



Wyoming Department of Education

Cindy Hill, Superintendent of Public Instruction
Hathaway Building, 2nd Floor, 2300 Capitol Avenue
Cheyenne WY 82002-0050

Phone: 307-777-7673 Fax: 307-777-6234 Website: edu.wyoming.gov

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To: Members, Joint Appropriations Interim Committee
Members, Joint Education Interim Committee

From: Amy Copeland, School Foundation Program
Wyoming Department of Education

Subject: Continued Review of Educational Resources in Wyoming, 2005-06 through
2010-11, Report Update

The Wyoming Department of Education (WDE) has completed the third annual "Continued Review of Educational Resources in Wyoming, 2005-06 through 2010-11," (CRERW) report. The intent of this memo is to provide the Legislature with an update on the status of resource use in Wyoming school districts. In accordance with W.S. §21-13-309 (u) and 2011 Wyoming Session Laws, Chapter 185, Section 3, this report is required as one of the various components of the Wyoming Funding Model (funding model) monitoring process to be used by the Legislative Service Office (LSO) in their annual report to the Joint Education Interim Committee. The CRERW report shows school district allocation of funding model resources as well as other pertinent information regarding the cost of education. The WDE collaborates with the LSO, the School Finance Data Advisory Committee (SFDAC), school districts and the public to discuss and implement changes to the methodology and design of the CRERW report. As a result of the Legislature's continued investments in our education information system, the WDE has been able to automate the existing CRERW report and has implemented an interactive web report available at the following link: <http://portals.edu.wyoming.gov/CRERW/>.

Report History

In 2007 and 2008, Lawrence O. Picus & Associates provided the Legislature and the WDE with a snapshot look at the use of resources across more than 300 schools in the state that required an in-person visit to all of these schools¹. The purpose of the CRERW report is to provide an in-house, updated look at many of the same data elements in order to provide timely and quality information for the Legislature to make informed school finance decisions. In 2011, W.S. §21-13-309 was amended to add a monitoring process that includes a method for in-depth examination of model components in a comparable format as provided to the Legislature during the 2010 funding model recalibration. The CRERW report contains data and information

¹ Picus, Lawrence O., et.al. Implementing School Finance Adequacy: School Level Resource Use in Wyoming Following Adequacy-Oriented Finance Reform. June 30, 2008.

that comes almost exclusively from the WDE's information system, and compares funding model generated resources with district-reported use patterns by model component.

Summary of Changes

The most recent update is the addition of preliminary 2010-11 district and model data (the most recent data available). As previously stated, the WDE has been working closely with stakeholders to discuss the methodologies contained within the report. The WDE also recognized several opportunities for improvement and implemented those as part of the recurring automation process. For instance, a stakeholder group has assisted the WDE in improving the reporting methods of future staff member data collections. As highlighted during the central office staff discussions throughout the 2010 recalibration process, improvements were needed to collect and report data that more accurately reflects funding model allocations matched to school district resource utilization. Recommendations for improvement to the current staffing collections² in an effort to capture and report more precise data include:

1. Developing definitions for staff member positions;
2. Adding or removing assignment codes to reflect district realities;
3. Adding detail to capture state versus federal FTE percent of time; and
4. Addressing problems with extra duty assignments.

These changes will allow for more precise and detailed reporting of FTE and salary data. The result of this work will take effect in the 2011-12 staffing collections and will be made available to the Legislature and the public in next year's release of the CRERW report.

Major Themes

Several attachments containing data from the CRERW report are included with this memo, showcasing state-level resource use comparisons by model component. The aforementioned data is categorized and summarized below along with references to the accompanying table(s).

ADM & Demographics

- Average Daily Membership (ADM) in Wyoming has continued to rise every year since the 2005 recalibration to 87,212 in school year 2010-11, while the number of schools has continued to decrease slightly from 362 in school year 2005-06 to 350 in school year 2010-11 (see tables I-1 and I-2). The change in the number of schools is primarily due to configuration changes of co-located schools merging.

² WDE602 – WISE School District Staff Member Collection and WDE652 – WISE School District Staff Member Collection-End of Year

- Wyoming has seen the proportion of students eligible for the federal free/reduced lunch program rise by 4.9 percentage points (see table II-1); Wyoming has a lower proportion of students eligible for free/reduced lunch than the national average and is among the lowest in the region. The proportion of students designated as English Language Learners (ELL) has declined since 2005-06.

