

**California State**  
**PTA<sup>®</sup>**  
*everychild. onevoice.*

# **Advocacy Resource Notebook 2015**

**For Unit, Council and District Advocacy Chairmen**





# California State PTA Advocacy

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## *Welcome!*

Dear PTA Advocate,

**Thank you** for your service and leadership in helping to improve the welfare of California's children, youth and families. Your contributions are an important part of PTA's legacy of advocacy that has held strong for more than a century.

To help you with your advocacy work this year, California State PTA has compiled these materials for your reference. We have pulled information on multiple topics from many different websites in an effort to give you everything you need in one place. We have used each organization's original formatting, hence the variety of styles you will see in here!

Please continue to add new documents to this binder throughout the year, along with your own notes, to make it even more useful and relevant to your local area, and be sure to pass it on to your successor at the end of your term.

Your ongoing efforts toward educating, informing and motivating our PTA members to take action will further strengthen our collective voice on behalf of all our children. Your outreach to local, state and federal leaders helps to guide public policy towards meaningful improvements in our schools and communities.

California State PTA's Legislation Team is here to support you, and we look forward to working together with you!

Sincerely,

*Kathy Moffat*

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# California State PTA Advocacy Resource Notebook

## For Advocacy Chairmen

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## MISSION STATEMENT OF THE CALIFORNIA STATE PTA

The mission of the California State PTA is to positively impact the lives of all children and families.

## PURPOSES OF THE PTA

- ◆ To promote the welfare of children and youth in home, school, community and place of worship.
- ◆ To raise the standards of home life.
- ◆ To secure adequate laws for the care and protection of children and youth.
- ◆ To bring into closer relation the home and the school, that parents and teachers may cooperate intelligently in the education of children and youth.
- ◆ To develop between educators and the general public such united efforts as will secure for all children and youth the highest advantages in physical, mental, social and spiritual education.

## CALIFORNIA STATE PTA CORE VALUES

The California State PTA is a professional, non-profit volunteer organization committed to the well-being of all children.

We believe every adult has a responsibility to ensure that all children develop to their full potential.

We believe parents are children's first teachers and that parent involvement is essential throughout a child's educational experience.

We believe that family is the basic unit of society responsible for the support and nurturing of all children, and we recognize that "the family" may be defined in many ways.

We believe our responsibility includes advocating for the safety and welfare of all children and the opportunity for a quality public education for each child.

## GUIDING PRINCIPLES FOR CALIFORNIA STATE PTA

- Increase responsiveness to the needs of members and communities
- Work more efficiently and optimize our use of technology
- Communicate clearly
- Utilize strategic partnerships to achieve common goals
- Use data to make informed decisions
- Practice inclusiveness and cultural awareness
- Value PTA members, families and leaders
- Ensure the fiscal stability of the organization.

## CALIFORNIA STATE PTA GOALS

### 1. Promote, build and expand parent/family engagement

### 2. Empower and support PTA members and leaders

- Engage, grow and maintain membership
- Offer programs, services, and resources that meet the diverse needs of children, families and communities
- Build greater awareness about the role, importance and value of PTA
- Simplify processes and make it easier to participate
- Deliver training and materials in easily accessible formats
- Promote and practice inclusiveness and cultural awareness
- Establish a PTA at every school.

### 3. Represent, inform and mobilize members and the public to advocate for the education, health, safety and well-being of all children, with a focus on:

- Supporting the needs of vulnerable children
- Adequate funding for every child's education
- Access to a full curriculum for every child that includes physical education, arts and STEM (Science, Technology, Engineering and Math)
- Highly effective educators in every classroom
- Standards, assessments and accountability that best serve every child's needs
- Safe and positive school climate
- Early childhood education
- Healthy lifestyles and access to support services for physical, emotional, social and mental health.

## PTA BASIC POLICIES

The organization shall be noncommercial, nonsectarian, and nonpartisan.

The organization shall work with the schools and community to provide quality education for all children and youth and shall seek to participate in the decision-making process establishing school policy, recognizing that the legal responsibility to make decisions has been delegated by the people to boards of education, state education authorities, and local education authorities.

The organization shall work to promote the health and welfare of children and youth and shall seek to promote collaboration between parents, schools, and the community at large.

No part of the net earnings of the organization shall inure to the benefit of, or be distributable to its members, directors, trustees, officers, or other private persons except that the organization shall be authorized and empowered to pay reasonable compensation for services rendered and to make payments and distributions in furtherance of the purposes set forth in Article II hereof.

Notwithstanding any other provision of these articles, the organization shall not carry on any other activities not permitted to be carried on (i) by an organization exempt from federal income tax under Section 501(c)(3) of the Internal Revenue Code, or (ii) by an organization, contributions to which are deductible under Section 170(c)(2) of the Internal Revenue Code.

Upon the dissolution of this organization, after paying or adequately providing for the debts and obligations of the organization, the remaining assets shall be distributed to one or more nonprofit funds, foundations, or organizations that have established their tax-exempt status under Section 501(c)(3) of the Internal Revenue Code and whose purposes are in accordance with those of the National PTA.

The organization or members in their official capacities shall not—directly or indirectly—participate or intervene (in any way, including the publishing or distributing of statements) in any political campaign on behalf of, or in opposition to, any candidate for public office, or devote more than an insubstantial part of its activities to attempting to influence legislation by propaganda or otherwise.

The organization or members in their official capacities shall not endorse a commercial entity or engage in activities not related to promoting the Purposes of the organization.

The organization shall not enter into membership with other organizations except such international, national, or state organizations as may be approved by the California State PTA.

The California State PTA or any of its divisions may cooperate with other organizations and agencies concerned with child welfare, but a PTA/PTSA representative shall make no commitments that bind the group he represents.

PTA ORGANIZATIONAL STRUCTURE									
PTA (Unit/School)	→	PTA Council (Local Area/ School District)	→	District PTA (County/Region)	→	California State PTA	→	National PTA	
<p><b><u>PTA Unit (your own school)</u></b></p> <ul style="list-style-type: none"> <li>- Works at the school site for all children &amp; youth.</li> <li>- Carries out the purposes of the organization.</li> </ul>		<p><b><u>PTA Council (group of units in your local area)</u></b></p> <ul style="list-style-type: none"> <li>- Offers resources and support through training and updates.</li> <li>- Provides guidance, mentoring &amp; representation.</li> <li>- Promotes, supports, and provides parent education.</li> </ul>		<p><b><u>District PTA</u></b></p> <ul style="list-style-type: none"> <li>- Promotes State and National PTA work.</li> <li>- Organizes and strengthens councils and units.</li> <li>- Channels information from California State PTA.</li> <li>- Provides workshops, programs, leadership training.</li> <li>- Prepares publications.</li> </ul>		<p><b><u>California State PTA</u></b></p> <ul style="list-style-type: none"> <li>- Represents PTA in youth and family education activities.</li> <li>- Supports and works for legislation on statewide issues that affect the education, health and well-being of children and youth.</li> <li>- Plans and holds annual convention.</li> <li>- Provides workshops, field services, leadership training.</li> <li>- Prepares publications.</li> </ul>		<p><b><u>National PTA</u></b></p> <ul style="list-style-type: none"> <li>- Advocates nationally for children and youth.</li> <li>- Develops and funds projects national in scope.</li> <li>- Maintains legislative advocacy at the federal level.</li> <li>- Plans and holds an annual convention.</li> <li>- Provides field services and prepares publications.</li> </ul>	



## A Brief History: Working Together for Children Since 1897

The National PTA is the oldest and largest volunteer association working exclusively on behalf of all children and youth. For more than 100 years, the National PTA has promoted the education, health, and safety of children, youth, and families.

Phoebe Apperson Hearst and Alice McLellan Birney were greatly concerned about the nation's children. The United States was feeling the enormous impact of the Industrial Revolution. An immense wave of immigration was flowing into the country. Children worked in factories, in mines, and in the streets of the cities. Some could not attend school or obtain enough food to eat. What could be done?

### THE FIRST MEETING IS HELD - 1897

After extensive grassroots work in different parts of the nation, the two women met in 1895 and, through diligent efforts, planned a meeting to bring their idea to others. On February 17, 1897, that meeting was held and more than 2,000 men and women surprised Phoebe Hearst and Alice Birney by filling the hall in Washington, D.C. The National Congress of Mothers was formed and the work of the founders took on new meaning and strength.

### THE CALIFORNIA MOVEMENT GROWS - 1902

Similar concerns were felt in California, and the California Home and School Child Study Association was organized in San Francisco, followed in 1900 by the Los Angeles Federation of Mothers' Clubs. In 1902 California joined the national organization as the California Congress of Mothers and Study Circles, later becoming the California Congress of Parents, Teachers, and Students, Inc. - the California State PTA. Meanwhile, growing in strength and numbers, the National PTA progressed remarkably in working for all children.

### Our Founders



#### **ALICE MCLELLAN BIRNEY**

A native of Georgia, this motivated woman had wide interests, but deep devotion to her own children. She felt the needs of all children must be recognized as vitally important to everyone. As a mother, Alice Birney realized it was important to know about mental and physical health, and the educational needs of her own three children. She desperately wished to impart this to other mothers, and to raise the status of motherhood to the important level it deserved.



#### **PHOEBE APPERSON HEARST**

An energetic, educated and philanthropic woman well known in Washington, D.C., and San Francisco, Phoebe Hearst became aware of the sad plight of many of the nation's children first as a young teacher and later as she traveled or worked unselfishly in many communities. With one son of her own, she also was godmother to and supported the education of scores of children.



#### **SELENA SLOAN BUTLER**

A dedicated community leader and teacher, Selena Butler worked diligently in Atlanta, Georgia, to unify parents and teachers for the advancement of child welfare and education. She founded not only her school's Parent-Teacher Association, but also the Georgia Parent-Teacher Association, and, in 1926, the National Congress of Colored Parents and Teachers.

## **OUR PTA FOUNDERS' VISION**

Alice McLellan Birney, Phoebe Apperson Hearst, and Selena Sloan Butler knew there was no stronger bond than that between mother and child. To the mothers, then, they reasoned, must fall the responsibility for eliminating the threats that endangered the children. They called for action and people responded -- mothers, yes, but also fathers, teachers, laborers, and legislators: all with a commitment to children.

In her initial address on February 17, 1897, Mrs. Birney told the crowd, "It is my privilege to extend to each and all of you a heartfelt welcome, and to express the hope that this large and gratifying audience, this more than encouraging response to our universal call, may prove in earnest of the success destined to crown the work to which our best and highest efforts are now consecrated."

Mrs. Birney had appealed "to all mankind and to all womankind, regardless of race, color, or condition, to recognize that the republic's greatest work is to save the children." But in many states, segregated schools were legally sanctioned. To address those students' special needs, Selena Sloan Butler founded the National Congress of Colored Parents and Teachers. The two PTAs formally merged in 1970.

## **ACCOMPLISHMENTS**

As the largest volunteer child advocacy organization in the nation, National PTA is the conscience of the country for child and youth issues. Through advocacy as well as family and community education, National PTA has established programs and called for legislation that improves our children's lives, such as:

- Creation of kindergarten classes
- Child labor laws
- Public health service
- Hot and healthy lunch programs
- Juvenile justice system
- Mandatory immunization
- Arts in education
- School safety.

## **FOUNDERS' DAY**

Founders' Day (February 17) is when we celebrate the legacy and work of our founders—Alice McLellan Birney, Phoebe Apperson Hearst and Selena Sloan Butler—to better the lives of every child in education, health and safety. It is a time to reflect and take pride in our achievements and renew our commitment to be a:

- Powerful voice for all children
- Relevant resource for parents and
- Strong advocate for public education.

Our founders represented women of imagination and courage. They had a simple idea—to improve the lives and future of all children. They understood the power of individual action, worked beyond the accepted barriers of their day, and took action to change the world for all children.



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## California State PTA Legislative Program

California State PTA action on legislation is aimed primarily at the state government level and on ballot measures that appear on statewide election ballots. The California State PTA Board of Managers is responsible for action on state legislation and state ballot measures.

California State PTA also works with National PTA in implementing the PTA advocacy program at the federal level.

### California State PTA Legislation Team

The Legislation Team includes the director of legislation and legislative advocates who specialize in specific issues regarding education, parent involvement, budget, community concerns, and health, as these affect children and youth, as well as a federal advocate and several consultants. All members of the Legislation Team are PTA volunteers who serve on the California State PTA Board of Managers.

The director of legislation manages the California State PTA legislation program and works on bills that do not fit into one of the subject-matter categories. These include matters such as taxation and budgetary reform.

The advocates work directly with state legislators and their staff, with members of allied organizations and with other interested parties on bills selected for PTA advocacy.

Commissions are responsible for preparing background information and authority for bills in their subject-matter area and for recommending appropriate action. Advocates select bills that are sent to members of the Legislation Action Committee for detailed study.

The Legislation Action Committee meets several times each year during the legislative session to discuss the bills and subject matter commission recommendations and to determine positions to be taken on each of the selected bills. After the committee meets, a Legislation Action Report is prepared and distributed. Current status on legislation for which PTA has taken positions can be viewed in the Advocacy section of the California State PTA website.

Once a position has been adopted, the Legislation Team is responsible for all further actions on the legislation. This includes relaying information on PTA positions to legislators and communicating PTA action on legislation related matters to the constituent associations of California State PTA.

### Legislation Program

The PTA membership, through the association's bylaws and the actions of delegates at California State PTA conventions, directs PTA actions on legislation. The California State PTA Board of Managers is responsible for conducting the affairs of the association. This includes all action on state legislation and state ballot measures. Specific activities include:

- Analyzing legislation under consideration in the California Legislature and measures that will appear on statewide election ballots.
- Taking PTA positions on specific bills and ballot measures as directed by the PTA legislation platform, policies, resolutions and position statements.
- Advocating for passage or defeat of selected measures.
- Working cooperatively with allied organizations or others concerned about children's issues when appropriate.
- Informing members about PTA positions on current legislation and on statewide ballot measures, and encourage local actions when needed.

PTA follows IRS and California Fair Political Practices Commission rules on advocacy.

## How California State PTA Legislation Team Communicates

The Legislation Team communicates with its members in a number of different ways, and to receive this information, you need to subscribe by going to <http://www.capta.org/sections/basics/subscribe.cfm>:

- **Sacramento Update** – a legislation update newsletter that is sent out monthly
- **Legislation Action Reports** – A listing of bills and the California State PTA position
- **Legislation Information Alerts** – Calls to Action on specific legislative issues.

## Action on Legislation

Action on Legislation is an integral part of PTA work. California State PTA action on legislation and ballot measures is based on the legislation platform, California State PTA position statements, and California State PTA and National PTA convention resolutions. National PTA and California State PTA, as advocates for children and youth, carry out an active, effective legislation program.

## Authority for PTA Action on Legislation

The California State PTA legislation platform lays the specific framework for PTA action on legislation. The platform, adopted every two years (even-numbered years) by delegates at the California State PTA Annual Convention, establishes authority and direction for deciding what measures PTA should select for action on legislation. It defines the fields of PTA interest and the scope of legislation appropriate for PTA action.

California State PTA legislation policies, adopted every two years (odd-numbered years) by California State PTA convention delegates, guide how action on legislation may be taken by the California State PTA and its unit, council and district PTAs. Procedures are adopted by the California State PTA Board of Managers.

The California State PTA legislation platform and policies direct that legislation and ballot measures selected for action by the California State PTA must:

- Affect the education, health, and well-being of California's children and youth
- Be of statewide significance and
- Fit within the Purposes of the PTA association and the framework of the legislation platform and be consistent with recorded PTA positions.

