

Legislative Budget Analysis  
Proposed FY 2025 Operating and Capital Budgets  
Office of the County Auditor  
Baltimore County, Maryland  
**HEARING DATE: May 15, 2024**



**Department of Education — Operating Budget**

*Superintendent: Dr. Myriam Rogers*

*BCPS Director of Budget and Reporting: Whit Tantleff*

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Questions to BCPS Sent	May 1, 2024
Responses Received	May 13, 2024
Analysis considers all responses.	

BALTIMORE COUNTY  
FISCAL YEAR 2025 BUDGET ANALYSIS

**DEPARTMENT OF EDUCATION (035)**

BUDGET SUMMARY
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\$ in Thousands

PROPOSED CHANGE	GENERAL	SPECIAL	TOTAL	% Change Prior Year
FY 2024 - 2025 Change	\$ 50,453.5	\$ (40,308.2)	\$ 10,145.3	0.4%

BUDGET TRENDS

FY 2023 Actual	\$ 1,076,414.9 <sup>(1)</sup>	\$ 1,157,525.5	\$ 2,233,940.4	
FY 2024 Approp.	1,043,279.4	1,251,692.2	2,294,971.6	2.7%
<b>FY 2025 Request</b>	<b>1,093,732.9</b>	<b>1,211,384.0</b>	<b>2,305,116.9</b>	<b>0.4%</b>

<sup>(1)</sup> Reflects County General Funds provided to BCPS.

PERSONNEL
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PROPOSED CHANGE	<u>ALL FUNDS</u> FULL-TIME EQUIVALENT POSITIONS
FY 2024- 2025 Change	(323)

BUDGET TRENDS

FY 2023 Actual	16,486
FY 2024 Approp.	16,554
<b>FY 2025 Request</b>	<b>16,231</b>

VACANCY DATA

Not available as of May 14, 2024.

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For further information contact: Office of the County Auditor

Phone: (410) 887-3193

## DEPARTMENT OF EDUCATION (035)

### OPERATING BUDGET SUMMARY:

The County's proposed FY 2025 budget for the Baltimore County Public Schools (BCPS) totals approximately \$2.3 billion, an increase of approximately \$10.1 million, or 0.4%, over the FY 2024 adopted budget.

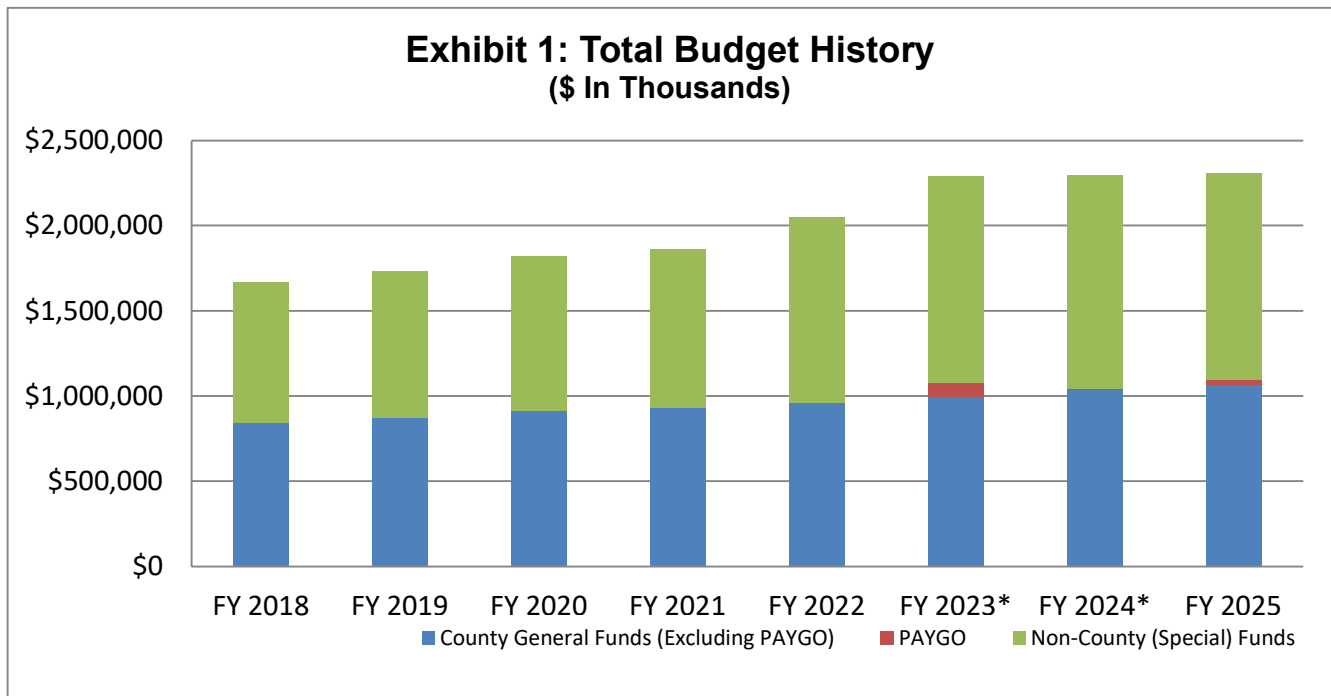
	(\$ in thousands)				
	General Fund (excl. PAYGO & Debt Svc.)	PAYGO & Debt Svc.	Total General Fund	Special Fund	Total
<b>FY 2025 Request</b>	\$ 979,710	\$ 114,023	\$ 1,093,733	\$ 1,211,384	\$ 2,305,117
FY 2024 Appropriation	953,917	89,362	1,043,279	1,251,692	2,294,971
\$ Increase/(Decrease)	\$ 25,793	\$ 24,661	\$ 50,454	\$ (40,308)	\$ 10,146
% Increase/(Decrease)	2.7%	27.6%	4.8%	-3.2%	0.4%

- General Fund** – The increase is primarily due to personnel and personnel-related expenses, special-education related costs (e.g., nonpublic placements), and increased PAYGO capital contributions and debt service funding, partially offset by central office baseline budget reductions, an increase in budgeted turnover, and position reductions. Excluding capital-related PAYGO and debt service appropriations, the County's proposed FY 2025 General Fund contribution to the school system increases by \$25.8 million, or 2.7%, over the FY 2024 contribution.
- Special Fund (non-County portion of the budget)** – The decrease is primarily due to a decrease in federal stimulus funds (\$88.9 million) due to the sunseting of the ESSER funds in September 2024, partially offset by an increase in State funding (\$49.3 million).
- Fund Balance** – The proposed budget relies on the use of \$49.6 million of BCPS's fund balance, which BCPS projects will total \$103.9 million at the end of FY 2024.
- Enrollment** – BCPS projects that system-wide enrollment will increase by 1,375 students, or 1.3%, to 111,659 students for SY 2024-2025, after decreasing by 799 students to 110,284 students in SY 2023-2024. (Note, MSDE's full-time equivalent (FTE) enrollment count reflects 106,103.25 FTE as of September 30, 2023; the difference between the BCPS and MSDE enrollment figures is attributable to the State's exclusion of certain students (e.g., prekindergarten, part-time) from the count.)
- Maintenance of Effort (MOE)** – The County's required FY 2025 MOE amount is \$925.0 million, and the proposed budget exceeds the MOE requirement by \$41.3 million, or 4.5%. See Appendix C for the MOE calculation. (The MOE calculation excludes, pending MSDE

## DEPARTMENT OF EDUCATION (035)

approval, proposed one-time expenses totaling \$13.4 million for items including a new secondary English language arts curriculum, instructional materials for English learners, and startup funds and moving costs for Pine Grove Middle and Deer Park elementary schools.)