Staffing Analysis

- The funding model provides approximately 661.6 more FTE teachers than employed by Wyoming school districts. The prior year difference was approximately 583.3 FTE teachers, suggesting that teachers (and other staff components) are not being added at the pace ADM is increasing in the funding model (see table III-4).
- Elementary schools employ fewer teachers than provided for in the funding model, resulting in larger average class sizes than communicated throughout several rounds of professional judgment panels during the 2005 recalibration (see table III-E.0).
- Wyoming schools utilize fewer certified librarians, nearly 149 fewer in school year 2010-11; however, the data suggests districts are utilizing more non-certified staff to service the library/media centers.
- Wyoming schools rely heavily on aides (non-certified), primarily in elementary and K-8 schools, a resource not allocated within the funding model.
- Wyoming school districts do not utilize certified tutors to the extent that they are provided for in the funding model. Table III-4 contains actual-to-model staffing differences for school and district level assignments.
- School districts have a greater number of district administration staff and district secretarial/clerical staff than the funding model provides (see table III-7). Recall staff data will be more specific in the future.

Note: The data set (2010-11) used to compile this version of the CRERW report does not contemplate changes districts may have made, for example new hires, as a result of the 2011 legislation requiring 16:1 average student-teacher ratios in grades K-3. Changes of this nature will be reflected in next year's CRERW report.

Class Sizes

Class size analysis studies the effect of class size on student performance, with research indicating that smaller class sizes in core subjects lead to increased student performance³. During the 2010 recalibration process, members of the Select Committee on School Finance Recalibration asked for an analysis that reflects “real” experiences in Wyoming’s small, medium and large districts. The concern has been that certain numbers in large districts would mask

³ Odden, Allan, et.al. An Evidence-Based Approach to Recalibrating Wyoming’s Block Grant School Funding Formula. November 30, 2005.

realities in small districts. Average class sizes reported in CRERW report versions prior to 2009-10 were identified as class-centric averages, rather than student-centric averages required for accurate analysis. Class-centric averages were calculated by summing the student counts in all classes and dividing by the total number of classes. Student-centric average class sizes, used in report versions 2009-10 and beyond, are calculated by summing the class size (or average class size) attended by each student and dividing by the total number of students⁴.

Funding model class sizes (for non-alternative schools with model ADM greater than 49) are 16 students for grades kindergarten through five and 21 students for grades six through twelve. In cases where grade band levels have 49 or fewer model ADM, the model provides minimum teacher resources of 1 teacher for every 7 model ADM. Average “core” class sizes in elementary, middle, high and alternative schools are listed in table IV-5.

- Average class sizes in elementary, middle and high schools appear to be fairly stable since the 2005-06 school year.
- Average core class sizes of middle and high school’s are approximately 19 and 20 respectively.
- Elementary schools average more than 19 students across all elementary schools.
- Small and midsize elementary schools have average class sizes lower than the 1 teacher for every 7 and 16, respectively, students provided for in the funding model. However, large elementary schools have average class sizes over 19 students, with the largest average class size being nearly 21 students (see table IV-1).

Salaries Analysis

- Beginning with the first year of the 2005 recalibrated model, Wyoming’s average district salaries have exceeded the average salaries provided for in the funding model (see table V-1).
- Wyoming’s average teacher salary of \$56,978 (according to NEA 2010-11 estimates) was higher than all of the regional states and higher than the national average (15th highest in the nation) on an unadjusted basis (see table V-2). On a cost adjusted basis, NEA estimates of 2010-11 average Wyoming teacher salaries are highest in the nation.
- When Wyoming’s lower than average pupil-teacher ratios and average class sizes are coupled with Wyoming’s higher-than-average teacher salaries, Wyoming schools should be extremely competitive in attracting and retaining the best and brightest teachers.
- When comparing other staff category salaries, all have increased a minimum of 26 percent (from 2005-06 to 2010-11), with the highest increase coming to business managers with over 40 percent. Average assistant superintendent salaries in 2010-11

⁴ Strang, Gilbert. Calculus. Wellesley-Cambridge Press Copyright 1991, page 211.

are approximately 40 percent higher than the average salaries provided for in the funding model (see table V-7).

