THE MFP:
TIME FOR A NEW APPROACH

PAR examined Louisiana's state school aid Minimum Foundation Program (MFP) in a January 1982 Analysis, "Spending School Dollars," and concluded that a complete overhaul was needed. Since then, more state dollars are funneled to local school systems through the MFP and additional state aid programs have been added, but the basic approach in the MFP remains the same. Emphasis continues to be on jobs, not on educating students, thus stifling flexibility and creativity at the local level. Accountability is pegged to local school boards employing the number of persons to fill the jobs authorized, not to how well students achieve. The proportion that local school systems contribute to financing the MFP has shrunk to an insignificant level.

This report re-examines Louisiana's MFP as well as state school aid approaches in other states. In recent years, a number of states have reformed their school aid formulas to make them more equitable and geared to achievement of specific goals and objectives to improve education. Louisiana should adopt some of these new concepts in restructuring its MFP.

CONCEPTS OF STATE SCHOOL AID

There are several reasons why state governments provide financial aid to local schools:

1. The 10th Amendment to the U. S. Constitution reserves to state government responsibility for education. Except for Hawaii, state governments share this responsibility with local school boards and school districts which they create.

2. States have a responsibility to assure that all children have access to a good education for their own benefit as well as to benefit the state residents.

3. Many local school districts do not have sufficient taxing capacity to finance a basic education, much less a quality program.

All state governments help finance local schools, but the extent and methods used differ considerably.

Two basic approaches are used nationwide for state school aid: the Minimum Foundation Program (MFP) and the Guaranteed Tax Base (GTB). The MFP predominates. Louisiana is one of 33 states that use the MFP and another eight states combine this with other concepts. Hawaii has full state funding, and eight states use the GTB or a similar concept--Guaranteed Yield, District Power Equalizing or Percentage Equalizing. (See Figure 1.)

The MFP Concept

The MFP is a concept, not merely a formula to distribute state money to local schools. It embodies the following tenets:
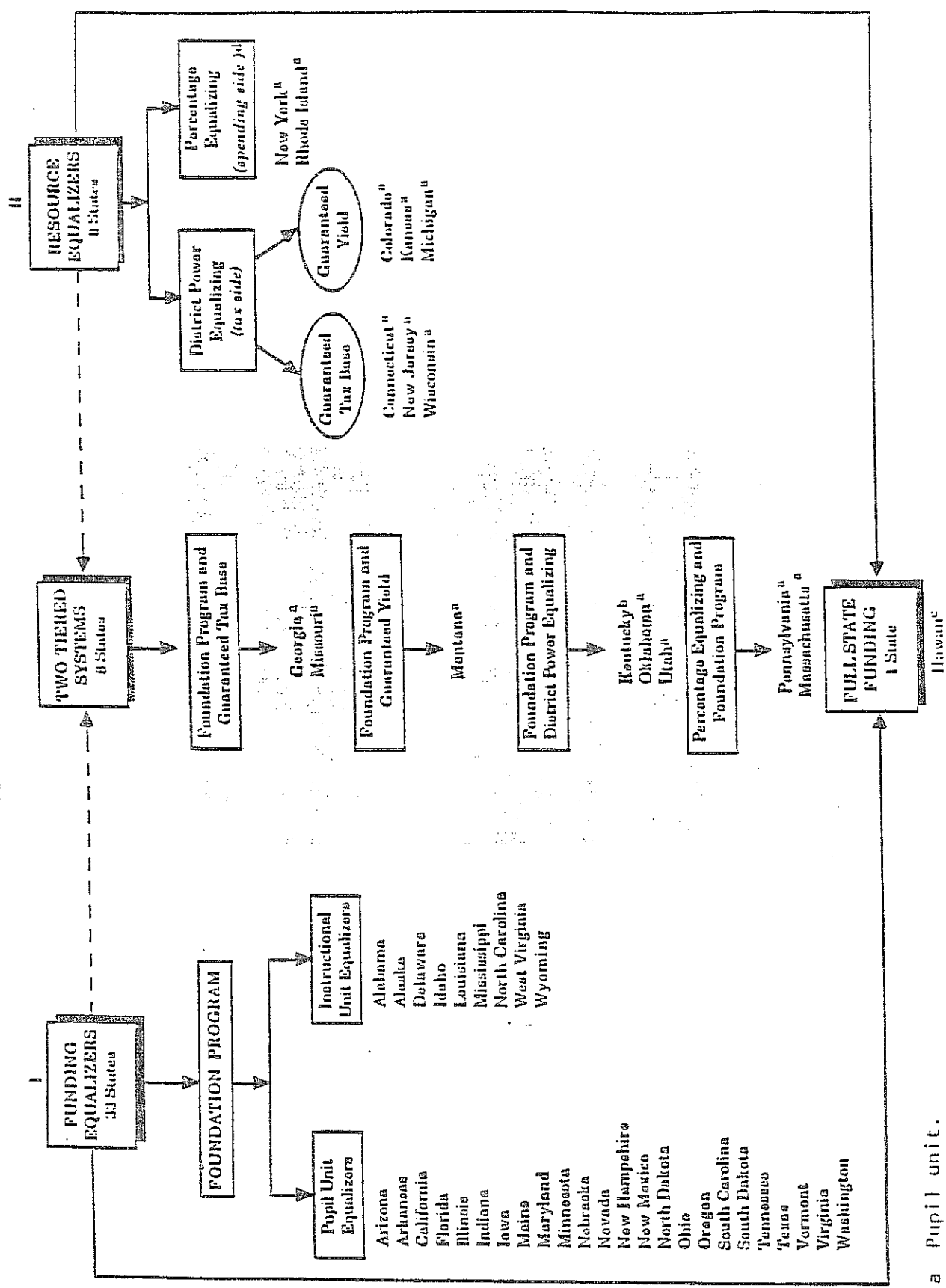
1. The state guarantees each child a basic or minimum education, regardless of place of residence and wealth of that community.

2. A minimum education indicates basic, but not all, services and programs. The state must define this basic or minimum program.

3. The total cost of the minimum foundation program must be determined. The basic unit for calculating cost may be per pupil, per classroom unit, or individual programs and services.

4. Financing is a state/local partnership. To assure statewide

FIGURE 1
State School Aid Methods

RESOURCE EQUALIZERS
8 States

Percentage Equalizing *(spending side)*[d]

New York[a]
Rhode Island[a]

District Power Equalizing *(tax side)*

Guaranteed Yield

Colorado[a]
Kansas[a]
Michigan[a]

Guaranteed Tax Base

Connecticut[a]
New Jersey[a]
Wisconsin[a]

TWO TIERED SYSTEMS
8 States

Foundation Program and Guaranteed Tax Base

Georgia[a]
Missouri[a]

Foundation Program and Guaranteed Yield

Montana[a]

Foundation Program and District Power Equalizing

Kentucky[b]
Oklahoma[a]
Utah[a]

Percentage Equalizing and Foundation Program

Pennsylvania[a]
Massachusetts[a]

FULL STATE FUNDING
1 State

Hawaii[c]

FUNDING EQUALIZERS
33 States

FOUNDATION PROGRAM

Instructional Unit Equalizers

Alabama
Alaska
Delaware
Idaho
Louisiana
Mississippi
North Carolina
West Virginia
Wyoming

Pupil Unit Equalizers

Arizona
Arkansas
California
Florida
Illinois
Indiana
Iowa
Maine
Maryland
Minnesota
Nebraska
Nevada
New Hampshire
New Mexico
North Dakota
Ohio
Oregon
South Carolina
South Dakota
Tennessee
Texas
Vermont
Virginia
Washington

a   Pupil unit.
b   Instructional unit.
c   Appropriation.
d   Nonvariable state guarantee.

SOURCE: The School Finance Collaborative, (Education Commission of the States and National Conference of State Legislatures), School Finance at a Glance, March 1988.

equalization in financing the minimum program, there must be a required local effort based on a uniform measure of taxing capacity and/or tax effort and of sufficient amount to equalize.

　　　5.　　Total cost of the minimum program minus local support is the amount of state funding needed to equalize.

　　　6.　　Local systems are free to supplement costs of the minimum program and to add other programs and services.

　　　Louisiana's constitution requires an MFP and establishes the formula's basic components.　The State Board of Elementary and Secondary Education (BESE) must develop and adopt a formula each year which (a) determines the MFP cost in all public elementary and secondary schools, (b) allocates funds equitably to local systems, and (c) requires that every local system contribute to the MFP financing.

The GTB Concept

　　　The concept of a Guaranteed Tax Base (GTB) is similar to Guaranteed Yield, District Power Equalizing and Percentage Equalizing, all designed to encourage local school support.　The amount of state aid varies according to local tax decisions.　The state guarantee fluctuates according to a determination of local wealth and the amount of taxes (or spending) by each local school system.

　　　Under the GTB approach, the state guarantees an amount per student for each property tax mill or other revenue a local school system levies--usually up to a maximum.　If a local system's tax produces less than the state guarantee, then the state pays the difference.　However, if the tax yield is more than the state guarantee, then the state provides no state aid to that local school system.

　　　Texas has had an MFP for school aid, but its state court found it to be unconstitutional due to inequities.　It now is considering a GTB concept in which all school districts would receive $3,014 per student from a combination of state and local revenue. Every district would have to levy 61 mills in property taxes to qualify for maximum state aid.　State aid would provide the difference between the amount the 61 mills generated locally and the guaranteed amount.　Poorer districts with a limited tax base would receive more state aid and wealthier districts would receive less.

　　　The GTB concept is said to provide equal access to a quality education by providing equal dollars for equal effort at the local level.　Under the MFP, the state shares only in the cost of a minimum program, while the state shares in the total cost under the GTB.　Some power equalizing plans require that wealthy school districts help finance schools in poor districts.

Basic Units to Determine State Aid

　　　States differ in basic units to determine the amount and distribution of state school aid.

　　　Forty states use pupils as the basic unit, but pupils may be defined differently.　(See Figure 1.)　Most states define pupils on the basis of average daily membership (ADM) which counts the average number of pupils present plus the number absent during a particular period.　Pupils who enroll but are absent part of the time or drop out of school during the year are included in an ADM pupil count.　Nine states use average daily attendance (ADA) which totals the number of students present each day of school divided by the number of days school is in session. Six states use a full-time equivalent

(FTE) student count which considers those who attend for only a part of the day or year.