Sources of authority and direction for specific PTA positions on legislative bills and statewide ballot measures include:

- Convention resolutions adopted by California State PTA convention delegates
- The legislation platform principles and planks
- Position statements and resolutions adopted by the California State PTA Board of Managers
- National PTA convention resolutions
- National PTA Board of Directors position statements and legislative directives
- Previous PTA action on the issues and
- Purposes of the PTA.

## California State PTA Legislative Bill Positions

For legislative bills that have significant impact on children and youth and that fall within the framework of the legislation platform, priorities, and current PTA positions, California State PTA may adopt one of the following bill positions:

**Support:** Legislation considered to be of great importance and beneficial to the welfare of children and youth. We will work actively to seek passage of these bills.

**Oppose:** Legislation considered to be very harmful to the welfare of children and youth. We will work actively to seek defeat of these bills.

**Oppose Unless Amended:** Legislation that contains some provisions in conflict with established PTA positions. The California State PTA legislative advocate will work with the bill's author to amend the bill. If the bill is amended so that it no longer is objectionable, PTA will change its position.

**Support if Amended:** Legislation PTA would support, except that it contains a part (or parts) PTA would like changed. If the bill is amended to accommodate the PTA concern or recommendations, California State PTA will work to secure its passage.

**Seek Amendments:** Legislation that addresses an important PTA issue, but which would require amendments to receive full support or removal of opposition from PTA. Legislative advocate(s) will work with the author and with allied organizations to secure appropriate changes.

**Approve:** Legislation that PTA could support but does not actively seek passage of because the bill is not currently a high priority for PTA action or does not need active support from the California State PTA.

**Watch:** Legislation that could be important, but the bill is not complete or the author intends to work further on the bill through amendments. PTA chooses to monitor the progress of the bill. Future amendments to the bill could result in PTA taking an active position.

When a bill has been amended so that the content is changed significantly, the bill is re-examined to determine if the content is still appropriate for PTA action on legislation, and whether a change in position is warranted. If the content is no longer within the scope of PTA action on legislation, the PTA position is dropped.

## Positions on State Initiatives and Propositions

**Support:** The initiative is considered to be of great importance and beneficial to the welfare of children and youth. We will work actively to seek passage of it.

**Oppose:** The initiative is considered to be very harmful to the welfare of children and youth and is in conflict with the Purposes of PTA. We will work actively to seek defeat of the initiative.

**Neutral:** The initiative may be relevant to the welfare of children and youth, but, after careful analysis, California State PTA has chosen to neither support nor oppose this particular initiative due to either lack of existing specific authority or conflicting authorities. We will not support or oppose passage of the initiative.

## Legislation Platform

Presented to convention delegates for adoption in even-numbered years.

*Adopted May 2014*

### **Preamble**

The legislation program of the California Congress of Parents, Teachers, and Students, Inc., is derived from the work of PTA in home, school, and community. PTA efforts “to secure adequate laws for the care and protection of children and youth” are based on recognition of the home as the foundation of our society, the responsibility of the PTA for parent education, the appreciation of our national heritage, the observance and understanding of the rights and obligations of responsible citizenship, and the realization that maintaining a free and public education system is the cornerstone of democracy.

### **General Principles**

General Principles for Consideration of Proposed Legislation

1. Equal justice, equal privileges, equal opportunities, and equal responsibilities in every phase of life for all children and youth, while recognizing that each child is unique with individual needs and talents.
2. High standards for those who work in all areas concerned with children and youth.
3. Effective governance systems and practices that place a high priority on the needs of children and youth.
4. Coordination and planning by all agencies with clear definition of responsibility at each level of government.
5. Establishment of and adherence to fiscal responsibility in government, with concern for fair taxation, but keeping priorities for the needs of all children and youth foremost.
6. Adherence to strict ethical practices in political campaigns and at all levels of government.
7. Strong and broadly based tax structures at state and local levels.
8. Budgets and financial support to provide needed public services for all children and youth with the continued constitutional guarantee of financial support for public schools as the first claim on all state revenues in the general fund.
9. Maximum local control when it serves the best interest of all children and youth.

### **Legislation Planks**

The California State PTA will support legislation:

1. To provide the most comprehensive and diversified education possible for all children, youth and adults: education that will achieve quality and excellence to encourage maximum individual development and provide equal educational opportunity for each student, with particular focus on eliminating the achievement gap.
2. To secure financing for public education that will be sufficient to provide optimum educational opportunity for all students, including state aid to school districts for building purposes as well as state funds to cover excess costs of all programs mandated by the Legislature.
3. To attain quality counseling and guidance services, school health services and library services, provided by credentialed personnel at all educational levels.
4. To ensure pre-service and in-service teacher preparation programs, remuneration, supportive services and professional development designed to attract and retain qualified men and women in the teaching profession.
5. To provide guidelines for assessing competence in the teaching profession, and to provide for due process in dismissal procedures.

6. To encourage state, county, regional, and local school district organizations and public educational governance structures that effectively serve the needs of all students and maximize efficient delivery of services.
7. To include parents/guardians in decisions that affect the education and well-being of their children, and to promote their involvement in their children's education and schools.
8. To give students the skills they need to become effective citizens and parents.
9. To protect and improve the health of all families through the prevention, treatment and control of disease.
10. To extend and improve physical and mental health services and facilities, including rehabilitation.
11. To protect families from unsafe, impure or ineffective drugs, foods, medical devices and cosmetics.
12. To prevent, control or eliminate hazards to the health, safety and well-being of all children and youth.
13. To require state and local government to publicize and disseminate information regarding issues affecting the public's well-being.
14. To provide effective community services and facilities for all children, youth and adults, directed toward the well-being of the family.
15. To promote public policy that contributes to the stability of families and to the adequate physical, emotional and financial support of children and youth.
16. To provide services and facilities for the care, protection and treatment of abused, dependent, neglected or abandoned children and youth.
17. To secure specialized programs for the prevention of crimes and misdemeanors committed by juveniles.
18. To provide adequate facilities and services for the treatment, education and rehabilitation of juvenile offenders.
19. To promote public policies that protect and conserve natural resources and provide a quality environment for present and future generations.
20. To improve governance systems and practices in order to effectively serve the needs of children and youth.

<b>California State PTA Legislative Policies and Procedures</b>
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*Adopted May 2013*

Policies are presented to convention delegates for adoption in odd-numbered years.

Procedures are adopted by the California State PTA Board of Managers.

Policies are italicized; procedures are not italicized.

**Policy 1**

***The State Board of Managers of California State PTA is responsible for taking action on state legislation and proposed or qualified statewide ballot measures.***

Until California State PTA Board of Managers has taken a position on a state issue or specifically declines to take a position, support or opposition should not be expressed in the name of PTA.

A Legislation Action Committee is authorized to act on behalf of the State Board of Managers when taking positions on legislative bills. Such action must conform to established PTA positions and must be reported immediately to California State PTA Board of Managers. The Legislation Action Committee shall include, but not be limited to, the president, president-elect, director of legislation, legislation

advocates, two district PTA presidents, the chairman, and one other member of each commission on community concerns, education, health, family engagement, and others as appointed by the president.

The Legislation Action Committee is also authorized to take action on statewide ballot measures when there will be no meeting of the State Board of Managers between the date the measure qualifies for the ballot and the date of the election. Action taken on ballot measures by this committee is subject to concurrence by the Board of Directors.

In order to maintain a strong, united position, contacts to legislators in the name of PTA shall be made by persons authorized by the State Board of Managers or by unit, council and district PTAs and their members.

## **Policy 2**

***Legislative measures selected for action by the State Board of Managers must be of statewide significance, and must fit within the Purposes of the PTA and within the framework of the legislation platform adopted by the convention delegates.***

A measure is considered to be a proposed bill in the Legislature, a proposed statewide initiative petition, or a proposition that has qualified for the statewide ballot. In selecting measures for action, California State PTA Board of Managers shall consider:

- Studies made by the California State PTA Board of Managers and by units, councils and district PTAs, with supporting information
- Position statements adopted by California State PTA Board of Managers
- Membership opinion as reported by the district PTA presidents
- Resolutions adopted by the delegates at annual state conventions
- Information from authoritative and professional sources
- Historical positions on bills with the same subject matter or intent and
- National PTA positions consistent with current California State PTA positions.

## **Policy 3**

***Any position on legislation adopted by the California State PTA Board of Managers remains in effect, unless, after subsequent review, new action is deemed warranted and is adopted according to California State PTA procedures.***

When action on state or federal legislation is required between meetings of the Legislation Action Committee, or when a bill has been amended to the extent that an existing position needs to be changed, such action may be taken by an interim committee. This committee consists of the president, president-elect, director of legislation, and appropriate subject matter vice president and the advocate who will manage the bill.

When these situations occur, the advocate managing the bill shall contact the subject-matter commission vice president. If he or she concurs that an immediate decision is warranted, and the director of legislation agrees, an interim committee meeting shall be called.

Any such action(s) must be ratified at the next regular meeting of the Legislation Action Committee.

## **Policy 4**

***All positions on legislation taken by the California State PTA Board of Managers shall be posted on the association's website in a timely manner.***

When positions are adopted on state legislative bills by the Legislation Action Committee:

- The positions shall be made available via an electronic information alert to all subscribers, including the district PTA presidents and other members of the Board of Managers.
- Positions on legislative bills shall be maintained and displayed on the California State PTA website.

When positions are adopted on state ballot measures:

- The rationale for the California State PTA Board of Managers' action shall be prepared by the California State PTA Board of Managers, posted on the website and distributed to unit, council and district PTAs for distribution to their members.

### **Policy 5**

***A unit, council, or district PTA with an interest in a proposed or qualified statewide ballot measure that which pertains to the welfare of children and youth must determine whether the California State PTA Board of Managers is studying it or has taken action, before taking any action locally. Action may be taken locally by following the appropriate steps.***

The issue or ballot measure must fit within the Purposes of PTA and California State PTA legislation platform, adhere to PTA policies, and affect the well-being of children and youth.

Before a unit, council or district PTA takes a position on a statewide measure, a study, including information from all sides of the issue shall be conducted. Authorities to take a position (as described in Policy 2) must be documented in the study.

Before taking action, the unit, council or district PTA must take a vote at an association meeting and record the results in the minutes. Adopted positions on statewide ballot measures must be communicated to California State PTA.

When no action is planned and information only is being presented to membership, both sides of the issue must be provided.

### **Policy 6**

***Any California State PTA action on legislation represents the official position of the organization and shall not be interpreted as representing the personal opinion or conviction of every individual PTA member.***

### **Policy 7**

***Unit, council and district PTAs are encouraged to promote adopted California State PTA positions and may be requested to actively support them. While unit, council and district PTAs are not required to work actively for any position, they should not officially oppose a stand taken by the State Board of Managers. Unit, council, and district PTAs need not vote to affirm a California State PTA position in order to take action. Expressed membership disapproval of a position on legislation should be communicated to the California State PTA Board of Managers through regular channels with a report of the extent of – and reasons for – the disapproval.***

Unit, council or district PTAs or executive boards need not vote to affirm a California State PTA position in order to support the position.

When reporting a position of California State PTA, a unit, council or district PTA may also inform the membership of opposing views.

If a unit, council or district PTA desires to express disapproval of an adopted California State PTA Board position on legislation to the California State PTA Board of Managers, a study of both sides of the

issue should be made by the disagreeing group and results of the study (with supporting material) should be forwarded to the California State PTA Board of Managers.

A current or former PTA officer/board member must not use his/her title, the name of the PTA or the trademark of PTA to take action in opposition to the official PTA position.

### **Policy 8**

***Any unit, council or district PTA may request that the California State PTA Board of Managers consider taking action on state legislation or proposed or qualified statewide ballot measures.***

- Proposals shall indicate the source of the recommendation.
- Approved proposals from units and councils first shall be forwarded to the district PTA.
- Each proposal should be accompanied by background information and the reasons for the recommendation.

### **Policy 9**

***A district PTA may wish to take action on a state legislative measure that affects only its local or regional area. The district PTA affected must inform the California State Board of Managers before taking action.***

- The measure must have serious implications for children and youth within that local or regional area.
- The measure must fit within the Purposes of PTA and the legislation platform.
- After a position has been taken, the district PTA shall report that action to the director of legislation.
- Any advocacy of the district PTA's position is the responsibility of the district PTA and must be preceded or accompanied by a statement making it clear that the district PTA spokesman represents a PTA area, and is not speaking for the California State PTA.
- The district PTAs concerned must accept complete responsibility for communicating their positions on legislation, their actions, and the results to their membership in a timely manner.
- Before taking a position on any measure, the district PTA must take a vote of the district PTA at an association meeting.

### **Policy 10**

***Unit, council and district PTAs are responsible for taking action on local issues originating in school districts, cities, regions, or counties, if such action fits within the framework of the Purposes of PTA and legislation platform, adheres to PTA policies, and affects the well-being of children and youth.***

- The proposed issue shall be carefully studied in order to determine the need for it and to understand its provisions and probable results.
- A unit should consult the council, a council should consult the district PTA for advice and coordination of efforts and the district PTA president should be informed of any projected study by a unit or council.
- All of the PTA units within a council affected by the issue must be informed and a majority of the units within the council must vote in agreement on the proposed action. This can be accomplished by a vote of a quorum of the authorized unit voting delegates and council board members.

- All of the councils and out-of-council units within a district PTA affected by the issue must be informed, and a majority of the councils within the district PTA must vote in agreement on the proposed action.

### **Policy 11**

***Informational material on PTA positions related to legislative issues may be sent home with students, in compliance with local school district policies and procedures\****

*\*State law requires school districts to adopt policies regarding sending material home with students.*

Only informational materials on legislative issues may be distributed via the students. Informational materials must provide “a fair and impartial presentation of relevant facts to aid the electorate in reaching an informed judgment regarding the bond issue or ballot measure.” (See California Education Code, Section 7054 (b)(2).) Note that a statement of California State PTA’s position on an issue is, in itself, informational.

Advocacy materials provide biased information about the issues and often tell the voter how to vote on a specific issue. This information must never be sent home with students, and PTAs must find alternative methods of distribution.

If there is a question regarding whether legislative material constitutes advocacy or is informational, consult the district PTA president or the appropriate school district personnel.

The school district designated administrator must authorize in writing the distribution of all legislative material considered to be informational before it can be sent home with students or electronically posted on a school website.

It is also important to comply with local school district policies on sending materials home with students.

It is in the best interest of a PTA unit to maintain a file of all legislative materials distributed via students. The file should include a copy of every piece of legislative material with the appropriate written authorization for distribution.



# ADVOCACY GOALS

California State PTA connects families and schools, and has more than 800,000 volunteer members throughout the state working on behalf of public schools, children and families.

This mission of the California State PTA is to positively impact the lives of children and families. Our organizational goals are to:

- Promote, build and expand parent and family engagement,
- Empower and support PTA members and leaders, and
- Represent inform and mobilize members and the public to advocate for the education, health, safety and well-being of all children.

Specifically, our advocacy goals in 2013-15 will focus on:

- Supporting the needs of vulnerable children.
- Adequate funding for every child's education.
- Access to a full curriculum for every child that includes physical education, arts and STEM (Science, Technology, Engineering and Math).
- Highly-effective educators in every classroom.
- Standards, assessments and accountability that best serve every child's needs.
- Safe and positive school climate.
- Early childhood education.
- Healthy lifestyles and access to support services for physical, emotional, social and mental health.



# Mission Statement

The mission of the California State PTA is to positively impact the lives of all children and families.

