

February 3, 2018

Join the Movement: Adopt CSBA's Resolution Calling for Full and Fair Funding of California's Public Schools



California has a reputation as a land of opportunity and creativity, a place where innovation lives and where dreams are made. That reputation was built, in no small part, because this state invested in the public schools that drive its social, economic and civic life. In 1970, when our public schools were the envy of the nation, California funded schools at \$400 per student above the national average — roughly \$2,600 in today's money. California now provides nearly \$2,000 less per pupil than the average state, which ranks us 41st in school funding.

The question we have to ask ourselves is whether 41st place is good enough for California, good enough for our schools or good enough for our 6.2 million students. My answer is emphatically, NO. With that in mind, CSBA has drafted a sample resolution calling on the State Legislature to fund California schools at the national average by 2020, and to the average of the top 10 states by 2025. Yes, this is a bold request, but this state has a history of acting boldly when the need arises.

California has the sixth largest economy in the world and the highest gross domestic product (GDP) of any state — we shouldn't rank 41st in any area of significance, much less education. If we want all children to achieve at high levels — and we say that we do — then we must create conditions that are conducive to success. That starts by giving our schools the resources needed to prepare all students for success in college, career and civic life. If we don't reprioritize public schools, we put the vitality of our communities, the prosperity of our state and our children's future at even greater risk.

California has a high-need student population, with more low-income students than the national average, the most English learners of any state and troubling opportunity and achievement gaps. Yet, we are attempting to educate this population with some of the worst student support ratios in the country. We can and must do better. The fact that California has the largest GDP in the nation indicates the money is there — the fact that we're 45th in the percentage of revenues devoted to schools shows that the effort isn't.

California has countless districts and county offices of education that are doing more with less. The state needs to do its part and provide the resources needed to close opportunity and achievement gaps and provide universal, high-quality education. It's true that money won't solve all our problems, but it can help build the foundation needed to prepare every student for the challenges of an increasingly global, complex and competitive world.

Our collective effort to obtain full and fair school funding will shape California for generations to come. I look forward to your partnership in this most important work.

Sincerely,

Vernon M. Billy,
CEO & Executive Director

Resolution Calling for Full and Fair Funding of California's Public Schools

WHEREAS, California has the sixth largest economy in the world, and the largest Gross Domestic Product (GDP) of any state in the nation; and

WHEREAS, despite California's leadership in the global economy, the state falls in the nation's bottom quintile on nearly every measure of public K-12 school funding and school staffing; and

WHEREAS, California ranks 45th nationally in the percentage of taxable income spent on education, 41st in per-pupil funding, 45th in pupil-teacher ratios and 48th in pupil-staff ratios; and

WHEREAS, K-12 school funding has not substantially increased, on an inflation-adjusted basis, for more than a decade; and

WHEREAS, under the Local Control Funding Formula (LCFF), state funding for K-12 schools has only recently returned to levels predating the Great Recession of 2007; and

WHEREAS, the modest revenue increases since the implementation of LCFF have been eroded by rapidly increasing costs for health care, pensions, transportation and utilities; and

WHEREAS, 58 percent of California's public school students are eligible for free and reduced-price lunch — 13 percent above the national average — and 23 percent of California students are English learners, more than twice the national average; and

WHEREAS, California's investment in public schools is out of alignment with its wealth, its ambitions, its demographics and the demands of a 21st-century education; and

WHEREAS, in 2007, a bipartisan group of California leaders commissioned a report titled *Getting Down to Facts*, which stated it would take an additional \$17 billion annually to meet the State Board of Education achievement targets for K-12 schools; and

WHEREAS, in 2016, a California School Boards Association (CSBA) report, *California's Challenge: Adequately Funding Education in the 21st Century*, updated the *Getting Down to Facts* data and determined that, adjusting for inflation, an additional \$22 billion to \$40 billion annually would be required to provide all public school students with access to a high-quality education; and