Louisiana is one of 10 states that use an "instructional unit" to calculate most state school aid. Pupil/teacher ratios are established which convert a designated number of pupils into a unit which has a teacher. In Louisiana, the number of instructional units determines the number of "allotted" teaching positions for which the state pays a minimum salary. For example, every 20 pupils in kindergarten through the third grade in each school produces one allotted teaching position. School systems must employ persons in all the alloted positions to receive maximum state funding. If they employ more than allotted, the local system pays the cost. Also, in Louisiana's formula, the number of allotted teachers (except additional teachers generated by reducing K-3 ratios) is used to calculate the number of allotted positions for administrators and other professional personnel--instructional supervisors, principals, assistant principals, visiting teachers and social workers--for whom the state pays minimum salaries.

MFP CONSTITUTIONAL PROTECTIONS

The content and cost of Louisiana's MFP is insulated from traditional legislative and gubernatorial actions as a result of a 1987 constitutional amendment:

1. Only BESE can recommend a new MFP formula which is subject to legislative approval.

2. The Legislature may ask BESE to amend its recommended MFP formula but may not do so itself.

3. If the Legislature does not approve the BESE-recommended new MFP, the most recent formula approved by both BESE and the Legislature remains in effect.

4. The Legislature must fund requirements of the MFP at 100%.

5. The governor cannot cut MFP funding unless the act appropriating the money gives him the authority and the Legislature by mail ballot approves the reduction by a two-thirds vote of elected members of each house.

THE EVOLUTION OF LOUISIANA'S MFP

Louisiana began to aid local schools shortly after it became a state in 1812; state money was provided each parish to buy school buildings. Since that initial effort, Louisiana and other states have used a variety of methods to aid schools, as described in a State Department of Education publication, Louisiana School Finance, by Dr. J. Berton Gremillion (1976).

The Era of Flat Grants: Flat grants were the earliest form of state school aid--either an amount per community, per child in school, per child of school age, or per teacher.

An 1821 Louisiana act provided a flat grant to each parish which had at least one public school operating at least three months a year. In 1833, the state began providing an equal amount per child in school.

State aid was apportioned to local school districts in 1847 when the local school district was established as the unit to administer Louisiana's public schools. That year Louisiana switched to a flat grant per educable child of school age (determined by a school census). The per educable child of school age as a basis for school aid continued in Louisiana until 1930 and predominated among other southern states.

Flat grants were criticized because they failed to consider local need or

ability, while grants per educable child were criticized because of differences among local systems in the proportion of children enrolled in public school.

School Equalization and the MFP: The MFP concept was formulated in 1923. Maryland was the first state to adopt it, and a number of states followed including Louisiana in 1930. Louisiana's original MFP did not distribute state funds to all local school systems—only those whose local support fell below the cost of the minimum education program. Under the fiscal 1930-31 distribution, only 35 of the 66 local systems received state equalization funds.

The basic concept in Louisiana's current MFP (a state minimum teacher salary schedule paid for allotted positions) dates back to 1956 when all local systems participated in state equalization funding. From 1956-57 through 1961-62, local support represented a significant portion of the total cost of the MFP:

Fiscal Year	Total Cost of MFP (Millions)	Percent of Total Cost of the MFP	
		Local Support	State Equalization
1956-57	$112.3	56.0%	44.0%
1957-58	137.5	47.3	52.7
1958-59	143.1	46.9	53.1
1959-60	158.5	44.6	55.4
1961-62	179.9	41.6	58.3

In 1962 other significant changes were made in the MFP, including per educable and equalization funding, which caused the local support factor to shrink considerably.

Fiscal Year	Total Cost of MFP (Millions)	Percent of Total Cost of the MFP	
		Local Support	State Equalization
1962-63	$185.2	16.4%	83.6%
1963-64	194.9	16.2	83.8
1964-65	202.7	15.8	84.2
1966-67	247.7	13.8	86.2
1968-69	298.9	12.2	87.8
1970-71	369.1	10.5	89.5
1971-72	403.2	9.8	90.2
1972-73	409.4	9.7	90.3
1973-74	414.9	10.0	90.0
1974-75	458.1	9.1	90.9

The 1974 state constitution resulted in further MFP changes. The per educable distribution was eliminated. Also eliminated was the constitutional dedication of a portion of the state severance tax to local school boards, which had been a local support item in the MFP. The new constitution retained the five-mill constitutional tax which school boards can levy without voter approval (13 mills in Orleans). The five mills was increased to 5.5 mills in the MFP when other local support items (severance tax, rent or lease money from 16th Section school lands, and court fines) were eliminated. The five mills school boards can levy became a varying millage due to a 1974 constitutional requirement that millages be adjusted following reassessment to

produce the same amount of tax dollars as before reassessment. This millage adjustment following the 1978 reassessment resulted in the five mills ranging from less than three mills in Jefferson Parish to over eight mills in Caddo. The five-mill variation continues despite a 1980 constitutional amendment which permits local school boards (and other local governing bodies), with a two-thirds vote, to roll their millage up to the millage rate prior to reassessment.

Following 1974 constitutional changes, the local support factor in the MFP has diminished, while the amount of total MFP dollars has almost tripled.

Fiscal Year	Total Cost of MFP (Millions)	Percent of Total Cost of the MFP	
		Local Support	State Equalization
1975-76	$527.1	6.4%	93.6%
1976-77	535.6	5.7	94.3
1977-78	628.8	4.9	95.1
1978-79	643.4	5.1	94.9
1979-80	703.2	4.9	95.1
1980-81	801.7	4.7	95.3
1981-82	893.9	4.6	95.4
1982-83	992.3	5.5	94.5
1983-84	939.4	5.8	94.2
1984-85	1,006.1	5.6	94.4
1985-86	1,030.6	5.7	94.3
1986-87	1,034.6	5.9	94.1
1987-88	1,222.3	4.9	95.1
1988-89	1,324.7	4.3	95.7

TOTAL STATE-LOCAL SCHOOL FINANCING

The state-local share in financing the MFP is only part of the financing of schools. Local revenues not only supplement MFP state aid for school operations, but are the only source for school capital outlay and repayment of local school debt. When all state and local school revenues are considered, local revenues represent a far greater share than in the MFP. According to the National Education Association (NEA), Rankings of the States (annual series), the percentage that Louisiana's local school revenue represented of all state-local school revenue ranged from 25.6% in 1964-65 to a high of 40.9% in 1984-85. The local share dropped to 38.1% in 1987-88.

LEGAL RESTRICTIONS ON LOCAL SCHOOL FINANCING

The state constitution sets the parameters of local school taxing authority. The property tax and the sales tax are the major sources.

Property Tax

Louisiana school boards have constitutional authority to levy a property tax without voter approval--similar to authority given parish and municipal governing authorities. They may levy additional property taxes with voter approval but unlike parishes and municipalities, the state limits the amount of school millage which voters may approve. Collections from school property taxes also are diminished by state-imposed exemptions, particularly the $7,500

homestead exemption.

Constitutional School Millages

The constitution authorizes school boards to levy up to five mills (13 in Orleans) without voter approval to assure local school support. The five mills have been adjusted following four-year reassessment and, in fiscal 1987-88, ranged from 2.5 mills in Jefferson to 8.2 mills in Caddo. The 13 mills for Orleans has been adjusted to 16 mills. Table 1 shows the range of millages levied by the 66 systems.

Voter-Approved Millages for Additional Support

The constitution authorizes local school boards to levy additional property taxes with voter approval, systemwide or in subschool districts. The constitution authorizes the Legislature to establish the amount of millage, duration and purpose of these voter-approved school taxes. The Legislature has set a 70-mill limit, not to exceed 10 years without voter renewal. There is a question whether the 70-mill limit applies systemwide only, or also to millages in subschool districts. Five systems do not levy any additional support millage systemwide, while an additional four systems levy less than five mills. St. Tammany is the only system that approaches the 70-mill limit. Table 2 shows the range of these millages.

Bond Millages

Local school boards are responsible for constructing school buildings and are authorized to incur debt, payable from the property tax. Voter approval is required.

There is no legal limit on property tax millages to retire debt, but the amount of debt which school boards can incur systemwide or in subschool districts is limited to 35% of the taxable assessed value of property, including property which is homestead exempt. The 35% debt limit was changed from 25% by a July 1988 Louisiana Supreme Court decision. Some systems have legislative authority to exceed the general 35% debt limit.

As shown in Table 3, no bond millages were levied systemwide in 36 of the 66 systems, although 24 of these had debt retirement millages in one or more subschool districts.

The Sales Tax

Louisiana school boards rely on sales taxes far more than do school boards in other states. According to the U. S. Bureau of the Census report, Governmental Finances in 1986-87, Louisiana school boards received 47.1% of their local revenue from the sales tax and 31.8% from the property tax. For the U. S., independent school districts received 0.8% of their local revenue from the sales tax and 83.6% from the property tax.

Louisiana's constitution requires voter approval of local sales taxes. The constitution also sets a combined 3% limit on sales taxes that can be levied within a taxing jurisdiction (school board, parish or municipality), but authorizes the Legislature to increase the 3% limit by general, special or local law. A 1984 act increased general sales tax authority to 4%. State law prohibits local school boards and other local governments from levying a sales tax on certain items such as gasoline and utilities.

As shown in Table 4, all school boards levied a sales tax in fiscal 1987-88 except Cameron. Almost half of the 66 school boards levied a 1% sales tax; 13 levied a 1.5% tax; 13 levied a 2% sales tax; and one, a 2.5% sales tax.

TABLE 1
"Constitutional" Millages Levied, Fiscal Year 1987-88[a]

Range of Millages	Number of Local Systems
2.0-2.9	1[b]
3.0-3.9	22
4.0-4.9	31
5.0-5.9	7
6.0-6.9	3
7.0-7.9	0
8.0-8.9	1[c]
9.0 and above	1[d]
TOTAL	66

a Voter approval not required; levied systemwide. Five mills (13 in Orleans), adjusted following reassessment. Six systems have not reported 1987-88 rates and so 1986-87 millages are included.
b Jefferson.
c Caddo.
d Orleans, adjusted to 25.9 mills.
SOURCE: Louisiana Department of Education, unpublished data.