## Board of Directors 2013-2015

President	Colleen You	<a href="mailto:president@capta.org">president@capta.org</a>
President-elect	Justine Fischer	<a href="mailto:presidentelect@capta.org">presidentelect@capta.org</a>
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Vice President for Education	Patty Scripter	<a href="mailto:education@capta.org">education@capta.org</a>
Vice President for Health	Kathy Rabun	<a href="mailto:health@capta.org">health@capta.org</a>
Vice President for Family Engagement	Maggie Steele	<a href="mailto:parenting@capta.org">parenting@capta.org</a>
Vice President for Membership	Sue Woodworth-Bennett	<a href="mailto:membership@capta.org">membership@capta.org</a>
Secretary	Deborah Kemper	<a href="mailto:secretary@capta.org">secretary@capta.org</a>
Treasurer	Tim Davidson	<a href="mailto:treasurer@capta.org">treasurer@capta.org</a>
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Director of Legislation	Kathy Moffat	<a href="mailto:legislation@capta.org">legislation@capta.org</a>
Executive Director	Paul Richman	<a href="mailto:prichman@capta.org">prichman@capta.org</a>

## Legislation Team 2013-2015

**Volunteer PTA advocates** track legislation, testify at hearings and meet with elected leaders at all levels of government. Feel free to contact one of our volunteer legislative advocates.

Director of Legislation	Kathy Moffat	<a href="mailto:legislation@capta.org">legislation@capta.org</a>
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## Get Connected with PTA!

Get connected with PTA by liking or following us on social media. You can also sign up for legislative alerts and other free emails online at [www.capta.org](http://www.capta.org).



For more information and resources visit [www.capta.org](http://www.capta.org)

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PTA is a child advocacy association. Its legislative mission is to speak on behalf of all children and youth at the local, state and federal levels. One of the Purposes of PTA is “to secure adequate laws for the care and protection of children and youth.” PTA promotes and encourages legislative advocacy for the education and welfare of all children and youth.

## ROLE OF PTA IN LEGISLATION

As local officers of the largest grassroots child advocacy organization in the state, PTA legislative advocacy chairs are responsible for demonstrating leadership on children’s issues at the local level by educating PTA members, community members and elected officials about PTA’s issues of concern and legislative priorities and goals.

The California State PTA takes positions on issues/legislation based on position statements in the *California State PTA Toolkit*, California State PTA convention resolutions, California State PTA Legislation Platform and National PTA positions and convention resolutions.

The unit, council or district legislative chair provides PTA members with information about PTA positions on current legislation and issues.

## WHAT TO DO

*In order to ensure your success, regardless of your level of legislative experience, we have broken out the “What To Do” sections by “Newcomer” “Continuing” and “Advanced.” So, please go to the section that best fits you and remember to incorporate the Newcomer and Continuing actions even when you’re Advanced!*

**Remember: No amount of fundraising can have as much impact as a single piece of legislation.**

### Newcomers to Advocacy

Please obtain materials from your predecessor and/or unit/council/district president. If no materials are available, please begin a new procedure book.

If you are new to advocacy, we encourage you to do the following:

- **Request that advocacy is on the agenda of every meeting and give a legislative report.** Share with PTA members about issues affecting the school and community as well as legislative activities at all levels of government. Remember we are a nonpartisan association, so please be objective and factual. Be sure to include PTA positions when appropriate. Circulate materials from council, district, State, and National PTA when available. Have copies at PTA meetings or information on websites or links where the information can be found.
- **Write articles for your PTA newsletter.** Please observe Legislation Policy 11 (4.2.5k) which discusses guidelines for sending materials home with students.
- **Schedule at least one meeting per year with your elected representatives** to discuss your PTA’s local issues of concern and legislative priorities of the California State PTA. Take a few members from your PTA with you.
- **Participate in one of the following:** a letter writing campaign, a postcard campaign, a rally to support a PTA position.
- **Attend some local school board meetings.** Communicate advocacy positions as authorized by your PTA board.
- **Establish a method for sharing PTA Legislative Alerts** and other important information with PTA members.
- **Take Action on Legislative Alerts** from the California State PTA and National PTA and encourage other PTA members to do the same.
- **Maintain current contact information for all elected representatives** in your area: U.S. Senators, U.S. Congress member, State Senator, State Assembly member, Board of Supervisors members, city council members, and school board members.

*Feel free to take advocacy actions from the other categories at any point that you feel ready.*

## CONTINUING ADVOCACY AND EDUCATION EFFORTS

If you have served as the legislative advocacy chair for one to two years at the unit or council level, you will likely be ready to take your advocacy to the next level. Please continue with all your *newcomer advocacy* actions and also add as much of the following as possible:

- **Organize a voter registration drive** annually. Remember to include new residents and high school seniors.
- **Organize a letter-writing, e-mail** or call-in campaign to communicate legislative priorities to legislators one to three times per year. Provide a sample letter, e-mail or phone script.
- **Encourage PTA members** to attend meetings with State Assembly and Senate representatives, meet with local government officials (e.g., school board and city council members, county supervisors), and know the local policies and ordinances affecting children and youth.
- **Schedule at least one public appearance of unit, council or district representatives** to highlight California State PTA's legislative priorities and local issues of concern. Some examples of appropriate forums are school board meetings, the local chamber of commerce, and meetings of local service clubs.
- **Submit at least one letter each year to the editors of local newspapers** on behalf of your PTA highlighting California State PTA's legislative priorities and local issues of concern (with signature of district, council or unit president).
- **Train your members to be advocates.**
- **Visit Sacramento** with other PTA members to meet with elected representatives and key education leaders.
- **Invite legislators/policymakers/elected officials** to visit a local school.
- **Establish contacts** with local individuals, groups, organizations and agencies to develop sources of information on local and statewide issues that affect the school, families and community.

*Please consider advancing to the next level of PTA by volunteering to serve on your council advocacy team, or your district advocacy team.*

## ADVANCED ADVOCACY AND COMMUNITY EDUCATION EFFORTS

If you have been serving as an advocate for several years, you will be ready to go to the advanced level! Please continue with all your *newcomer and continuing advocacy efforts* and also add the following:

- **Meet with federal legislators**, when they are in their local district offices.
- **Host a presentation on advocacy issues.** Invite a council or district PTA counterpart to present.
- **Organize a rally** to highlight a key PTA issue. Invite legislators and other speakers, as well as the press.
- **Invite the press to PTA advocacy events**, and publicize PTA advocacy activities and positions.
- **Organize a candidates forum**, working with PTA council and other local community organizations, such as the League of Women Voters, to sponsor nonpartisan candidates forums preceding elections. (*Election Campaigns and the Role of PTA 4.3; Nonpartisan Policy 1.3.3.*), see Fig. 4.2.
- **Consider authoring a resolution on an issue of concern to your PTA** to submit through appropriate channels to the California State PTA or National PTA. (See *Toolkit* section 2.9.)
- **Provide leadership and support for PTA-approved local school bond and parcel tax campaigns.** (See *Toolkit* section 4.3)
- **Organize/participate in a legislation study group** if a local issue arises (*How to Make a Study – Toolkit 7.4.2*). Consult with a council or district PTA legislation chairman to coordinate efforts with other PTAs in the area. Forward findings to appropriate people, if study involves a district PTA or state issue.

## HOW TO STAY INFORMED

**Sign up to receive regular e-mail updates from:**

- Your school district
- Your PTA council (if available)
- Your PTA district
- California State PTA – [www.capta.org](http://www.capta.org)

- National PTA – [www.pta.org](http://www.pta.org)

## EVENTS TO ATTEND

*(Attend as many as your schedule allows.)*

- California State PTA Legislation Conference in Sacramento
- California State PTA Convention
- Council/district PTA-sponsored visits to Sacramento and other advocacy events.
- EdSource Forum
- National PTA Legislative Conference held in Washington D.C.

## HELPFUL WEBSITES/RESOURCES

California State PTA – [www.capta.org](http://www.capta.org)

- **Legislative Alerts (please sign up on the website to receive e-mail updates)**
- *PTA in California* newsletter
- *Toolkit (Available in both English and Spanish online, in print or on CD)*. Chapter 4 is Advocacy and includes: local advocacy, elections, legislative program, legislation platform, listing of resolutions, position statements, policies and procedures
- Resolutions Book

National PTA – [www.pta.org](http://www.pta.org)

- **PTA Takes Action Network (please sign up to receive e-mail updates on federal policy and PTA Action Alerts)**
- *National PTA position statements and resolutions*
- *Online Advocacy Toolkit, Federal public policy agenda and issue briefs*
- *National PTA Quick-Reference guide*
- *Our Children – National PTA Magazine*

*California Budget project – [www.cbp.org](http://www.cbp.org)*

*California Department of Education – [www.cde.ca.gov](http://www.cde.ca.gov)*

*California Secretary of State – [www.sos.ca.gov](http://www.sos.ca.gov)*

*EdSource – [www.edsource.org](http://www.edsource.org)*

*Legislative Analyst's Office – [www.lao.ca.org](http://www.lao.ca.org)*

*Official California Legislative Information – [www.leginfo.ca.gov](http://www.leginfo.ca.gov)*

For any assistance that you need to help you be successful, please contact your district legislative chair, your State PTA legislative liaison or the State director of legislation.

10/2010



## What is Advocacy?

In the context of PTA, advocacy is supporting and speaking up for children—in schools, in communities, and before government bodies and other organizations that make decisions affecting children.

## Advocating for Federal Policy

PTA is the oldest and largest volunteer child advocacy association in the United States. Founded in 1897, PTA has a long, successful history of influencing federal policy to promote the education, health and well-being of all children—resulting in kindergarten classes, child labor laws, school lunch programs, a juvenile justice system, and strengthened parent-teacher relationships. National PTA continues that legacy today by fighting for change under its federal public policy priorities:

- Family Engagement in Education
- Quality Education for All Children
- Adequate Funding for Education
- Child Health and Nutrition
- Safe Schools and Communities
- Fair Juvenile Justice Laws

## Advocating for State Laws

State laws have a major impact on education and child welfare. State and local PTAs can play a pivotal role in promoting PTA priorities by involving their members in advocacy to help secure adequate state and local laws for our students.

## Ways to Advocate

There are many ways to be an advocate! Some ways families can be involved are to:

- Meet with school leaders to discuss a topic of importance to the district.
- Attend a school board meeting and/or serve on the school board.
- Work with the school and state leaders to implement strong family engagement policies.
- Sign up for the National PTA *Takes Action* Network to get updates on important federal policies and send messages to your members of Congress. Check your state PTA's website to see if they have a network as well.
- Write a letter to the editor to stress the importance of family engagement and other PTA policy priorities.
- Educate your members of Congress and their staff on PTA's federal public policy priorities.

## Advocacy Resources

National PTA has many advocacy resources for our members and state affiliates that are easy to find and easy to use. Here is an overview of the resources and how to find them:

**Advocacy Toolkit:** The Advocacy Toolkit contains helpful information on how to work with legislative leaders and the media, as well as the federal budget and legislative processes. It also includes videos on PTA's advocacy history, and "lobbying the PTA way."

[PTA.org/AdvocacyToolkit](http://PTA.org/AdvocacyToolkit)

**Takes Action Network:** The PTA *Takes Action* Network is the hub of National PTA's federal advocacy activities. You can look up your members of Congress and send messages on PTA priorities, catch up on news impacting children, and connect with PTA.

[PTA.org/TakesAction](http://PTA.org/TakesAction)

**Federal Policy Agenda:** National PTA prepares a Federal Public Policy Agenda (PPA) each year that outlines PTA's policy priorities and recommendations to Congress. The PPA website includes the full agenda, plus an executive summary in both English and Spanish, and webinars.

[PTA.org/Advocacy](http://PTA.org/Advocacy)

**Election Guides:** Created in partnership with Nonprofit VOTE, these materials provide PTAs with election-related information, including candidate forums, ballot measures and election engagement.

[PTA.org/ElectionGuides](http://PTA.org/ElectionGuides)

**Common Core Toolkit:** The toolkit will assist PTAs located in states implementing the Common Core Standards and revised assessments. The toolkit features our *Parent's Guide to Success* for each state, as well as assessment guides, relevant articles, and advocacy information.

[PTA.org/CommonCore](http://PTA.org/CommonCore)

**Special Education Toolkit:** This toolkit includes information on federal disability policy, navigating the special education system, helpful acronyms, and a list of outside resources for parents of children with special needs.

[PTA.org/SpecialEducation](http://PTA.org/SpecialEducation)

## Support and Training

PTA offers its members support and training for their advocacy efforts, such as:

- Policy Workshops
- PTA Federal and State Legislative Chairs
- Legislative Committee
- Government Affairs Staff

# Join the PTA Takes Action Network today!

Sign up at [PTA.org/TakesAction](http://PTA.org/TakesAction)

## ¿Qué es la Defensa?

En el contexto de la Asociación de Padres, Maestros y Estudiantes (PTA, pos sus siglas en inglés), defender es apoyar y proteger a los niños en las escuelas, las comunidades y ante los organismos gubernamentales y otras entidades cuyas decisiones los afecten.

## Luchar por las Políticas Federales

La PTA es la asociación voluntaria más grande y antigua de los Estados Unidos para la defensa de los niños. Fundada en 1897, la PTA posee una larga y exitosa historia de ejercer presión sobre las políticas federales para fomentar la educación, la salud y el bienestar de todos los niños. Como resultado obtuvieron las clases del kínder, las leyes de trabajo infantil, los programas de almuerzo en las escuelas, un sistema de justicia para menores y relaciones más sólidas entre padres y maestras. La PTA nacional continúa hoy en día con ese legado y lucha por el cambio conforme a sus prioridades de políticas federales públicas:

- El compromiso familiar con la educación
- La calidad educativa para todos los niños
- Fondos suficientes para la educación
- Salud y nutrición para los niños
- Escuelas y comunidades seguras
- Leyes justas para los menores

## Luchar por las Leyes Estaduales

Las leyes estaduales ejercen una gran influencia sobre la educación y el bienestar de los niños. Tanto las PTA locales como las estatales pueden tener un papel decisivo para promover las prioridades de la PTA, comprometiendo a sus miembros a defender y a garantizar suficientes leyes estaduales y locales para nuestros alumnos.

## Maneras de Defender

¡Existen muchas formas de defender! A continuación, algunas de las maneras en las que la familia se puede involucrar:

- Reunirse con los líderes de la escuela para debatir sobre un tema importante para el distrito.
- Asistir a una asamblea de junta directiva de la escuela y/o formar parte de la junta directiva de la escuela.
- Trabajar con los líderes de la escuela y del estado para implementar políticas sólidas para involucrar a las familias.
- Registrarse en la cadena nacional Takes Action de la PTA para recibir actualizaciones sobre políticas federales importantes y enviar mensajes a los miembros del Congreso. Revisar el sitio web de la PTA de su estado para averiguar si también posee una cadena.
- Escribir una carta al editor para resaltar la importancia del compromiso familiar y las otras prioridades de las políticas de la PTA.
- Informen a los miembros del Congreso y al personal sobre las prioridades de las políticas públicas federales de la PTA.

## Recursos para Defender

La PTA nacional cuenta con muchos recursos para defender a disposición de nuestros miembros y afiliados estaduales, y son sencillos de hallar y de utilizar. A continuación, un resumen de los recursos y de cómo hallarlos:

**Juego de Herramientas para Defender:** El juego de herramientas para defender contiene información útil sobre cómo trabajar con los líderes legislativos y los medios, e información sobre el presupuesto federal y los procesos legislativos. También incluye videos sobre la historia de la defensa de la PTA y de cómo tuvieron que ejercer presión para encontrar su camino.

[PTA.org/AdvocacyToolkit](http://PTA.org/AdvocacyToolkit)

**La Cadena Takes Action:** La cadena *Takes Action* de la PTA es el núcleo de las actividades de defensa de la PTA nacional. Pueden buscar a los miembros del Congreso y enviarles mensajes sobre las prioridades de la PTA, actualizarse con las noticias que afectan a los niños y conectarse con la PTA.