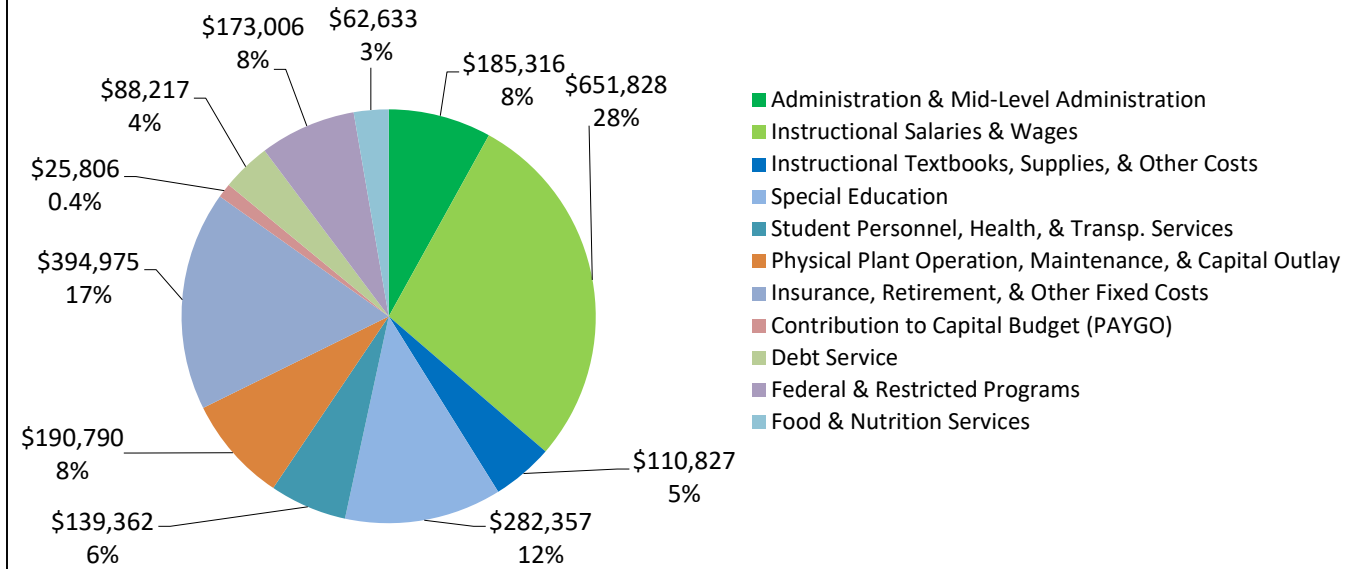
**See Exhibit 1 for the budget history; Exhibits 2a and 2b for the distribution of expenses across programs and funding sources; and Appendix A for the budget by program.**



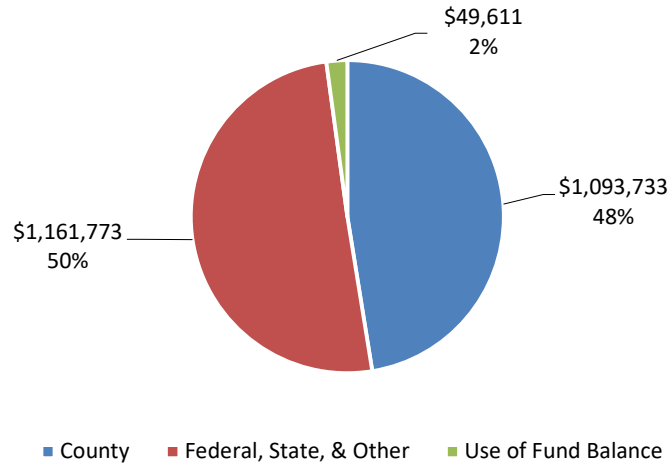
\*FY 2023 adjusted to include the additional authorized (Resolution 45-22) expenditures totaling \$34,180,067 from BCPS's General Fund (\$33.4 million) and Food Service Fund (\$867 thousand) fund balances. FY 2024 not adjusted for the proposed \$4.7 million expenditure from BCPS's General Fund fund balance expected to be presented at the June 3, 2024 legislative session.

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**Exhibit 2a: Total FY 2025 Budget  
\$2,305,117 (\$ In Thousands)**



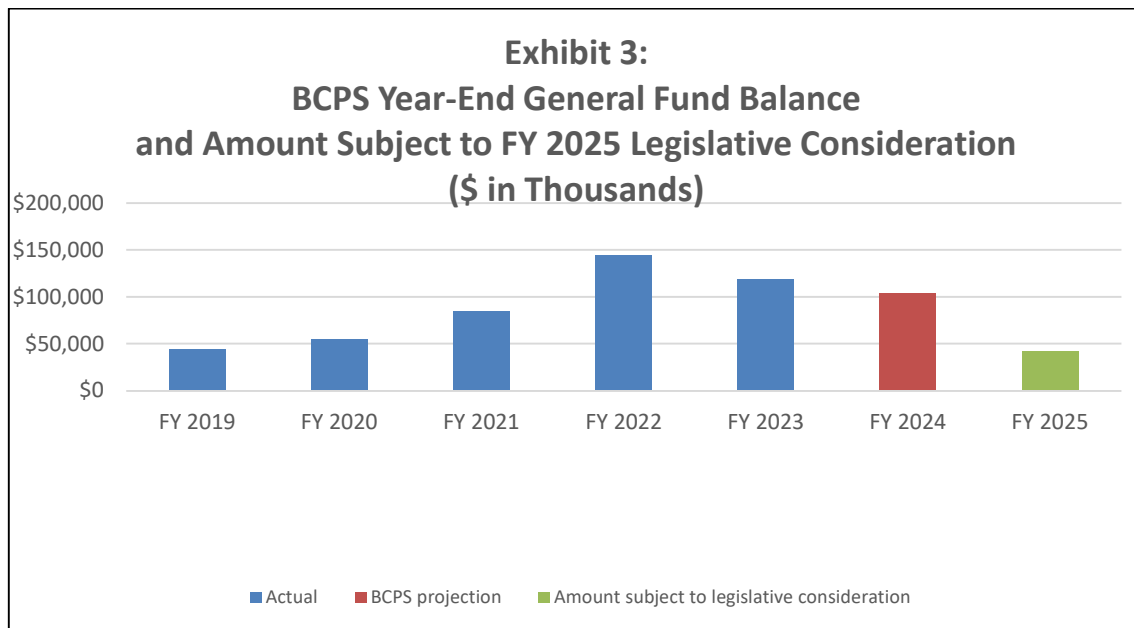
**Exhibit 2b: Total FY 2025  
Budget Funding Sources  
\$2,305,117  
(\$ In Thousands)**



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### BUDGET FLEXIBILITY:

The proposed FY 2025 budget for BCPS exceeds the State's maintenance of effort (MOE) requirement by \$41.3 million. Turnover has continued to be a source of significant budget savings in recent years and a source of funding for the budget; however, in FY 2025, BCPS has budgeted an additional \$25.0 million of turnover, for a total turnover budget of \$45.3 million, or 3.6% of salaries (see Appendix D). To the extent that the Council determines less funds than proposed are necessary for BCPS's purposes, budget reductions would be viable but must not exceed \$41,301,967; however, a reduction of this magnitude would reduce County funding well below the County's FY 2024 funding of \$938.2 million – excluding debt service, PAYGO capital, and one-time items. It is important to note that the proposed budget reflects significantly reduced flexibility for BCPS. New funding initiatives (e.g., starting salary increases for teachers) relate primarily to eventual Blueprint requirements. Additionally, the significant reductions BCPS has already made to its FY 2025 budget, including to positions and central office baseline expenses (both salary and non-salary), as well as BCPS's increasing commitments to the Blueprint for Maryland's Future, limit its long-term budget flexibility. BCPS's General Fund budget also contends with the loss of federal stimulus funding and absorbs approximately \$50.0 million in costs associated with initiatives that were previously stimulus-funded. (See Operating Budget Highlights #1 and #2.) BCPS should be able to discuss its multi-year budget plan to utilize its sources of revenue (County, State, federal, and fund balance) in meeting all of its requirements – including its approach to maintaining budget flexibility via planned use of one-time funding sources, such as stimulus funds and fund balance.