Expenditures Analysis

- Wyoming's estimated current expenditures per enrolled student in 2010-11 were 4th highest in the nation on a non-cost adjusted basis and over \$6,400 per student higher than the nearest state in the region (see table VI-6).
- Funding for "non-staff" categories (i.e., professional development, technology and supplies, central office and miscellaneous costs, etc.) in the funding model, to a large degree, exceeded district-reported expenditures in every year since the 2005 recalibration (see table VI-8).

A more in-depth look at resource use in Wyoming school districts by model component (district- or school-level) can be accessed via the interactive web report at the following link: <http://portals.edu.wyoming.gov/CRERW/>.

Summary of Findings

Trends have remained relatively unchanged from previous versions of the CRERW report. The following is a summary of findings:

- Elementary schools employ fewer teachers than provided for in the funding model resulting in larger average class sizes than communicated throughout several rounds of professional judgment panels and suggested through research;
- Large elementary schools employ a greater number of aides than generated by the funding model;
- School districts do not employ tutors to the extent they are allocated in the funding model;
- Wyoming's average teacher salaries are among the highest in the nation and would appear to be extremely competitive in attracting and retaining the best and brightest teachers;
- Wyoming expenditures per pupil are among the highest in the nation; and
- Funding for non-staff categories in the funding model, to a large degree, exceeded district-reported expenditures in every year since the 2005 recalibration.

Next Steps

The WDE is committed to the unwavering process of reformatting the existing online version of the CRERW report to provide users with additional functionality. Improvements to underlying

data collections will be used to refine data and build a more robust report. Additionally, the following are the next steps to continual review of education resources in Wyoming:

1. Update data online to include adjudicated 2010-11 expenditure data;
2. Explore staffing and expenditure patterns beyond those already reported; and
3. Build off of the information in this study to investigate additional resource use patterns.

As the public's need and desire for information about the performance of schools grows, we will continuously improve the CRERW report, present updates and add supplementary information. The full report can be found at the following link:

<http://portals.edu.wyoming.gov/CRERW/>. The WDE looks forward to providing the Legislature with more information in the future.

Table I-1: Average Daily Membership (ADM) by Type of School

	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Total ADM	83,078	83,338	83,937	84,768	85,958	86,538	87,212
Percent Change	-1.0 %	0.3 %	0.7 %	1.0 %	1.4 %	0.7 %	0.8 %
Elementary	39,663	39,841	40,547	41,648	42,683	43,220	43,731
Middle / Junior High	17,885	17,959	17,801	17,532	17,378	17,559	17,343
High	22,000	21,977	21,948	21,528	21,232	20,985	21,355
K-12	461	520	509	702	904	1,059	1,185
K-8	1,105	982	1,066	1,074	1,112	1,041	1,047
Secondary	921	941	941	1,238	1,571	1,638	1,654
Alternative	1,039	1,115	1,121	1,046	1,077	1,035	897

Source: WDE600 – WISE Attendance and Membership Report

Table I-2: Number of Schools by Type of School

	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Number of Schools	361	362	358	353	347	349	350
Elementary	198	196	191	190	188	190	192
Middle / Junior High	64	66	66	62	59	59	58
High	59	60	60	56	53	53	53
K-12	3	3	3	5	6	7	8
K-8	17	16	17	17	16	15	14
Secondary	5	5	5	7	9	9	9
Alternative	15	16	16	16	16	16	16

Source: WDE608 – School District Directory

Table II-1: Average Statewide School Demographics

	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Percent Free & Reduced Lunch	32.0%	30.0%	30.1%	30.9%	35.0%	36.9%
Percent ELL	3.7%	3.6%	3.2%	2.9%	2.4%	2.9%
Percent Special Ed	13.9%	13.9%	13.8%	14.0%	14.2%	14.2%
Time Spent in Mainstream Classroom	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
>80%	7.8%	8.0%	8.2%	8.4%	8.5%	8.7%
40% - 79%	4.5%	4.3%	4.0%	4.1%	4.1%	4.0%
<40%	1.3%	1.2%	1.2%	1.2%	1.2%	1.1%
% Other Placement	0.4%	0.5%	0.4%	0.4%	0.4%	0.4%