[PTA.org/TakesAction](http://PTA.org/TakesAction)

**Orden del día de las Políticas Federales:** Cada año la PTA nacional redacta una orden del día de políticas públicas federales (PPA, por sus siglas en inglés) que describe las prioridades de las políticas de la PTA y las recomendaciones para el Congreso. El sitio web de la PPA contiene la orden del día completa, un Resumen Ejecutivo en español y en inglés y webinars.

[PTA.org/Advocacy](http://PTA.org/Advocacy)

**Las Guías de Elecciones:** Diseñado en sociedad con Nonprofit VOTE, este material brinda información sobre las elecciones de las PTA, e incluye foros de los candidatos, medidas de las votaciones y el compromiso con las elecciones.

[PTA.org/ElectionGuides](http://PTA.org/ElectionGuides)

**El Juego de Herramientas de los Contenidos Básicos:** El juego de herramientas le será de ayuda a las PTA distribuidas por los estados para implementar los estándares de contenidos básicos y las evaluaciones revisadas. El juego de herramientas contiene nuestra *Guía del éxito para los Padres* de cada estado, así como también guías de evaluación, artículos pertinentes e información sobre la defensa.

[PTA.org/CommonCore](http://PTA.org/CommonCore)

**El Juego de Herramientas de Educación Especial:** Contiene información sobre las políticas federales sobre la discapacidad y su sistema de educación, acrónimos útiles y una lista de herramientas externas para los padres de niños con necesidades especiales.

[PTA.org/SpecialEducation](http://PTA.org/SpecialEducation)

## Apoyo y Capacitación

La PTA le brinda apoyo y capacitación a sus miembros por su voluntad para defender, por ejemplo:

- Talleres Sobre Políticas
- Los Presidentes Legislativos de la PTA Federal y Estadual
- La Comisión Legislativa
- Asuntos de Gobierno Personal

¡Únase a la red PTA Takes Action  
Network hoy mismo!

Inscríbase en [PTA.org/TakesAction](http://PTA.org/TakesAction)

# NATIONAL PTA<sup>®</sup> 2014 PUBLIC POLICY AGENDA: EXECUTIVE SUMMARY

In the 113th Congress, PTA will work with the U.S. Congress and Administration to advance policy in the following areas to ensure that all children reach their highest potential.

## General Education

Reauthorization of ESEA-NCLB remains a top priority for National PTA. In addition, PTA is fighting for improvements to ESEA-NCLB, including access to well-rounded curricula, equity protections for disadvantaged populations and accountability to parents and the community.

## Special Education

Through the reauthorization of ESEA-NCLB and implementation of the Individuals with Disabilities Education Act (IDEA), National PTA will continue to advocate to ensure that all students graduate from high school college and career-ready, will see that family engagement remains a fundamental principle of IDEA and will work to ensure that the rights of children with disabilities and their parents are fully protected.

## Family Engagement in Education

National PTA endorses the Family Engagement in Education Act of 2013 (H.R.2662/S.1291). The Act would support effective family engagement strategies where it is needed most while encouraging state and local district flexibility in identifying programming that works best. In addition to full passage of the bill, PTA will push for provisions to be included in the reauthorization of ESEA-NCLB.

## Early Childhood Education

National PTA supports federal and state incentives for high-quality child care and preschool programs that are affordable and accessible, coordinated at all levels, characterized by high standards for teaching, training, health and safety and incorporate strong family engagement components.

## Education Funding

Federal investment in quality education is critical to our nation's long-term success. PTA supports replacing the sequester cuts with a balanced and fair approach, protecting vital education investments in all federal deficit reduction efforts, securing dedicated funding for family engagement in education, increasing funding for IDEA and maintaining or increasing investments in quality early learning programs.

## School Safety

School safety is a crucial component of effective learning. National PTA believes that the safety of children and faculty in all school settings is a fundamental right and has made it the utmost priority for our programmatic and advocacy work. In 2014, National PTA will work to support federal programming and policies related to safe routes to school, bullying prevention and the protection of children from gun violence.

## Child Health and Nutrition

In 2014, PTA strongly supports continued implementation of the Healthy and Hunger-Free Kids Act of 2010, including healthy guidelines for all foods sold in schools, strengthening Local Wellness Policies and improving nutrition standards for meals served as part of the National School Lunch and Breakfast Programs.

## Juvenile Justice and Delinquency Prevention

Protecting the rights of children and youth involved in the justice system continues to be an area of focus for National PTA. PTA supports a reauthorization of the JJDP Act that includes improved provisions that keep youth who commit non-criminal offenses out of secure juvenile corrections facilities, and that ensures the Jail Removal and Sight and Sound Separation core protections are extended to all children under 18 years of age.

*This document is a brief summary of the National PTA's 2014 Public Policy Agenda. To review all of National PTA's federal policy recommendations, please view National PTA's full 113th Congress 2014 Public Policy Agenda, available at [PTA.org](http://PTA.org).*

**For additional information, please contact the National PTA Office of Government Affairs at (703) 518-1200.**

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# PTA Advocacy Home page

<http://www.pta.org/advocacy/?navItemNumber=505>

## Advocacy

PTA Takes Action Network

Federal Policy Agenda

Family Engagement in Education Act

Common Core State Standards

Resolutions & Position Statements

Resolutions Toolkit

Advocacy Toolkit

Election Guides

Advocacy Now

for policymakers →



Join the Network



### 2014 Policy Agenda

Each year National PTA publishes a public policy agenda that outlines policy priorities and recommendations for Congress. From universal kindergarten to a juvenile justice system—National PTA® advocates have been at the heart of our nation's greatest advances for youth.

[more →](#)

### Advocacy Now

See how National PTA advocates for your child and family. We speak up for family engagement language in education; safe, healthy, and technologically advanced schools; and equal opportunity for all children, regardless of their socioeconomic background.

[more →](#)



# Where Social Media and PTA Advocacy Collide

Social media is a powerful tool that is changing the way people absorb information, mobilize for advocacy, and raise awareness about issue campaigns. Research shows that more than 90 percent of people trust peer recommendations, but only 33 percent trust messages from brands and organizations. This is the power of social media, where networks are comprised of friends, family, community, and connections, which allows organizations to amplify a singular message and spread it quickly.

The implication for PTAs at all levels is significant. If people talk and share information about PTA and its issue campaigns, their friends on social media are more likely to respond favorably than they would to a message directly from PTA. PTA units at all levels will benefit from how quickly information can be shared and how much of their followers' networks can see their posts and activities

## Getting Started

If your PTA is not already on a social media website but wants to be, the first step is simple: sign up! It's free! Make sure that you give plenty of thought to the name of your page or account, because once you open the account, you will not be able to change it without losing your fans or followers. Also make sure that you have a clear process for determining who will be the primary user. Typically, the unit or state president, communications director, or advocacy/legislative director would be a good choice for handling social media accounts, but some units or affiliates may determine that another person is the correct fit. Be sure to keep track of the login information and distribute it to people you trust so that at the end of the term, or when people move on, the information to your social media accounts is not lost.

Once you are on a social media site, do not feel compelled to immediately start posting content. If you are unsure of how things work or what sort of content is appropriate for you to post, take some time to get a feel for how the channel works. Monitor comparable users and pages, and discover what you think works well and what does not. A good way to begin putting content out while learning how to use the system is to simply share or repost what National PTA (and/or your state PTA, if you are working with a local unit) has posted.

Speak to your audience. Learn where they are. Are most of your volunteers active on Facebook, Twitter, Pinterest or all three? Each platform appeals to a different audience, so take that into consideration when you are venturing out.

To effectively use and leverage social media, think critically about how you can make your content short, compelling and relevant. Experiment with different types of posts, sometimes sharing links to videos or blogs and using images and video to get a better idea of what resonates with your audience. It's all about creating engagement and conversation. You want to get people's attention around a certain issue. Make sure your message is clear when they tune in.

## Building PTA Awareness

The social media platforms Facebook and Twitter can serve as "conversation catalysts" for education reform and child advocacy. Simply bringing awareness to PTA efforts is very effective for membership growth, member participation, volunteer development and most importantly, strategically advancing your issue campaign. Experiment with education quotes, education news stories, simple status updates about new initiatives you are working on and sharing/cross-promoting with partners to see what works best for your audience. Don't be afraid to ask your partners and members to repost or share some of your most successful posts.

## Facebook

Organizations use "pages" on Facebook rather than personal profiles. You can create a page from your personal Facebook account, grant other PTA leaders editorial access to the page and post on behalf of your PTA. On a page, you can post content on a central wall, including photos, questions and surveys, news bulletins, tips and videos, all while interacting directly with commenters. Facebook users have the option to "like" your page, which means that the content you post on your page wall can show up in their news feeds.

Keep these Facebook best practices in mind as you move forward with your advocacy efforts:

- **Consider your post frequency.** This is a delicate balancing act. Post too little and your posts are unlikely to end up in your fans' news feeds, but post too much and your fans are likely to "unlike" you. Once your page is up, try to post once or twice a day if possible.
- **Develop relationships.** Get to know the people who are frequently commenting on the page. Engage in conversation with them by asking questions and responding to posts.
- **Find a voice that works for your PTA and use it.** You should adopt a voice for your association that allows multiple people to actively respond to comments and concerns in a positive, knowledgeable way while also being consistent in tone.
- **Make your page "sticky."** Maximize user experience by making your content more engaging. You want them to stay there as long as they can and enjoy their time on the page. Try to have links back to your website.

National PTA on Facebook: Check out and "Like" National PTA's Facebook Page - [Facebook.com/ParentTeacherAssociation](https://www.facebook.com/ParentTeacherAssociation)

## Twitter

Twitter allows users to share short messages up to 140-characters in length. Due to the brevity of its messages, Twitter is an ideal channel to share straightforward information including your advocacy efforts, statistics, event promotion and member recognition. Users can post video footage, images and links to refer Twitter followers to external sites. Twitter is also the preferred channel for sharing live information. For example, participants can tweet throughout a PTA function to give followers updates and quick tidbits of information about the event.

Keep these Twitter best practices in mind as you move forward with your advocacy efforts:

- **Respond quickly.** Stay current with Twitter mentions and respond to any questions or concerns within two hours.
- **Choose who you follow.** Follow people who are interested in the same issues as you. You should also follow individuals who actively engage with you, either by retweeting your posts or tweeting at you.

- **Build a relationship with users.** Be sure to thank people for mentioning you, following you or just comment on some thing they said that was interesting. If they post interesting content, feel free to retweet it. Generally, people will follow you if you genuinely reach out to them.
- **Join the conversation.** If people are talking about things that matter to you, feel free to join the conversation!

National PTA on Twitter - [Twitter.com/NationalPTA](https://twitter.com/NationalPTA)

## Dealing with Negative Comments

Negative comments are an inevitable part of social media, especially around issues that people feel passionately about. To be successful on social media, you have to be willing to take the good with the bad and recognize that you cannot control what other users say—you can only control how you react. Engagement is a sign that your campaign is attracting attention and that people are interested in sharing their opinions, both positive and constructive. In many cases, a post that you find disagreeable or contrary to your own opinion may not provide grounds for deletion. If you delete every post that you find objectionable, you may escalate the problem or alienate users on your page. Grounds for deleting a post include: use of profanity or derogatory language, personal insults or disrespectful language against another user or spam or overly solicitous content.

For most comments, it is best to respond in a respectful way and provide accurate information to support your position. Remain calm, judicious and refrain from sharp, heated posts.

## Interactions with Elected Officials or Members of the Administration

It is ok to interact with elected officials or members of an executive administration (whether this be at the federal or state level) with regards to legislation. In fact, using your unit or state affiliate's Facebook and Twitter accounts to reach out to your elected officials to support or oppose legislation is an excellent way to make your voice heard for every child. However, because PTA is a nonprofit organization, you must refrain from interacting with the campaigns of elected officials or posting/reposting a message from anyone that has a campaign message for any candidate.



## The Power of Parents

Research underscores the impact of parent involvement in schools

### Executive Summary

*Today, I'm signing a bill that is truly revolutionary. We are bringing government closer to the people, to the classroom where real decisions are made, and directing the money where the need and the challenge is greatest.*

– GOV. JERRY BROWN ON SIGNING SCHOOL FINANCING LAW, JULY 11, 2013

The dramatic reform of California's school funding system, currently being implemented in schools across the state, calls for involving parents in their children's schools in two important ways:

- Schools must get input from parents as to how additional state funds intended for low-income students, English learners and foster children are spent.
- Parent involvement is one of eight "priority areas" identified by the state, and schools will be assessed as to how successful they are in working with parents.

EdSource, in collaboration with New America Media, has conducted a review of the voluminous research on the value and impact of parent engagement on their children's performance and the schools they attend, especially as it relates to the California experience.

Much of the research on parent involvement is written for an academic or policy audience, often in very abstract terms. But these are some of the principal conclusions that can be drawn from the examination of much of the research:

- Parent involvement at home and at school has a measurable impact on student performance in school, and is particularly important for English learners and students from low-income families.
- Parent involvement is related to improved student behavior in school and better attitudes about schoolwork generally.
- Improved communication between teachers and parents increases student engagement as measured by homework completion rates, on-task behavior and class participation.



- At-risk behaviors such as alcohol use, violence and other anti-social behaviors decrease as parent involvement increases.
- Barriers to parent involvement are multiple, including: a lack of time among working parents; negative prior experiences with schools; an inability of parents to help children with their homework; limited funding to support parent engagement activities; teachers and administrators connecting with parents primarily when their children misbehave; and a lack of staff training in different strategies to involve parents.
- Principal leadership is a key element in involving parents. Successful strategies implemented in Los Angeles and elsewhere include: holding workshops for immigrant families on the U.S. education system that include food and activities geared to parents' literacy levels; setting up weekend teacher-led workshops on math, science and computers; and offering workshops on parenting strategies for more effective discipline at home and how best to help students with their homework.
- Although there has been little systematic work in this area, the research literature does point to community organizing efforts that have been effective in bringing about change on a districtwide level.
- Parent involvement has been mandated by state and federal laws for many decades. As a result, a multitude of instruments exist for evaluating the success or otherwise of a school's parent engagement efforts.



*I always have to remind people that the biggest ingredient in school performance is the teacher. That's the biggest ingredient within a school. But the single biggest ingredient is the parent.*

– PRESIDENT BARACK OBAMA AT FOX SENIOR HIGH SCHOOL IN MISSOURI, APRIL 29, 2009.

## BACKGROUND

California's new legislation reforming how the state funds its public schools (Assembly Bill 97) puts more power in the hands of school districts and gives parents and communities a stronger voice—and greater responsibility—in dictating how those dollars are actually spent. It is perhaps the most significant and far-reaching change in California public education in four decades.

Under the Local Control Funding Formula, additional funds will be directed to districts and student populations based on the number of low-income students, English learners and foster children they serve, in the expectation that the extra funds will be used to improve the educational outcomes of these high-needs students.

All districts will also be required to work closely with their communities in devising accountability plans. With about half of California's 6 million public school students coming from low-income homes and 40% from homes where English is not the primary language,<sup>1</sup> the new law represents a significant opportunity to reduce funding inequities and to help raise student achievement.

School districts will be required to draw up a Local Control and Accountability Plan with parent input by July 2014.<sup>2</sup> To involve parents in preparing the budget, the law requires districts to hold a public meeting, get input from a district-level parent advisory committee and, if applicable, from an English learner parent advisory committee.

“The PTA is encouraging parents to partner and ask questions now, even as development of accountability plans is happening,” said Colleen You, president of the California State PTA. “School districts should communicate these opportunities to parents, and explain that parents may comment in writing during a public hearing or via parent advisory committees.”

In January 2014, the State Board of Education issued [guidelines](#) for how school districts should “meaningfully engage” parents, students and other community members in the plan.

For example, school districts will be expected to involve parents in a timely manner so that they can effectively contribute to the development of the plan. Districts will also have to show what changes were made to the plan in response to input from parents and other stakeholder—and to show how that input contributed to improved outcomes for students.

