Ohio’s Educational Service Centers: An Overview

Ohio School Funding Advisory Council:
Regional Variations Subcommittee

March 25, 2010

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Ohio ESC Association
Ohio’s Educational Service Centers: *Presentation Overview*

1. Profile of Ohio’s ESCs
2. ESCs Defined
3. ESC Funding
4. ESC Mandated and “Permissive Services”
5. “Enterprising” ESC Programs & Services
6. ESC Governance & Oversight
7. Accountability Systems
8. Return on Investment
9. Supporting Education Reform
A PROFILE OF OHIO’S LARGEST REGIONAL EDUCATION SERVICE PROVIDER
Profile of Ohio’s ESCs

- Ohio has 56 Educational Service Centers (ESCs).

- ESCs are defined in state law as school districts and in federal law as Local Education Agencies (LEAs).

- Ohio’s ESCs employed over 13,100 full- and part-time individuals in the 2007-2008 academic year.

- 90% of ESC personnel are in the buildings and districts every day providing services to students, teachers and other district personnel.

- Approx. 520 ESC personnel have been trained in the Ohio Improvement Process (OIP).
54.44% of ESC services are directed at the district level, 40.02% at the school building level, and 5.54% on behalf of, and in partnership with, the Ohio Department of Education. *LPA Study

In the 2007-2008 school year Ohio’s ESCs provided direct services to 270,823 students or 15.5% of Ohio’s student population - many of whom are at-risk students.

In 2007, ESCs paid $18.5 Million into State and Local economies through payroll taxes.

During the 2007-2008 school year ESCs hosted 10,475 different professional development activities attended by 242,853 total attendees.

ESC funding comes from a variety of sources: Local (64.61%), State (23.51%), Federal (8.75%), Other (3.13%). *LPA Study
Return on Investment

In the 2007-2008 school year, for every $1 provided by the state of Ohio, ESCs delivered approximately $26 in programs and services to school districts, teachers, and students across the state.
Educational Service Agencies Nationally

4 Regions
45 States
553 Agencies

Source: AESA, 2009
Ohio’s ESCs

56 ESCs
323 Publicly Elected Board members

Recent Mergers:
• Central Ohio ESC
• East Central Ohio ESC

Source: OESCA, 2009
# Ohio’s ESCs by the Numbers: Comparison with Other Midwest States

<table>
<thead>
<tr>
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<tr>
<td>Illinois</td>
<td>1865</td>
<td>102</td>
<td>45</td>
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<td>Regional Offices of Education (ROEs)</td>
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<tr>
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<tr>
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<td>88</td>
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<td>57</td>
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<td>Wisconsin</td>
<td>1963</td>
<td>19</td>
<td>12</td>
<td>12</td>
<td>12</td>
<td>Cooperative Educational Service Agencies (CESAs)</td>
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</table>

Source: Learning Point Associates, 2007 (OESCA Updated August 2009)
Ohio’s Regional Delivery System

§ 3312 Ohio Revised Code

16 Regions Comprised of:
- Fiscal Agents
- State Support Teams (SST)
- Regional Advisory Councils
- Specific Subject Area Subcommittees

Used to deploy statewide education initiatives including the Ohio Improvement Process (OIP)

Source: OESCA, 2009
EDUCATIONAL SERVICE CENTERS

STATE AND FEDERAL DESIGNATION OF EDUCATIONAL SERVICE CENTERS
3311.05

Educational service center defined - county school financing district.

(A) The territory within the territorial limits of a county, or the territory included in a district formed under either section 3311.053 or 3311.059 of the Revised Code, exclusive of the territory embraced in any city school district or exempted village school district, and excluding the territory detached there from for school purposes and including the territory attached thereto for school purposes constitutes an educational service center.

(B) A county school financing district created under section 3311.50 of the Revised Code is not the school district described in division (A) of this section or any other school district but is a taxing district.

Effective Date: 06-26-2003
School board, board of education and school district construed.

Wherever in Title XXXIII [33] of the Revised Code the term “school board” or “board of education” is used without expressly referring to boards governing city, local, exempted village, or joint vocational school districts, or some specific combination thereof, the term shall be construed to include the governing boards of educational service centers.