Source: WDE425 – WISE Special Education Fall Snapshot; WDE684 – WISE Certified/Course/Student Data

Table III-4: Statewide School and District Level Differences in Actual to Model Staffing

	2007-08			2008-09			2009-10			2010-11		
	Model	Actual	Diff.	Model	Actual	Diff.	Model	Actual	Diff.	Model	Actual	Diff.
Teacher	6,365.9	5,795.3	(570.6)	6,430.0	5,865.0	(565.0)	6,516.3	5,933.0	(583.3)	6,576.6	5,915.0	(661.6)
Librarian	265.0	134.5	(130.4)	268.4	130.7	(137.7)	271.6	127.8	(143.8)	274.3	125.8	(148.5)
Media Tech Staff	131.6	365.0	233.4	130.9	389.6	258.8	130.9	396.7	265.8	130.5	398.6	268.0
Pupil Support	485.0	643.6	158.6	486.6	660.1	173.5	494.5	672.5	177.9	512.3	582.2	69.9
Aide	586.5	998.9	412.4	593.5	989.0	395.5	602.0	1,005.8	403.8	608.0	992.8	384.8
School Admin	419.8	346.4	(73.4)	417.0	347.0	(70.0)	412.3	352.2	(60.0)	413.6	354.2	(59.4)
Secretary and Clerical - School	659.7	581.5	(78.2)	666.5	597.0	(69.5)	671.9	609.5	(62.3)	677.2	631.6	(45.6)
Tutor	319.3	95.8	(223.5)	321.7	104.0	(217.7)	329.6	173.8	(155.8)	347.9	180.9	(167.0)
Teacher - Not of Record	0.0	70.1	70.1	0.0	83.5	83.5	0.0	88.5	88.5	0.0	95.7	95.7
Instructional Facilitators	235.7	232.0	(3.6)	308.2	292.6	(15.6)	270.0	276.9	6.9	260.7	290.6	29.9
Total	9,468.3	9,263.2	(205.1)	9,622.7	9,458.4	(164.3)	9,699.0	9,636.6	(62.4)	9,801.1	9,567.3	(233.8)

Source: WDE602 – WISE School District Staff Member Collection; Statewide Payment Models FY2007, FY2008, FY2009, FY2010, FY2011

Table III-E.0: Statewide Elementary Schools Staffing Differences from the Funding Model

	2006-07	2007-08	2008-09	2009-10	2010-11
Number of Schools	191.0	190.0	188.0	190.0	192.0
Teacher	(382.3)	(453.9)	(484.2)	(504.3)	(552.3)
Librarian	(87.3)	(89.2)	(92.3)	(96.0)	(97.8)
Media Tech Staff	119.9	127.5	127.7	130.7	133.3
Pupil Support	107.9	148.0	150.1	151.0	80.1
Aide	340.0	327.6	318.1	327.2	308.0
School Admin	(50.5)	(52.3)	(51.2)	(48.9)	(49.0)
Secretary and Clerical - School	(55.2)	(65.4)	(66.8)	(66.8)	(64.1)
Tutor	(118.9)	(115.6)	(119.3)	(77.5)	(92.9)
Teacher - Not of Record	2.2	52.1	63.8	57.8	60.5

Source: WDE602 – WISE School District Staff Member Collection; Statewide Payment Models FY2007, FY2008, FY2009, FY2010, FY2011; WDE608 - School Information Update

Table III-7: Statewide District-Level Difference in Actual to Model Staffing

	2007-08			2008-09			2009-10			2010-11		
	Model	Actual	Diff.	Model	Actual	Diff.	Model	Actual	Diff.	Model	Actual	Diff.
Central Office Admin	267.4	405.0	137.5	268.9	413.5	144.7	271.1	424.6	153.5	272.9	359.9	87.0
Secretary and Clerical - District	302.7	534.1	231.3	304.5	529.9	225.4	307.4	542.5	235.1	309.7	506.3	196.6
Operations and Maintenance	1,485.5	1,225.2	(260.3)	1,473.7	1,237.2	(236.6)	1,473.0	1,285.7	(187.4)	1,482.5	1,304.3	(178.2)
Total	2,055.6	2,164.3	108.6	2,047.1	2,180.6	133.4	2,051.6	2,252.8	201.2	2,065.1	2,170.4	105.3

Source: WDE602 – WISE School District Staff Member Collection; Statewide Payment Models FY2007, FY2008, FY2009, FY2010, FY2011
 Notes: [1] Some Central Office Admin counts could be federally funded but cannot be more precise at this time due to current staffing collection limitations.