State Board President Michael Kirst also stressed the importance of parent involvement in making the new law work. “I would turn the challenge over to parents and say, you can't expect it to happen as a result of a state law,” he said. “You've got to get out there and get involved.”

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### NOTES

1 *EdSource Today*, [California's Students](#).

2 California Department of Education: [Local Control Funding Formula Overview](#).

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## NEW ACCOUNTABILITY PLAN CALLS FOR PARENT INVOLVEMENT

The Local Control and Accountability Plan that every district must draw up requires it to set annual performance goals in eight separate categories and create specific plans to achieve them, including parent involvement.<sup>3</sup> Districts must annually update their plans for the targeted student populations showing progress in each of the eight state priority areas, including parent involvement.<sup>4</sup>

### EIGHT PRIORITY AREAS

#### Student Achievement

- Performance on standardized tests.
- Score on Academic Performance Index.
- Share of students that are college and career ready.
- English Learners (ELs) that become English proficient.
- EL reclassification rate.
- Share of students that pass Advanced Placement exams with 3 or higher.
- Share of students determined prepared for college by the Early Assessment Program.

#### Student Engagement

- School attendance rates.
- Chronic absenteeism rates.
- Middle school dropout rates.
- High school dropout rates.
- High school graduation rates.

#### Other Student Outcomes

- Other indicators of student performance in required areas of study. May include performance on other exams.

#### School Climate

- Student suspension rates.
- Student expulsion rates.
- Other local measures.

#### Parent Involvement

- Efforts to seek parent input.
- Promotion of parental participation.

#### Basic Services

- Rate of teacher misassignment.
- Student access to standards-aligned instructional materials.
- Facilities in good repair.

#### Implementation of Common Core State Standards (CCSS)

- Implementation of CCSS for all students, including EL.

#### Course Access

- Student access and enrollment in all required areas of study.

#### NOTES

3 Legislative Analyst's Office. *An Overview of the Local Control Funding Formula*.

4 Ibid.

5 Elementary & Secondary Education Act of 1965 (20 U.S.C. 6301 et seq.) Title I—Improving the Academic Achievement of the Disadvantaged (Sec. 1001).

The new law describes parent involvement as “the efforts a school district makes to seek parent input in making decisions for the school district and each individual school site, and including how the school district will promote parental participation in programs for...pupils...with exceptional needs.”

At least since 1965 when the federal Elementary and Secondary Education Act<sup>5</sup> specified that parents should play a direct role in their children's education, parent involvement has been recognized as promoting both better student achievement and stronger communities. In 2011, the California Department

of Education published its *Family Engagement Framework*,<sup>6</sup> based on a decade of work involving a federally mandated advisory group called the Family Area Network and the California Comprehensive Center at WestEd. The framework notes “while the school and the home may operate independently, individuals and activities in each arena shape the education and development of the child. Together we can be more effective.”<sup>7</sup>

In fact, California’s Education Code Section 11504 specifically calls for school districts to establish a “parent involvement program for each school” and describes in detail what the program should consist of and what its purposes are.<sup>8</sup>

The most widely adopted framework for viewing different levels of parent involvement comes from Johns Hopkins University’s Joyce Epstein, who directs the Center on School, Family, and Community Partnerships and the National Network of Partnership Schools.

Epstein’s six-part framework, *Schools, Family, and Community Partnerships*,<sup>9</sup> forms the basis of California’s own *Family Engagement Framework*. It has also been adopted by the National PTA, the National School Boards Association, as well as departments of education in several states.

Epstein has identified six ways for schools to involve parents:

- 1. Help with parenting.** Schools assist families with parenting skills and provide family support.
- 2. Communications.** Schools communicate with families about programs, curricula and student progress, and create two-way communication channels between school and home.
- 3. Volunteering.** Schools actively recruit parents as volunteers in a wide range of activities.
- 4. Learning at home.** Schools help involve parents in their child’s learning at home, including doing homework, helping their children set goals and other activities related to the school curriculum.
- 5. Decision-making.** Schools include families as participants in school decisions, governance and advocacy activities through school councils or improvement teams, committees and parent organizations.
- 6. Collaboration.** Schools help coordinate their own resources and services for families, students and the school with community organizations, businesses and cultural organizations.<sup>10</sup>

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#### NOTES

6 California Department of Education. *Family Engagement Framework: A Tool for California School Districts*, 2011, p. 3.

7 Ibid, p. 2.

8 See California Education Code Sections 11500- 11506.

9 Epstein, Joyce L. *School, Family, and Community Partnerships: Preparing Educators and Improving Schools*. Westview Press, 2010.

10 Epstein, Joyce L., Sanders, M.G., Simon, B.S., Salinas, K.C., Jansorn, N.R. and Voorhis, F.L. Excerpted from *School, Family, and Community Partnerships: Your Handbook for Action* (2nd edition). Corwin, Thousand Oaks, CA, 2002.

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But to ensure success in each of these areas, Epstein has developed a program that has been introduced in schools throughout the nation. It involves establishing “action teams” made up teachers, administrators, parents and community partners in every school that are focused on involving parents in a meaningful way with their child’s education and their school.

*With a clear focus on promoting student success, the team writes annual plans for family and community involvement, implements and evaluates activities, and integrates the activities conducted by other groups and individual teachers into a comprehensive partnership program for the school. By implementing activities for all six types of involvement, schools can help parents become involved at school and at home in various ways that meet student needs and family schedules. Input from participants helps schools address challenges and improve plans, activities and outreach so that all families can be productive partners in their children’s school success.<sup>11</sup>*

## WHAT THE RESEARCH SHOWS

The emphasis—and desire—for parent involvement has spawned decades of research that point to a powerful connection between parents’ involvement in their child’s education and a range of other outcomes.

However, although a large number of studies show a positive relationship between student academic outcomes and parent involvement, the relationship is a complex one.

Research shows that parent involvement by itself can lead to gains, but when paired with other types of school improvements, its effects can be even greater. Outcomes will depend on many factors including the particular way parents are involved, the achievement measures used to measure academic outcomes (e.g., grades or test scores), the academic subjects that are being measured (e.g., math or reading), and the socioeconomic background of students.<sup>12</sup> Other research shows that even when the relationship between parent involvement and academic outcomes is not clear-cut, there is evidence that it can positively affect students’ behavior and social skills.<sup>13</sup>

As researchers from WestEd noted in their review of the literature in 2011 for the California Department of Education:

*The richness and complexity that characterize parent involvement in education preclude the drawing of strict cause-effect conclusions. An infinite variety of demographic variables impact the experiences of children and families.*

Thus, rather than *causation*, it makes more sense to talk of an *association* between parent involvement activities and outcomes.<sup>14</sup>

The following are some of the principal conclusions to be drawn from research regarding parent involvement.

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### NOTES

11 Epstein, Joyce L. and Sheldon, Steven B. “Moving Forward: Ideas for Research on School, Family, and Community Partnerships.” Center on School, Family, and Community Partnerships National Network of Partnership Schools, Johns Hopkins University, 2006.

12 “Question: Does parent involvement increase student achievement at the middle level?” Research Summary #18, National Middle School Association, 2000.

13 El Nokali, Nermeen E., et al. “Parent Involvement and Children’s Academic and Social Development in Elementary School.” *Child Development*, Vol. 81, Issue 3, pp. 988-1005, May/June 2010.

14 California Department of Education. *Family Engagement Framework: A Tool for California School Districts*, 2011.

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### Improved School Outcomes

Research indicates a strong association between parent involvement with a child's education both at home and at school and student performance in school. Engaging parents is particularly important for English learners and students from low-income families. In fact, greater parent involvement is correlated with higher student test scores and better grades for the school as a whole.<sup>15</sup>

Data from the University of Chicago's Consortium for Chicago School Research, *The Essential Supports for School Improvement (2006)*, for example, measured parent involvement in 104 schools. Among those weak in parent involvement, just 10% showed substantial improvement in reading, and just 4% showed substantial improvement in math. Among those strong in parent involvement, 40% showed substantial improvement in reading, and 42% showed substantial improvement in math.

According to the report, one key reason for the gains was that parents involved in their children's education become aware of homework assignments and tests and were able to reinforce good study habits in the home.

Researchers relying on data from the National Educational Longitudinal Study on more than 10,000 12th graders found that students whose parents "promoted academic achievement" scored better on academic tests. These parents checked homework, attended school meetings and events, and discussed school programs, classes and activities with their children. The impact of this parent interest outweighed social factors at school such as student participation in extracurricular activities, a positive school climate and teacher morale.

"We acknowledge that what goes on in school is important," said study coauthor Toby L. Parcel from the Department of Sociology and Anthropology at North Carolina State University. "But the evidence suggests that what goes on between the parent and child at home is much more important." Parents, she added, often "don't realize how important they are."<sup>16</sup>

The literature also underscores the importance of even basic communication between school and home, including activities such as parent-teacher meetings, attending school events, and even "one way" communication like regular progress reports, all of which are associated with higher student achievement.<sup>17</sup>

### Improved In-School Behavior and Attitudes

Parent involvement is also related to improved student behavior in school and improved attitudes about schoolwork generally.<sup>18</sup>

When students report feeling support from both home and school, they have more self-confidence, feel school is more important and as a result tend to do better in school.

Improved communication between teachers and parents is associated with increased student engagement as measured by homework completion rates, on-task behavior and class participation.<sup>19</sup>

#### NOTES

15 Darsch, Craig, Miao, Y. and Shippen, P. "A Model for Involving Parents of Children with Learning and Behavior Problems in the Schools." *Preventing School Failure*, Vol. 48 (3), pp. 24-35.

16 Dufur, Mikaela J., Parcel, Toby L. and Troutman, Kelly P. "Does capital at home matter more than capital at school? Social capital effects on academic achievement." *Research in Social Stratification and Mobility*, Aug. 29, 2012.

17 California Department of Education. *Family Engagement Framework: A Tool for California School Districts*, 2011.

18 El Nokali, Nermeen E., et al. "Parent Involvement and Children's Academic and Social Development in Elementary School." *Child Development*, Vol. 81, Issue 3, pp. 988-1005, May/June 2010.

19 Darsch, Craig, Miao, Y. and Shippen, P. "A Model for Involving Parents of Children with Learning and Behavior Problems in the Schools." *Preventing School Failure*, Vol. 48 (3), pp. 24-35.

### *Greater Teacher Satisfaction and Improved Instruction*

Teachers reported greater job satisfaction in schools with higher levels of parent involvement, and they received higher ratings of their teaching skills from both parents and principals.<sup>20</sup>

### *Reduced At-Risk Behaviors*

Parent involvement in schools is associated with lower alcohol use and other at-risk behaviors.<sup>21</sup> A 2007 report from UCLA's Center for Mental Health in Schools, for example, found that interventions that involved parents and community resources of some kind were "especially promising" in targeting at-risk behaviors.<sup>22</sup>

### *Improved School Climate*

The wide range of effects associated with parent involvement explains why many researchers view it as an indispensable ingredient in building or sustaining effective schools. It creates trust and removes barriers among principals, teachers, students and parents. These points are well-documented in nationally recognized studies such as *Taking Leadership, Innovating Change: Profiles in Family, School, and Community Engagement*<sup>23</sup> (2010) from Harvard University's Family Research Project, as well as *The Essential Supports for School Improvement*<sup>24</sup> (2006), published by the Consortium for Chicago School Research.

The Consortium study asserted not only that parent involvement spurs academic improvements for schools, but that it also helps establish an environment that makes other types of improvements possible. "Partnership and cooperation among teachers, parents and community members," wrote lead author Penny Sebring, "provide the social resources needed for broad-based work on conditions in the school and the challenges involved in improving student learning."<sup>25</sup> For instance, schools with strong parent support are more likely to attract effective teachers and principals, who prefer to work in schools with effective support networks.<sup>26</sup> Parents, too, will volunteer and provide support in greater numbers in schools that make them feel welcomed and respected.<sup>27</sup>

## **PARENT INVOLVEMENT IN LOW-INCOME COMMUNITIES**

Parent involvement is important in all schools, but it is particularly crucial in low-income communities. Epstein's research highlights three key points that must be considered by any district as it develops its plans for parent involvement:

- Schools in low-income communities need to ensure that they contact parents and families more often about positive accomplishments of their children to offset other contacts that focus on behavior or academic problems at school.<sup>28</sup>

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20 National PTA, October 28, 2005.

21 Reid, J.B. and Eddy, J.M. "The prevention of anti-social behavior." *Handbook of Antisocial Behavior*, 343,-356, 1997.

22 Center for Mental Health in Schools at the University of California-Los Angeles. "Youth Risk Taking Behavior: The Role of Schools," June 2007.

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24 Sebring, Penny Bender, Allensworth, Elaine, Bryk, Anthony S., Easton, John Q. and Luppescu, Stuart. "The Essential Supports for School Improvement." The University of Chicago Consortium on Chicago School Research, September 2006.

25 Ibid, p. 2.

26 Ibid, p. 46.

27 Ibid.

28 Epstein is noting a phenomenon anecdotally reported by parents, that teachers and administrators only contact them when a student is in trouble and never to report high achievement or other good news.

- Schools need to work harder to involve parents who have traditionally been more challenging to involve in school activities such as single parents, those who live far from school, households where both parents work, and fathers.
- Most teachers and administrators would like to involve families, but many do not know how to go about building positive and productive programs and are consequently fearful about trying.

## THE “HOW” OF PARENT INVOLVEMENT

### *Barriers to Parent Involvement*

The research also describes a range of barriers standing in the way of parent engagement. These include: a lack of time among working parents; negative prior experiences with schools; an inability of parents to help children with their homework; limited funding to support parent engagement activities; teachers and administrators connecting to parents primarily when their children misbehave; and a lack of staff training in different strategies to engage parents.<sup>29</sup> Furthermore, parents may face language barriers, may not be aware of school procedures and may not have transportation or childcare.<sup>30</sup>

An EdSource survey<sup>31</sup> of 1,000 California parents in November 2013 provides insights into how parents rank these obstacles. Parents overwhelmingly listed lack of time followed by work schedules as the major barriers to being involved in their schools. A substantial minority also cited other reasons for not participating, including transportation and the absence of translation services. Almost half of the parents surveyed said a lack of childcare was an obstacle. Although most said they felt welcome in their children’s schools, about one in five said they felt their children’s school was not interested in what they had to offer. One in six parents said they didn’t feel welcome at the school.

### *Principals Key To Parent Involvement*

Especially in light of these barriers, principals are key to providing leadership in their schools—including sending the clear message that parents are welcome.<sup>32</sup> Mark Warren and his co-authors from the Harvard Graduate School of Education looked at three schools, including one in Los Angeles. They described the crucial role of principals in launching a range of successful strategies including offering workshops for immigrants on the U.S. education system; teacher-led workshops on math, science and computers on the weekends; and workshops for all parents on effective discipline at home and how best to help students with their homework.<sup>33</sup>

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29 Horvatin, Lindsay J. “Perceived Barriers to Parental Involvement in Schools.” A research paper, The Graduate School, University of Wisconsin-Stout, December 2011.

30 Barnyak, Natalie Conrad and McNelly, Tracy A. “An Urban School District’s Parent Involvement: A Study of Teachers’ and Administrators’ Beliefs and Practices.” *The School Community Journal*, Vol. 19, No. 1, 2009.

31 EdSource. “Parents know little about funding law, but want to get involved, EdSource survey finds.” Dec. 5, 2013.

32 Sebring, Penny Bender, Allensworth, Elaine, Bryk, Anthony S., Easton, John Q. and Luppescu, Stuart. “The Essential Supports for School Improvement.” The University of Chicago Consortium on Chicago School Research, September 2006.

33 Warren, Mark. R., et al. “Beyond the Bake Sale: A Community-Based Relational Approach to Parent Engagement in Schools.” Harvard Graduate School of Education, *Teachers College Record*, Vol. 111, No. 9, pp. 2209–2254, September 2009.