WHEREAS, California funds schools at roughly \$1,961 per student less than the national average, which translates to approximately \$3,462 per student when adjusted for California being a high-cost state; and

WHEREAS, California trails the average of the top 10 states by almost \$7,000 in per-pupil funding; and

WHEREAS, in *Robles-Wong v. State of California*, a group of plaintiffs led by CSBA argued that California's school funding system violated Article IX of the State Constitution by denying all students access to an education that prepares them for economic security and full participation in our democratic institutions; and

WHEREAS, the California Supreme Court declined to hear the case by a 4-3 margin, prompting Justice Goodwin H. Liu to write: "It is regrettable that this court, having recognized education as a fundamental right in a landmark decision 45 years ago [*Serrano v. Priest* (1971) 5 Cal.3d 584], should now decline to address the substantive meaning of that right."; and

WHEREAS, in order to prepare our students for participation in a democratic society and an increasingly competitive, technology-driven global economy, California must fund schools at a level sufficient to support student success; and

WHEREAS, despite its vast wealth, California has consistently underfunded public education while widening its scope, adding new requirements and raising standards without providing appropriate resources to prepare all students for college, career and civic life; and

WHEREAS, if California is to close opportunity and achievement gaps and create a public school system that offers consistently high levels of education, the State must provide schools with the resources to meet the needs of their specific populations;

NOW, THEREFORE BE IT RESOLVED, that the governing board of the _____

urges the State Legislature to fund California public schools at the national average or higher by the year 2020, and at a level that is equal to or above the average of the top 10 states nationally by 2025 and to maintain, at a minimum, this level of funding until otherwise decreed.

Adopted this _____ day of the month of _____ in 2018.

Motion made by: _____

Second made by: _____

List members voting "aye:" _____

List members voting "no:" _____

List members abstaining: _____

List members not present: _____



SAMPLE PRESS RELEASE

visit www.csba.org/fullandfairfunding.com
to download an electronic copy

{CONTACT INFO}

{SCHOOL DISTRICT OR COE} Calls on Legislature to Fund Public Schools at the Average of the Top 10 States

School districts across California to adopt CSBA resolution to fund public schools at the national average by 2020 and the average of the top 10 states by 2025

{TOWN}, Calif. (**{DATE}**, 2018) As part of its ongoing work to ensure that all **{DISTRICT/COE}** students benefit from the resources needed for a high-quality education, the **{DISTRICT/COE}** School Board is calling on the Legislature to raise school funding to the national average by 2020 and to the average of the top 10 states by 2025.

{QUOTE FROM BOARD PRESIDENT OR OTHER BOARD MEMBER ABOUT IMPORTANCE OF FULL AND FAIR FUNDING FOR PUBLIC SCHOOLS}

During the Board's **{DATE OF RESOLUTION PASSAGE}** meeting, **{LAST NAME OF BOARD MEMBER QUOTED ABOVE}** and **{HER/HIS}** colleagues passed a Full and Fair Funding resolution sponsored by the California School Boards Association (CSBA). The resolution asks the Legislature to raise funding to a level that allows schools to prepare all students — regardless of background — for success in college, career and civic life.

Currently, California ranks 41st in per-pupil funding, 45th in the percentage of revenue devoted to public schools, and last or nearly last in almost every measure of school staffing, such as student-teacher ratio or the number of counselors, students, librarians or nurses per student.

Substantial research points to a positive relationship between education funding and improved student outcomes, particularly for economically disadvantaged students. As the Full and Fair Funding resolution states, "in order to prepare our students for participation in a democratic society and an increasingly competitive, technology-driven global economy, California must fund schools at a level sufficient to support student success."

California has the world's sixth largest economy and the highest gross domestic product (GDP) of any state, yet spends significantly less per-pupil than most other states. This wasn't always the case, and the Full and Fair Funding resolution urges the Legislature to reprioritize education. In 1970, California funded schools at \$400 per student above the national average — roughly \$2,600 in today's money. Today, California funds schools at nearly \$2,000 per student below the national average and nearly \$7,000 per student below the average of the top 10 states.