Table IV-5: Average Class Sizes in “Core” Classes

	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Elementary Schools	19.4	19.5	19.6	19.6	19.1	19.2
Middle Schools	19.4	19.3	18.9	19.3	18.7	18.8
High Schools	20.3	19.9	19.9	19.5	18.9	19.4
Alternative Schools	12.8	11.8	11.9	15.7	9.6	8.6

Source: WDE634 – Class Size; WDE638 Course Inventory; WDE684 Teacher/Course/Student Enrollment

Table IV-1: Average Class Size in Elementary Schools by School Size

	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Elementary Schools	19.4	19.5	19.6	19.6	19.1	19.2
Small Schools (≤49 ADM)	4.4	4.2	4.3	4.1	5.4	5.2
Midsize Schools (>49-96 ADM)	13.8	13.5	15.4	13.6	13.2	13.2
Large Schools (>96 ADM)	19.4	19.5	19.5	19.5	19.1	19.3
Large Schools Q1	18.1	18.6	18.3	18.3	18.3	18.7
Large Schools Q2	18.3	18.4	19.0	18.8	18.3	18.3
Large Schools Q3	20.2	20.2	20.2	20.2	19.7	20.0
Large Schools Q4	20.8	20.9	20.8	20.8	20.2	20.0

Source: WDE634 – Class Size; WDE638 Course Inventory; WDE684 Teacher/Course/Student Enrollment

Table V-1: Comparison of District Average Teacher Salaries and Funding Model Average Salaries

	2006-07	2007-08	2008-09	2009-10	2010-11	5-Year Percent Change
District Average Regular Salary	\$50,892	\$52,975	\$54,548	\$55,780	\$56,049	10.13 %
Funding Model Average Salary	\$45,126	\$46,840	\$48,854	\$50,662	\$50,662	12.27 %
Difference	\$5,766	\$6,134	\$5,694	\$5,118	\$5,387	
% Difference	12.78%	13.10%	11.65%	10.10%	10.63%	

Source: WDE602 – WISE School District Staff Member Collection; Statewide Payment Models FY2007, FY2008, FY2009, FY2010, FY2011

Table V-2_[1]: Estimated Average Teacher Salaries In Wyoming and Regional States, Adjusted by the Comparable Wage Index

State	Average Salary (Estimated 2010-11)	National Rank (Unadjusted)	CWI Adjusted	National Rank (Adjusted)
Wyoming	\$56,978	15	\$70,885	1
Colorado	\$49,938	30	\$53,419	40
Idaho	\$47,416	39	\$56,430	26
Montana	\$47,132	42	\$63,019	5
Nebraska	\$47,521	38	\$57,306	22
South Dakota	\$35,201	52	\$45,091	52
Utah	\$46,571	49	\$49,981	48
United States	\$56,069	17	\$56,069	29

Source: National Education Association, NCES Comparable Wage Index Summary Table G: Estimated Average Annual Salaries of Total Instructional Staff and of Classroom Teachers, 2008-09 (Revised) and 2010-11

http://www.nea.org/assets/docs/HE/NEA_Rankings_and_Estimates010711.pdf

CWI: Table 2: Adjusting Teacher Salaries with the Comparable Wage Index <http://bush.tamu.edu>

[1] These are estimated average teacher salaries calculated by the National Education Association (NEA). As such, actual reported average teacher salaries in Wyoming (Table V-1) differ from NEA estimates (Table V-2)

Table V-7: Comparison of District Average Assistant Superintendent Salaries and Funding Model Average Salaries

	2006-07	2007-08	2008-09	2009-10	2010-11	5-Year Percent Change
District Average Regular Salary	\$105,129	\$109,715	\$119,360	\$119,681	\$120,026	14.2 %
Funding Model Average Salary	\$76,169	\$79,063	\$82,463	\$85,514	\$85,514	12.3 %
Difference	\$28,960	\$30,652	\$36,897	\$34,167	\$34,512	
% Difference	38.0%	38.8%	44.7%	40.0%	40.4%	