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### *Broader Community Organizing Initiatives*

Little controlled research exists describing the impact of parent involvement in trying to implement or change policies at their school or district through school site councils, PTAs or school boards. However, the research literature does describe the impact of some community organizing efforts that have been effective in implementing programs and policies at a school or district level.

Elena Lopez with the Harvard Family Research Project, for example, has identified some gains that have resulted from successful community organizing efforts—new school facilities, the creation of small schools, health and safety programs, new academic programs in math and science, and increased professional development opportunities for teachers.”<sup>34</sup>

## MEASURING PARENT INVOLVEMENT

In 2014, the State Board of Education will issue guidelines or “rubrics” for how schools will be assessed in the eight “priority areas” outlined in the Local Control Funding Formula law, including parent involvement.

But how will parent involvement, and its effectiveness, be assessed? Since 1965, involvement of parents has been mandated as part of federal law—without necessarily being carried out effectively. However, a number of tools have been developed to solicit the views of parents and to monitor the effectiveness of parent involvement both at home and at school.

For example, the 71-question survey<sup>35</sup> developed by the survey firm SurveyMonkey with researchers at Harvard Graduate School of Education is intended to provide information in response to questions such as these:

- How much help are students getting at home?
- How engaged are parents in their child’s schooling, and what potential barriers exist?
- How confident are parents in supporting their child’s schooling?
- How do parents view their school regarding academic and social standards?
- How well do a school’s academic program, social climate and organizational structure match a student’s needs?
- How do parents view their roles as well as teachers’ roles in different aspects of their child’s schooling?

Another similar survey was developed by the Appleseed Network, with support from the Kellogg Foundation. The instrument attempts to categorize a school’s overall parent engagement efforts on a scale of 0 to 260 that measures levels of parent involvement from “inadequate” to “exceptional.” It was based on input from the Center for the Study of School Climate, academics from Teachers College at Columbia University, and a gathering of 100 parent involvement groups, teachers and principals.

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34 Ibid.

35 Mapp, Karen. Harvard Graduate School of Education with SurveyMonkey. “[Parent Survey for K-12 Schools.](#)”

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In light of the multiple ways parents can be involved in their schools, there are correspondingly multiple ways to measure the extent of their involvement and whether they are having an impact. For example, California’s 2011 *Family Engagement Framework* (Section 4.03) provides some guidance for how to keep track of “measurable or observable” examples of parent involvement. The challenge for schools is to not get too bogged down in a bureaucratic exercise of tracking and assessing parent involvement at the expense of placing their energies into making it happen in the first place.<sup>36</sup>

## CONCLUSION

Our review of the literature on parent involvement shows that it can be a powerful tool associated with improved student and school outcomes, reduced high-risk behavior, and a positive school climate, among several other outcomes.

But supporters of the new school funding law, such as Liz Guillen, director of legislative and community affairs for Public Advocates, caution that given the absence of guidance from the state on how best to involve parents and the slow pace of outreach in many areas, there is a danger that districts may engage largely the same individuals that they have in the past.

“If there are not more training opportunities to engage, this (the new school funding law) will never achieve its promise,” Guillen said.

What is clear is that parent involvement is a continuous process that is most effective when it starts with helping parents contribute to their children’s own education—at an early age. After that link to a school has been made, it can then be extended to related school activities, to involvement with school and district committees, and the more policy-oriented involvement envisaged by the Local Control Funding Formula.

The new state law ties a school’s success at involving parents directly to how it will be held accountable for the additional funds it receives to meet the educational needs of low-income students, English learners and foster children. Schools could view this requirement as another onerous state mandate—or, as this report indicates, as one that has the potential to yield considerable payoffs to individual students and the entire school community in the short and long term. 

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## PARENT ENGAGEMENT RESOURCE GUIDE

### STRATEGIES FOR PARENT INVOLVEMENT

#### [38 Easy Ways to Get Involved in the Classroom, Oprah.com](#)

#### [Families and Educators Working Together, National Education Association](#)

Collaborative Strategies for Helping Students Transition to Common Core Standards Together.

#### [The ABCs of Parent Involvement, The Teaching Channel](#)

Video on ABC Unified School District's initiative to involve parents.

### TOOLS FOR DISTRICTS AND PARENT ORGANIZATIONS

#### [Parent Engagement, California School Boards Association](#)

Provides a list of legal requirements for parent involvement—and what it means.

#### [Family-School Compacts, California Department of Education](#)

Examples of family-school compacts.

#### [Family Engagement Framework: A Tool for California School Districts, California Department of Education](#)

#### [Clearinghouse for Multilingual Documents, California Department of Education](#)

Provides parent notification forms and documents for school districts in multiple languages.

#### [Measuring Parent Involvement Survey for Elementary Schools](#)

Provided by the Appleseed Network with support from the Kellogg Foundation.

#### [Parent Survey for K-12 Schools](#)

71-question survey by Karen Mapp, Harvard Graduate School of Education, 2002. Developed in collaboration with SurveyMonkey.

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#### [Family Involvement Research Digests, Harvard Family Research Project](#)

Summaries of studies of parent involvement.

#### [Research Summaries, National Network of Partnership Schools](#)

#### [Research for Action, A Literature Review](#)

Parent Involvement in Public Education, 2008.

#### [Family Engagement Network, California Department of Education](#)

Linking Parent Involvement to Student Achievement: A Review of Recent Literature (Appendix B), 2011.



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The photos on pages 1, the bottom of page 2, 7, 12 and 14 were taken by Neil Hanshaw at Sunshine Gardens Elementary school in South San Francisco during a School Smarts training session by the PTA. The families eat dinner together, and daycare and homework help are provided for the children while the parents attend an early evening session in a nearby classroom. In these sessions—seven evenings in all—they learn about California’s education system and the role they can play in advocating for their children and their school. The sessions also emphasize the role of arts education and typically include an art project. In this session, parents made paper masks that represented their children.

## KEY ORGANIZATIONS

**Bay Area Parent Leadership Action Network (PLAN)**, based in Oakland, “works to empower parents to transform schools so that all children can have access to an excellent education.”

**California State PTA** promotes and builds parent and family engagement in schools. It is part of the National PTA, which is the “oldest and largest volunteer association working exclusively on behalf of all children and youth.”

**Educate Our State** was formed by seven mothers in the San Francisco Bay Area in 2009. It currently has about 45,000 members who are working for “systemic change to provide all students with a high-quality public education.”

**Families in Schools**, created in 2000 and based in Los Angeles, works to involve students and communities in their children’s education, focusing on “students from low-income and communities of color.”

**Parents Institute for Quality Education** is a national organization that since 1987 has been creating “partnerships between parents, students and educators to further students’ academic success.” It has offices throughout California.

**Parent Revolution** works to empower parents and is primarily focused on using California’s “parent trigger” law, which allows parents to convert their school to a charter school.

**PICO**, originally based in Los Angeles, is now a national network of faith-based community organizations working since 1972 to revitalize communities. It includes public education as one of its areas of interest.

**San Diego Parents United for Education (Up for Ed)** is a parent-led organization that “empowers and mobilizes parents to ensure all students receive a quality education in San Diego Unified” through parent workshops and parent organizing.

## EdSource

Highlighting Strategies for Student Success

EdSource is an independent, impartial nonprofit organization established in 1977. EdSource’s mission is to engage Californians on key education challenges and to highlight strategies that promote student success.



Connecting Communities Through Ethnic Media

New America Media, the first and largest association of ethnic news media, was founded in 1996 by the nonprofit Pacific News Service to further its mission of diversifying American journalism and communications. NAM’s goal is to expand ethnic media’s capacity to inform and engage immigrant and ethnic minority communities on vital issues of public policy and social justice.

EdSource and New America Media gratefully acknowledge the support from **The California Endowment** and **The California Education Policy Fund**.



# Structure of the California Legislature

The California State Legislature is the state legislature of the U.S. state of California. It is a bicameral body consisting of the lower house, the California State Assembly with 80 members, and the upper house, the California State Senate with 40 members.

New legislators convene each new two-year session, to organize, in the Assembly and Senate Chambers, respectively, at noon on the first Monday in December following the election. After the organizational meeting, both houses are in recess until the first Monday in January, except when the first Monday is January 1 or January 1 is a Sunday, in which case they meet the following Wednesday. Aside from the recess, the Legislature is in session year-round.

The California State Legislature currently has a Democratic majority with the Senate consisting of 25 Democrats and 12 Republicans (plus 3 vacant seats) and the Assembly consisting of 52 Democrats and 28 Republicans. Except for the period from 1995 to 1996, the Assembly has been in Democratic hands since the 1970 election (even while the Governor's Office has gone back and forth between Republicans and Democrats). The Senate has been in Democratic hands continuously since 1970.

## **State House**

Since California was given official statehood by the U.S. in September 9, 1850, as part of the Compromise of 1850, the state capital was variously San Jose (1850–1851), Vallejo (1852–1853) and Benicia (1853–1854), until Sacramento was finally selected in 1854.

The first California State House was originally a hotel in San Jose owned by businessman Pierre "Don Pedro" Sainsevain and his associates.

The State Legislature currently meets in the California State Capitol in Sacramento.

## **Terms and term limits**

Members of the Assembly are elected from 80 districts and serve two-year terms. Members of the Senate are elected from 40 districts and serve four-year terms. Twenty Senate seats are up for election at each two-year election cycle.

Term limits were initially established in 1990 following the passage of Proposition 130. In June 2012, voters approved Proposition 28, which allows legislators to serve a maximum of 12 years without regard to whether the years are served in the State Assembly or the State Senate. Legislators first elected on or before June 5, 2012, are restricted by the previous term limits, approved in 1990, which limited legislators to three terms in the State Assembly and two terms in the State Senate.

## **Recordkeeping**

The proceedings of the California State Legislature are briefly summarized in regularly published journals, which show votes and who proposed or withdrew what. Reports produced by California executive agencies, as well as the Legislature, were published in the Appendices to the Journals from 1849 to 1970. Since the 1990s, the Legislature has provided a live video feed for its sessions, and has been broadcast statewide on the California Channel and local public-access television cable TV. Due to the expense and the obvious

political downside, California did not keep verbatim records of actual speeches made by members of the Assembly and Senate until the video feed began. As a result, reconstructing legislative intent outside of an act's preamble is extremely difficult in California for legislation passed before the 1990s.

Since 1993, the Legislature has hosted a website in one form or another, of which the current version is located at [www.leginfo.public.ca.gov](http://www.leginfo.public.ca.gov), which contains the text of all statutes, all bills, the text of all versions of the bills, all the committee analyses of bills, all the votes on bills in committee or on the floor, and veto messages from the governor. Before then, committees occasionally published reports for significant bills, but most bills were not important enough to justify the expense of printing and distributing a report to archives and law libraries across the state. For bills lacking such a formal committee report, the *only* way to discover legislative intent is to access the state archives in Sacramento and manually review the files of relevant legislators, legislative committees, and the Governor's Office from the relevant time period, in the hope of finding a statement of intent and evidence that the statement actually reflected the views of several of the legislators who voted for the bill (as opposed to just one).

### **Legislative committees**

The Legislature is divided into subject matter "policy committees" within each house. In addition, each house also has "fiscal committees": Senate Appropriations, Senate Budget and Fiscal Review and Assembly Appropriations and Assembly Budget. The Rules Committee in each house makes the vital decisions regarding which policy committee will be granted jurisdiction over new legislative proposals. Both houses have two fiscal committees, one to review appropriations, and one to review state budget issues.

### **Legislative Analyst**

An important institution is the nonpartisan California Legislative Analyst's Office, or LAO, which was the first of its kind in the United States when the Joint Legislative Budget Committee appointed a "Legislative Auditor" in October 1941. The title changed to Legislative Analyst in 1957.

The LAO analyzes for legislators the effects of proposed laws. The office is staffed by several dozen fiscal and policy analysts. The LAO's most visible public acts are to write the impartial ballot booklet analyses of initiatives and bond measures placed before the voters and to provide public commentary on many aspects of proposed and enacted budget bills.



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3939 Atlantic Avenue, Suite 107, Long Beach, CA 90807 (562) 256-7921