Recent efforts to address the funding issue, like the Local Control Funding Formula (LCFF), simply restored funding to the pre-recession levels of 2007, doing little to close the funding gap between California and other states.

In order to better serve **{DISTRICT/COE}** students, rectify years of underinvestment in California public schools and build a brighter future for this state, the **{DISTRICT/COE}** is proud to join school districts across the state in calling for Full and Fair Funding of California public schools.

Frequently Asked Questions (FAQ) about the CSBA Resolution Calling for Full and Fair Funding of California's Public Schools

Q. *What do you mean by "Full and Fair Funding" for California's public schools?*

A. Full and Fair Funding is funding that provides the access, resources and supports needed to provide a high-quality education for all public school students. Our vision for education is one in which all students have the opportunity to graduate from high school with a meaningful diploma — one that means they are prepared for success in college, career and civic life.

Q. *Doesn't California already spend more on public schools than other states?*

A. No. In fact, California spends significantly less per pupil than almost every other state. California ranks 41st nationally in per-pupil funding at nearly \$2,000 per student below the national average and nearly \$7,000 per student below the average of the top 10 states.

Q. *Has California always been so far behind the pack in school funding?*

A. No, there was a time when California ranked at the very top in student funding. In 1969–70, California's per-pupil funding exceeded the national average by \$400, or \$2,567 in today's money.

Q. *How does California's public school funding impact students?*

A. In the words of Julie Maxwell-Jolly, senior director of policy and programs for the California School Boards Association, "California doesn't fund schools at a level that allows them to provide the range of strategies and supports required to ensure that each and every student has the opportunities necessary to succeed. Many of the resources that were standard in previous decades — like school counselors, librarians, nurses and music programs — have been reduced or eliminated due to funding issues. In addition, many districts lack the means to offer essential student services, provide appropriate professional development for staff, engage families in student learning, or implement well-rounded, relevant curriculum and the 21st-century infrastructure and technology needed to support it. All of this has a detrimental impact on student experience which has contributed to lower performance over time as well as persistent opportunity and achievement gaps."

Q. *I thought the additional money for public schools provided by Gov. Brown's Local Control Funding Formula (LCFF) fixed public education funding?*

A. No, for most districts, LCFF simply restored funding to the pre-recession levels of 2007 — it did little to close the funding gap between California and other states. LCFF provided additional money for California schools, but that was only after the Great Recession led to some of the deepest public school funding cuts in the state's history. Adjusting for inflation, California's funding for K-12 education has not significantly increased in more than a decade. During this same period, school costs related to transportation, utilities, special education and employee benefits have increased at a rate that is, in many cases, greater than the additional revenues from LCFF.

Q. Why would an increase in public school funding benefit students?

- A.** Substantial research points to a positive relationship between education funding and improved student outcomes, particularly for economically disadvantaged students — and the body of evidence is growing. Multiple studies have shown that economically disadvantaged students who attend well-resourced schools demonstrate greater academic achievement than similar peers in schools with scant resources.^{1,2} In a rigorous 2016 study, researchers found that increased funding for school districts with a large concentration of economically disadvantaged students resulted in increased student test scores. Their evidence supported the conclusion that the benefits of these investments to future student earnings far outweighed the cost.³

For detailed information on the relationship between investment in education and student outcomes, as well as strategies boards can use to support student achievement, please see CSBA's report *Meeting California's Challenge: Access, Opportunity, and Achievement: Key Ingredients for Student Success (5/2017)*.