Wherever in Title XXXIII [33] of the Revised Code the term “school district” is used without expressly referring to city, local, exempted village, or joint vocational school districts, or some specific combination thereof, the term shall be construed to include educational service centers.

Effective Date: 06-30-1995
The term “Educational Service Agency” (ESA) encompasses in federal law the agencies referred to as ESCs in Ohio. ESAs are defined in ESEA, IDEA, Perkins and the Higher Education Act as:

The term “educational service agency”
(A) means a regional public multiservice agency –
   (i) authorized by State law to develop, manage, and provide services or programs to local educational agencies; and
   (ii) recognized as an administrative agency for purposes of the provision of special education and related services provided within public elementary schools and secondary schools of the State; 
20 USCS §1401.

20 USCS §1401
(19)Local Education Agency.
(A) In general. The term “local educational agency” means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary schools or secondary schools in a city, county, township, school district, or other political subdivision of a State, or of or for a combination of school districts or counties that is recognized in a State as an administrative agency for its public elementary schools or secondary schools.
(B) Educational service agencies and other public institutions or agencies. The term includes:
   (i) An educational service agency; and
   (ii) Any other public entity or agency having administrative control and direction of a public elementary school or secondary school.
(D) The term includes educational service agencies and consortia of those agencies.
ESC Funding

FEDERAL, STATE, LOCAL FUNDING SOURCES
ESC Funding Sources

Ohio's ESCs are supported through a variety of funding sources. According to a study by Learning Point Associates, Ohio ESC funding comes from a variety of sources:

- Local (64.61%)
- State (23.51%)
- Federal (8.75%)
- Other (3.13%)

ESC DO NOT have taxing authority - Unlike traditional schools, County Board of DD, or JVS
Local Funding accounts for, on average, 64.61% of ESC Funding and may include the following:

- Local Supervisory and Extended Service Funding (defined in state law)
- Local $6.50 per pupil funding (defined in state law)
- Fee for service contracts deducted by the state from school district PASS forms (formerly SF-3) (discretionary)
- Fee for service contracts directly billed and paid for by school districts (discretionary)
State Funding accounts for, on average, 23.51% of ESC Funding and may include the following:

- ESC subsidy of $37/$40.52 per pupil
- Preschool special education unit funding
- Gifted education unit funding
- State early childhood Funding
- State special education transportation
- State funded competitive grants

**Funds generally recorded with receipt codes in the 3000 range**
According to Department estimates, ESCs are anticipated to receive approximately $88.2 million in state funding in FY 2010 including $46.4 million for the ESC per pupil subsidy. State funding breaks down as follows:

- 53 ESCs receive state Early Childhood funding
- 54 ESCs receive state Gifted Education funding
- 6 ESCs receive state Special Education Transportation funding

<table>
<thead>
<tr>
<th>State Early Childhood Funding</th>
<th>State Gifted Funding</th>
<th>$37/$40.52 Per Pupil Subsidy</th>
<th>State Special Education Transportation</th>
<th>Total State Funding</th>
</tr>
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<tbody>
<tr>
<td>$32,683,516.00</td>
<td>$8,086,419.00</td>
<td>$46,399,999.67</td>
<td>$1,065,084.49</td>
<td>$88,235,019.16</td>
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</table>

**Funds generally recorded with receipt codes in the 3000 range**
ESC Per Pupil Funding Subsidy ($37/$40.52)

**ESCs**

- ESCs were cut 9.1% in FY 2008 for both FY 2008 and FY 2009
- Am. Sub. H.B. 1 cut ESCs an additional 1.28% ($600K) in FY 2010 and flat-funded ESCs in FY 2011 (as compared to FY 2010)

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<tbody>
<tr>
<td><strong>ESCs</strong></td>
<td>$52 M</td>
<td>$52 M</td>
<td>$47 M</td>
<td>$47 M</td>
<td>$46.4 M</td>
<td>$46.4 M</td>
</tr>
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</table>
Federal Funding to ESCs accounts for, on average, 8.75% of ESC funding and may include the following:

- Title VI-B
- Head Start
- 21st Century Grants
- Javits Grants
- LEP Funding
- Migrant Education Grants

**Funds generally recorded with receipt codes in the 4000 range**
Other funding sources account for, on average, 3.13% of ESC funding and may include the following:

- Other funding not identified as “federal”, “state” or “local” (e.g., private foundation grants, other).
ESC MANDATED AND “PERMISSIVE” SERVICES
Mandatory ESC Services

- **RC 3301.174** - Appoint a Business Advisory Council
- **RC 3311.19** – ESC Governing Board to Serve as Joint Vocational School District Board of Education
- **RC 3313.60** - Prescribe curriculum/graded course of study for the local school districts, subject to approval of the State Board of Education
- **RC 3315.33** – ESC Superintendent Chair of Ohio Scholarship Fund for Teacher Trainees
- **RC 3317.03** - Certification of local school district average daily membership figures and additional data
Mandatory ESC Services (Cont.)

- **RC 3317.11** - Provide supervisory services to each local school district within the service center’s territory (*including City/EV Districts with agreements under RC 3313.843*).

- **RC 3317.15** – Consult with school districts in providing services that serve the best interests of children with disabilities.

- **RC 3321.15** – ESC Shall Employ Attendance Officer and Assistants for local school districts.

- **RC 3327.10** – ESC determine qualifications of local school district bus drivers; Provision of physicals and certification.

- **RC 3329.08** – Approved List of Textbooks; Selection of Textbooks by Board – adoption for period of four years.
There are many sections of the revised code which allow and encourage school districts to enter into contractual arrangements with ESCs. For example:

**RC 3312.01**

(C) Educational service centers shall provide the services that they are specifically required to provide by the Revised Code and may enter into agreements pursuant to section 3313.843, 3313.844, or 3313.845 of the Revised Code for the provision of other services, which may include any of the following:

1. Assistance in improving student performance;
2. Services to enable a school district or school to operate more efficiently or economically;
3. Professional development for teachers or administrators;
4. Assistance in the recruitment and retention of teachers and administrators;
5. Any other educational, administrative, or operational services.

Other Examples include...
Statutorily “Permissive” ESC Services (Cont.)

- **RC 3302.07** – Application proposing innovative education pilot programs
- **RC 3311.50** – Creation of County School Financing Districts
- **RC 3311.52** – Establishment of Cooperative Education School District
  - Dissolution of County School Financing District
- **RC 3313.208** – Assess the need for and provide Latchkey programs
- **RC 3313.376** – Service Centers may jointly purchase commodities
- **RC 3313.605** – ESC may provide Community Service Education program at school district request
- **RC 3313.841** – Two or more ESCs, city, exempted village, local, JVS districts may contract for sharing on cooperative basis services of supervisory, special instruction, and special education teachers
- **RC 3313.843** – Agreement for educational service center to provide services to city or exempted village districts
- **RC 3321.19** – Examination into cases of student truancy
- **RC 3323.021** - Agreement or contract to provide educational services to disabled child
Statutorily “Permissive” ESC Services (Cont.)

- **RC 3313.844** – Agreement for providing educational services to community schools
- **RC 3313.845** – Additional agreement for educational service center to provide services to school district
- **RC 3314.02** – Conversion Community School Sponsor
- **RC 3315.022** – Provide Special Education Services to Disabled Students Attending Community Schools
- **RC 3319.07** – Employ Teachers for School Districts, Conduct Searches and Recruit Teacher Candidates for School Districts
- **RC 3326.45** – STEM school may contract for provision of services
- **RC 3331.01** – ESC superintendent may act as school district “designee” in the issuance of aging and schooling certificates
- **RC 4508.01** – Serve as driver training school and provide drivers education programs
“ENTERPRISING” ESC PROGRAMS & SERVICES
“Enterprising” ESC Programs & Services

ESCs maximize state and local dollars to provide direct services to Ohio school districts in the following 6 broad categories:

- Special Education Services
- Student Programs
- Cooperative Endeavors
- High Quality Professional Development
- Implementation of Federal and State Regulations
- Community Partnerships

Each of these will be explored in further detail...
Special Education Services

- Cooperative Classroom Units for students with Multiple Disabilities, emotional Disabilities and Autism
- Occupational and Physical Therapy
- Speech, Audiology, and Vision Services
- School Psychologists
- Classroom Aides
“Enterprising” ESC
Programs & Services (Cont.)

Student Programs

- Gifted and Talented
- Preschool Special Education
- Head Start
- Alternative Schools
- Dual Credit & Seniors to Sophomores
- Drop Out Prevention Programs
- Online Courses
Cooperative Endeavors

- Insurance Consortia
- Purchasing Consortia
- Employment of Administrators, Teachers, and Paraprofessionals
- State and Federal Grants & Federal Title Programs
High Quality Professional Development

- 21st Century Skills
- Curriculum and Assessments
- Leadership Development
- School Improvement
  - Ohio Improvement Process and other
Implementation of Federal and State Regulations

- Licensure Renewal and Background Checks
- Home Schooling and Student Attendance
- Child Abuse Awareness and Prevention Training
- Education Management Information System (EMIS)
- Bus Driver Certification and Physicals
“Enterprising” ESC Programs & Services (Cont.)

ESCs
Hundreds of Integrated Programs and Services

- County & Regional Detention Centers
- Family & Children First
- Business (BACs)
- Communities
- Higher Education
- MR/DD
- Hospitals & Health Clinics
- Alternative Education Programs
- ODE
- Other ESCs
- Private Schools
- Charter Schools
- Other State & Federal Agencies
- DYS
- P-16 Councils
- Foundations
- Other

Community Partnerships
Governance & Oversight

ESC GOVERNING BOARDS
(5) Elected by the general public - California, Illinois, Nebraska, Ohio, Oregon.


(22) States where LEA Superintendents make up the boards - Alabama, Alaska, Arkansas, Florida, Idaho, Georgia, Indiana, Kentucky, Louisiana, Maryland, Massachusetts, Mississippi, Missouri, Montana, New Hampshire, New Mexico, North Carolina, Rhode Island, South Carolina, South Dakota, Vermont, and Utah.

(1) State without Boards – Arizona.

(1) Board made up of Chief State School Officers – Hawaii.

Source: AESA, 2008
## ESA Governance (cont.)

<table>
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<tr>
<th>Category</th>
<th>States</th>
<th>Members</th>
<th>Term</th>
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<td>States where ESA Boards are the Superintendents</td>
<td>22</td>
<td>5-74</td>
<td>Indefinite</td>
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<tr>
<td>States where LEA Boards elect the ESA Boards</td>
<td>16</td>
<td>5-40</td>
<td>1-6</td>
</tr>
<tr>
<td>States where ESA Boards are elected by the public</td>
<td>5</td>
<td>5-15</td>
<td>3-5</td>
</tr>
<tr>
<td>States without Boards</td>
<td>1</td>
<td>0</td>
<td>0</td>
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<tr>
<td>ESAs with Chief State School</td>
<td>1</td>
<td>10</td>
<td>Indefinite</td>
</tr>
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Total Number of States: 45

Source: AESA, 2009
ESC Territory (RC 3311.05)

“The territory within the territorial limits of a county, or the territory included in a joint ESC, exclusive of the territory embraced in any city school district or exempted village school district, and excluding the territory detached there from for school purposes and including the territory attached thereto for school purposes constitutes an educational service center.”
ESC Territory \((RC \ 3311.05)\)

- Boundaries not necessarily coterminous with county boundaries
- May include territory in another county
- May exclude territory in the main county
- Not necessary that territory be contiguous
ESC powers and duties

- Service and support functions
- Not a taxing authority
- Cannot borrow money, issue bonds, enact appropriation measures
- Has some advisory and supervisory roles over locals
ESC Boards

Two types:

- Five member boards (RC 3313.01)

- Larger boards resulting from merger of multiple boards (RC 3311.053(A); 3311.054; 3311.057)
Merger: Creation of “joint” ESC (RC 3311.053)