Source: WDE602 – WISE School District Staff Member Collection; Statewide Payment Models FY2006, FY2007, FY2008, FY2009, FY2010, FY2011

Table VI-6: Current Expenditures Per Pupil, Estimated

State	Current Expenditures per Pupil Enrolled (Estimated 2010-11)	National Rank (Unadjusted)	CWI Adjusted	National Rank (Adjusted)
Wyoming	\$16,066	4	\$19,987	2
Colorado	\$9,588	35	\$10,256	40
Idaho	\$8,101	48	\$9,641	44
Montana	\$9,973	31	\$13,335	15
Nebraska	\$10,452	28	\$12,604	17
South Dakota	\$9,310	40	\$11,926	23
Utah	\$7,056	51	\$7,573	51
United States	\$10,826	26	\$10,826	34

Source: National Education Association
 Summary Table K: Estimated Expenditures for Public Schools, 2010-11
http://www.nea.org/assets/docs/HE/NEA_Rankings_and_Estimates010711.pdf

Table VI-8: Differences of Funding Model Non-Staff Resources and District Expenditures

	2006-07	2007-08	2008-09	2009-10	2010-11
Model Assessment	\$2,853,152	\$2,973,769	\$3,128,016	\$3,283,886	\$3,318,468
Actual-to-Model Difference	(\$1,494,261)	(\$1,537,208)	(\$1,858,425)	(\$1,739,262)	(\$1,567,211)
Total Exp. as % of Model	47.6%	48.3%	40.6%	47.0%	52.8%
Model Central Office and Misc District Costs	\$26,512,340	\$27,633,151	\$29,066,460	\$30,514,846	\$30,836,195
Actual-to-Model Difference	(\$338,889)	(\$971,509)	(\$493,548)	(\$2,960,001)	(\$1,227,911)
Total Exp. as % of Model	98.7%	96.5%	98.3%	90.3%	96.0%
Model Operations and Maintenance	\$76,773,311	\$81,422,391	\$83,729,142	\$86,440,688	\$87,918,237
Actual-to-Model Difference	(\$4,489,823)	(\$5,529,702)	(\$1,124,851)	(\$240,683)	\$534,233
Total Exp. as % of Model	94.2%	93.2%	98.7%	99.7%	100.6%
Model Professional Development	\$8,837,447	\$9,211,050	\$9,688,820	\$10,171,615	\$10,278,732
Actual-to-Model Difference	(\$2,056,568)	(\$1,032,567)	(\$1,289,193)	(\$2,058,335)	(\$2,735,059)
Total Exp. as % of Model	76.7%	88.8%	86.7%	79.8%	73.4%
Model Student Activities	\$28,987,467	\$29,890,778	\$30,973,403	\$32,035,068	\$31,942,444
Actual-to-Model Difference	(\$1,339,347)	(\$4,857)	\$1,936,234	\$2,804,377	\$4,132,334
Total Exp. as % of Model	95.4%	100.0%	106.3%	108.8%	112.9%
Model Technology and Supplies	\$48,944,568	\$51,001,449	\$53,622,103	\$56,275,105	\$56,831,402
Actual-to-Model Difference	(\$9,255,726)	(\$8,841,950)	(\$3,072,938)	(\$6,805,905)	(\$6,060,767)
Total Exp. as % of Model	81.1%	82.7%	94.3%	87.9%	89.3%
Model Utilities	\$29,529,553	\$30,651,676	\$31,969,698	\$33,152,577	\$33,152,577
Actual-to-Model Difference	\$1,299,037	\$1,729,702	\$1,204,122	\$359,969	\$1,289,490
Total Exp. as % of Model	104.4%	105.6%	103.8%	101.1%	103.9%
Model Voc Ed Supplies and Equipment	\$2,623,396	\$2,657,875	\$2,732,903	\$2,848,735	\$2,836,097
Actual-to-Model Difference	(\$817,604)	(\$928,501)	(\$1,099,480)	(\$1,140,666)	(\$949,856)
Total Exp. as % of Model	68.8%	65.1%	59.8%	60.0%	66.5%

Source: WDE601 – Annual District Report; Statewide Payment Models FY2007, FY2008, FY2009, FY2010, FY2011