6550 Miles Avenue, Room 214, Huntington Park, CA 90255 (323) 277-4560



## Mark Leno (D)

District 11

### Capitol Office

State Capitol, Room 5100, Sacramento, CA 95814-4900; (916) 651-4011

### District Office

455 Golden Gate Avenue, Suite 14800, San Francisco, CA 94102; (415) 557-1300



## Connie M. Leyva (D)

District 20

### Capitol Office

State Capitol, Room 2048, Sacramento, CA 95814-4900; (916) 651-4020

### District Office

11780 Central Ave., Suite 205, Chino, CA 91710; (909) 591-7016

464 W. 4th Street, Suite 454B, San Bernardino, CA 92401; (909) 888-5360



## Carol Liu (D)

District 25

### Capitol Office

State Capitol, Room 5097, Sacramento, CA 95814-4900; (916) 651-4025

### District Offices

1000 North Central Avenue, Suite 240, Glendale, CA 91202; (818) 409-0400

201 East Bonita Avenue, San Dimas, CA 91773; (909) 599-7351



## Mike McGuire (D)

District 02

### Capitol Office

State Capitol, Room 4085, Sacramento, CA 95814-4900; (916) 651-4002

### District Offices

1080 Mason Mall, Suite 4, Crescent City, CA 95531; (707) 464-1255

710 E Street, Suite #150, Eureka, CA 95501; (707) 445-6508

50 D St., Suite #120A, Santa Rosa, CA 95404; (707) 576-2771

3501 Civic Center Drive, Suite #425, San Rafael, CA 94903; (415) 479-6612

200 South School Street, Suite K, Ukiah, CA 95482; (707) 468-8914

401 Amador Street, Vallejo, CA 94590; (707) 648-5312



## Tony Mendoza (D)

District 32

### Capitol Office

State Capitol, Room 5066, Sacramento, CA 95814-4900; (916) 651-4032

### District Office

400 N. Montebello Blvd., Suite 100, Montebello, CA 90640; (323) 890-2790



## Holly J. Mitchell (D)

District 30

### Capitol Office

State Capitol, Room 5080, Sacramento, CA 95814-4900; (916) 651-4030

### District Office

700 State Drive, Suite 113, Los Angeles, CA 90037; (213) 745-6656



## Bill Monning (D)

District 17

### Capitol Office

State Capitol, Room 4066, Sacramento, CA 95814-4900; (916) 651-4017

### District Offices

1026 Palm Street, Suite 201, San Luis Obispo, CA 93401; (805) 549-3784

99 Pacific Street, Suite 575 F, Monterey, CA 93940; (831) 657-6315

701 Ocean Street, Suite 318A, Santa Cruz, CA 95060; (831) 425-0401

7800 Arroyo Circle Suite A, Gilroy, CA 95020; (408) 847-6101



## Mike Morrell (R)

District 23

### Capitol Office

State Capitol, Room 3056, Sacramento, CA 95814-4900; (916) 651-4023

### District Office

10350 Commerce Center Dr., Suite A-220, Rancho Cucamonga, CA 91730; (909) 919-7731



## Janet Nguyen (R)

District 34

### Capitol Office

State Capitol, Room 5061, Sacramento, CA 95814-4900; (916) 651-4034

### District Office

2323 N Broadway, Suite 245, Santa Ana, CA 92706; (714) 558-4400



## Jim Nielsen (R)

District 04

### Capitol Office

State Capitol, Room 4062, Sacramento, CA 95814-4900; (916) 651-4004

### District Offices

2200A Douglas Blvd, Suite 100, Roseville, CA 95661; (916) 772-0571

2635 Forest Ave, Suite 110, Chico, CA 95928; (530) 879-7424

409 Center St, Suite C, Yuba City, CA 95991; (530) 751-8657



## **Richard Pan (D)**

District 06

### **Capitol Office**

State Capitol, Room 5108, Sacramento, CA 95814-4900; (916) 651-4006

### **District Office**

1020 N Street, Room 576, Sacramento, CA 95814; (916) 651-1529



## **Fran Pavley (D)**

District 27

### **Capitol Office**

State Capitol, Room 4035, Sacramento, CA 95814-4900; (916) 651-4027

### **District Office**

5016 N. Parkway Calabasas, Suite 222, Calabasas, CA 91302; (818) 876-3352



## **Richard D. Roth (D)**

District 31

### **Capitol Office**

State Capitol, Room 4034, Sacramento, CA 95814-4900; (916) 651-4031

### **District Office**

3737 Main Street, Suite 104, Riverside, CA 92501; (951) 680-6750

137 N. Perris Blvd., Room 17, Perris, CA 92570; (951) 443-4078



## **Jeff Stone (R)**

District 28

### **Capitol Office**

State Capitol, Room 4072, Sacramento, CA 95814-4900; (916) 651-4028

### **District Office**

45-125 Smurr Street, Suite B, Indio, CA 92201; (760) 398-6442

73-710 Fred Waring Drive, Suite 108, Palm Desert, CA 92260; (760) 568-0408



## **Andy Vidak (R)**

District 14

### **Capitol Office**

State Capitol, Room 3082, Sacramento, CA 95814-4900; (916) 651-4014

### **District Offices**

1122 Truxtun Avenue, Suite 100, Bakersfield, CA 93301; (661) 395-2620

2550 Mariposa Mall, Suite 2016, Fresno, CA 93721; (559) 264-3070

113 Court Street, Suite 205, Hanford, CA 93230; (559) 585-7161



## Bob Wieckowski (D)

District 10

### Capitol Office

State Capitol, Room 4082, Sacramento, CA 95814-4900; (916) 651-4010

### District Offices

39155 Liberty Street, Suite F610, Fremont, CA 94538; (510) 794-3900

1057 MacArthur Blvd., Suite 206, San Leandro, CA 94577; (510) 577-2310



## Lois Wolk (D)

District 03

### Capitol Office

State Capitol, Room 5114, Sacramento, CA 95814-4900; (916) 651-4003

### District Offices

555 Mason Street, Suite 275, Vacaville, CA 95688; (707) 454-3808

1040 Main Street, Suite 101, Napa, CA 94559; (707) 224-1990

985 Walnut Avenue, Vallejo, CA 94592; (707) 551-2389



District 07 (Vacant)

District 21 (Vacant)

District 35 (Vacant)

District 37 (Vacant)