- 2-5 boards can join together
- Adopt identical resolutions in same sixty-day period
- File resolutions with State Board
- Property, finances and contractual obligations transfer to new ESC
Merger: *Who’s on the board?*

Two ways to handle merger

- **At large:** Members elected from entire area served, represent entire area
- **Subdistricts:** Members elected to represent smaller area
- Merging ESCs choose which way they want the new ESC to merge when they pass resolutions and file them with the State Board
Merger: At Large

- If 2 join, 2 from each board
- If 3-5 join, 1 from each board
- New board members choose remaining members
- Result is five member board
Merger: Subdistricts

- Initial board = all board members

- New board elected at next municipal election by subdistricts set by initial board

- Subdistricts must be odd number less than nine
Subdistricts

- Must be nearly equal in population
- Must be composed of adjacent and compact territory
- Must be territory in one county to maximum extent possible
- Must use roads, water, or voting boundaries to extent possible
- Subject to redistricting following census
Terms for ESCs with subdistricts

- First election, terms are staggered
- Half receive two-year terms
- Half receive four-year terms
- Thereafter, elected every four years
Appointing additional members

- Law allows at large and subdistrict boards to adopt plan to appoint additional members
- Plan must be approved by State Board
- May appoint additional members up to one less than total number of elected members
ACCOUNTABILITY SYSTEMS: FORMAL & VOLUNTARY
ESC Accountability

Formal Accountability Structures:

- Publicly Elected Governing Boards
- State Fiscal Audits
- District Choice of Service Providers
- District Ability to Transfer ESCs *(State ESC subsidy follows district)*
- ESC Performance Agreements for School Improvement *(16 Fiscal Agents)*
ESC Accountability (Cont.)

Voluntary Accountability Structures:

- Program & Service Evaluations
- Customer Satisfaction Surveys
- Superintendent Meetings
- Accreditation
  - Ohio ESC Association Best Practices Expectations
  - AdvancedEd Accreditation
    - Muskingum Valley ESC
    - ESC of Central Ohio
    - ESC of Cuyahoga County
    - Jefferson County ESC
Return on Investment

ESC COOPERATIVE PURCHASING & SHARED SERVICES
Leveraging Resources: One ESC’s Example

Dual Credit Enrollment (ESC of Central Ohio)

- Through leveraging of resources and ESC coordination, able to make $225,000 grant worth $3.66 million of tuition in 2008-2009 alone

- ESCCO role:
  - Coordination and negotiation with colleges for reduced tuition
  - ESC trained high school staff to serve as adjunct faculty, allowing college courses to be offered in area high schools, so high-performing students didn’t have to leave their buildings

- 924 students from 17 different Central Ohio high schools
- 44 courses; 6,018 credit hours earned
- Nine colleges participating, including The Ohio State University, Ohio University-Lancaster, Columbus State Community College and Kenyon College
- Two-year totals: 1,504 students; 10,095 credit hours; $5.86 million worth of tuition
Leveraging Resources:
One ESC’s Example

- An ESC recognizes similar needs in three member districts:
  - Local District A and Local District B need occasional Gifted and Talented Coordination
  - City District needs a part-time Assessment Specialist

- Through ESC’s ability to coordinate shared services and leverage resources, and State Unit Funding:
  - All three districts meet their needs at level and quality they desired
  - Keep cost as low as possible to each district
  - Employee retains full-time status with health benefits through ESC

<table>
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<th>Local 1</th>
<th>Local 2</th>
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<td>Days, Gifted</td>
<td>50</td>
<td>25</td>
<td>120, Assessment</td>
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<tr>
<td>Cost</td>
<td>$26,563</td>
<td>$13,281</td>
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<tr>
<td>Cost to District</td>
<td>$0</td>
<td>$0</td>
<td>$77,392</td>
</tr>
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</table>

By leveraging in this agreement, City District is able to purchase only the level of service they need and work with a high-quality professional looking for full-time employment.
Shared Services: National Examples

- Alternative Certification
- Back Office Services
  - Business Operations
  - Payroll
  - Purchasing
  - Management Services
  - Investment Services – Debt Services
  - Personnel Services
- Charter Schools
  - Authorization
  - Management
- Insurance Trusts
- Interagency (Municipal/County) Cooperatives
Shared Services (cont.):