TABLE 2
Additional Support Millages Levied, Fiscal Year 1987-88[a]

Range of Millages	Number of Local Systems
0.0	5[b]
0.1- 0.9	0
1.0- 4.9	4[c]
5.0- 9.9	19
10.0-19.9	20
20.0-29.9	12
30.0-39.9	5[d]
40.0-49.9	0
50.0 and above	1[e]
TOTAL	66

a Voter approval required. Includes systemwide millages only, although subschool district millages can and are levied in some systems. Limited to 70 mills which are adjusted following reassessment. Six systems have not reported 1987-88 rates and so 1986-87 millages are included.
b Evangeline, Orleans, St. Mary, Tangipahoa and West Feliciana.
c Acadia, Madison, Union and Vermilion.
d Caddo, Caldwell, Cameron, DeSoto and East Baton Rouge.
e St. Tammany.
SOURCE: Louisiana Department of Education, unpublished data.

TABLE 3
Bond and Interest Millages Levied, Fiscal Year 1987-88[a]

Range of Millages	Number of Local Systems
0.0	36[b]
0.1- 4.9	7[c]
5.0- 9.9	7[c]
10.0-19.9	8
20.0-29.9	8
TOTAL	66

a   Voter approval required; no limit on millages, but debt incurred cannot exceed 25% generally of taxable assessed value including homestead-exempt property.   Six systems have not reported 1987-88 rates and so 1986-87 millages are included.
b   Twenty-four of these levy subschool district millages.
c   One of these levies subschool district millages.
SOURCE: Louisiana Department of Education, unpublished data.

TABLE 4
Louisiana Local School Taxes Levied or Shared,
Fiscal Year 1987-88

Sales Tax Rate	Number of School Systems
No tax	1[a]
Less than 1%	3
1%	31
More than 1%; less than 1.5%	4
1.5%	13
2.0%	13
2.5%	1[b]
TOTAL	66

a   Cameron Parish.
b   Livingston Parish.
SOURCE: State Department of Education, unpublished data for Annual Financial and Statistical Report, 1987-88.

Unlike voter-approved property taxes, local sales taxes are not subject to periodic voter renewal unless so specified on the ballot.   According to a September 16, 1988 survey by the Louisiana State Department of Education (SDE), there were only 12 local school systems where all or a portion of their sales tax was subject to voter renewal.

The SDE survey also found that local school sales tax proceeds usually are dedicated to specific purposes--mainly salaries.   Special legislative authority is required to dedicate the sales tax for capital outlay or debt retirement; the survey found that 13 school systems dedicated a portion of their sales tax for these purposes.   A September 21, 1988 attorney general's

opinion stated that should the Legislature authorize school boards and other local governments to impose a sales tax on items now required to be exempt, the additional revenue would have to be spent for the same purposes as present sales tax dedications. If a sales tax is dedicated to retire debt, such dedication must continue until all bonds payable from the sales tax are retired.

State law prohibits local school sales taxes to be considered in the local support factor of the MFP.

VOTER APPROVAL OF LOCAL SCHOOL TAXES

To find out the extent Louisiana voters approve local taxes for schools and how the approval rate compares with tax elections for other local governments, PAR staff tallied election results between 1973 and 1987. There were more property tax elections (544) than sales tax elections (196), partly because voters periodically must decide if property taxes are renewed. The levy of sales taxes usually is permanent.

Voters approved proposals in more than two thirds of the 740 bond and tax elections. They favored taxes for schools (77%) more than those for parishes (61%) and for municipalities (73%). The voter-approval rate was higher for property than sales taxes except in municipal elections. (See Table 5.)

Voters were less inclined to vote for property and sales tax increases than for tax renewals. In school board elections, voters favored 92% of proposals to renew taxes but only 65% of proposals to increase taxes.

Taxes for operations were favored by voters more than those to back new debt and construction. In school board bond and tax elections, 82% of proposals for operations passed while only 69% of those for bonds passed.

LOUISIANA'S CURRENT MFP

HCR 187 of 1988 contains the current MFP formula, effective for fiscal 1988-89. It replaces HCR 74 of 1984 which remained in effect for four years because the Legislature rejected BESE-recommended changes.

The current MFP embodies a number of changes:

1. Practically all state aid to public schools now is in the MFP. Exceptions include the Professional Improvement Program (PIPs) which provides supplementary salaries for teachers and other participants and is being phased out; special projects, mainly financed from 8 (g) funds paid from the constitutionally-dedicated Louisiana Quality Education Support Fund; early childhood development programs, and a program to identify exceptional children.

Programs previously funded by the state outside the MFP which now are included are textbooks and library books, group health insurance, extended pay and travel for agri-business teachers, state contributions for teacher and other school employee retirement systems, foreign associate (CODOFIL) teachers, school nurses, enhanced materials and supplies for gifted/talented and special education students, and salary supplements for school lunch employees. These items added $272.5 million to current costs of the MFP, but reduced the amount of state school aid funded outside the MFP.

2. State aid to private and parochial schools is funded outside the MFP to comply with a constitutional provision that the MFP finance "public" elementary-secondary schools. Some programs of state aid to private schools,

TABLE 5
Voters' Approval of Local Tax and Bond Elections[a]
1983-1987

| | All Local Tax and Bond Elections[a] | | | School Boards | | | Parish Governing Authority | | | Municipal Governing Authority | | |
| | Number of Elections | Passed | | Number of Elections | Passed | | Number of Elections | Passed | | Number of Elections | Passed | |
		Number	Percent		Number	Percent		Number	Percent		Number	Percent
Tax and Bond Elections	740[b]	502	68%	201[c]	154	77%	375[d]	229	61%	164[e]	120	73%
Ad Valorem	544	386	71	179	139	78	285	191	67	80	56	70
Sales Tax	196	116	59	22	15	68	90	38	42	94	63	75
Tax Increase	448	261	58	127	83	65	204	97	48	117	81	69
Tax Renewal	292	237	81	74	60	82	171	130	76	47	39	83
For Operation	569	394	69	127	104	82	329	204	62	113	88	78
For Bond/Construction	171	108	63	74	51	69	46	23	50	51	34	66

a   Excludes bond and tax elections for special districts other than subdistricts and local governing authority indicated and local bond and tax elections for elected officials such as sheriff.
b   Excludes 107 elections for which results were not available (10).
c   Excludes elections for which results were not available (10).
d   Excludes elections for which results were not available (64).
e   Excludes elections for which results were not available (24).

SOURCE: Compiled by PAR staff from records of the State Bond Commission and Department of the State.

such as transportation, previously were in the MFP.

3. "Instructional" and noninstructional "support services" costs are separated, although there are exceptions. Special education transportation is in the instructional category, while enhanced instructional materials and supplies for gifted/talented and special education students are in the "support services" category.

The reason for separating instructional and noninstructional costs was to implement the Governor's recommendation that the state finance only instruction and shift noninstructional costs to local school boards. However, proposed legislation to give local school boards additional taxing authority failed, and so the state is providing one-year "bridge" money to pay the cost. The MFP also provides for a uniform percentage reduction in "support services" costs.

4. The new formula provides $15 million to "equalize" funding of support services costs. Under the distribution method, $10 million is to reduce the impact of the state cut and $5 million is to help poorer systems. Although the Governor's original objective was to shift the entire cost of support services to local school boards ($342.4 million), the final result is that the state is financing all the cost except for a net reduction of $21.7 million.

5. The formula provides that the state is to fund approximately 83.9% of the "support services costs"; actually, the state is funding 93.6%. The higher state funding is because proposed legislation failed which would have authorized local school boards, through creation of special districts, to levy a 4.5-mill tax without voter approval, estimated to generate $48.9 million. The state is providing this financing.

6. The noninstructional portion of the MFP is said to be a "block grant" which allows local systems to spend the money as they wish, although HCR 187 does not state this. In practice, there is little in the entire MFP that is not treated as a "block grant" other than the requirement that local systems actually employ persons to fill positions allotted, by October 1, to receive state funding for all allotted positions.

Local systems have flexibility in filling allotted positions. The number of allotted teachers is determined on a school-by-school and grade-level basis, but there is no requirement that teachers be placed in a particular school or grade. Rather, filling of allotted positions is determined on a systemwide basis. Additional teachers are allotted for grades K through 3, but may be employed at upper grade levels.

Persons other than teachers fall within the teacher allotments. For example, guidance counselors and librarians are included as allotted teachers, and assistant principals also can be counted as allotted teachers even though they may not teach. There are differing opinions whether central office supervisors may be employed within the number of allotted teachers, which would be in addition to allotments for administrators and supervisors.

7. Instructional costs represent about three fourths of total 1988-89 state costs. The state is financing all MFP noninstructional costs since there is no local charge back.

Table 6 shows components and financing of the current 1988-89 MFP.

TABLE 6
Louisiana MFP Formula for Fiscal Year 1988-89
(In Millions)