Notes: \$25.0 million of BCPS's FY 2022 ending General Fund Balance of \$144.5 million was transferred to the County to support capital projects. BCPS's FY 2023 ending fund balance of \$118.9 million accounts for the November 2022 \$33.4 million supplemental spending authorization. BCPS's FY 2024 ending fund balance projection of \$103.9 million accounts for the proposed \$4.7 million supplemental spending authorization scheduled for consideration at the Council's June 3, 2024 meeting. The FY 2025 budget relies on the use of \$49.6 million of FY 2024 fund balance.

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### OPERATING BUDGET HIGHLIGHTS:

#### 1. Fiscal Challenges

BCPS's FY 2025 budget contends with the end of pandemic-era federal stimulus funding, increasing personnel (e.g., salaries, healthcare) and operational (e.g., special education-related) costs, and costs associated with implementing new or expanded initiatives (e.g., prekindergarten). In order to address these fiscal pressures and school system priorities (e.g., addressing declining academic performance, lowering class sizes in grades 3-5), BCPS utilized a zero-based budgeting approach. The FY 2025 proposed budget includes central office baseline budget reductions, position reductions (both school- and non-school based), additional turnover savings, an increased use of fund balance, and other changes (e.g., standardizing responsibility factors/teaching course loads systemwide) to address the cost pressures.

#### ***Federal Stimulus Funding***

BCPS received \$365.0 million in various stimulus funding over several fiscal years. The proposed FY 2025 budget includes approximately \$5.1 million in remaining federal stimulus (ESSER) funding, a decrease of approximately \$88.8 million from the FY 2024 budget. Because ESSER funding must be obligated by September 30, 2024, and other stimulus funds have expired, BCPS must absorb the initiatives that were previously stimulus-funded into its General Fund budget, find another source of grant funds, or discontinue stimulus-funded initiatives.

The proposed FY 2025 General Fund budget covers approximately \$50 million in costs for the following initiatives that were previously stimulus-funded:

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Initiative	General Fund Cost		
Extended Day Salaries	\$ 26,431,079		
Contractual/Substitute salary adjustment (\$4/hour)	10,351,978		
Student Safety Assistants	6,266,650		
State retirement costs	4,000,000		
Pre-K paras (not including benefits)	2,689,848	*approximate	
HR special project liasions	227,760		
Total	\$ 49,967,315		

BCPS further advised that certain initiatives, which were ESSER-funded in FY 2024, were discontinued in FY 2025.

BCPS advised that the following initiatives, totaling \$10.7 million, are ESSER-funded in FY 2025. (BCPS advised that planned expenditures exceed appropriations because funds move between fiscal years based on actual spending and amendments submitted and approved by MSDE). ESSER-funded initiatives in FY 2025 must be eliminated or transferred to a different funding source in FY 2026.



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Initiative	Funding
Compensatory Special Education Services (Stipends & Support Staff, includes fringe)	\$ 417,880
Virtual Academy Enrollment Administrators, Teachers, Secretaries, LT Subs, paras (Fringe included in "Fringe benefits")	717,051
Extended instructional day paraprofessionals (Fringe included in "Fringe benefits")	735,000
Extended instructional day (Fringe included in "Fringe benefits")	5,000,000
Fringe benefits	1,354,803
Kelly Services (Substitute Add on Pay)	500,000
Contractual Employee Add on Pay (Fringe included in "Fringe benefits")	1,200,000
PreK Paras	400,000
Indirect Administrative Costs	417,119
Total	<b>\$10,741,853</b>

### ***Proposed Personnel-Related Increases***

BCPS's proposed FY 2025 General Fund budget includes significant increases in personnel and personnel-related expenditures:

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- Approximately \$35 million for increased employee compensation, effective July 1, 2024, as shown below (provided by BCPS);

Bargaining Unit	Value	STEP	COLA
AFSCME	\$3,044,425	Received a new compressed salary scale	
CASE	\$2,792,047	2%	1%
ESPBC	\$2,784,623	-	3%
Non-Represented	\$533,383	-	3%
OPE	\$1,364,454	-	3%
TABCO	\$24,409,514	1.25%	2%
	\$34,928,446		

- \$31.5 million for additional positions (see Exhibit 4);
- \$20.1 million for fixed charges (e.g., employee benefits, retirement/social security, OPEB costs); and
- \$3.0 million for additional assistants related to prekindergarten expansion.

### ***Budgetary Savings***

In order to fund system initiatives, BCPS advised that it identified savings in various areas of the budget, including:

- \$42.8 million for position reductions and position transfers to the Special Fund (see Exhibit 4);
- \$25.0 million in additional budgeted turnover (see Appendix D);
- \$14.8 million in central office baseline budget reductions (\$2.1 million salary and \$12.7 million non-salary);
- \$7.6 million related to transferring certain Blueprint costs to the Special Fund;
- \$1.2 million related to adjusting the responsibility factor among schools (i.e., reduction of department chairs and standardizing their teaching course loads across the system); and
- \$1.0 million in reduced software license costs.

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## Exhibit 4 FY 2025 Net Decrease in BCPS General Fund Positions \* (\$ In Thousands)

### Salary Cost

#### 510.0 New Positions

147.8 Blueprint full-day prekindergarten teachers and paraeducators .....	\$7,220
66.0 Special education IEP chairs for elementary schools .....	7,153
39.2 Staff development teachers .....	2,494
37.5 Special ed. positions for full-day pre-k. expansion .....	1,786
35.0 Staff for four replacement schools. ....	2,899
35.0 Additional teachers .....	2,226
35.0 ESOL teachers .....	2,154
35.0 Special education teachers .....	2,154
25.0 Blueprint Workforce Development positions .....	0
18.5 Facilities and grounds staff .....	740
18.0 Elementary school math lead teacher pilot program .....	1,114
8.0 Online teaching options for alternative schools .....	586
6.0 Athletic trainers .....	439
4.0 Positions for Watershed Public Charter School .....	510

#### (646.9) Deleted positions

(4.0) Mechanics .....	(225)
(5.0) Online Learning Program positions moving to grant .....	(593)
(6.0) Resource teachers .....	(679)
(16.2) Secretarial positions .....	(1,082)
(19.0) Professional staff (e.g., Exec. Directors, Directors, Supervisors) .....	(2,841)
(21.3) School-based positions (e.g., CTE positions) .....	(1,985)
(22.0) Blueprint Transitional Supp. Instruction positions to match revenue. ....	(1,669)
(33.5) Facilities positions (e.g., custodians) .....	(1,375)
(121.0) Bus Drivers, Attendants, and Trainer .....	(4,771)
(142.2) Blueprint COP & Comm. Schools pos. transf. to sp. rev. funds.... ..	(11,178)
(255.7) Teaching positions due to enrollment/class size adjustments .....	(16,265)
(1.0) Other positions .....	(87)

(11.0) Misc. redirected positions ..... 227

(147.9) Net Decrease in General Fund Positions\* ..... \$(11,048)

\*The overall decrease in positions (All Funds) is (322.9), after accounting for (37.5) positions in Food and Nutrition Services and (137.5) positions in Federal & Restricted programs. Some of the deleted Special Fund positions were shifted to the General Fund.

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BCPS advised that most of the eliminated non-school based positions are chronically vacant, but impacted represented staff will be offered other employment opportunities within BCPS in alignment with their education, experience, and certification (if applicable) and the negotiated agreements.