Q. How should school boards use any additional monies to boost student achievement?

- A.** No two school districts or county offices of education are exactly alike. Local school boards, working in conjunction with their constituents, are best positioned to set goals and find solutions that meet the specific needs of their individual communities. At the same time, we can identify common factors that lead to student achievement, including a rigorous, well-rounded and relevant curriculum; staff with the skills, knowledge and competencies to promote student success; education and assistance for families to support and guide learning; 21st-century infrastructure and technology; academic supports to improve achievement; early childhood education supports and services; physical, mental and environmental health supports; and services for students with specific needs.

Q. Isn't a sizable portion of the state budget devoted to public education?

- A.** K-14 education, which includes community colleges, accounts for roughly 40 percent of the state budget. This is a significant amount, but less, on a percentage basis, than what the rest of the country spends for public schools. California ranks just 45th nationally in the amount of taxable income spent on public schools, so nearly every other state places a higher value on public education. Why? Because they know that the answers to our most pressing concerns — economic vitality, social cohesion, public health, and strong, sustainable communities — are rooted in an educated populace prepared to tackle the problems of today and create a better tomorrow.

Q. Does California have the money for this?

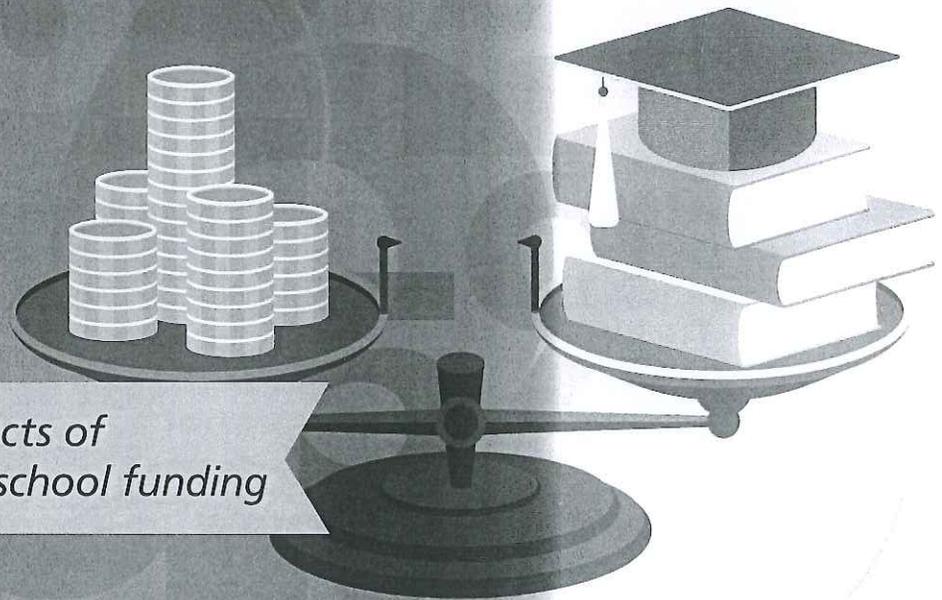
- A.** California has the world's sixth largest economy and the highest Gross Domestic Product (GDP) of any state. Yet, four out of every five states provide more funding for schools on a per-pupil basis than California. Overall, California ranks 45th in the percentage of taxable income spent on K-12 education. California prides itself on being the home of American innovation. If other poorer states can find a way to prioritize education, we can, too.

Q. What should we do after we approve the resolution?

- A.** Upon approving the resolution, please send it to the California School Boards Association (CSBA) by emailing Senior Director of Communications Troy Flint at: tflint@csba.org. Also, please let your community know that your district or COE supports full and fair funding so all California students can graduate prepared for success in college, career and civic life.

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1. Card, D., & Payne, A. A. (2002). School finance reform, the distribution of school spending, and the distribution of student test scores. *Journal of Public Economics*, 83 (1), 49-82. Retrieved from <http://davidcard.berkeley.edu/papers/school-finance-reform.pdf>
 2. Greenwald, R., Hedges, L.V., & Laine, R. D. (1996). The effect of school resources on student achievement. *Review of Educational Research*, 66 (3), 361-396. Retrieved from <http://journals.sagepub.com/doi/pdf/10.3102/00346543066003361>
 3. Lafortune, J., Rothstein, J., & Schanzenbach, D. W. (2016). *School finance reform and the distribution of student achievement* (No. w22011). National Bureau of Economic Research.