## Achadian Katcho (R)

District 35

### Capitol Office

P.O. Box 942849, Room 4098, Sacramento, CA 94249-0035; (916) 319-2035

### District Office

1150 Osos Street, Suite 207, San Luis Obispo, CA 93401; (805) 549-3381



## Luis A. Alejo (D)

District 30

### Capitol Office

P.O. Box 942849, Room 2117, Sacramento, CA 94249-0030; (916) 319-2030

### District Offices

100 West Alisal Street, Suite 134, Salinas, CA 93901; (831) 759-8676

365 Fourth Street, Hollister, CA 95023; (831) 638-3228

275 Main Street, Suite 104, Watsonville, CA 95076; (831) 761-7428



## Allen Travis (R)

District 72

### Capitol Office

P.O. Box 942849, Room 4144, Sacramento, CA 94249-0072; (916) 319-2072

### District Office

17011 Beach Blvd, Suite 1120, Huntington Beach, CA 92647; (714) 843-4966



## Toni G. Atkins (D)

District 78

### Capitol Office

P.O. Box 942849, Room 219, Sacramento, CA 94249-0078; (916) 319-2078

### District Office

1350 Front Street, Suite 6054, San Diego, CA 92101; (619) 645-3090



## Catharine B. Baker (R)

District 16

### Capitol Office

P.O. Box 942849, Room 2148, Sacramento, CA 94249-0016; (916) 319-2016

### District Office

2694 Bishop Dr., Suite 275, San Ramon, CA 94583; (925) 328-1515



## Frank Bigelow (R)

District 05

### Capitol Office

P.O. Box 942849, Room 6027, Sacramento, CA 94249-0005; (916) 319-2005

### District Offices

2441 Headington Road, Placerville, CA 95667; (530) 295-5505

730 North I Street, Suite 102, Madera, CA 93637; (559) 673-0501

33 C Broadway Jackson, CA 95642; (209) 223-0505



## Richard Bloom (D)

District 50

### Capitol Office

P.O. Box 942849, Room 2179, Sacramento, CA 94249-0050; (916) 319-2050

### District Office

2800 28th Street, Suite 150, Santa Monica, CA 90405; (310) 450-0041



## Susan Bonilla (D)

District 14

### Capitol Office

P.O. Box 942849, Room 4140, Sacramento, CA 94249-0014; (916) 319-2014

### District Office

2151 Salvio Street, Suite 395, Concord, CA 94520; (925) 521-1511



## Rob Bonta (D)

District 18

### Capitol Office

P.O. Box 942849, Room 6025, Sacramento, CA 94249-0018; (916) 319-2018

### District Office

1515 Clay Street, Suite 2204, Oakland, CA 94612; (510) 286-1670



## William P. Brough (R)

District 73

### Capitol Office

P.O. Box 942849, Room 4116, Sacramento, CA 94249-0073; (916) 319-2073

### District Office

29122 Rancho Viejo Road, Suite 111, San Juan Capistrano, CA 92675; (949) 347-7301



## Cheryl Brown (D)

District 47

### Capitol Office

P.O. Box 942849, Room 2196, Sacramento, CA 94249-0047; (916) 319-2047

### District Offices

290 North D Street, Suite 903, San Bernardino, CA 92401; (909) 381-3238

8353 Sierra Avenue, Fontana, CA 92335; (909) 350-7646



## Autumn R. Burke (D)

District 62

### Capitol Office

P.O. Box 942849, Room 2136, Sacramento, CA 94249-0062; (916) 319-2062

### District Office

One Manchester Blvd, Suite 601, Inglewood, CA 90301; (310) 412-6400



## Ian C. Calderon (D)

District

### Capitol Office

P.O. Box 942849, Room 5150, Sacramento, CA 94249-0057; (916) 319-2057

### District Office

13181 Crossroads Parkway, Suite 160, City of Industry, CA 91746-3497; (562) 692-5858



## Nora Campos (D)

District 27

### Capitol Office

P.O. Box 942849, Room 3160, Sacramento, CA 94249-0027; (916) 319-2027

### District Office

100 Paseo De San Antonio, Suite 319, San Jose, CA 95113; (408) 277-1220



## Ling Ling Chang (R)

District 55

### Capitol Office

P.O. Box 942849, Room 4130, Sacramento, CA 94249-0055; (916) 319-2055

### District Office

13920 City Center Drive, Suite 260, Chino Hills, CA 91709; (909) 627-7021



## Ed Chau (D)

District 49

### Capitol Office

P.O. Box 942849, Room 6011, Sacramento, CA 94249-0049; (916) 319-2049

### District Office

1255 Corporate Center Drive, Suite 306, Monterey Park, CA 91754; (323) 264-4949



## Rocky J. Chávez (R)

District 76

### Capitol Office

P.O. Box 942849, Room 2170, Sacramento, CA 94249-0076; (916) 319-2076

### District Office

1910 Palomar Point Way, Suite 106, Carlsbad, CA 92008; (760) 929-7998



## David Chiu (D)

District 17

### Capitol Office

P.O. Box 942849, Room 3146, Sacramento, CA 94249-0017; (916) 319-2017

### District Office

455 Golden Gate Avenue, Suite 14300, San Francisco, CA 94102; (415) 557-3013



## Kansen Chu (D)

District 25

### Capitol Office

P.O. Box 942849, Room 4016, Sacramento, CA 94249-0025; (916) 319-2025

### District Office

39510 Paseo Padre Parkway, Suite 280, Fremont, CA 94538; (510) 440-9030



## Ken Cooley (D)

District 08

### Capitol Office

P.O. Box 942849, Room 2188, Sacramento, CA 94249-0008; (916) 319-2008

### District Office

2729 Prospect Park Drive, Suite 130, Rancho Cordova, CA 95670; (916) 464-1910



## Jim Cooper (D)

District 09

### Capitol Office

P.O. Box 942849, Room 6005, Sacramento, CA 94249-0009; (916) 319-2009

### District Office

2251 Florin Road, Suite 156, Sacramento 95822; (916) 262-0999



## Matthew Dababneh (D)

District 45

### Capitol Office

P.O. Box 942849, Room 5144, Sacramento, CA 94249-0045; (916) 319-2045

### District Office

6150 Van Nuys Blvd, Suite 306, Van Nuys, CA 91401; (818) 904-3840



## Brian Dahle (R)

District 01

### Capitol Office

P.O. Box 942849, Room 2174, Sacramento, CA 94249-0001; (916) 319-2001

### District Office

280 Hemsted Drive, Suite 110, Redding, CA 96002; (530) 223-6300



## Tom Daly (D)

District 69

### Capitol Office

P.O. Box 942849, Room 4166, Sacramento, CA 94249-0069; (916) 319-2069

### District Office

2400 East Katella Avenue, Suite 640; Anaheim, CA 92806; (714) 939-8469



## Bill Dodd (D)

District 04

### Capitol Office

P.O. Box 942849, Room 5160, Sacramento, CA 94249-0004; (916) 319-2004

### District Offices

725 Main Street, Suite 206, Woodland, CA 95695; (530) 662-7867

4381 Broadway Street, Suite 108, American Canyon, CA 94503; (707) 552-4405



## Susan Talamantes Eggman (D)

District 13

### Capitol Office

P.O. Box 942849, Room 2003, Sacramento, CA 94249-0013; (916) 319-2013

### District Office

31 East Channel Street, Suite 306, Stockton, CA 95202; (209) 948-7479



## Jim Frazier (D)

District 11

### Capitol Office

P.O. Box 942849, Room 3091, Sacramento, CA 94249-0011; (916) 319-2011

### District Offices

1261 Travis Blvd, Suite 110, Fairfield, CA 94533; (707) 399-3011

4703 Lone Tree Way, Antioch, CA 94531; (925) 778-5790



## Beth Gaines (R)

District 06

### Capitol Office

P.O. Box 942849, Room 2130, Sacramento, CA 94249-0006; (916) 319-2006

### District Office

8799-A Auburn Folsom Road, Granite Bay, CA 95746; (916) 774-4430



## James Gallagher (R)

District 03

### Capitol Office

P.O. Box 942849, Room 4158, Sacramento, CA 94249-0003; (916) 319-2003

### District Office

150 Amber Grove Drive, Suite 154, Chico, CA 95973; (530) 895-4217



## Cristina Garcia (D)

District 58

### Capitol Office

P.O. Box 942849, Room 5164, Sacramento, CA 94249-0058; (916) 319-2058

### District Office

8255 Firestone Blvd, Suite 203, Downey, CA 90241; (562) 861-5803



## Eduardo Garcia (D)

District 56

### Capitol Office

P.O. Box 942849, Room 4112, Sacramento, CA 94249-0056; (916) 319-2056

### District Offices

45-677 Oasis Street, Indio, CA 92201; (760) 342-8047

1625 West Main Street, Suite 220, El Centro, CA 92243; (760) 336-8912



## Mike Gatto (D)

District 43

### Capitol Office

P.O. Box 942849, Room 2114, Sacramento, CA 94249-0043; (916) 319-2043

### District Office

300 East Magnolia Blvd, Suite 504, Burbank, CA 91502; (818) 558-3043



## Mike A. Gipson (D)

District 64

### Capitol Office

P.O. Box 942849, Room 3123, Sacramento, CA 94249-0064; (916) 319-2064

### District Office

2200 W. Artesia Blvd., Suite 210, Rancho Dominguez, CA 90220; (310) 223-1201



## Jimmy Gomez (D)

District 51

### Capitol Office

P.O. Box 942849, Room 2176, Sacramento, CA 94249-0051; (916) 319-2051

### District Office

1910 West Sunset Blvd, Suite 810, Los Angeles, CA 90026; (213) 483-5151



## Lorena Gonzalez (D)

District 80

### Capitol Office

P.O. Box 942849, Room 5158, Sacramento, CA 94249-0080; (916) 319-2080

### District Office

1350 Front Street, Suite 6022, San Diego, CA 92101; (619) 338-8090



## Richard S. Gordon (D)

District 24

### Capitol Office

P.O. Box 942849, Room 3013, Sacramento, CA 94249-0024; (916) 319-2024

### District Office

5050 El Camino Real, Suite 117, Los Altos, CA 94022; (650) 691-2121



## Adam Gray (D)

District 21

### Capitol Office

P.O. Box 942849, Room 6012, Sacramento, CA 94249-0021; (916) 319-2021

### District Offices

690 West 16th Street, Merced, CA 95340; (209) 726-5465

1010 Tenth Street, Suite 5800, Modesto, CA 95354; (209) 521-2111



## Shannon L. Grove (R)

District 34

### Capitol Office

P.O. Box 942849, Room 4208, Sacramento, CA 94249-0034; (916) 319-2034

### District Office

4900 California Ave., Suite 100B, Bakersfield, CA 93309; (661) 395-2995



## David Hadley (R)

District 66

### Capitol Office

P.O. Box 942849, Room 4117, Sacramento, CA 94249-0066; (916) 319-2066

### District Office

3460 Torrance Blvd, Suite 306, Torrance, CA 90503; (310) 316-2164



## Matthew Harper (R)

District 74

### Capitol Office

P.O. Box 942849, Room 4177, Sacramento, CA 94249-0074; (916) 319-2074

### District Office

1503 South Coast Drive, Suite 205, Costa Mesa, CA 92626; (714) 668-2100



## Roger Hernández (D)

District 48

### Capitol Office

P.O. Box 942849, Room 4146, Sacramento, CA 94249-0048; (916) 319-2048

### District Office

100 N. Barranca Street, Suite 895, West Covina, CA 91791; (626) 960-4457



## Chris R. Holden (D)

District 41

### Capitol Office

P.O. Box 942849, Room 319, Sacramento, CA 94249-0041; (916) 319-2041

### District Offices

600 Rosemead Blvd, Suite 117, Pasadena, CA 91107; (626) 351-1917

415 W. Foothill Blvd, Suite 124, Claremont, CA 91711; (909) 624-7876



## Jacqui Irwin (D)

District 44

### Capitol Office

P.O. Box 942849, Room 6031, Sacramento, CA 94249-0044; (916) 319-2044

### District Office

2301 East Daily Drive, Suite 200, Camarillo, CA 93010; (805) 482-1904



## Brian W. Jones (R)

District 71

### Capitol Office

P.O. Box 942849, Room 3141, Sacramento, CA 94249-0071; (916) 319-2071

### District Office

10152 Mission Gorge Road, Santee, CA 92071; (619) 441-2322



## Reginald B. Jones-Sawyer, Sr. (D)

District 59

### Capitol Office

P.O. Box 942849, Room 4164, Sacramento, CA 94249-0059; (916) 319-2059

### District Office

700 Exposition Park Drive, Los Angeles, CA 90037; (213) 744-2111



## Young O. Kim (R)

District 65

### Capitol Office

P.O. Box 942849, Room 5175, Sacramento, CA 94249-0065; (916) 319-2065

### District Office

1400 North Harbor Blvd, Suite 601, Fullerton, CA 92835; (714) 526-7272



## Tom Lackey (R)

District 36

### Capitol Office

P.O. Box 942849, Room 3132, Sacramento, CA 94249-0036; (916) 319-2036

### District Office

41319 12th Street West, Suite 105, Palmdale, CA 93551; (661) 267-7636



## Marc Levine (D)

District 10

### Capitol Office

P.O. Box 942849, Room 2137, Sacramento, CA 94249-0010; (916) 319-2010

### District Offices

3501 Civic Center Drive, Suite 412, San Rafael, CA 94903; (415) 479-4920

11 English Street, Petaluma, CA 94952; (707) 773-0606

50 D Street, Suite 301, Santa Rosa CA 95404; (707) 576-2631



## Eric Linder (R)

District 60

### Capitol Office

P.O. Box 942849, Room 2016, Sacramento, CA 94249-0060; (916) 319-2060

### District Office

4740 Green River Road, Suite 310-311, Corona, CA 92880; (951) 371-6860



## Patty Lopez (D)

District 39

### Capitol Office

P.O. Box 942849, Room 4126, Sacramento, CA 94249-0039; (916) 319-2039

### District Office

9300 Laurel Canyon Blvd., First Floor, Arleta, CA 91331-4314; (818) 504-3911



## Evan Low (D)

District 28

### Capitol Office

P.O. Box 942849, Room 5016, Sacramento, CA 94249-0028; (916) 319-2028

### District Office

2105 South Bascom Avenue, Suite 160, Campbell, CA 95008; (408) 371-2802



## Brian Maienschein (R)

District 77

### Capitol Office

P.O. Box 942849, Room 3098, Sacramento, CA 94249-0077; (916) 319-2077

### District Office

12396 World Trade Drive, Suite 118, San Diego, CA 92128; (858) 675-0077



## Devon J. Mathis (R)

District 26

### Capitol Office

P.O. Box 942849, Room 2111, Sacramento, CA 94249-0026; (916) 319-2026

### District Office

113 North Church Street, Suite 505, Visalia, CA 93291; (559) 636-3440



## Chad Mayes (R)

District 42

### Capitol Office

P.O. Box 942849, Room 4139, Sacramento, CA 94249-0042; (916) 319-2042

### District Offices

2091 West Florida Avenue, Suite 125, Hemet, CA 92545; (951) 925-8306

73-710 Fred Waring Drive, Suite 116, Palm Desert, CA 92260; (760) 674-0164



## Kevin McCarty (D)

District 07

### Capitol Office

P.O. Box 942849, Room 2013, Sacramento, CA 94249-0007; (916) 319-2007

### District Office

915 L Street, Suite 110, Sacramento, CA 95814; (916) 324-4676



## Jose Medina (D)

District 61

### Capitol Office

P.O. Box 942849, Room 5135, Sacramento, CA 94249-0061; (916) 319-2061

### District Offices

1223 University Avenue, Suite 230, Riverside, CA 92507; (951) 369-6644

137 N. Perris Blvd, Suite 15, Perris, CA 92570; (951) 369-6644



## Melissa A. Melendez (R)

District 67

### Capitol Office

P.O. Box 942849, Room 4009, Sacramento, CA 94249-0067; (916) 319-2067

### District Office

41391 Kalmia Street, Suite 220, Murrieta, CA 92562; (951) 894-1232



## Kevin Mullin (D)

District 22

### Capitol Office

P.O. Box 942849, Room 2163, Sacramento, CA 94249-0022; (916) 319-2022

### District Office

1528 South El Camino Real, Suite 302, San Mateo, CA 94402; (650) 349-2200



## Adrin Nazarian (D)

District 46

### Capitol Office

P.O. Box 942849, Room 4015, Sacramento, CA 94249-0046; (916) 319-2046

### District Office

6150 Van Nuys Blvd, Suite 300, Van Nuys, CA 91401; (818) 376-4246



## Patrick O'Donnell (D)

District 70

### Capitol Office

P.O. Box 942849, Room 3152, Sacramento, CA 94249-0070; (916) 319-2070

### District Offices

110 Pine Avenue, Suite 804, Long Beach, CA 90802; (562) 495-2915

461 West 6th Street, Suite 209; San Pedro, CA 90731; (310) 548-6420



## Jay Obernolte (R)

District 33

### Capitol Office

P.O. Box 942849, Room 2002, Sacramento, CA 94249-0033; (916) 319-2033

### District Office

15900 Smoketree Street Suite 100, Hesperia, CA 92345; (760) 244-5277



## Kristin Olsen (R)

District 12

### Capitol Office

P.O. Box 942849, Room 3104, Sacramento, CA 94249-0012; (916) 319-2012

### District Office

3719 Tully Road, Suite C, Modesto, CA 95356; (209) 576-6425



## Jim Patterson (R)

District 23

### Capitol Office

P.O. Box 942849, Room 4102, Sacramento, CA 94249-0023; (916) 319-2023

### District Office

6245 N. Fresno Street, Suite 106, Fresno, CA 93710; (559) 446-2029



## Henry T. Perea (D)

District 31

### Capitol Office

P.O. Box 942849, Room 3120, Sacramento, CA 94249-0031; (916) 319-2031

### District Office

2550 Mariposa Mall, Suite 5031, Fresno, CA 93721; (559) 445-5532



## Bill Quirk (D)

District 20

### Capitol Office

P.O. Box 942849, Room 2175, Sacramento, CA 94249-0020; (916) 319-2020

### District Office

22320 Foothill Blvd, Suite 540, Hayward, CA 94541; (510) 583-8818



## Anthony Rendon (D)

District 63

### Capitol Office

P.O. Box 942849, Room 5136, Sacramento, CA 94249-0063; (916) 319-2063

### District Office

12132 South Garfield Avenue, South Gate, CA 90280; (562) 529-3250



## Sebastian Ridley-Thomas (D)

District 54

### Capitol Office

P.O. Box 942849, Room 3149, Sacramento, CA 94249-0054; (916) 319-2054

### District Office

300 Corporate Pointe, Suite 380, Culver City, CA 90230; (310) 342-1070



## Freddie Rodriguez (D)

District 52

### Capitol Office

P.O. Box 942849, Room 2160, Sacramento, CA 94249-0052; (916) 319-2052

### District Office

13160 7th Street, Chino, CA 91710; (909) 902-9606



## Rudy Salas, Jr. (D)

District 32

### Capitol Office

P.O. Box 942849, Room 4162, Sacramento, CA 94249-0032; (916) 319-2032

### District Offices

1430 Truxtun Ave, Suite 803, Bakersfield, CA 93301; (661) 335-0302

113 Court Street, Suite 201, Hanford, CA 93230; (559) 585-7170



## Miguel Santiago (D)

District 53

### Capitol Office

P.O. Box 942849, Room 5119, Sacramento, CA 94249-0053; (916) 319-2053

### District Office

320 West 4th Street, Room 1050, Los Angeles, CA 90013; (213) 620-4646



## Marc Steinorth (R)

District 40

### Capitol Office

P.O. Box 942849, Room 5126, Sacramento, CA 94249-0040; (916) 319-2040

### District Office

10604 N Trademark Parkway Suite 308, Rancho Cucamonga, CA 91730; (909) 466-9096



## Mark Stone (D)

District 29

### Capitol Office

P.O. Box 942849, Room 5155, Sacramento, CA 94249-0029; (916) 319-2029

### District Offices

701 Ocean Street, Suite 318-B, Santa Cruz, CA 95060; (831) 425-1503

99 Pacific Street, Suite 555D, Monterey, CA 93940; (831) 649-2832



## Tony Thurmond (D)

District 15

### Capitol Office

P.O. Box 942849, Room 6026, Sacramento, CA 94249-0015; (916) 319-2015

### District Office

1515 Clay Street, Suite 2201, Oakland, CA 94612; (510) 286-1400



## Philip Y. Ting (D)

District 19

### Capitol Office

P.O. Box 942849, Room 3173, Sacramento, CA 94249-0019; (916) 319-2019

### District Office

455 Golden Gate Avenue, Suite 14600, San Francisco, CA 94102; (415) 557-2312



## Donald P. Wagner (R)

District 68

### Capitol Office

P.O. Box 942849, Room 2158, Sacramento, CA 94249-0068; (916) 319-2068

### District Office

17821 East 17th Street, Suite 150, Tustin, CA 92780; (714) 665-6868



## Marie Waldron (R)

District 75

### Capitol Office

P.O. Box 942849, Room 5128, Sacramento, CA 94249-0075; (916) 319-2075

### District Office

350 West 5th Avenue, Suite 110, Escondido, CA 92025; (760) 480-7570



## Shirley N. Weber (D)

District 79

### Capitol Office

P.O. Box 942849, Room 3126, Sacramento, CA 94249-0079; (916) 319-2079

### District Office

1350 Front Street, Suite 6046, San Diego, CA 92101; (619) 531-7913



## Scott Wilk (R)

District 38

### Capitol Office

P.O. Box 942849, Room 4153, Sacramento, CA 94249-0038; (916) 319-2038

### District Office

27441 Tourney Road, Suite 160, Valencia, CA 91355; (661) 286-1565



## Das Williams (D)

District 37

### Capitol Office

P.O. Box 942849, Room 4005, Sacramento, CA 94249-0037; (916) 319-2037

### District Offices

101 West Anapamu Street, Suite A, Santa Barbara, CA 93101; (805) 564-1649

89 South California Street, Suite F, Ventura, CA 93001; (805) 641-3700



## Jim Wood (D)

District 02

### Capitol Office

P.O. Box 942849, Room 5164, Sacramento, CA 94249-0002; (916) 319-2002

### District Offices

50 D Street, Suite 450, Santa Rosa, CA 95404; (707) 576-2526

710 E Street, Suite 150, Eureka, CA 95501; (707) 445-7014

200 S. School Street, Suite D, Ukiah, CA 95482; (707) 463-5770

## California State Legislature Leadership

### SENATE LEADERSHIP

#### Officers of the Senate

##### **President of the Senate, Lieutenant Governor, [Gavin Newsom](#)**

Under the State Constitution, the lieutenant governor serves as the president of the Senate. However, by law and custom, the role of the president is extremely limited. He or she may be invited periodically to preside on ceremonial occasions, such as the opening of the session. However, the only time the lieutenant governor is actually entitled to participate in the business of the Senate is in the case of a tie vote, when he or she casts the vote breaking the tie.

##### **President pro Tempore, [Kevin de León](#) (D)**

The president pro tempore, who also serves as the chair of the Rules Committee, is the actual leader of the Senate. He or she is elected by the members at the beginning of each session. The "pro tem" is the presiding office on the floor, overseeing the appointment of committee members, assignment of bills, progress of legislation through the house, confirmation of gubernatorial appointees, and overall direction of policy. He or she is also the political leader of the majority party.

##### **Majority Leader, [Senator Bill Monning](#) (D)**

The majority leader is chosen by the Majority Caucus, and serves as the main floor manager for the president pro tempore and majority party. He or she also is the chief assistant in political matters and strategy.

##### **Minority Leader, [Senator Bob Huff](#) (R)**

The minority leader (also known as the "Republican leader") is the second-most powerful position in the Senate. Elected by members of the Minority Caucus, he or she speaks for the minority party, maintains its inner discipline, and works with the president pro tempore to set the Senate's order of business.

##### **Majority Whip, [Senator Lois Wolk](#) (D)**

Whips are essentially assistants to the political leadership of each party in the Senate. They are elected by their respective caucuses, and help count potential votes on matters which present particular party concerns.

##### **Democratic Caucus Chair, [Senator Connie M. Leyva](#) (D)**

Caucus chairs are elected by their respective parties. They convene caucus meetings, provide political advice to their leadership, and manage staff assisting members in providing constituent services and communications with the public.

##### **Republican Caucus Chair, [Ted Gaines](#) (R)**

Caucus chairs are elected by their respective parties. They convene caucus meetings, provide political advice to their leadership, and manage staff assisting members in providing constituent services and communications with the public.

##### **Secretary of the Senate, [Daniel Alvarez](#)**

The secretary of the senate is one of the three officers of the Senate who are elected by the total membership, the other two officers being the president pro tempore and the chief sergeant-at-arms. He or she is the chief parliamentarian and keeper of the legislative records. The secretary of the senate is responsible for the accurate drafting of bills and the presentation of bills to the Governor. He or she is also the executive officer of the Senate, in charge of the day-to-day administration of the budgeting, personnel, accounting, purchases, contracting and property management.

**Chief Sergeant at Arms, [Debbie Manning](#)**

The chief sergeant-at-arms, elected by the total membership of the Senate, is responsible for order on the Senate Floor, and in committees and meetings. He or she is essentially the "chief" of the Senate's internal policing agency. The chief sergeant-at-arms works closely with the California Highway Patrol and the Assembly sergeants to maintain the security of the Capitol and Senate offices statewide. The chief sergeant also oversees various service officers within the house.

## ASSEMBLY LEADERSHIP

**Assembly Officers****Speaker, [Assemblywoman Toni G. Atkins](#)**

The highest ranking officer of the Assembly; usually elected by the Assembly Members at the beginning of each two-year legislative session. The speaker or his or her designee presides over floor sessions. The speaker's powers and duties are established by the Assembly Rules Committee.

**Speaker pro Tempore, [Assemblyman Kevin Mullin](#)**

An officer appointed by the speaker who presides over floor sessions in the absence of the speaker.

**Assistant Speaker pro Tempore, [Assemblyman David Chiu](#)****Majority Floor Leader, [Assemblyman Chris R. Holden](#)**

Elected by the majority party caucus. Represents the speaker on the floor, expedites Assembly Floor proceedings through parliamentary procedures such as motions and points of order and promotes harmony among the membership.

**Assistant Majority Floor Leader, [Assemblywoman Cristina Garcia](#)****Majority Whip, [Assemblyman Miguel Santiago](#)****Assistant Majority Whip, [Assemblyman Evan Low](#)****Assistant Majority Whip, [Assemblyman Jim Cooper](#)****Democratic Caucus Chair, [Assemblywoman Susan Eggman](#)****Minority Floor Leader, [Assemblywoman Kristen Olsen](#)**

Elected by the caucus having the second largest House membership. Generally responsible for making motions, points of order and representing the minority caucus on the Floor.

**Chief Clerk, [E. Dotson Wilson](#)**

A nonpartisan, nonmember officer of the Assembly elected by the majority of the membership at the start of each two-year session as its legislative officer and parliamentarian.

**Chief Sergeant-at-Arms, [Ronald E. Pane](#)**

Staff responsible for maintaining order and providing security for legislators. The chief sergeant-at-arms in each House is elected by a majority of the Members of that House at the beginning of every legislative session.

*January 2015*

## **Committees of the California Senate and Assembly**

Policy committee hearings are the forums for public input, the best place for citizens to communicate their concerns about proposed legislation. Bills are heard in standing committees that meet on a regular basis throughout the year. Many standing committees have sub-committees that focus in more depth on particular issues. Select committees and special committees study California policy issues and problems in order to develop longer-range solutions. Joint committees have membership from both houses and consider issues of joint concern.

### **Senate Standing Committees**

- Agriculture
- Appropriations
- Banking and Financial Institutions
- Budget and Fiscal Review
- Business, Professions and Economic Development
- Education
- Elections and Constitutional Amendments
- Energy, Utilities and Communications
- Environmental Quality
- Governance and Finance
- Governmental Organization
- Health
- Human Services
- Insurance
- Judiciary
- Labor and Industrial Relations
- Legislative Ethics
- Natural Resources and Water
- Public Employment and Retirement
- Public Safety
- Rules
- Transportation and Housing
- Veterans Affairs

## Assembly Standing Committees

- Accountability and Administrative Review
- Aging And Long-Term Care
- Agriculture
- Appropriations
- Arts, Entertainment, Sports, Tourism, and Internet Media
- Banking and Finance
- Budget
- Business, Professions and Consumer Protection
- Education
- Elections and Redistricting
- Environmental Safety and Toxic Materials
- Governmental Organization
- Health
- Higher Education
- Housing and Community Development
- