0.00998	10,376	14,053	2,362	614	7,053	1,833	4,691	1,219	42
LANCASTER SCHOOL DISTRICT	0.01230	12,420	16,683	2,318	633	6,925	1,887	4,607	1,255	50
LAURENS DISTRICT 55	0.00464	5,699	8,117	2,610	520	7,793	1,552	5,183	1,032	11
LAURENS DISTRICT 56	0.00247	2,996	4,269	2,604	526	7,776	1,571	5,172	1,045	12
LEE SCHOOL DISTRICT	0.00187	2,047	2,888	2,516	583	7,513	1,741	4,997	1,158	22
LEXINGTON DISTRICT 1	0.01966	24,418	32,428	2,404	514	7,179	1,534	4,775	1,020	39
LEXINGTON DISTRICT 2	0.01247	8,643	12,229	2,187	921	6,533	2,750	4,346	1,828	59
LEXINGTON DISTRICT 3	0.00194	1,926	2,723	2,463	643	7,354	1,919	4,892	1,277	31
LEXINGTON DISTRICT 4	0.00150	3,103	4,474	2,857	311	8,539	921	5,681	611	1
LEXINGTON DISTRICT 5	0.01963	16,622	22,222	2,183	754	6,521	2,251	4,338	1,497	60
MARION CNTY SCHOOL DISTRICT	0.00374	4,719	6,591	2,563	506	7,654	1,510	5,091	1,005	14
MARLBORO SCHOOL DISTRICT	0.00321	3,954	5,522	2,550	518	7,615	1,547	5,065	1,029	16
MCCORMICK SCHOOL DISTRICT	0.00194	750	1,025	1,351	1,650	4,035	4,928	2,684	3,278	78
NEWBERRY SCHOOL DISTRICT	0.00624	5,889	8,096	2,344	676	7,001	2,019	4,657	1,343	45
OCONEE SCHOOL DISTRICT	0.02475	10,056	14,092	1,507	1,572	4,504	4,690	2,997	3,119	76
ORANGEBURG DISTRICT 3	0.00290	2,758	3,883	2,422	671	7,234	2,004	4,811	1,333	35
ORANGEBURG DISTRICT 4	0.00325	3,647	4,963	2,421	569	7,231	1,698	4,809	1,130	36
ORANGEBURG DISTRICT 5	0.00762	6,275	8,649	2,299	729	6,729	2,314	4,430	1,585	57
PICKENS SCHOOL DISTRICT	0.02153	16,011	21,305	2,065	859	6,167	2,563	4,103	1,704	67
RICHLAND DISTRICT 1	0.03635	23,101	32,250	2,063	1,004	6,161	2,999	4,098	1,994	68
RICHLAND DISTRICT 2	0.02100	26,688	35,458	2,417	502	7,218	1,500	4,801	997	37
SALUDA SCHOOL DISTRICT	0.00205	2,628	3,645	2,549	498	7,614	1,487	5,064	989	17
SPARTANBURG DISTRICT 1	0.00454	4,787	6,427	2,343	607	7,001	1,807	4,658	1,201	44
SPARTANBURG DISTRICT 2	0.00890	9,662	12,883	2,342	588	6,993	1,756	4,651	1,168	46
SPARTANBURG DISTRICT 3	0.00294	2,796	3,959	2,439	671	7,284	2,004	4,845	1,333	33
SPARTANBURG DISTRICT 4	0.00220	2,635	3,604	2,472	533	7,382	1,591	4,910	1,058	28
SPARTANBURG DISTRICT 5	0.01063	7,838	10,534	2,086	866	6,233	2,585	4,147	1,718	65
SPARTANBURG DISTRICT 6	0.01234	10,827	14,989	2,314	728	6,911	2,172	4,598	1,444	51
SPARTANBURG DISTRICT 7	0.00959	6,798	9,231	2,082	901	6,221	2,689	4,139	1,787	66
SUMTER SCHOOL DISTRICT	0.01275	16,511	23,193	2,593	493	7,744	1,472	5,151	978	13

Appendix D. Current and Updated Base Student Cost per Pupil, 2015-16, continued

District	ITA	135-day ADM	WPUs	Funded Base Student Cost		Updated Base Student Cost		Increase in State EFA Per Pupil	Increase in Local Reqd. Support PP	Rank in State Increase
				State EFA Per Pupil	Local Required Support PP	State EFA Per Pupil	Local Required Support PP			
UNION SCHOOL DISTRICT	0.00348	3,925	5,407	$ 2,459	$ 567	$ 7,348	$ 1,690	$ 4,889	$ 1,122	32
WILLIAMSBURG SCHOOL DISTRICT	0.00445	4,092	5,888	2,467	694	7,368	2,073	4,901	1,379	29
YORK DISTRICT 1	0.00409	4,946	6,733	2,463	528	7,355	1,576	4,892	1,048	30
YORK DISTRICT 2	0.01396	7,078	8,795	1,471	1,259	4,394	3,759	2,922	2,500	77
YORK DISTRICT 3	0.01956	17,304	23,336	2,241	722	6,694	2,154	4,453	1,433	56
YORK DISTRICT 4	0.01194	12,970	16,244	2,164	587	6,462	1,754	4,298	1,167	61
Statewide Total/Average	1.00000	716,361	968,244	$ 2,079	$ 891	$ 6,208	$ 2,660	$ 4,129	$ 1,770	n/a

Source: SCDE, Office of Finance, *EFA Financial Requirements Report, FY 2015-16 135 Day Report* and SC Dept. of Revenue, *2015 Factored Final Index of Taxpaying Ability Report, and author's calculations.*

Appendix E. Current and Updated Base Student Cost per Pupil, 2015-16, Ranked

District	"Abbeville" district	ITA	Funded Base Student Cost		Updated Base Student Cost		Increase in State EFA Per Pupil	Increase in Local Reqd. Support PP	Rank in State Increase
			State EFA Per Pupil	Local Required Support PP	State EFA Per Pupil	Local Required Support PP			
LEXINGTON DISTRICT 4	1	0.00150	$ 2,857	$ 311	$ 8,539	$ 921	$ 5,681	$ 611	1
FLORENCE DISTRICT 5	1	0.00059	2,803	288	8,371	861	5,568	572	2
CLARENDON DISTRICT 3	1	0.00043	2,748	232	8,206	692	5,458	460	3
FLORENCE DISTRICT 3	1	0.00250	2,742	448	8,190	1,338	5,447	890	4
FLORENCE DISTRICT 2	1	0.00069	2,706	389	8,082	1,161	5,376	772	5
GREENWOOD DISTRICT 51		0.00062	2,679	440	8,001	1,314	5,322	874	6
ANDERSON DISTRICT 2		0.00256	2,657	440	7,934	1,313	5,277	873	7
BARNWELL DISTRICT 19	1	0.00049	2,624	476	7,836	1,421	5,212	945	8
DILLON DISTRICT 3	1	0.00086	2,620	349	7,823	1,041	5,204	692	9
ANDERSON DISTRICT 3		0.00186	2,611	471	7,797	1,407	5,186	936	10
LAURENS DISTRICT 55	1	0.00464	2,610	520	7,793	1,552	5,183	1,032	11
LAURENS DISTRICT 56	1	0.00247	2,604	526	7,776	1,571	5,172	1,045	12
SUMTER SCHOOL DISTRICT		0.01275	2,593	493	7,744	1,472	5,151	978	13
MARION CNTY SCHOOL DISTRICT	1	0.00374	2,563	506	7,654	1,510	5,091	1,005	14
BAMBERG DISTRICT 1	1	0.00083	2,559	391	7,641	1,166	5,082	776	15
MARLBORO SCHOOL DISTRICT	1	0.00321	2,550	518	7,615	1,547	5,065	1,029	16
SALUDA SCHOOL DISTRICT	1	0.00205	2,549	498	7,614	1,487	5,064	989	17
HAMPTON DISTRICT 2	1	0.00069	2,547	577	7,607	1,723	5,060	1,146	18
BARNWELL DISTRICT 45	1	0.00146	2,542	427	7,592	1,275	5,050	848	19
BARNWELL DISTRICT 29	1	0.00072	2,538	507	7,580	1,514	5,042	1,007	20
CLARENDON DISTRICT 2	1	0.00249	2,533	560	7,565	1,672	5,032	1,112	21
LEE SCHOOL DISTRICT	1	0.00187	2,516	583	7,513	1,741	4,997	1,158	22
HAMPTON DISTRICT 1	1	0.00170	2,504	474	7,477	1,415	4,974	941	23
ALLENDALE SCHOOL DISTRICT	1	0.00104	2,496	567	7,455	1,692	4,958	1,125	24
BAMBERG DISTRICT 2	1	0.00059	2,492	567	7,443	1,694	4,951	1,127	25
CHESTERFIELD SCHOOL DISTRICT	1	0.00569	2,488	515	7,429	1,537	4,941	1,022	26
DILLON SCHOOL DISTRICT 4	1	0.00264	2,472	415	7,388	1,234	4,915	820	27
SPARTANBURG DISTRICT 4		0.00220	2,472	533	7,382	1,591	4,910	1,058	28
WILLIAMSBURG SCHOOL DISTRICT	1	0.00445	2,467	694	7,368	2,073	4,901	1,379	29
YORK DISTRICT 1		0.00409	2,463	528	7,355	1,576	4,892	1,048	30
LEXINGTON DISTRICT 3		0.00194	2,463	643	7,354	1,919	4,892	1,277	31
UNION SCHOOL DISTRICT		0.00348	2,459	567	7,348	1,690	4,889	1,122	32
SPARTANBURG DISTRICT 3		0.00294	2,439	671	7,284	2,004	4,845	1,333	33
ANDERSON DISTRICT 1		0.00777	2,423	524	7,239	1,564	4,816	1,040	34
ORANGEBURG DISTRICT 3	1	0.00290	2,422	671	7,234	2,004	4,811	1,333	35
ORANGEBURG DISTRICT 4	1	0.00325	2,421	569	7,231	1,698	4,809	1,130	36

Appendix E. Current and Updated Base Student Cost per Pupil, 2015-16, Ranked, continued

District	"Abbeville" district	ITA	Funded Base Student Cost		Updated Base Student Cost		Increase in State EFA Per Pupil	Increase in Local Reqd. Support PP	Rank in State Increase
			State EFA Per Pupil	Local Required Support PP	State EFA Per Pupil	Local Required Support PP			
RICHLAND DISTRICT 2		0.02100	$ 2,417	$ 502	$ 7,218	$ 1,500	$ 4,801	$ 997	37
ABBEVILLE SCHOOL DISTRICT	1	0.00259	2,414	557	7,210	1,663	4,795	1,106	38
LEXINGTON DISTRICT 1		0.01966	2,404	514	7,179	1,534	4,775	1,020	39
CHESTER SCHOOL DISTRICT		0.00480	2,376	615	7,096	1,835	4,720	1,221	40
DORCHESTER DISTRICT 2		0.01980	2,374	507	7,090	1,513	4,716	1,006	41
KERSHAW SCHOOL DISTRICT		0.00998	2,362	614	7,053	1,833	4,691	1,219	42
GREENWOOD DISTRICT 50		0.00865	2,357	630	7,037	1,883	4,681	1,252	43
SPARTANBURG DISTRICT 1		0.00454	2,343	607	7,001	1,807	4,658	1,201	44
NEWBERRY SCHOOL DISTRICT		0.00624	2,344	676	7,001	2,019	4,657	1,343	45
SPARTANBURG DISTRICT 2		0.00890	2,342	588	6,993	1,756	4,651	1,168	46
FLORENCE DISTRICT 1	1	0.01711	2,337	695	6,982	2,075	4,644	1,380	47
DARLINGTON SCHOOL DISTRICT		0.01061	2,327	682	6,950	2,034	4,624	1,352	48
EDGEFIELD SCHOOL DISTRICT		0.00338	2,325	649	6,943	1,937	4,618	1,288	49
LANCASTER SCHOOL DISTRICT		0.01230	2,318	633	6,925	1,887	4,607	1,255	50
SPARTANBURG DISTRICT 6		0.01234	2,314	728	6,911	2,172	4,598	1,444	51
CHEROKEE SCHOOL DISTRICT		0.00928	2,283	693	6,818	2,069	4,535	1,376	52
ANDERSON DISTRICT 5		0.01297	2,280	664	6,809	1,984	4,529	1,320	53
BERKELEY SCHOOL DISTRICT	1	0.03613	2,245	717	6,704	2,140	4,459	1,423	54
DORCHESTER DISTRICT 4		0.00284	2,245	855	6,704	2,553	4,459	1,698	55
YORK DISTRICT 3		0.01956	2,241	722	6,694	2,154	4,453	1,433	56
ORANGEBURG DISTRICT 5	1	0.00762	2,299	729	6,729	2,314	4,430	1,585	57
AIKEN SCHOOL DISTRICT		0.02770	2,202	742	6,579	2,214	4,376	1,472	58
LEXINGTON DISTRICT 2		0.01247	2,187	921	6,533	2,750	4,346	1,828	59
LEXINGTON DISTRICT 5		0.01963	2,183	754	6,521	2,251	4,338	1,497	60
YORK DISTRICT 4		0.01194	2,164	587	6,462	1,754	4,298	1,167	61