Behind the Numbers



*The cold, hard facts of
California public school funding*

Behind the Numbers

The cold, hard facts of California public school funding

- California has the 6th largest economy in the world and the largest GDP of any state, yet ranks near the bottom in nearly every measure of school funding or school staffing.

45th in percentage of taxable income spent on education

Percent of total taxable income spent on education



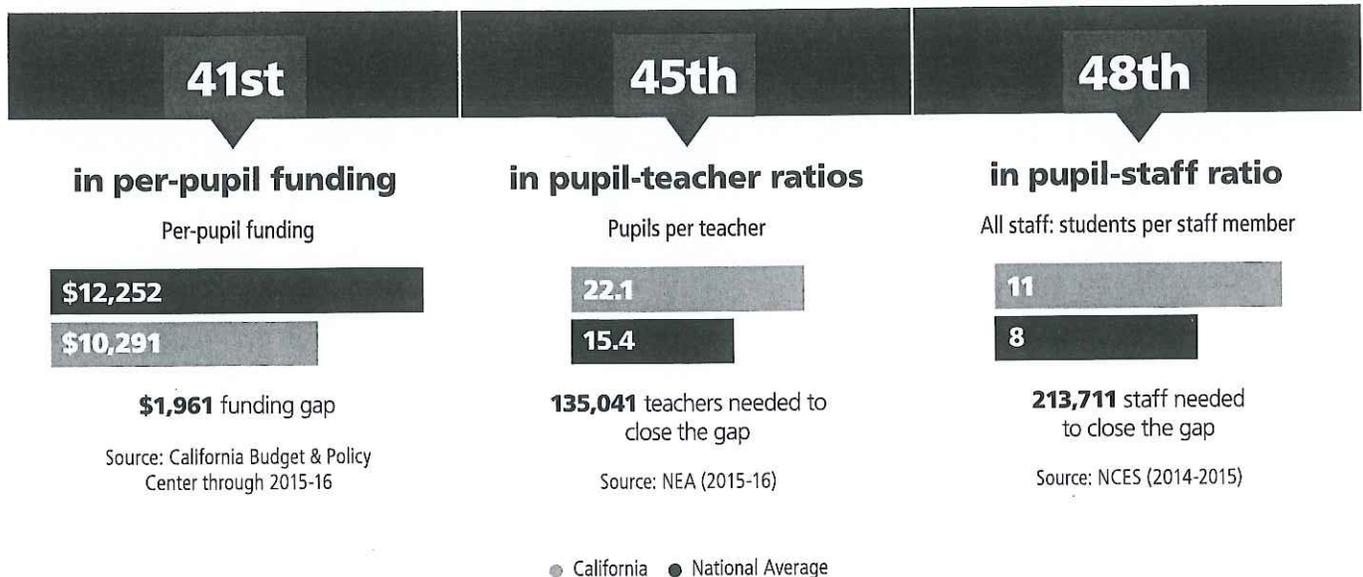
California's rank tied for
45th



Source: Ed Week (2014)



CALIFORNIA REPUBLIC



- The state has barely restored the funding levels of schools to what they were before the great recession, yet in nearly all communities these gains are being eroded by increasing costs in health care, pensions, and utility costs that threaten educational programs and challenge school districts and county offices of education to stay financially viable.
- California's inadequate school funding hurts our students, undermines our communities, threatens our prosperity, and dims the prospects of future generations.
- If we want to prepare our students for an increasingly competitive, technology-driven global economy, we must invest at a level necessary to support student success.