	FY 1988-89 (Appropriated)	Percent of Total
Part I. Instructional Costs		
A. Regular Education		
1. Regular teachers	$ 572.0	43.2%
a. Second language specialists	1.6	0.1
2. Instructional supervisors, visiting teachers, social workers, principals, assistant principals, "other certified or licensed personnel"	53.9	4.1
3. Sabbatical leave pay	4.7	0.4
4. Accumulated sick leave severance pay	3.3	0.2
5. Workers' compensation	4.0	0.3
6. Unemployment compensation	0.9	a
* 7. Textbooks, library books, school supplies	19.2	1.4
* 8. Group health insurance	52.3	4.0
* 9. Agri-business teachers, extended employment	1.7	0.1
Total Regular Education	$ 713.5	53.8%
B. Special Education		
1. Special education teachers and therapists	$ 119.6	9.0%
2. Special education supervisors	1.6	0.1
3. Special education teacher aides	22.5	1.7
4. Assessment teachers, school psychologists, nonpublic school appraisal personnel, social workers, occupational and physical therapists, "other certified and licensed personnel"	20.6	1.6
5. Special education transportation including bus attendants	16.1	1.2
Total Special Education	$ 180.3	13.6%
* C. Retirement, Teacher	81.1	6.1
* D. Foreign Associate Teachers	3.4	0.2
E. New Increases		
1. Lower pupil/teacher ratio, K-3, to 20:1	16.1	1.2
2. 5% pay increase (5/6ths)	52.8	4.0
3. Longevity pay increase, to 15 years	13.1	1.0
Total, Part I Instructional	$1,060.4	80.1%
F. Less Local Measure of Wealth (5.5 mills)	-57.0	-4.3
G. Difference, State Aid to Equalize	$1,003.4	75.8%
Part II. Noninstructional Support Services		
A. A uniform percentage of 1986-87 state and local funding, with payments approximately 83.9% of the amount of the MFP Support Services Program		
* 1. Group health insurance	$ 42.8	3.2%
* 2. School nurses	2.5	0.2
* 3. Retirement, teacher (nonteachers)	8.5	0.6
* 4. Retirement, school lunch employees	6.7	0.5
* 5. Retirement, school employees	17.5	1.3
6. Workers' compensation and unemployment compensation, nonteaching personnel	7.3	0.6
7. Transportation	90.3	6.8
8. Employees without minimum salary schedule, salary adjustments	77.4	5.8
9. Utilities, insurance, maintenance	47.4	3.6
* 10. Gifted/talented program enhancement	0.5	a
* 11. Special education materials and supplies	0.8	a
* 12. School lunch employee salary supplements	40.7	3.1
Total, Noninstructional Support	$ 342.4	25.9%
Reduction, 1.72% of 1986-87 Total Revenue	-36.7	-2.8
Total Revised Noninstructional Support	$ 305.6b	23.1%
Part III. Parish Equalization	15.0	1.1
Total MFP	$1,324.0c	100.0%c
Adjustments, Prior-Year MFP Allocations and Payments Due Retirement Systems	0.7	
Total Adjusted MFP	$1,324.7	

* Added in 1988.
a Less than 0.1%.
b Local support totaling $48.9 million was to pay part of the cost through 4.5 mills which school boards could levy without voter approval. This proposal failed and the state is providing this funding. If the current formula remains in effect, it appears the state will have to fund 83.9% of the noninstructional costs compared to 89.2% currently funded, or 93.6% if the $15 million equalization is considered.
c May not add exactly due to rounding.
NOTE: Student membership used for pupil/teacher and other calculations is as of October 1, 1988. The number of students are those who registered or preregistered prior to October 1, attended at least one class and were not officially dropped.
SOURCE: HCR 187 of the 1988 regular session and the Louisiana State Department of Education.

CRITIQUE OF LOUISIANA'S MFP

The MFP concept is relatively simple, but Louisiana's MFP is not. It is an accumulation of many years of changes, mainly designed to increase state funding. Some view the MFP only as a way to distribute state aid while others, as a way to implement state policies and legal mandates. Louisiana's MFP has no particular goals and objectives such as encouraging better education, greater efficiency and higher local school support.

PAR has formulated certain guidelines to assure state school aid is rational and effective in promoting quality schools. The guidelines are based on studies of school finance and practices among states.

1. The MFP formula should be simple enough to be understood--at least by policymakers who are to formulate and approve it, by local systems who must implement it, and by interested citizens.

HCR 187 of 1988 contains language so imprecise and vague that it is subject to various interpretations. Circular No. 810 (August 5, 1988), which provides instructions and explanations to local systems on how to provide necessary data, is of little assistance.

The MFP is not one formula but at least two dozen. Costs are determined in a variety of ways: pupil/teacher ratios, teacher/administrator ratios, teacher/special education staff ratios, per pupil amounts with different definitions of a student, and different percentages of cost for the current or prior year. Some items added in 1988 provide funding for some but not all local systems, such as foreign associate teachers and gifted/talented programs.

Exceptions add still more complications. For example, schools with as few as 117 pupils have a separate category for allotment of teachers.

2. The formula should be kept current.

Although the constitution requires BESE to develop and adopt an MFP formula each year, the Legislature may not approve a new formula annually. As noted, the previous MFP formula remained in effect for four years. It thus is important that the formula not contain language which will be obsolete after the first year of implementation.

The current MFP has several provisions geared to the current year only. For example, the state reduction in support services costs is pegged to 1986-87 data, the amount of state funding for these costs is frozen at $305.6 million, and so is the $15 million to help offset the cut.

3. Emphasis should be on the cost of educating students, not assuring jobs for teachers and other personnel.

The bulk of the money in Louisiana's MFP is to fund allotted positions. This obstructs local ability to make staffing decisions. A local system may want to hire fewer teachers than allotted, and use state money for other personnel such as aides and secretaries to perform some tasks assigned to teachers. It may want to purchase instructional equipment such as computers to help children learn to read, write, compute and become knowledgeable in other areas, but state money is not provided for this.

Consolidation of schools will result in loss of state money for principals and assistant principals because of fewer schools. In fact, the formula encourages small schools by providing a special allotment formula. Some systems may want to reduce their central office staff but would lose state money.

As noted, 40 states use pupils as the basic unit to calculate and distribute state school aid.

4. Per pupil allocations to local school systems should be based on average daily attendance (ADA) to encourage student attendance.

Louisiana's pupil count for the MFP calculation of allotted positions is membership as of October 1 of each year. This provides no incentive for schools to retain students throughout the year and the definition allows local systems to overstate their number of students. An ADA student count would require adjustments in state allotments during the year.

5. Per pupil allocations should be weighted to reflect differences in student costs according to grade level, type of student (regular, special gifted) and geographic (urban/rural) area.

Louisiana's current MFP allows for differences in grade level by allotting more teachers for kindergarten through third grade (a 20 to 1 pupil/teacher ratio compared to a 25 to one ratio in grades 4 though 12). However, there is no requirement that the additional teachers be employed in the lower grades.

The MFP staffing allotments are different for special education students but under this method, students in special resource rooms who attend regular classes part of the day are counted more than once.

6. A basic or "minimum" education should be defined clearly.

Louisiana's current MFP is comprehensive in that it includes practically all programs the state has funded. Textbooks, obviously a necessity, were added. Some new additions favor certain types of teachers--foreign associate teachers and agri-business teachers.

Transportation has been a component of Louisiana's MFP since 1930. Although some question whether this should be part of a minimum education program, it is obvious that children cannot learn if they cannot get to school. This may not be simple in today's society. Many neighborhood schools have been eliminated through court-ordered desegregation, school consolidation and alternative schools. Poor parents usually lack transportation and working parents have scheduling problems. Some locales lack adequate public transportation systems, and there may be hazardous situations even if schools are within walking distance.

Some also question whether feeding children at school is an essential service. The federal government provides most of the funding plus surplus commodities and sets a relatively high income level to qualify for free or subsidized meals.

There are a number of new and emerging programs not in the MFP. These include preschool programs for children at risk, summer or extended school remediation programs for older at-risk and low-achieving students, remediation of teachers who may be judged unsatisfactory through the newly authorized teacher evaluation program, and child care programs before and after school to accommodate working parents. Representatives of teacher organizations contend there is need for duty-free lunch time for elementary teachers and planning time scheduled during the school day. Instructional technology including computers and telecommunications are gaining increased use.

Local school boards fund a number of items not in the MFP--capital outlay, repairs and furnishings; equipment including computers and software; substitute teachers, and social security. Some also finance child care programs, duty-free lunch time and planning time.

7. <u>The local support factor should measure local taxing capacity and also tax effort. It should be of sufficient amount to equalize. The state/local share of the total cost should be predetermined.</u>

The 5.5-mill local support factor in Louisiana's MFP does not measure tax capacity, although there is some wealth component since the 5.5 mills is applied to each system's taxable assessed value of property. There is no factor to measure tax effort among the local systems, much less encourage local school support. The 5.5 mills yield $57 million out of a total MFP cost of $1.3 billion, or 4.3%, and thus are too inconsequential to equalize and too small to be a fair share of local support.

Louisiana's MFP omits the sales tax which is the major local revenue producer for schools.

8. <u>There should be flexibility and "leeway for diversity" at the local level. Accountability should be based on results in student achievement.</u>

The MFP lacks incentives or stimulation for local schools to do a good job in educating students and also lacks sanctions if schools do a poor job.

As noted, local systems have leeway in placement of teachers, despite pupil/teacher funding ratios. BESE policies on maximum class size pose little restraint since waivers are frequent.

9. <u>State policies, goals and objectives should be implemented through an accurate and effective management information and reporting system. There should be penalties for noncompliance.</u>

The state imposes a number of legal mandates which affect cost, and many MFP components are tied to them. These include state minimum salaries for teachers and bus drivers, retirement benefits and required employer contributions, sabbatical and sick leave allowance, accumulated sick leave severance pay, operational allowance for school buses, "frozen" mileage for bus routes, workers' and unemployment compensation coverage, group health and life insurance, lunches for school children, free textbooks and school supplies (paper and pencils), administering various student tests, pay for substitute teachers, curricula and graduation requirements, length of the school day and year, and a variety of state and federal requirements for special education students.

Local systems must abide by these requirements, but the MFP need not address each mandate so long as state and local dollars are sufficient to cover the cost. The complexity of Louisiana's MFP is due mainly to addressing specific mandated costs, although the state dollars lose their identity once transferred to local systems.

10. <u>The state should encourage efficiency and not reward inefficiency.</u>

Louisiana has 66 school districts--64 parish and two city systems (Monroe and Bogalusa). Only nine other states have fewer local units. The average size of Louisiana's school districts based on 1986-87 students (ADA) is exceeded by only three states (Florida, Maryland and Hawaii) plus the District of Columbia. The range among Louisiana's 66 systems varies from 1,500 pupils in Tensas to 74,396 in Orleans.

Many believe that large school districts should be more efficient due to "economy of scale." Only one local superintendent and certain types of supervisors are needed. However, large districts may have far larger central staffs than small districts due to more schools, more faculty and more special and at-risk students. The MFP provides larger central staffs for larger districts by basing allotted positions on the number of teachers

The MFP promotes inefficiency in many ways such as encouraging small schools, paying all bus drivers a minimum salary regardless of the number of hours worked, and providing a blank check from the state to reimburse transportation costs whether operations are efficient or not. Teachers have a legal right to sabbatical leave and may have a subsidized vacation for "rest and recuperation"; the state pays part of the cost through the MFP.

Greater efficiency and economy can be achieved by decentralization, i. e., leaving more management and education decisions to school level personnel. This concept of school-based management for more effective schools has the following characteristics:

* strong leadership by a principal or a group of teachers;
* more decisions by teachers;
* opportunity for staff development tied to specific school needs and goals;
* supervision and evaluation of instruction, usually by the principal and peers, and
* recognition by faculty, students and parents that academic achievement is important and expected.