COLLETON SCHOOL DISTRICT		0.00854	2,148	983	6,417	2,933	4,269	1,950	62
GREENVILLE SCHOOL DISTRICT		0.09188	2,141	791	6,394	2,360	4,253	1,570	63
FLORENCE DISTRICT 4	1	0.00108	2,114	1,006	6,314	3,004	4,200	1,998	64
SPARTANBURG DISTRICT 5		0.01063	2,086	866	6,233	2,585	4,147	1,718	65
SPARTANBURG DISTRICT 7		0.00959	2,082	901	6,221	2,689	4,139	1,787	66
PICKENS SCHOOL DISTRICT		0.02153	2,065	859	6,167	2,563	4,103	1,704	67
RICHLAND DISTRICT 1		0.03635	2,063	1,004	6,161	2,999	4,098	1,994	68
ANDERSON DISTRICT 4		0.00465	1,972	1,066	5,890	3,183	3,918	2,117	69
CLARENDON DISTRICT 1	1	0.00149	1,847	1,278	5,516	3,817	3,669	2,539	70
GREENWOOD DISTRICT 52		0.00272	1,818	1,099	5,442	3,270	3,624	2,171	71
JASPER SCHOOL DISTRICT	1	0.00537	1,727	1,312	5,165	3,910	3,438	2,598	72
FAIRFIELD SCHOOL DISTRICT		0.00622	1,624	1,528	4,850	4,562	3,226	3,034	73
CALHOUN SCHOOL DISTRICT		0.00376	1,586	1,435	4,737	4,285	3,151	2,850	74
HORRY SCHOOL DISTRICT		0.09221	1,573	1,410	4,699	4,209	3,126	2,799	75

Appendix E. Current and Updated Base Student Cost per Pupil, 2015-16, Ranked, continued

District	"Abbeville" district	ITA	Funded Base Student Cost		Updated Base Student Cost		Increase in State EFA Per Pupil	Increase in Local Reqd. Support PP	Rank in State Increase
			State EFA Per Pupil	Local Required Support PP	State EFA Per Pupil	Local Required Support PP			
OCONEE SCHOOL DISTRICT		0.02475	$ 1,507	$ 1,572	$ 4,504	$ 4,690	$ 2,997	$ 3,119	76
YORK DISTRICT 2		0.01396	1,471	1,259	4,394	3,759	2,922	2,500	77
MCCORMICK SCHOOL DISTRICT	1	0.00194	1,351	1,650	4,035	4,928	2,684	3,278	78
GEORGETOWN SCHOOL DISTRICT		0.02555	1,237	1,754	3,697	5,237	2,460	3,483	79
CHARLESTON SCHOOL DISTRICT		0.13688	961	1,894	2,872	5,653	1,911	3,759	80
BEAUFORT SCHOOL DISTRICT		0.08516	348	2,621	1,041	7,823	694	5,203	81
State Total/Average			$ 2,079	$ 891	$ 6,208	$ 2,660	$ 4,129	$ 1,770	n/a

Source: SCDE, Office of Finance, *EFA Financial Requirements Report, FY 2015-16 135 Day Report* and SC Dept. of Revenue, *2015 Factored Final Index of Taxpaying Ability Report, and author's calculations.*