BCPS further advised that the adjustment in teaching positions (on average, a middle school classroom decrease of 3.4 FTEs and a high school classroom decrease of 3.7 FTEs per school) will “match enrollment” and facilitate lower class sizes in grades 3-5 (the grades with the highest class sizes) to improve student achievement, but slightly increase the student to teacher ratio at the secondary level (by two students per section). BCPS provided the following table detailing changes in staffing allocations:

Grade Levels	FY24	FY25
Pre K	20	20
K - 2	22	22
3-5	25	<b>24</b>
6-8	19.7	<b>22</b>
9-12	20.9	<b>23</b>

BCPS advised that it will reduce the number of new teachers hired (typically, BCPS hires over 800 teachers per year due to attrition) and transfer teachers as needed to match enrollment. BCPS further advised that addressing the standardization of teaching expectations (e.g., among department chairs, athletic directors, magnet coordinators, and school-based resource teachers across the school system) enables BCPS to add more course sections to the master schedule; BCPS advised that this approach will minimize the impact of increasing the student to teacher ratio in middle and high schools. BCPS further advised that principals will continue to have autonomy to make scheduling decisions regarding class sizes.

BCPS advised that in an effort to improve teacher retention, it reached a 3-year contract with TABCO (FY 2025-2027); will provide summer professional learning for teachers, paraprofessionals, and additional assistants; will offer a new teacher induction program and a new principals and assistant principals summer academy; will provide teacher mentors; will implement changes based on climate survey feedback; and will work collaboratively with unions.

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***BCPS should be prepared to discuss:***

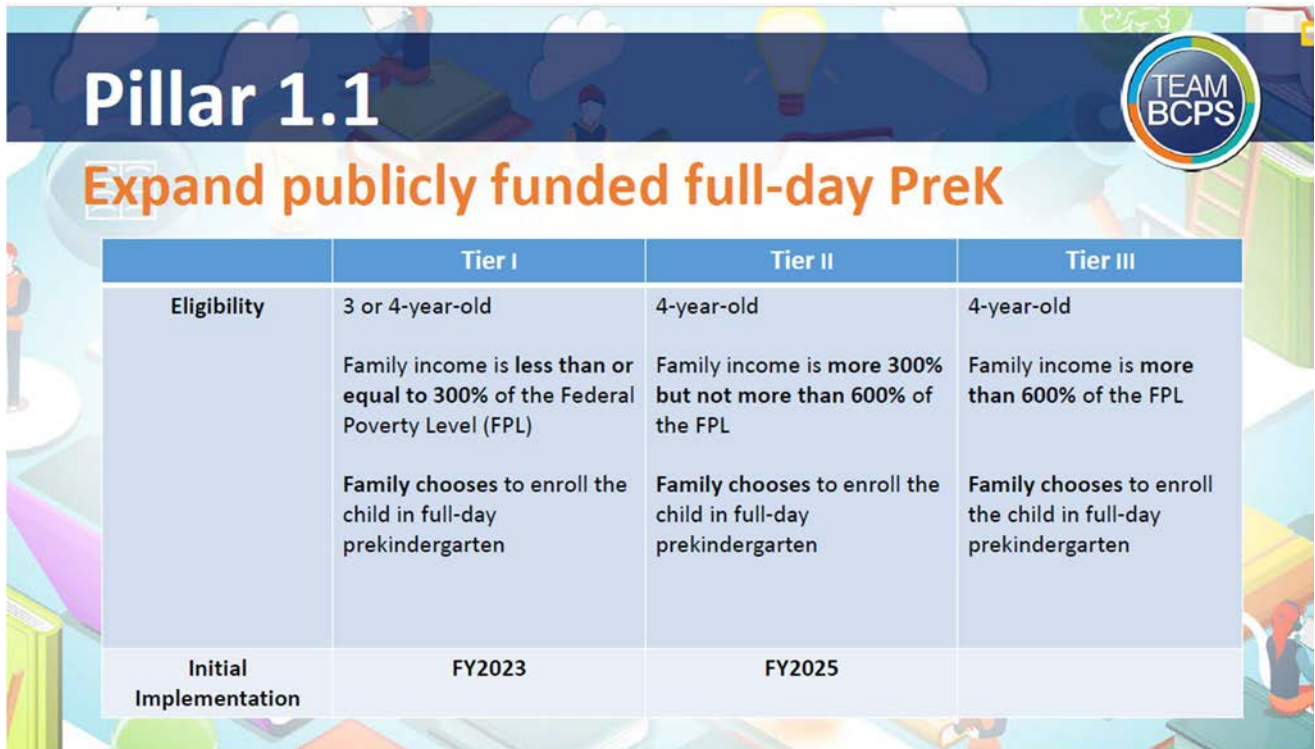
- ***Which FY 2024 ESSER-funded initiatives were discontinued in FY 2025;***
- ***Its approach to formulating the FY 2025 budget (i.e., how strategic decisions were made regarding proposed reductions);***
- ***How baseline reductions, eliminated positions, and changes in the responsibility factor/teaching course loads will impact day-to-day operations in BCPS and, in particular, the schools;***
- ***How non-represented employees were impacted by position reductions;***
- ***Why teacher position reductions were made to “match enrollment,” if BCPS expects enrollment to increase in SY 2024-2025;***
- ***Future fund balance projections and the sustainability of relying on nearly \$50 million in fund balance as a revenue source, considering the reductions to vacant positions and increase in budgeted turnover; and***
- ***Long-term plans for future class size adjustments.***

### **2. Blueprint**

The proposed FY 2025 budget includes a State funding increase of \$49.3 million, of which \$40.4 million is attributable to Blueprint revenues. Funding changes and expanded or new initiatives include:

- \$7.2 million in salaries, plus benefits, for 147.8 additional teachers and paraeducators for prekindergarten expansion;
- \$1.8 million in salaries, plus benefits, for 37.5 additional special education teachers and paraeducators related to prekindergarten expansion; and
- \$3.0 million in salaries for hourly additional assistants for prekindergarten expansion.

Prekindergarten expansion is focused on expanding access to public prekindergarten for three- and four-year-olds from low-income families and converting half-day slots to full-day slots. The Maryland State Department of Education (MSDE) is requiring school systems to begin the transition between FY 2023 and FY 2025 and expects systems to fully transition between FY 2026 and FY 2030. Children from families with income up to 300% of the federal poverty level must receive free access, whereas children from families with incomes between 300% and 600% of the federal poverty level pay according to a sliding scale, and higher-income families pay in full. (Children who meet other criteria identified in Blueprint—receive special education services, are multilingual learners, are experiencing homelessness, or are in foster care—are also eligible for free services.)