- ⦿ If the state funded schools at just the national average, that would increase funding by \$1,961 per pupil. For a classroom of 25 students, that's an additional \$49,025 for student support services (counselors, social workers, wellness centers), parent and community engagement, support for English learners, intervention programs, instructional support staff, class size reduction, CTE, and expanded offerings in the arts and other extracurriculars.



If the state funded schools at **just the national average**, that would increase funding by

\$1,961 per pupil



For a classroom of 25 students, that's an additional

\$49,025 for student support services



Source: California Budget & Policy Center through 2015-16

👉 With an additional \$1,961 per student, a school with 500 students would have \$980,500 in additional revenue. This would allow the school many options to begin to address inequities:

- » **Improve College and Career Counseling** by providing a college and career counselor for every 250 students (recommended by the American School Counselor Association). This will ensure that all students are on track to graduate, meet A-G requirements, and have a robust plan for what to do post high school graduation.
Cost: \$159,948 for two counselors.¹
- » **Engage Parents** by having teachers conduct home visits and having a parent coordinator organize educational classes for parents to learn about how they can best support their children's education.
Cost: \$87,474 to provide a stipend for teachers to conduct at least a one-hour home visit per student (assuming a cost of \$15 per hour) and a parent coordinator.²
- » **Ensure Advanced Placement Success** by placing all students in an Advanced Placement course, paying for test fees, and incorporating student supports, including tutoring, to master and practice the content. Supports can also incorporate AP preparation during summer school (see section on expanding summer learning).
Cost: \$89,500 to provide each student with one AP test fee (\$94) and an average of one hour of tutoring from a certificated teacher (\$85).
- » **Provide a Well-Rounded Education** by supporting time for arts, physical activity, civic engagement and other topics that provide students with a well-rounded education. Funding will support part-time teachers in these diverse subject areas.
Cost: \$159,948 for four half-time teachers³ in the areas of art, music, physical education, and civics.
- » **Expand Summer Learning** to ensure that all students are enrolled in a summer program that offers a rigorous curriculum that is centered on a relevant theme, coordinated by an expert teacher, and offers opportunities for hands-on learning that truly immerses students in the subject matter.
Cost: \$464,425 to provide each student with a five-week summer program (\$185.77 per student per week of summer learning⁴).

- » **Expand Preschool** to ensure that all students are enrolled in a high-quality preschool program with a qualified teacher that supports the development of cognitive, motor, and other skills that will allow students to be successful once they enter kindergarten.

Cost: \$690,201 for 81 students to enroll in a full-day, year-round program led by a teacher with a bachelor's degree in early childhood education (\$8,521 per student).⁵ A total of \$4.3 million would be required to provide quality preschool to all 500 students.

- California has one of the worst teacher-pupil ratios in the nation and some of the lowest overall staffing levels in the country.

	All staff	Officials and admin.	Principals and asst. principals	Instructional aides	Guidance counselors	Librarians
California	11.7	2,141	382	97.6	822	8,096
National Average	8.1	750	298	67.8	491	1,109
Difference	3.6	1,391	85	29.8	331	6,981
Additional staff to close gap	238,781	5,469	4,695	28,456	5,186	4,909
Ranking	48th	47th	44th	46th	49th	50th

- The problems posed by California's dismal school funding levels are compounded by the high level of student need and the state's high cost of living: 58% of California's public school students are eligible for free or reduced-price lunch — above the national average of 52%.

Free or reduced-price lunch eligible

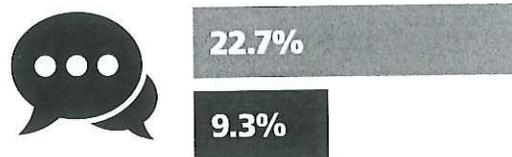


● California ● National Average

Source: California Dept. of Education Student Poverty FRPM Data (Mar 2016)

- California also has the nation's highest percentage of English learner students at 23% — more than twice the national average of 9%.