11. **All local systems should have sufficient authority to exceed the state minimum education program.**

The state grants local school boards authority for additional school support but unduly limits the tax rates and diminishes collections through mandated exemptions.

Local taxpayers have approved additional school taxes to increase their system's level of school financing. All but four local systems (Morehouse, Red River, Union and West Carroll) now supplement the state minimum salary for teachers and administrative/supervisory personnel, and 24 systems provide longevity pay beyond the state salary schedule. Most local systems supplement salaries of bus drivers and also operating costs of school buses. Some local systems employ more teachers and other staff than the state allots, and pay the full cost. The state pays minimum salaries for teachers with the most experience and highest degrees within the number allotted. Local systems thus pay lower salaries to less experienced teachers they employ above the number allotted.

St. Tammany Parish is an example of a local system that has made a considerable effort to provide local support of schools, but its per pupil expenditures are about average. It has a 2% sales tax for schools and is the only system that approaches the 70-mill operating limit. However, its property tax base consists mainly of residences and thus, property tax collections are diminished by the homestead exemption. Its sales tax collections may be reduced by its residents making purchases in adjacent New Orleans.

RECOMMENDATIONS

The Governor has made increased financing and reform of elementary-secondary education his top priority. The 1988-89 MFP includes an additional $66 million for a teacher pay raise and related retirement costs (five sixths of full cost for the first year) and smaller classes in the lower grades. Additional teacher pay raises are authorized for the next two years which will cost, if fully implemented, an estimated $93.1 million in fiscal 1989-90 and another $69.2 million in fiscal 1990-91.

A 1987 constitutional amendment relating to retirement costs also will add

to future MFP costs. Beginning in fiscal 1989-90, the state must pay off the unfunded accrued liability of retirement systems, including those for teachers and other school employees. The Legislature approved a 40-year amortized plan with the cost increasing in future years. This additional MFP cost in fiscal 1989-90 is an estimated $60 million or more.

Education reforms of the 1988 Children First Act are to go into effect after the three-year pay increases are fully implemented. The reforms include objective evaluation of teachers, recertification of new teachers, bonus pay for teachers judged to be outstanding, and cash awards for schools judged to be outstanding.

Quality education costs money, but how money is spent is also very important. A new approach to state funding of local schools is needed. The state allocation among the local systems should be based on a realistic measure of property and sales tax capacity as well as local tax effort. The state should allow more local autonomy in spending state money and hold schools and school boards accountable for how well children are educated. Perhaps the most important component of the 1988 Children First Act is the requirement that statistical profiles be prepared annually for every public school and school system to measure student performance and progress, and that there be school councils consisting of educators and parents to establish goals for school improvement. These progress reports, together with implementation of the "effective schools concept," should be the basis for restructuring the MFP.

The MFP should be revamped to embody principles discussed in the preceding section. However, changes cannot begin until a much improved management information system is developed which provides accurate and detailed cost data. There should be two phases to reforming the MFP.

Next Year

The MFP formula can be improved for implementation in fiscal 1989-90 by making the following changes:

1. <u>Rewrite the formula to simplify and clarify the language so that it is an understandable and self-explanatory document.</u> The School Finance Advisory Council, created by BESE to recommend revisions in the MFP in line with Act 903 of 1988, undertook this task.

2. <u>Continue to pay state minimum salaries on the basis of allotted positions for teachers and other certified and licensed staff, but do not require that all allotted positions be filled to receive state funds.</u> Local systems should be allowed a leeway of at least 10% of such funding to spend for other purposes--to employ paraprofessionals, clerical help and instructional equipment to assist teachers in the classroom. The amount of this discretionary money could be determined by multiplying the number of unfilled positions times the average state minimum teacher salary paid in each system, up to 10% of total funding a school system would have received if it fills all allotted positions

3. <u>Encourage more economy and efficiency at the local level and repeal legal mandates which impede efficiency.</u> The following legal mandates should be changed:

a. <u>Change the state minimum salary schedule from bus drivers to categories based on the number of hours worked.</u> Presently bus drivers receive a state minimum salary (and a local supplement in most systems) regardless of

the length of their work day.

The salary schedule should be restructured into several salary brackets: less than two hours a day, two to four hours a day, four to six hours a day, and six or more hours daily. Such a schedule would encourage employment of fewer drivers who work longer days. It also would encourage more consolidated and multiple routes and more riders per bus. Such a salary schedule would avoid considerable recordkeeping that would be required if compensation were on an hourly basis.

b. Repeal the law which prohibits reduction of salaries of bus drivers below the 1965 level. This provision would prevent restructuring the salary schedule based on the number of hours worked.

c. Repeal the "frozen mileage" provision for bus drivers who own their school bus. Present law provides that total compensation of bus drivers who own their bus cannot be reduced (for five years for used buses not more than five years old, and for seven years for new buses purchased after July 1, 1985) after their route was changed, i.e., shortened or discontinued. This provision is intended to protect the investment of those who buy buses, which may cost up to $40,000. However, there are better ways to protect their investment, such as assigning drivers longer or additional routes through more efficient scheduling.

d. Repeal the provision which gives preference to tenured bus drivers to be assigned routes closest to their home when vacancies in route assignments occur. This provision could be counter to good management—the more experienced drivers might change to shorter routes when they should be assigned the longer ones. Under present law, the salary is the same. PAR's recommended change in the minimum salary schedule, based on hours worked, also would encourage assignment of longer routes to the most experienced drivers.

e. Remove impediments to combining the job of bus driver with employment of other school staff. Employment as a bus driver usually is a part-time job. Allowing school staff such as teachers, secretaries and custodial workers also to drive a bus would increase their pay and save state-local costs per employee such as group insurance, unemployment and workers' compensation, retirement and sick leave. State laws would have to be changed for such dual employment. For example, there should be prohibitions on membership in more than one retirement system, restrictions that the increased compensation from dual employment should not increase retirement benefits a few years prior to retirement, prohibitions on tenure in more than one job, and restrictions from taking or accumulating sick leave in more than one job.

f. Repeal teacher sabbatical leave for rest and recuperation. Substitute a state-local group plan for disability insurance for long-term illness extending beyond accumulated sick leave. Teachers and other certified personnel have a legal right to sabbatical leave for "professional or cultural improvement," or for "rest and recuperation." They receive partial pay for a one-semester leave after three years and two semesters after six years. Persons employed on a 12-month basis can receive a one-year sabbatical leave. A 1976 PAR study found Louisiana's law to be the most generous in the country. Subsequently the law was amended to curb practices of sabbatical leave preceding retirement. However, leave for rest and recuperation continues to be subject to abuse; persons on such leave need not be unable to work. In fact, they can accumulate sick leave while on sabbatical leave.

4. Repeal the 70-mill limit imposed on school boards for voter-approved property taxes for school operations. The state does not limit parish and municipal governing authorities in the property taxes they may levy with voter

approval, and there is no reason to limit school boards. If voters want to pay more property taxes to support schools, they should be allowed to do so.

5. **Lower the $7,500 homestead exemption to $2,500 for school taxes, roll back the millages to produce the same amount of dollars, but allow local school boards with a two-thirds vote to roll the millages forward to the previous rate so that school revenue would increase.** The roll back, roll forward procedure would not apply to school millages for debt service since such millages are adjusted each year to yield the amount needed to meet the debt repayment schedule. The property tax is the major source of local school financing in other states, but not in Louisiana. It has characteristics which favor its use. It is somewhat progressive since it is based on property value, is deductible from the federal income tax, and relates to local schools and other local services provided residents. The sales tax has unfavorable characteristics. It is overused by Louisiana state and local governments, is regressive on the poor, and at the local level may be paid outside the area where the taxpayer resides. For example, persons who reside in a rural school system may shop in a nearby urban center and thus pay sales taxes to finance schools in the urban system.

Lowering the homestead exemption for school purposes would broaden the property tax base to produce additional revenue and provide a better state/local partnership in financing schools.

6. **Repeal constitutional authority to create subschool districts, and prohibit existing districts from renewing or levying new taxes in order to phase them out.**

The constitution authorizes designated geograhic areas within a parishwide or city school system to be created as subschool districts. They are authorized to levy property taxes with voter approval to build schools and retire the debt and also to operate schools. Many of Louisiana's 66 school sytems have subschool districts. They create inequities, prevent planning and priority financing on a systemwide basis, and can cause taxpayers to reject systemwide school taxes in favor of taxes for the subschool district where they reside. Businesses located in a subschool district may pay an inordinate share of school taxes.

7. **Begin efforts to restructure the MFP on a weighted per pupil basis.** The weights should reflect cost differences by grade level, type of student (regular, special, at-risk, gifted/talented) and urban/rural geographic areas.

Studies should be made of weighted pupil formulas in other states, particularly the one used in South Carolina which could serve as a model for adaptation in Louisiana.

THE SOUTH CAROLINA EXPERIENCE

The South Carolina formula was enacted in 1977 and implemented in 1979. Its previous MFP was similar to that of Louisiana; it was based on categories of expenditures such as salaries of teachers and administrators, operation and maintenance, and utilities. Some major spending programs were financed entirely by the state government and thus were not included in the MFP. These programs remain at 100% state financing and are outside the MFP; they are food services which are mainly federally funded, textbooks, employee benefits and transportation.

A great deal of research and thought preceded adoption of the new formula which is based on weighted per pupil costs. A hypothetical school district of 10,000 students was devised to determine average costs of a basic education. A "base student cost" was established which was the most economically educated pupil in the school system—a regular student in grades 4 through 8. Ten categories of per pupil weights were devised:

Pupil Classification	Weighting
Kindergarten	1.30
Primary (Grades 1 through 3)	1.24
Elementary (Grades 4 through 8)	1.00
High School (Grades 9 through 12)	1.25
Handicapped:	
Educable mentally handicapped and learning disabilities	1.74
Trainable mentally handicapped, emotionally handicapped, orthopedically handicapped	2.04
Visually and hearing handicapped	2.57
Speech handicapped	1.90
Homebound	2.10
Vocational	1.29

South Carolina has a state minimum teacher salary schedule and local supplements. Teachers are paid at the average of 11 southeastern states. Salaries, one of the basic costs of the MFP, are adjusted annually to reflect changes in the southeastern state average.