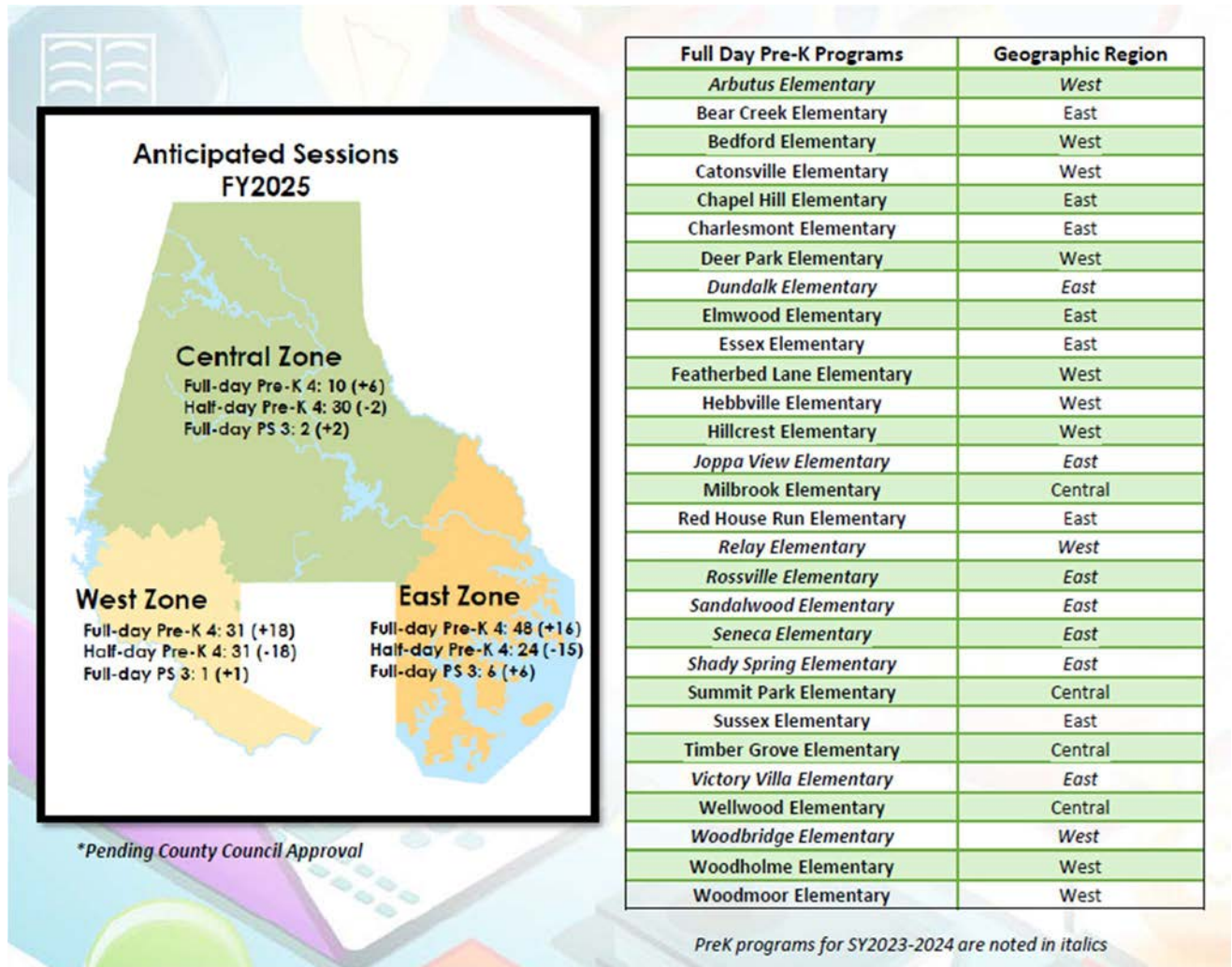
## Pillar 1.1

### Expand publicly funded full-day PreK

	Tier I	Tier II	Tier III
<b>Eligibility</b>	<p>3 or 4-year-old</p> <p>Family income is less than or equal to 300% of the Federal Poverty Level (FPL)</p> <p>Family chooses to enroll the child in full-day prekindergarten</p>	<p>4-year-old</p> <p>Family income is more 300% but not more than 600% of the FPL</p> <p>Family chooses to enroll the child in full-day prekindergarten</p>	<p>4-year-old</p> <p>Family income is more than 600% of the FPL</p> <p>Family chooses to enroll the child in full-day prekindergarten</p>
<b>Initial Implementation</b>	FY2023	FY2025	

BCPS advised that to date, it has had a minimal number of full-day prekindergarten programs compared to Blueprint's expectations and to other school systems, and that BCPS will need to continue to convert half-day programs to full-day programs to ensure compliance with Blueprint mandates. BCPS advised that the following sessions/additional locations are proposed for SY 2024-2025:

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- \$300,000 for workforce development costs related to providing students with structured and coordinated work experiences and career counseling. BCPS is also adding 25.0 Career Navigator FTE to implement the career counseling initiative in conjunction with College and Career Readiness (CCR) standards; BCPS advised that the positions are considered cost-neutral because they were previously budgeted in the County's Department of Economic and Workforce Development.
- \$250,000 to enable additional students to enter post-CCR pathways such as access to college courses and obtaining CTE credentials. BCPS advised that the Blueprint requires that students who are College and Career Ready have access to post-CCR pathways at no cost; students become eligible to be College and Career Ready at the end of 10<sup>th</sup> grade and eligible for post-CCR pathways in 11<sup>th</sup> and 12<sup>th</sup> grades. BCPS further advised that due to a change in the State definition of CCR (now defined as a GPA of 3.0 and a Grade of A, B, or C in Algebra),

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more students are eligible for post-CCR pathways. (BCPS advised that all BCPS students, regardless of CCR status, are eligible for a 50% discount on all courses in any semester.)

- A proposed increase in the first-year teacher salary from \$58,500 to approximately \$60,000. Blueprint requires that first-year teachers with a Bachelor's degree earn a starting salary of \$60,000 by FY 2027.
- 31 additional schools designated as community schools in SY 2024-2025 due to increased Blueprint Concentration of Poverty grant funding (\$16.3 million, 83.7 FTE); community schools fill resource gaps for students and families by providing wraparound services including before and after care, mentorship programs, health and wellness centers, and social workers.
- A reduction of 22.0 FTE (additional reading specialist, reading resource, or math resource teacher positions that were allocated to identified schools) related to a \$2.1 million reduction in Blueprint Transitional Supplemental Instruction funding. BCPS advised that some schools will maintain these supplemental positions through the proposed pilot math lead teacher program in elementary schools or through using Title I funds.

BCPS advised that its greatest challenges related to Blueprint implementation are expanding prekindergarten to three-year-olds; implementing high quality instructional materials to support students with meeting CCR standards; and recruiting and hiring teachers in critical need areas and who are representative of the students being served in BCPS. BCPS further advised that it will continue to partner with private providers and develop a more comprehensive public-private facility utilization plan in relation to prekindergarten (see BCPS Capital Budget analysis); develop professional learning communities and a comprehensive data tracking system related to supporting CCR; and continue to expand the Grow Our Own initiative (e.g., assisting employees such as paraeducators with becoming teachers), develop a framework to ensure a pool of high-quality, diverse leaders, expand engagement regarding National Board Certification, and collaborate with MSDE on other options related to recruiting and hiring teachers.

### ***BCPS should be prepared to discuss:***

- ***Whether the system is meeting all Blueprint requirements and on track to continue to do so;***
- ***Its coordination with County government on workforce development initiatives;***
- ***The anticipated need for prekindergarten seats versus current capacity; and***
- ***How it anticipates continuing to implement prekindergarten expansion within the context of BCPS's existing infrastructure and the County's private providers.***



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### ADDITIONAL TOPICS FOR DISCUSSION:

#### 3. Transportation

##### ***School Bus Stop-Arm Cameras***

BCPS advised that it anticipates presenting a contract for school bus stop-arm cameras at the June 11, 2024 Board of Education meeting. The Police Department's proposed FY 2025 budget includes \$3.5 million for the School Bus Camera program. (BCPS advised that the County's \$979.7 million contribution to BCPS's proposed FY 2025 budget (excluding Debt Service and PAYGO) includes stop-arm camera revenue to fund the Student Safety Assistants (see Issue #8).) Should the program move forward, the Police Department estimates that the installation of cameras will be completed by the end of September 2024, with citations to be issued beginning in October 2024. BCPS advised that it expects that there will be a testing period and grace period following installation, resulting in revenue generation beginning in January 2025. BCPS advised that the proposed contractor would retain 60% of the revenue and provided the following revenue projections:

Fiscal Year	Revenue (net of vendor costs)
FY25	<b>\$3,483,000</b>
FY26	\$6,264,000
FY27	\$5,283,000
FY28	\$5,314,500
FY29	\$5,343,750

(Note, all buses are currently equipped with interior cameras which capture audio and video.)