- Cooperative Purchasing
  - *Just in Time/Warehousing*
  - *Electricity/Natural Gas/Other Petroleum Products*
- Efficiency Studies - Programmatic
  - *Transportation, Financial, IDEA*
- Energy Audits
- ESA Product Distribution
  - *Regionally, Statewide, Nationally*
- Research Services
- School Construction/Maintenance
- Summer Programs
- Regional Collective Bargaining Agreement
State’s Return on Investment

- The state of Ohio invested approximately $48 million in ESC operations during the 2007-2008 academic year. ESCs leveraged this investment to provide over $630 million in educational programs and services through their general fund budgets ($1.4 billion all funds) to foster partnerships with districts and other community partners that lowered costs and built capacity to provide cost effective and efficient services that enhance district operations and academic outcomes.

- Over 520 ESC personnel have been trained in the Ohio Improvement Process.

- ESCs are building capacity to serve as State System of Support.
THE ROLE OF ESCs IN OHIO’s SYSTEM OF PUBLIC EDUCATION
1. How do each of these state level policy initiatives interrelate to each other? Where is the alignment?
2. What areas present opportunities for ERSS and ESCs to support ODE & Other State Agencies and School Districts?
3. How can the state’s regional structure, including ESCs, ensure successful implementation and long-term sustainability?
4. What changes, if any, must be made to the ESC or Regional Education Delivery Systems?
5. How does the state design an effective delivery system to support any current or future state/federal initiatives?
The capacity of the intermediary organization and its alignment with district needs greatly affects partnership success.

- Without a match between capacity and needs, intermediary organization risk being relegated to vendor status and seen as tangential to the district’s core reform efforts;
- Practical tools are needed that are considered relevant and legitimate to the district’s local context; and
- Multiple types of “scale up” strategies can be relevant to system wide change efforts (top-down and bottom-up).”

Emerging Roles for ESCs & ERSS

**Design, Deployment, Implementation & Sustainability**

**A.M Sub. H.B. 1:**
- Standards, Curricula and Assessments
- Family and Civic Engagement
- The Center for Creativity and Innovation
- Quality Teaching
- Early Childhood
- Financial Reporting Technical Assistance and Support; and
- Professional Learning Communities

**Race to the Top**
- Curriculum and Assessments, Longitudinal Data Systems, Quality Teachers and Leaders, Struggling Schools – Addressing Issues Related to Long-term sustainability

**Other**
- OIP, OLAC, Principal Standards and Evaluation, Superintendent Standards and Evaluation
ESC and Race to the Top

- **Supporting Participating LEAs in Successfully Implementing RttT**
  - Enhance the capacity of 16 ESCs to provide comprehensive regional support to LEAs.

- **Supporting Transition to Enhanced Standards and HQ Assessments**
  - Leverage Ohio’s 56 ESCs for educator outreach and engagement.
  - Employ a train-the-trainer model for LEAs through ESCs in each of the State’s 16 regions.
  - Establish 16 Peer Review Panels aligned to ESCs in the State’s 16 regions.
  - Leverage Ohio’s network of 56 ESCs in the roll-out of the state’s enhanced standards and aligned assessments.

- **Accessing & Using State Data**
  - Develop and Delivered Professional Development with a focus on Value-Added analysis; training delivered via train-the-trainer leveraging ESCs in the State’s 16 regions.
• **Improve Teacher & Principal Effectiveness Based on Performance**
  - *Teacher Residency Program – ODE can work with LEAs and ESCs to provide startup training to mentors and support an independent evaluation of the Resident Educator Program*

• **Providing Effective Support to Teachers and Principals**
  - *ODE and other service providers such as ESCs will collaborate with LEAs, principals, and teachers to create relevant, contextually based PD plans.*

• **Turning Around the Lowest-Achieving Schools**
  - *Extend community supports to all 69 school turnaround communities through ESCs, Family and Children First and Family and Civic Engagement Teams.*
  - *Utilizing State’s Unified State System of Support, OIP and OLA*