The basic student cost (1.00 index) is established by the legislature annually, and the cost in each system is determined by multiplying the number of students in each category by the applicable per pupil weights. The number of students is based on average daily membership through the 135th day of the school year; changes to the end of the year—the 180th day—are recorded and adjustments are made the following year.

The 1977 act requires the MFP to be funded on a statewide average of 70% state, 30% local. The percentage varies among districts according to local taxing ability which is based on the value of taxable property in each district as a proportion of the state total. For example, a district with $200 million of the state's $2 billion assessed taxable value would have a taxpayer ability index of 0.1. The state's tax commission equalizes the assessed value. A district that failed to provide its required local support would have its state funds reduced proportionately, but this has never happened.

Local systems are given flexibility in how they spend their money, although the state requires that 85% of the amount of the weighted pupil rate above the base of 1.00 must be spent in the qualifying category. For example,

the weighted pupil cost of a high school student is 1.25, and so 85% of the 0.25 funding must be spent in the high school program. The state also requires that a 21 to one pupil/teacher ratio be maintained in the first through the third grade for each system and to the extent possible, for each school.

The state establishes accountability through school councils and annual reports of the local school boards which are to emphasize needs, goals, objectives and plans to use resources. The state department of education reviews the reports as to compliance with state law and policy, progress made and need for change. Schools may be "dropped" from eligibility for state funding if they fail to meet prescribed standards of the defined minimum program.

South Carolina allowed five years to phase in its new formula and had a "hold harmless" provision for local systems that would have had state aid reduced.

A 1984 South Carolina act was designed to improve the quality of public schools through enhancements and specific strategies. A 1% state sales tax financed the program which included increased teacher salaries and also reforms which are outside the MFP and have their own formulas to determine cost and distribution. The 1984 reforms include programs for early childhood, gifted/talented, compensatory and remedial instruction, principal and teacher incentives, in-service teacher training, school incentive rewards, parenting, a high school exit exam, increased high school graduation requirements, and ways to meet critical teacher needs. The local support for these programs is increased each year in line with inflation to prevent local systems from substituting state dollars for local dollars.

8. **Begin efforts to develop a linear/density formula for state-local funding of school transportation as a separate component of the new MFP.** All state governments except New Hampshire help finance school transportation, and many include school transportation in their school aid formulas. More than half the states have a separate funding formula for transportation--whether in or out of their school aid formula. Louisiana should study linear/density formulas in other states such as Michigan, Florida and Texas. The philosophy in the Michigan formula is to promote economy and efficiency, allow local systems that spend less than they receive through the formula to keep the savings, and require systems that overspend to absorb the costs.

9. **Start designing and implementing a management information system that will provide accurate and relevant information for a weighted per pupil MFP formula and a separate linear/density transportation formula.**
   a. To avoid even more paperwork, present reports from local systems to the State Department of Education should be analyzed to determine if they can be combined into one or a few statistical reports.
   b. Uniform definitions and relevant instructions should be established.
   c. An audit group within the State Department of Education should be established to check accuracy of data.
   d. Each child should have a social security number and checks should be made to assure a child is not counted more than once.
   e. The Bureau of Transportation in the State Department of Education, abolished this year, should be re-established. Louisiana now is the only state without a state agency for school transportation. The federal Safety Standard No. 17 states: "There shall be a single state agency having primary

administrative responsibility for pupil transportation." The bureau should design a new transportation information system and start collecting the data needed for a linear/density transportation formula. It also should distribute to local systems information on federal safety standards for school transportation, as well as state law and policies, and oversee implementation. The bureau should monitor routes to assure efficiency.

Future Years

The new MFP formula should have the following components:

1.   A basic education should be defined to include most costs except (a) capital outlay which should remain a responsibility of local systems, and (b) costs of education reforms until they are developed and prove to be sound.

2.   Per pupil costs should be determined initially through a hypothetical school system, then converted to a weighted per pupil basis to reflect grade level, type of student and geographic location.

3.   ADA should be the basis for the pupil count to encourage student attendance.

4.   A 70% state, 30% local sharing of the total cost should be established, but each local system's contribution should depend on a new local charge back.

5.   The local charge back should be structured to reflect tax effort as well as tax capacity. Tax capacity should be an index of each local district's relative property and sales tax base per ADA. Tax effort should measure property and sales taxes levied per ADA. Each of the two factors would be given equal weight in a composite index. Under this approach, a system with high capacity and low effort would have reduced state support, while a district with low capacity and high effort would have increased state support. Equalization would be achieved by a more realistic measure of wealth (tax capacity) and fairness would be achieved by rewarding systems that make a greater than average effort to support their schools. The inclusion of tax effort should motivate local school boards to prove to taxpayers that their schools are worthy of increased support. Taxpayers also might be persuaded to approve additional taxes since the state would reward this effort.

6.   A separate linear/density transportation formula should be part of the total minimum foundation program.

The new MFP formula should be implemented as follows:

7.   It should be tested prior to implementation.

8.   Several years should be scheduled to phase in the changes.
Local systems whose state aid would be reduced should have gradual reductions rather than be held "harmless" and have no reductions.

9.   Local systems and schools should be given flexibility in how they spend their money, provided they comply with state and federal law as well as BESE policy.

10. Accountability should be based on quality performance indicators including those contained in the 1988 Children First Act and now being developed.

11. Sanctions should be imposed for lack of progress.

The Children First Act authorizes cash awards to at least 100 schools that progress among similar schools, but has no sanctions for schools and school systems that fail to progress. At a minimum, the state superintendent of education should appoint an intervention team to diagnose the problems and set a timetable to eliminate them. The team might consist of a college faculty member, a local school superintendent from another system, and a person expert in financial management. If the problems persist, the governor should be granted authority to appoint a manager with power to implement needed changes in the school system or particular schools within the system. BESE could not intervene because of a constitutional prohibition, and this prohibition might apply also to the state superintendent who is appointed by BESE.

CONCLUSION

PAR's recommendations would refocus the MFP on two main objectives: improved student accomplishment, and an incentive for local systems to bear a more realistic share of the cost according to their tax ability and tax effort.

APPENDIX A

EQUALIZING LOCAL SCHOOL REVENUE CAPACITY AND EFFORT

All states attempt to equalize to some extent the funding available per student throughout the state. This is accomplished in widely varying ways. The courts have found in specific instances that state systems of education funding are inequitable. However, there is no single standard to measure the appropriate degree of equalization of local ability to fund education. Generally, the larger the state's share of total funding, the less severe the disadvantage for poorer districts.

In Louisiana, the state's 62% share of state-local revenue support initially provides significant equalization. In addition, Louisiana's relatively large, parishwide districts (except for two city systems) further distribute taxable wealth which otherwise might be concentrated less evenly in smaller districts. However, some school districts have created taxing subdistricts which introduce this type of inequality.

The Minimum Foundation Program (MFP), even with its minor adjustment for local property tax ability, together with significant state funding for transportation, has reduced the impact of varying parish taxing capacities.

Using 1986-87 data (the latest complete data available), it can be demonstrated that the current MFP funding system results in some degree of equalization compared with the wider-ranging local taxing capacities. The average current expenditure per pupil statewide was $3,085 and the lowest (Livingston Parish) was $2,424, or 21.4% below the state average. The two highest parishes were extraordinarily high (Cameron, $5,515, and West Feliciana, $4,729). However, the third highest, St. John, at $3,971, was 28.7% above the average. The majority of the districts (36 of 66) had per pupil expenditures within 10%, plus or minus, of the state average.

A number of basic questions must be addressed in designing a state school aid method:

* To what extent should district tax abilities be equalized?
* What are the appropriate measures of district taxing ability?
* Should above average local tax effort be encouraged or rewarded and below average effort penalized?
* Should a minimum level of local tax effort be required?

These are not simple questions and the answers differ depending on one's philosophy. An egalitarian position, that all children of the state deserve an equal education, would require an equal tax effort from all local areas and a fully-equalizing funding distribution. A position based on local determination would hold that communities should have the right to tax themselves to provide a level of education they feel is appropriate. Under this approach, any state aid would be distributed simply on a per pupil basis without regard to local wealth or effort.

Louisiana's MFP guarantees a base for school spending and permits local districts to spend beyond that base as they see fit. A relatively small capacity equalization is provided in the 5.5-mill property tax charge back which affected the equivalent of only about $60 million, or 6%, of the minimum foundation cost in 1986-87 (this dropped to 4.3% in 1988-89). The MFP formula bias favoring small schools reinforces the capacity-based adjustment for some poor low-density parishes. However, it also works counter to it in several low-density wealthy parishes (Cameron and Plaquemines).

LOCAL CAPACITY MEASURES

Property Tax. Because the property tax is the major local revenue source in most states, many use some form of assessed value as the sole capacity measure. The assessed value of the school district may be as a percent of the state total, per capita, per pupil (ADA, ADM, average of ADA and ADM, or weighted pupil), or per instructional unit. Another property tax measure, as used in Louisiana, is the tax yield from a specified uniform millage.

Sales Tax. Several states use measures of sales tax capacity, usually in combination with property tax capacity and other economic measures. The measure may be the yield from a specified or average rate or the district's share of taxable sales. Although sales taxes provide 47% of the local school revenues in Louisiana, no measure of sales tax capacity is employed in Louisiana's MFP.

Personal Income. While local income taxes are used to finance education in relatively few states, personal income or a measure of income tax liability (adjusted gross income) is used in a number of states as another measure of ability to support education. At least one state uses the number of employed workers. Other potential measures of local financial inability such as poverty, unemployment or AFDC data generally are not used.

For Louisiana, an appropriate index of tax capacity would be a combination of relative taxable assessed value per pupil (ADA) and relative sales tax potential from a 1% rate per pupil (ADA). Each component could be given equal weight.

A capacity index for Louisiana should not include personal income measures. Personal income reflects ability of residents to pay, but the data is subject to error and delay in availability. Furthermore, Louisiana local governments are prohibited by the state constitution from levying income taxes. A capacity index constructed by PAR using personal income, assessed property values and sales tax capacity for 1986-87 differed little from an index with the personal income factor removed. In some instances, inclusion of personal income would have adversely affected small parishes with very low potential tax bases. Other income measures would be equally inappropriate, and poverty measures would better be applied to funding specific poverty-related education programs.