##### ***Contractual Bus Services***

The proposed FY 2025 budget includes \$20.0 million, an increase of \$2.0 million, for contractual bus services. BCPS advised that it anticipates FY 2024 contracted route expenditures to total \$22.8 million. (BCPS previously advised that historically, the difference between budgeted and actual costs is funded by turnover savings; BCPS has been incrementally increasing the bus contractor budget to fully fund the expense.) BCPS advised that contractors operate 157 of the 712 total bus routes in SY 2023-2024 and anticipates contractors will operate 147 of 725 planned routes for SY 2024-2025.

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BCPS advised that the proposed elimination of bus driver and attendant positions will not change BCPS's reliance on contractors because the positions being eliminated were chronically vacant and in excess of the number required to service the routes.

Effective for SY 2023-2024, BCPS increased the transportation boundary for high school students to receive bus service from 1.5 miles from their home school to 1.75 miles. BCPS advised that effective for SY 2024-2025, the transportation boundary for middle school students will be increased from 1.0 mile to 1.25 miles.

### ***BCPS should be prepared to discuss:***

- ***Coordination with the County on camera implementation, including the plans for the testing and grace period;***
- ***How the speed camera revenues are flowing from the Police Department's program to BCPS; and***
- ***Any impacts of changing the high school transportation boundary on student tardiness, absenteeism, etc.***

### **4. Online Learning Program**

BCPS advised that in SY 2023-2024, the Virtual Learning Program (VLP) is available to students in grades 4-12 with capacity of 1,074 students; enrollment was 855 students as of May 14, 2024 (730 for the official 9/30 enrollment count). BCPS also offers the eLearning program, in which 44 students are enrolled as primary enrollment and 453 for second school enrollment (official 9/30 enrollment count). BCPS advised that eLearning has a capacity of 400 full-time students; however, eLearning students are able to take a full course load or a single course. (eLearning also offers courses after the school day that are taught via contractual positions.) BCPS advised that actual enrollment in VLP and eLearning fluctuates throughout the school year based on disciplinary, safety, and Home and Hospital placements; program reviews; credit recovery; and administrative transfers.

BCPS advised that for SY 2024-2025, the VLP will combine with the eLearning program and will be known as the BCPS Online Learning Program. BCPS further advised that the Online Learning Program will have an enrollment of approximately 725 full-time students in grades 4-12. BCPS advised that starting in SY 2024-2025, students who were placed into a virtual environment due to disciplinary reasons or program reviews will instead be placed into one of the four alternative schools. BCPS will also reduce the number of single courses offered, which will in turn reduce the number of

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part-time, single course enrollments. BCPS advised that there will be a resulting reduction of 25 FTE associated with the program merger.

BCPS advised that seats are available for current students to continue with online learning and that a limited number of seats will be available to new applicants through a lottery system. BCPS further advised that overall demand for online learning has not been quantified.

### ***BCPS should be prepared to discuss:***

- ***Whether students will affiliate with an in-person school for activities;***
- ***When it will conduct the lottery for new online learning students; and***
- ***Whether it will consider expanding the capacity of the Online Learning Program in the future.***

### **5. English for Speakers of Other Languages (ESOL) Secondary-Level Program Decentralization**

The proposed FY 2025 budget includes \$2.2 million in salary costs (plus associated benefits) for 35 new teacher positions for the ESOL (also known as English Learner) programs. BCPS advised that as of May 2024, there were 12,968 identified multilingual learner students in BCPS, including 2,379 at the middle school level and 3,157 at the high school level. BCPS is in the process of decentralizing ESOL services at the secondary level in order to reduce the number of families waiving ESOL services; increase access to after-school opportunities; and reduce transportation times and costs.

### ***BCPS should be prepared to discuss:***

- ***The status of the decentralization process and plans for SY 2024-2025; and***
- ***How decentralization has impacted the number of families opting for waived services, the number of students participating in after-school opportunities, and transportation savings.***

### **6. Magnet Program Changes**

The proposed FY 2025 budget incorporates a \$500,000 General Fund reduction to per-pupil magnet allocations, a \$1.0 million loss of ESSER funds previously used to expand per-pupil magnet allocations, and a \$900,000 loss of ESSER funds related to 7 magnet program support FTE. BCPS advised that for FY 2025, magnet funding is shifting from a per-pupil model to school-based budget proposals, which were reviewed for alignment with magnet program goals and BCPS priorities, spending guidelines, and how funds support student achievement. BCPS further advised that magnet

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FTE will be equitably distributed to magnet schools based on established criteria, including number of magnet programs within a school and International Baccalaureate status.

At the May 7, 2024 Board of Education meeting, BCPS staff provided the annual update on magnet programs. The report included several recommendations, which the Board voted to adopt, as follows:

- Pause the process of accepting new magnet program applications in fall 2024 for SY 2025-2026 at six schools: Wellwood International and Woodmoor Elementary Schools (International Baccalaureate Primary Years Programs); Middle River, Stemmers Run, and Windsor Mill Middle Schools (International Baccalaureate Middle Years Programs); and Milford Mill Academy (Instrumental Music Strings, Acting, Literary Arts). BCPS advised that four of the five elementary/middle schools were identified by MSDE as schools in improvement status, and pausing the acceptance of new applicants would allow the schools to more tightly focus on core curriculum and programmatic adjustments in order to improve academic performance. During the pause, BCPS will review data regarding the impacts of the magnet programs on student achievement. Additionally, the programs at Milford Mill Academy had low application numbers and a pause enables BCPS to assess the programs.
- Shift the magnet program implementation model from a whole school magnet to a magnet program within the school at three schools, beginning in fall 2024 for SY 2025-2026: Deep Creek Magnet Middle School (STEM); New Town High School (International Baccalaureate Middle Years Programme, Diploma Programme, Career Programme); and Overlea High School (Health Sciences). BCPS advised that structural shifts will increase consistency among schools and programs across the system. BCPS advised that other BCPS schools offering these programs (e.g., Kenwood High School, Randallstown High School) are structured as magnet programs within the schools rather than whole school magnets; the three schools to be shifted were originally established utilizing a grant that required that the programs be established as whole school magnets, and the grant has since ended.
- Sunset the magnet programs at the following three schools: Lansdowne Middle School (Career and Professional Studies – begin SY 2025-2026 with sunset complete by June 2027); Chesapeake High School (Arts, Multimedia, and Communications; Business and Information Technology; Leadership and Humanities; and Science, Engineering, and Mathematics – begin SY 2025-2026 with sunset complete by June 2028); and Lansdowne High School (Academy of Arts and Communication; Academy of Health and Human Services; Academy of Science – begin SY 2025-2026 with sunset complete by June 2028). BCPS advised that these programs

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no longer align with the BCPS definition of magnet programs because they are no longer unique and these classes/content are offered in most other BCPS middle and high schools.

BCPS advised that magnet course participation is not impacted for current magnet students, nor students admitted to magnet programs in fall 2024.

### ***BCPS should be prepared to discuss:***

- ***Reasons for the shift from a per-pupil funding allocation to school-based budget proposals;***
- ***The overall change in magnet funding in the proposed FY 2025 budget; and***
- ***The evaluation process and timeframe for the “paused” programs.***

### **7. Charter Schools**

Watershed Public Charter School (WPCS), located in Woodlawn, currently enrolls students from kindergarten through sixth grade. The proposed FY 2025 budget includes \$510,000 to enable WPCS to add seventh grade. WPCS’s charter extends through June 30, 2029.

Bilingual Global Citizens Public Charter School, a language immersion school offering instruction in French and Chinese, will open for SY 2025-2026 in eastern Baltimore County, initially educating students in grades kindergarten through 3 and adding grades in subsequent years through grade 8. BCPS advised that the proposed FY 2025 budget does not include funding for the new charter school; the school is required to use grants and private funding to prepare for opening. (BCPS’s FY 2026 budget will include per-pupil funding for the school.)