English learners (% of enrollment)



● California ● National Average

Source: NCES (2013-14)

1. All staff are assumed to have a \$79,974 cost to the school. This is based on a \$66,645 mid-point salary for certificated staff during the 2015-16 school year, plus an additional 20% in benefits. See <http://bit.ly/2jmYHcw>
 2. See endnote 1

3. See endnote 1
 4. Estimate by Summer Matters. See <http://bit.ly/2widdwH>
 5. See estimates at <http://bit.ly/2uQwo0j>

- LCFF is a step forward philosophically because it supports equity by directing more money to students with higher need. But redistribution is not a solution when the overall funding pie is much too small. California is a wealthy state with high incomes and a large, healthy economy that has chosen to invest more in other parts of government than it invests in schools.

High spending on government, low spending on schools

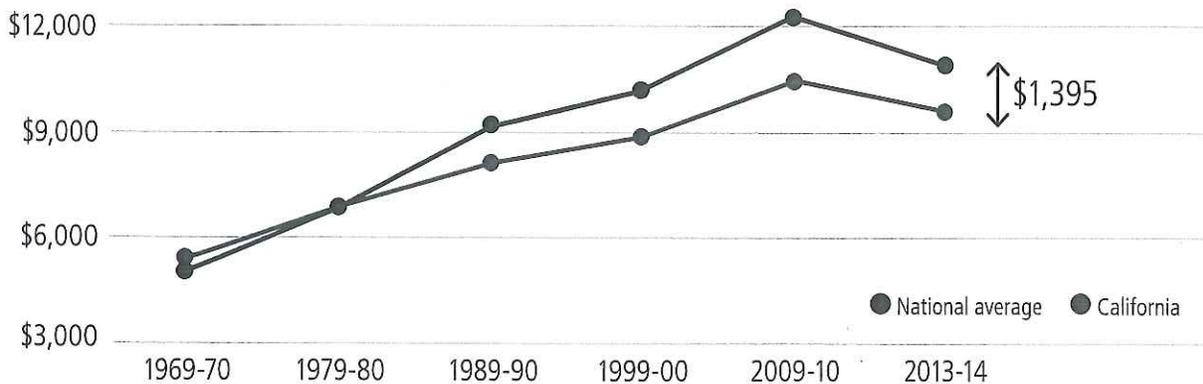
State and local government expenditures per \$1,000 personal income



- Funding gaps began when the state took over school funding in the 1970s with the *Serrano v. Priest* decision and grew steadily post Proposition 13.