LOCAL TAX EFFORT MEASURES

Many state school funding systems require a minimum level of local support--usually a certain property tax millage. In states using an MFP approach, the state aid is reduced by the proceeds from the required minimum millage. Generally, this charge back is much larger than Louisiana's 5.5 mills. Most MFP states require a certain level of local tax effort, but only a few states appear to apply tax effort measures in funding formulas, even in a limited way, to reward extra tax effort and reduce state aid for lower tax effort.

Tax effort measures should reflect the actual tax sources. The district's effective tax millage relative to the state average and the district's relative sales tax rate would be appropriate measures for Louisiana. The weight given each tax effort measure might appropriately reflect the relation of total school property and sales tax collections statewide. Sales and property tax revenues represent a 60/40 ratio, thus, an equal weighting of the two factors would be appropriate.

RATIONALE FOR APPLYING CAPACITY AND EFFORT MEASURES

The principle of equalization requires that districts with above-average tax capacity per pupil should receive relatively less state aid and poor districts more. At the same time, fairness requires that a district which levies higher-than-average tax rates should receive higher-than-average state aid and low tax rate districts less. The capacity and effort adjustments could be offsetting. For example, a district with twice the average tax base and twice the average tax rates would receive the same state aid as the district which is average in both capacity and effort.

The remaining question is whether to apply capacity and effort adjustments to total school spending, to the full state aid distribution, or only to a specified portion such as a predetermined local share of a minimum foundation program cost. The choices are stated in descending order of equalization.

If Louisiana adopts an MFP approach similar to South Carolina and requires a significant percentage of the total minimum program to be paid by local government, the local portion should be adjusted by the district's capacity/effort index.

SUGGESTED CAPACITY/EFFORT INDEX

The suggested local capacity/effort index is demonstrated in Table A-1 using 1986-87 data. The composite index consists of two measures of tax capacity and two measures of tax effort, with equal weighting of the four components. A separate index for each component factor is first created to relate each district to the state average. The capacity factors include an index of the district's relative property tax base (Taxable Assessed Value Per ADA) and an index of the relative sales tax base (Sales Tax Revenue Potential at 1% Levy). The tax effort indexes include property tax effort (Effective Millage Levy for Operations and Maintenance) and sales tax effort (Sales Tax Rate).

A school district's capacity index of greater than 1.00 indicates a greater-than-average capacity; likewise, an effort index above 1.00 indicates a greater-than-average tax effort. In the composite index, the effort indexes are inverted and averaged with the capacity indexes. The resulting composite index shows the relative local support that would be expected from a district. Thus, if the MFP program were to require that local support provide 30% of the funding statewide, a district with an index of 1.50 would be expected to put up 45%, while a district with a .50 index would finance 15%.

A rough approximation of the impact of applying a capacity/effort index can be illustrated using 1986-87 data and the following assumptions:

1. The new MFP equals the actual 1986-87 current expenditures (less transportation costs and federal support) per pupil (ADA), or $2,567.
2. The state would continue to fund transportation at the same level in each parish. (This assumption is for comparison purposes only. It is presumed that a new linear/density formula would be developed for transportation funding.)
3. The state portion of the new MFP would be equal to actual 1986-87 total state revenue sources for local education less transportation costs, or $1,627 per pupil.
4. The local support would be $940 per ADA, the difference between the total MFP and the state portion.

TABLE A-1
A Tax Capacity/Effort Index

District	Capacity		Effort		Combined Capacity-Effort Index #
	Property Tax	Sales Tax	Property Tax	Sales Tax	
ACADIA	0.616	0.560	1.335	0.810	0.758
ALLEN	0.599	0.506	1.104	0.810	0.798
ASCENSION	0.918	0.985	0.501	1.620	0.946
ASSUMPTION	0.903	0.475	0.516	1.620	0.810
AVOYELLES	0.382	0.429	0.852	1.215	0.686
BEAUREGARD	0.732	0.737	1.395	0.810	0.816
BIENVILLE	2.271	0.433	1.346	0.810	1.137
BOSSIER	0.579	0.718	1.099	1.215	0.746
CADDO	0.961	0.974	1.966	1.215	0.689
CALCASIEU	1.017	1.145	0.810	0.810	1.136
CALDWELL	0.525	0.421	1.226	0.810	0.728
CAMERON	4.164	0.896	1.181	0.000	1.970
CATAHOULA	0.511	0.397	1.145	0.947	0.704
CLAIBORNE	1.043	0.637	0.959	0.810	0.978
CONCORDIA	0.574	0.654	1.354	0.810	0.766
DESOTO	0.672	0.563	0.211	1.620	0.851
EAST B.R.	1.367	1.511	1.142	0.810	1.232
EAST CAR.	0.657	0.292	0.454	0.810	0.921
EAST FELIC.	0.707	0.329	1.752	1.620	0.416
EVANGELINE	0.664	0.464	0.833	0.810	0.871
FRANKLIN	0.410	0.464	0.647	1.215	0.753
GRANT	0.329	0.246	1.253	0.810	0.628
IBERIA	0.702	0.702	0.542	1.620	0.811
IBERVILLE	2.202	1.385	0.686	0.810	1.523
JACKSON	0.733	1.276	1.997	0.810	0.801
JEFFERSON	1.545	1.996	0.400	1.215	1.482
JEFF.DAVIS	0.822	0.588	0.911	0.810	0.922
LAFAYETTE	0.925	1.470	1.241	0.810	1.086
LAFOURCHE	0.810	0.711	1.318	0.810	0.848
LASALLE	0.709	0.579	1.334	0.810	0.786
LINCOLN	0.881	0.847	0.820	0.810	1.025
LIVINGSTON	0.255	0.458	1.076	1.620	0.504
MADISON	0.532	0.373	0.474	1.215	0.804
MOREHOUSE	0.829	0.649	0.879	0.810	0.947
NATCHITOCHES	0.596	0.660	0.846	0.810	0.900
ORLEANS	1.254	1.165	1.060	1.215	1.036
OUACHITA	0.728	1.038	1.393	0.405	0.992
PLAQUEMINES	5.854	1.563	0.544	0.810	2.516
PTE.COUPEE	1.481	0.604	0.747	0.810	1.132
RAPIDES	0.768	1.004	1.350	0.405	1.004
RED RIVER	0.771	0.603	1.226	0.810	0.835
RICHLAND	0.533	0.492	0.571	1.215	0.810
SABINE	0.640	0.624	0.856	0.810	0.900
ST. BERNARD	0.836	1.130	0.604	1.215	1.037
ST. CHARLES	2.074	1.260	1.351	1.620	1.091
ST. HELENA	0.627	0.240	0.696	0.810	0.840
ST. JAMES	1.738	1.013	1.274	1.620	0.964
ST. JOHN	0.879	1.308	2.523	1.620	0.511
ST. LANDRY	0.719	0.554	0.408	0.810	1.014
ST. MARTIN	0.574	0.523	0.794	1.620	0.671
ST. MARY	1.313	0.816	0.976	1.012	1.035
ST. TAMMANY	0.558	0.860	2.660	1.620	0.285
TANGIPAHOA	0.467	0.690	0.185	1.620	0.838
TENSAS	0.931	0.433	0.787	0.810	0.942
TERREBONNE	1.104	0.906	0.397	0.875	1.185
UNION	0.780	0.449	0.392	0.810	1.007
VERMILION	1.127	0.784	0.283	0.810	1.205
VERNON	0.270	0.460	1.146	0.810	0.693
WASHINGTON	0.385	0.605	0.958	1.174	0.714
WEBSTER	0.565	0.650	0.836	0.810	0.892
WEST B.R.	1.646	1.043	0.917	0.810	1.241
WEST CARROL	0.734	0.391	0.872	0.810	0.861
WEST FELIC.	1.474	1.459	0.228	1.620	1.271
WINN	0.598	0.565	1.006	0.810	0.837
MONROE	1.166	1.147	1.299	0.405	1.152
BOGALUSA	0.499	1.311	1.237	0.445	1.032
STATE	1.000	1.000	1.000	1.000	1.000

Relative local effort required to fund MFP.

Table A-2 shows the total state support (including transportation costs) which would go to each school district under the above assumptions compared to the actual state support in 1986-87. The state support in each instance is shown as a percent of the statewide average support per ADA pupil. The last column shows the difference, which is the percentage point increase or decrease in state support which would result from applying the capacity/effort index to an expanded MFP.

The capacity/effort index would reduce state support significantly for several districts with very high relative tax capacity but low tax effort, including Plaquemines, Cameron, and Iberville. Under the existing system, Cameron and Iberville received greater than average state support.

Conversely, districts with low tax capacity and high tax effort would receive more state support under the capacity/effort index. St. Tammany, East Feliciana, Livingston and Vernon are the districts which would gain the most. Each of these districts received lower than average state support in 1986-87.

Clearly, the traditional state funding system has had the perverse effect of favoring those districts which should have been receiving less and penalizing those which should have received more. This result stems from the small charge back (5.5 mills) employed in the MFP and the lack of recognition of differences in local tax effort.

TOTAL SCHOOL SPENDING AND OTHER CONCERNS

Table A-3 shows how relative current spending per ADA would change in each district if the capacity/effort index were applied as discussed above. In most cases the change would be to bring the district's spending closer to the state average, thus resulting in greater equalization. The standard deviation (a measure of central tendency) would be reduced from 16.9 to 12.6.

Under the MFP concept, the portion of the cost which is charged back as local support does not actually have to be levied by the district. Thus in some low tax effort districts, the local support factor would exceed the actual local support, and per pupil spending could be less than the MFP. The new funding method would give such districts incentive to raise their level of support through increased state aid, but would not require them to do so.

The example discussed above, using 1986-87 data, is merely illustrative; the impact of a capacity/effort index would vary depending on the final design of the new MFP. Data used in calculating such an index should be carefully audited prior to actual application. In addition, refinements may be needed as in the method for estimating sales tax capacity in Cameron and in apportioning sales tax capacity between the Ouachita Parish and Monroe City school systems.