***BCPS should be prepared to discuss its evaluation process for entities applying to open charter schools.***

### **8. Security**

BCPS piloted the use of unarmed student safety assistants (SSAs) in SY 2021-2022; BCPS previously advised that the SSAs are intended to be a proactive presence and supplement the existing school teams, including School Resource Officers (SROs). In SY 2023-2024, SSAs served secondary schools and 27 elementary schools. Previously funded by the ESSER grants, BCPS’s proposed FY 2025 General Fund budget includes \$6.3 million for the SSAs. BCPS advised that in FY 2025, it will utilize grant funds to add six lead SSAs and nine floating SSAs.

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BCPS advised that other security initiatives include the continued use of the Omnilert gun detection system in all schools; SRO and law enforcement coverage at select athletic events, proms, and evening school programs (funded by the SRO Adequate Coverage grant); and implementing the Open Gate weapons detection system primarily for athletic events (utilizing FY 2024 grant funding).

***BCPS should be prepared to discuss:***

- ***Whether it is considering expanding the use of SSAs at additional elementary schools;***
- ***How the lead SSAs and floating SSAs will be assigned; and***
- ***The status of implementing the Open Gate weapons detection system.***

### **9. Passport Program**

BCPS's Passport program, which was piloted in SY 2014-2015, provides conversational Spanish language instruction in elementary schools. BCPS advised that, in alignment with efficiency report recommendations, it has been phasing out the program; for SY 2024-2025, the program will be provided for fifth grade students in 31 elementary schools. BCPS further advised that the program will sunset in all elementary schools in SY 2025-2026, and certified world language teachers will be transferred to other positions.

***BCPS should be prepared to discuss:***

- ***Why the efficiency report recommended phasing out the Passport program; and***
- ***Cost savings associated with the program phase-out.***

BALTIMORE COUNTY  
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**DEPARTMENT OF EDUCATION (035)**

APPROPRIATION DETAIL

		FY 2023	FY 2024	FY 2025	NET CHANGE	
		ACTUAL	APPROP.	REQUEST	AMOUNT	%
3501	Administration					
	General Fund	\$ 31,499,684	\$ 31,589,812	\$ 30,388,837	\$ (1,200,975)	-3.8%
	Special Fund	28,380,924	32,046,808	30,265,854	(1,780,954)	-5.6%
	Total	59,880,608	63,636,620	60,654,691	(2,981,929)	-4.7%
3502	Mid-Level					
	Administration					
	General Fund	61,278,770	65,939,167	62,456,875	(3,482,292)	-5.3%
	Special Fund	53,263,808	65,850,799	62,204,114	(3,646,685)	-5.5%
	Total	114,542,578	131,789,966	124,660,989	(7,128,977)	-5.4%
3503	Instructional					
	Salaries & Wages					
	General Fund	319,249,875	326,374,494	326,574,725	200,231	0.1%
	Special Fund	267,190,962	325,937,109	325,253,083	(684,026)	-0.2%
	Total	586,440,837	652,311,603	651,827,808	(483,795)	-0.1%
3504	Instructional					
	Textbooks & Supplies					
	General Fund	12,179,121	19,196,888	16,352,763	(2,844,125)	-14.8%
	Special Fund	12,425,528	19,171,161	16,286,584	(2,884,577)	-15.0%
	Total	24,604,649	38,368,049	32,639,347	(5,728,702)	-14.9%
3505	Other Instructional					
	Costs					
	General Fund	25,530,774	29,718,622	39,173,350	9,454,728	31.8%
	Special Fund	44,532,424	29,678,796	39,014,816	9,336,020	31.5%
	Total	70,063,198	59,397,418	78,188,166	18,790,748	31.6%
3506	Special Education					
	General Fund	123,810,168	126,303,727	141,464,702	15,160,975	12.0%
	Special Fund	121,316,696	126,134,463	140,892,197	14,757,734	11.7%
	Total	245,126,864	252,438,190	282,356,899	29,918,709	11.9%
3507	Student Personnel					
	Services					
	General Fund	9,500,412	9,759,463	10,218,534	459,071	4.7%
	Special Fund	7,546,164	9,746,384	10,177,179	430,795	4.4%
	Total	17,046,576	19,505,847	20,395,713	889,866	4.6%
3508	Health Services					
	General Fund	10,541,061	11,218,364	12,375,061	1,156,697	10.3%
	Special Fund	8,383,351	11,203,330	12,324,980	1,121,650	10.0%
	Total	18,924,412	22,421,694	24,700,041	2,278,347	10.2%
3509	Student Transportation					
	Service					
	General Fund	48,222,329	50,462,606	47,228,599	(3,234,007)	-6.4%
	Special Fund	43,167,581	50,394,980	47,037,466	(3,357,514)	-6.7%
	Total	91,389,910	100,857,586	94,266,065	(6,591,521)	-6.5%
3510	Operation of Plant					
	& Equipment					
	General Fund	64,694,458	67,595,286	70,737,298	3,142,012	4.6%
	Special Fund	59,929,596	67,504,699	70,451,025	2,946,326	4.4%
	Total	124,624,054	135,099,985	141,188,323	6,088,338	4.5%

3511 Maintenance of Plant & Equipment					
General Fund	23,521,241	24,085,020	21,764,660	(2,320,360)	-9.6%
Special Fund	26,060,882	24,052,742	21,676,579	(2,376,163)	-9.9%
Total	<u>49,582,123</u>	<u>48,137,762</u>	<u>43,441,239</u>	<u>(4,696,523)</u>	<u>-9.8%</u>
3512 Fixed Charges					
General Fund	184,825,672	187,547,348	197,887,882	10,340,534	5.5%
Special Fund	169,157,366	187,296,009	197,087,033	9,791,024	5.2%
Total	<u>353,983,038</u>	<u>374,843,357</u>	<u>394,974,915</u>	<u>20,131,558</u>	<u>5.4%</u>
3513 Food & Nutrition Services (Enterprise Fund)					
Special Fund	<u>57,669,899</u>	<u>58,479,779</u>	<u>62,632,818</u>	<u>4,153,039</u>	<u>7.1%</u>
3514 Community Services					
General Fund	-	840,253	-	(840,253)	-100.0%
Special Fund	-	839,126	-	(839,126)	-100.0%
Total	<u>-</u>	<u>1,679,379</u>	<u>-</u>	<u>(1,679,379)</u>	<u>-100.0%</u>
3515 Capital Outlay					
General Fund	3,169,206	3,287,248	3,086,954	(200,294)	-6.1%
Special Fund	2,340,861	3,282,843	3,074,462	(208,381)	-6.3%
Total	<u>5,510,067</u>	<u>6,570,091</u>	<u>6,161,416</u>	<u>(408,675)</u>	<u>-6.2%</u>
3518 Federal & Restricted Programs					
General Fund	-	-	-	-	-
Special Fund	256,159,418	240,073,153	173,005,766	(67,067,387)	-27.9%
Total	<u>256,159,418</u>	<u>240,073,153</u>	<u>173,005,766</u>	<u>(67,067,387)</u>	<u>-27.9%</u>
3519 Debt Service - County Bonds					
General Fund	<u>81,015,140</u>	<u>80,240,526</u>	<u>88,216,667</u>	<u>7,976,141</u>	<u>9.9%</u>
3520 Contribution to Capital Budget - Schools					
General Fund	<u>77,377,000</u>	<u>9,120,545</u>	<u>25,805,985</u>	<u>16,685,440</u>	<u>182.9%</u>
Grand Total	<u>\$ 2,233,940,371</u>	<u>\$ 2,294,971,550</u>	<u>\$ 2,305,116,848</u>	<u>\$ 10,145,298</u>	<u>0.4%</u>
Funds Recap:					
Total General Fund	\$ 1,076,414,911 <sup>(A)</sup>	\$ 1,043,279,369	\$ 1,093,732,892	\$ 50,453,523	4.8%
Total Special Fund	<u>1,157,525,460</u>	<u>1,251,692,181</u>	<u>1,211,383,956</u>	<u>(40,308,225)</u>	<u>-3.2%</u>
Total All Funds	<u>\$ 2,233,940,371</u>	<u>\$ 2,294,971,550</u>	<u>\$ 2,305,116,848</u>	<u>\$ 10,145,298</u>	<u>0.4%</u>

Notes: A budget transfer totaling \$56.0 million between BCPS programs is expected to be presented for Council approval on June 3, 2024.