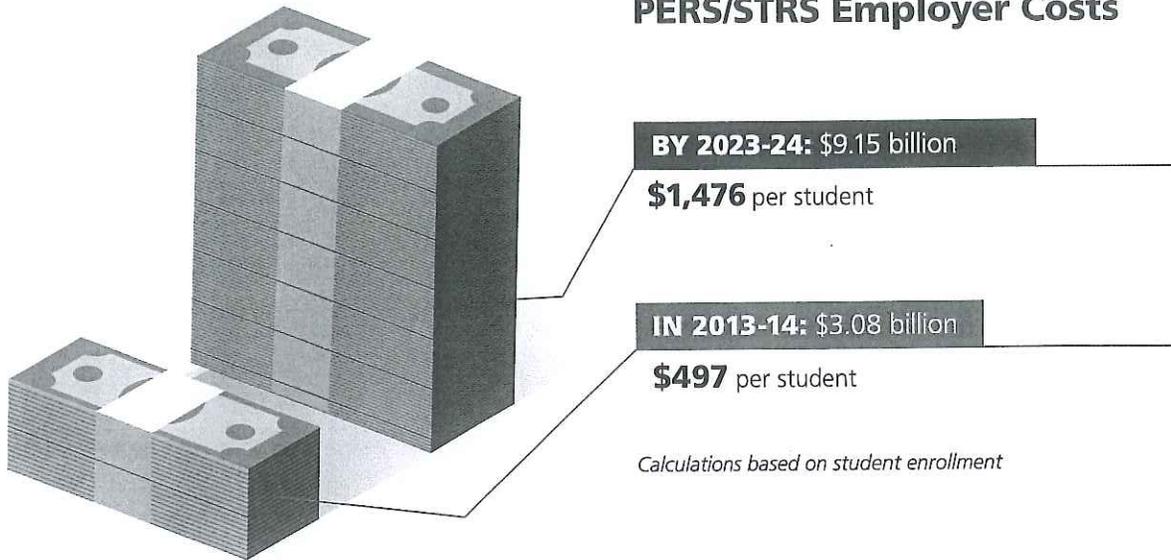
Funding gap with national average

(NCES Per-Pupil Spending Constant \$)



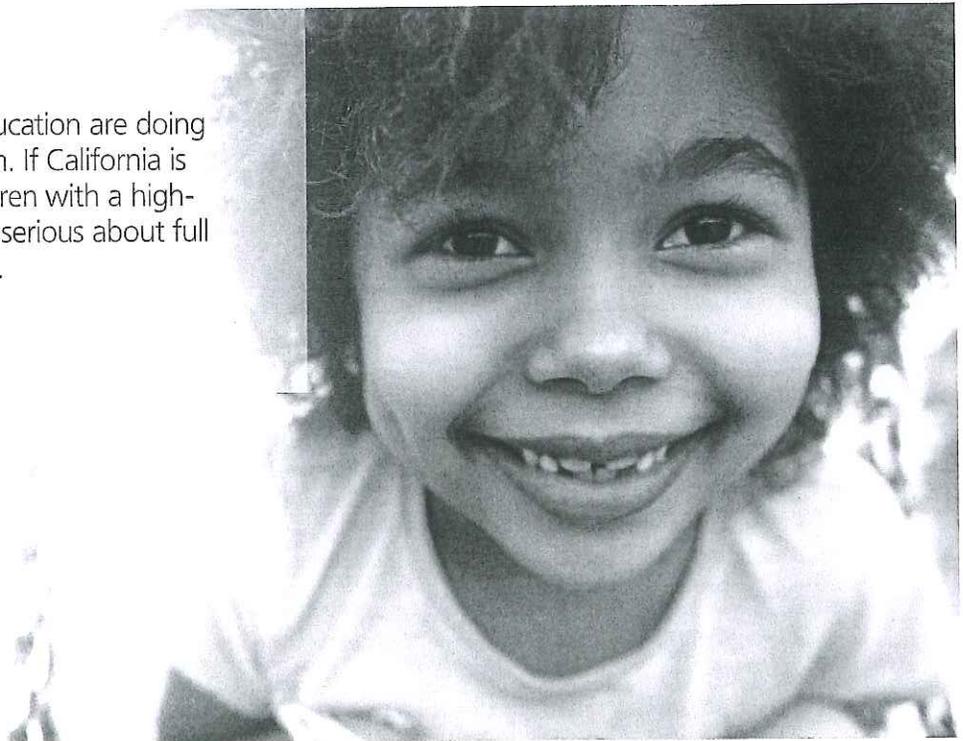
- The urgency of investment in public schools is only growing as:
 - The Proposition 98 guarantee has not kept pace with the needs of public schools for our students and our state to remain competitive.
 - Employer pension contribution costs will more than double over the next five years.
 - Health care, utility, transportation, and special education costs continue to skyrocket.
 - Unfunded mandates are introduced annually.
 - The next recession grows closer.

PERS/STRS Employer Costs



- California has consistently underfunded public education while widening its scope, adding new requirements, and raising the standards for what constitutes 21st-century learning. As a result, our schools lack the resources of those in poorer sections of the country as well as the resources needed to meet the state's goals for students.

Districts and County Offices of Education are doing more with less, but it's not enough. If California is serious about providing all its children with a high-quality education, we need to get serious about full and fair funding for public schools.



California School Boards Association
www.csba.org