TABLE A-2
Impact on State Funding Under Hypothetical
MFP and Use of Capacity/Effort Index (1986-87 data)

District	Capacity-Effort Index	Local Support/ADA	New MFP State Funding Including Transpor.	New MFP State Funding as % of Average	Actual State Funding as % of Average	Funding Change with New MFP & Index
ACADIA	0.758	$ 713	$ 2,019	113.8%	90.6%	23.2%
ALLEN	0.798	750	2,007	113.1%	102.5%	10.6%
ASCENSION	0.946	889	1,825	102.9%	100.1%	2.7%
ASSUMPTION	0.810	762	2,001	112.8%	109.9%	2.9%
AVOYELLES	0.686	645	2,066	116.4%	100.9%	15.5%
BEAUREGARD	0.816	768	2,002	112.9%	101.3%	11.6%
BIENVILLE	1.137	1,069	1,722	97.1%	107.3%	-10.2%
BOSSIER	0.746	701	1,988	112.0%	91.3%	20.7%
CADDO	0.689	648	2,035	114.7%	96.2%	18.5%
CALCASIEU	1.136	1,068	1,596	90.0%	95.2%	-5.3%
CALDWELL	0.728	684	2,116	119.3%	116.1%	3.2%
CAMERON	1.970	1,853	938	52.9%	105.5%	-52.7%
CATAHOULA	0.704	662	2,140	120.6%	126.1%	-5.5%
CLAIBORNE	0.978	920	1,848	104.1%	106.8%	-2.7%
CONCORDIA	0.766	720	1,978	111.5%	106.1%	5.4%
DESOTO	0.851	800	1,984	111.8%	102.6%	9.2%
EAST B.R.	1.232	1,159	1,562	88.0%	107.4%	-19.4%
EAST CAR.	0.921	866	1,827	103.0%	98.2%	4.7%
EAST FELIC.	0.416	391	2,395	135.0%	98.2%	36.9%
EVANGELINE	0.871	819	1,948	109.8%	103.7%	6.1%
FRANKLIN	0.753	708	2,101	118.4%	117.0%	1.4%
GRANT	0.628	591	2,255	127.1%	107.3%	19.9%
IBERIA	0.811	762	1,974	111.3%	100.2%	11.0%
IBERVILLE	1.523	1,432	1,340	75.5%	105.9%	-30.3%
JACKSON	0.801	753	2,008	113.2%	111.2%	2.0%
JEFFERSON	1.482	1,394	1,317	74.2%	99.5%	-25.3%
JEFF.DAVIS	0.922	867	1,840	103.7%	100.6%	3.1%
LAFAYETTE	1.086	1,021	1,680	94.7%	96.3%	-1.6%
LAFOURCHE	0.848	798	1,940	109.4%	94.3%	15.1%
LASALLE	0.786	739	2,060	116.1%	109.6%	6.5%
LINCOLN	1.025	964	1,771	99.8%	95.9%	3.9%
LIVINGSTON	0.504	474	2,250	126.8%	94.1%	32.7%
MADISON	0.804	756	1,920	108.2%	96.7%	11.5%
MOREHOUSE	0.947	891	1,823	102.8%	99.1%	3.7%
NATCHITOCHES	0.900	846	1,959	110.4%	117.7%	-7.3%
ORLEANS	1.036	974	1,679	94.6%	96.2%	-1.6%
OUACHITA	0.992	933	1,768	99.6%	101.2%	-1.6%
PLAQUEMINES	2.516	2,366	385	21.7%	79.6%	-57.9%
PTE.COUPEE	1.132	1,065	1,815	102.3%	117.0%	-14.7%
RAPIDES	1.004	945	1,813	102.2%	105.9%	-3.7%
RED RIVER	0.835	785	2,068	116.5%	113.1%	3.4%
RICHLAND	0.810	762	1,981	111.7%	104.0%	7.7%
SABINE	0.900	846	1,940	109.3%	110.1%	-0.7%
ST. BERNARD	1.037	975	1,701	95.9%	104.6%	-8.7%
ST. CHARLES	1.091	1,026	1,720	97.0%	103.9%	-7.0%
ST. HELENA	0.840	790	2,024	114.1%	110.0%	4.1%
ST. JAMES	0.964	907	1,812	102.1%	103.5%	-1.3%
ST. JOHN	0.511	481	2,220	125.1%	109.1%	16.1%
ST. LANDRY	1.014	953	1,740	98.1%	100.0%	-1.9%
ST. MARTIN	0.671	631	2,069	116.6%	96.9%	17.7%
ST. MARY	1.035	974	1,708	96.3%	92.8%	3.5%
ST. TAMMANY	0.285	268	2,437	137.3%	92.9%	44.4%
TANGIPAHOA	0.838	798	1,960	110.5%	95.5%	15.0%
TENSAS	0.942	886	1,878	105.9%	123.8%	-17.9%
TERREBONNE	1.185	1,114	1,582	89.2%	91.4%	-2.2%
UNION	1.007	947	1,879	105.9%	101.3%	4.5%
VERMILION	1.205	1,133	1,585	89.3%	91.3%	-2.0%
VERNON	0.693	652	2,114	119.2%	95.0%	24.2%
WASHINGTON	0.714	672	2,171	122.6%	120.6%	1.8%
WEBSTER	0.892	839	1,859	104.8%	103.4%	1.4%
WEST B.R.	1.241	1,167	1,609	90.7%	107.5%	-16.8%
WEST CARROL	0.861	810	1,972	111.2%	113.0%	-1.8%
WEST FELIC.	1.271	1,196	1,602	90.3%	117.9%	-27.6%
WINN	0.837	787	1,968	110.9%	114.2%	-3.2%
MONROE	1.152	1,084	1,554	87.6%	115.2%	-27.6%
BOGALUSA	1.032	970	1,696	95.6%	106.0%	-10.4%

TABLE A-3
Impact on Per Pupil Spending Under Hypothetical MFP

District	Actual 1986-87	Current Expenditure per Pupil		Change New MFP Minus Actual
		Actual 1986-87 as % of Average	Under New MFP as % of Average	
ACADIA	$2,546	82.6%	95.2%	12.6%
ALLEN	2,792	90.5%	95.9%	5.4%
ASCENSION	3,141	101.8%	102.6%	0.8%
ASSUMPTION	3,300	106.9%	107.8%	0.9%
AVOYELLES	2,604	84.4%	92.7%	8.2%
BEAUREGARD	2,861	92.7%	98.6%	5.9%
BIENVILLE	3,229	104.7%	98.1%	-6.6%
BOSSIER	2,494	80.8%	92.1%	11.2%
CADDO	3,092	100.2%	110.0%	9.8%
CALCASIEU	2,887	93.6%	89.9%	-3.7%
CALDWELL	2,919	94.6%	95.7%	1.1%
CAMERON	5,515	178.8%	147.4%	-31.4%
CATAHOULA	3,160	102.4%	98.6%	-3.9%
CLAIBORNE	3,046	98.7%	96.5%	-2.2%
CONCORDIA	2,862	92.8%	95.1%	2.4%
DESOTO	2,897	93.9%	98.5%	4.6%
EAST B.R.	3,439	111.5%	99.6%	-11.9%
EAST CAR.	2,605	84.4%	86.5%	2.1%
EAST FELIC.	2,672	86.6%	107.0%	20.4%
EVANGELINE	2,879	93.3%	96.1%	2.8%
FRANKLIN	2,804	90.9%	91.1%	0.2%
GRANT	2,660	86.2%	96.9%	10.7%
IBERIA	2,977	96.5%	102.1%	5.6%
IBERVILLE	3,639	117.9%	99.8%	-18.2%
JACKSON	3,323	107.7%	108.1%	0.4%
JEFFERSON	3,513	113.9%	98.6%	-15.3%
JEFF.DAVIS	3,010	97.6%	98.6%	1.1%
LAFAYETTE	2,753	89.2%	87.7%	-1.6%
LAFOURCHE	2,694	87.3%	95.3%	8.0%
LASALLE	2,912	94.4%	97.4%	3.0%
LINCOLN	2,725	88.3%	89.9%	1.6%
LIVINGSTON	2,424	78.6%	96.6%	18.1%
MADISON	2,726	88.4%	94.3%	5.9%
MOREHOUSE	2,785	90.3%	91.7%	1.4%
NATCHITOCHES	3,290	106.6%	101.7%	-4.9%
ORLEANS	3,393	110.0%	108.3%	-1.7%
OUACHITA	3,432	111.2%	109.5%	-1.7%
PLAQUEMINES	3,979	129.0%	95.0%	-34.0%
PTE.COUPEE	3,519	114.0%	104.9%	-9.2%
RAPIDES	2,999	97.2%	94.4%	-2.8%
RED RIVER	3,008	97.5%	98.7%	1.2%
RICHLAND	2,835	91.9%	95.6%	3.7%
SABINE	2,826	91.6%	90.5%	-1.1%
ST. BERNARD	3,188	103.3%	97.6%	-5.7%
ST. CHARLES	3,963	128.4%	123.5%	-4.9%
ST. HELENA	2,688	87.1%	88.8%	1.7%
ST. JAMES	3,785	122.7%	121.0%	-1.7%
ST. JOHN	3,971	128.7%	136.9%	8.2%
ST. LANDRY	2,936	95.1%	93.4%	-1.6%
ST. MARTIN	2,738	88.7%	98.2%	9.5%
ST. MARY	2,843	92.1%	93.5%	1.3%
ST. TAMMANY	2,967	96.2%	120.8%	24.7%
TANGIPAHOA	2,674	86.7%	94.6%	7.9%
TENSAS	3,363	109.0%	98.0%	-11.0%
TERREBONNE	2,896	93.9%	91.9%	-2.0%
UNION	2,487	80.6%	82.6%	2.0%
VERMILION	2,733	88.6%	86.8%	-1.8%
VERNON	3,011	97.6%	110.7%	13.1%
WASHINGTON	3,668	118.9%	119.0%	0.2%
WEBSTER	2,692	87.2%	87.4%	0.2%
WEST B.R.	3,404	110.3%	99.9%	-10.4%
WEST CARROL	2,857	92.6%	90.9%	-1.7%
WEST FELIC.	4,729	153.3%	136.4%	-16.9%
WINN	3,264	105.8%	103.2%	-2.6%
MONROE	2,897	93.9%	77.4%	-16.5%
BOGALUSA	2,810	91.1%	84.5%	-6.6%
STATE	43,085	100.0%	100.0%	0.0%