A resolution authorizing the expenditure of non-local funds (fund balance) totaling \$4.7 million is expected to be presented for Council approval on June 3, 2024.

Special Funds are non-County funds authorized but not appropriated by the Council and include fund balance.



BALTIMORE COUNTY  
FISCAL YEAR 2025 BUDGET ANALYSIS

**DEPARTMENT OF EDUCATION (035)**

PERSONNEL DETAIL					
		FY 2023 ACTUAL	FY 2024 APPROP	FY 2025 PROPOSED	NET CHANGE
3501	Administration	309	319	314	(5)
3502	Mid-Level Administration	1,137	1,223	1,127	(96)
3503	Instructional Salaries & Wages	7,499	7,521	7,496	(26)
3504	Instructional Textbooks & Supplies	0	0	0	0
3505	Other Instructional Costs	0	0	0	0
3506	Special Education	2,319	2,320	2,476	157
3507	Student Personnel Services	194	194	191	(3)
3508	Health Services	242	271	260	(11)
3509	Student Transportation Service	1,225	1,218	1,075	(144)
3510	Operation of Plant & Equipment	1,231	1,243	1,227	(16)
3511	Maintenance of Plant & Equipment	253	252	251	(1)
3512	Fixed Charges	0	0	0	0
3513	Food & Nutrition Services	651	670	633	(38)
3514	Community Services	0	1	0	(1)
3515	Capital Outlay	46	50	47	(3)
3518	Federal & Restricted Programs	1,380	1,272	1,134	(138)
3519	Debt Service - Co. Bonds	0	0	0	0
3520	Contribution to Capital Budget - Schools	0	0	0	0
Total All Funds		<u>16,486</u>	<u>16,554</u>	<u>16,231</u> <sup>(1)</sup>	<u>(323)</u>

Note: May not foot due to rounding.

<sup>(1)</sup> Program breakout and total provided by the County's Office of Budget and Finance (OBF).

BALTIMORE COUNTY  
FISCAL YEAR 2025 BUDGET ANALYSIS

**DEPARTMENT OF EDUCATION (035)**

MAINTENANCE OF EFFORT (M.O.E.)
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■ The proposed budget exceeds the M.O.E. requirement by \$41.3 million.

FY 2024 General Fund Appropriation	\$ 1,043,279,369
Debt Service-Capital	(80,240,526)
PAYGO	(9,120,545)
One-Time Only Exclusions	(15,745,093)
	\$ 938,173,205

Use greater of:

FTE Enrollment @ 9/30/22	106,795.25
FTE Enrollment 3-Year Average @ 9/30/19, 9/30/21, 9/30/22	108,188.25

Per Pupil Amount	\$ 8,671.67
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Use greater of:

FTE Enrollment @ 9/30/23	106,103.25
FTE Enrollment 3-Year Average @ 9/30/21, 9/30/22, 9/30/23	106,671.08

<b>Required M.O.E. Funding</b>	<b>\$ 925,016,404</b>
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<b>Required M.O.E. Funding Per MSDE (rounding adjustments)</b>	<b>\$ 925,016,433</b>
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FY 2025 Funding:

Proposed General Fund Appropriation	\$ 1,093,732,892
Debt Service-Capital	(88,216,667)
PAYGO	(25,805,985)
One-Time Only Exclusions (pending MSDE approval)	(13,391,840)
Proposed Local Share	\$ 966,318,400

<b>Local Funding in Excess of M.O.E. Requirement</b>	<b>\$ 41,301,967</b>
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<b>Percent Above M.O.E.</b>	<b>4.5%</b>
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## Appendix D: Turnover Analysis

As the most significant area of expenditure within the BCPS budget, the salaries line item is the usual source of funding which reverts to fund balance and/or funds other areas within the budget via BCPS's year-end budget transfer process. This area of budget savings provides BCPS with a great deal of operational flexibility. For example, the BCPS budget transfer scheduled for the Council's June 3, 2024 agenda transfers salary savings from various programs to be used for initiatives including increased special education costs (e.g., nonpublic placements, contracted services), classroom supplies, and maintenance service contracts.

The proposed FY 2025 budget for BCPS (system-wide) includes \$1,212,884,125 for salaries. This amount is reflective of a budgeted turnover rate of 3.6%, based on a \$1,258,221,333 salary budget without budgeted turnover, as shown below and provided by BCPS:

FY25 CE Budgeted Salaries and Turnover				
Activity	Category	Budget + Turnover	Budgeted Turnover	FY25 CE Budgeted
0001	Administration	\$ 39,594,731	\$ 907,740	\$ 38,686,991
0002	Mid Level Admin	124,278,312	3,451,838	120,826,474
0003	Instructional Salaries	678,439,128	26,611,320	651,827,808
0006	Special Ed	215,672,087	9,441,763	206,230,324
0007	Pupil Personnel	20,188,463	-	20,188,463
0008	Health Services	22,870,325	-	22,870,325
0009	Transportation	56,878,322	3,103,197	53,775,125
0010	Operations	75,095,677	1,332,109	73,763,568
0011	Maintenance	19,520,058	370,580	19,149,478
0015	Capital Outlay	5,684,230	118,661	5,565,569
<b>Total</b>		<b>\$ 1,258,221,333</b>	<b>\$ 45,337,208</b>	<b>\$ 1,212,884,125</b>

The FY 2024 budget, as adopted, included budgeted turnover of 2.5%. For FY 2024, BCPS is projecting annual turnover of approximately 8.9%, as shown below (salary projection provided by BCPS):

<b>Activity</b>	<b>Category</b>	<b>Budget +Turnover</b>	<b>Budgeted Turnover</b>	<b>FY 2024 Adopted Budget</b>	<b>Salary Projection as of 12.31.2023</b>
0001	Administration	\$ 39,288,070	\$ 825,253	\$ 38,462,817	\$ 37,595,255
0002	Mid Level Admin	129,700,382	2,508,482	127,191,900	121,210,931
0003	Instructional Salaries	674,807,706	22,496,103	652,311,603	604,137,765
0006	Special Ed	186,902,850	2,124,680	184,778,170	186,921,702
0007	Pupil Personnel	19,265,725	-	19,265,725	18,237,513
0008	Health Services	21,576,065	-	21,576,065	19,829,518
0009	Transportation	61,195,941	1,031,944	60,163,997	48,257,143
0010	Operations	68,516,795	1,710,337	66,806,458	58,879,533
0011	Maintenance	19,294,856	180,102	19,114,754	17,252,622
0014	Community Services	349,844	-	349,844	124,396
0015	Capital Outlay	5,628,949	-	5,628,949	4,723,084
<b>Total</b>		<b>\$ 1,226,527,183</b>	<b>\$ 30,876,901</b>	<b>\$ 1,195,650,282</b>	<b>\$ 1,117,169,462</b>

Actual FY 2023 experience provided by BCPS is shown below, when budgeted turnover savings represented 1.8% of the salaries budget and actual turnover savings were 6.3%.

<b>FY23 Salaries and Turnover</b>			
<b>Budget + Turnover</b>	<b>Budgeted Turnover</b>	<b>FY 2023 Adopted Budget</b>	<b>FY 2023 Actual</b>
\$ 1,133,935,254	\$ 20,337,208	\$ 1,113,598,046	\$ 1,062,138,637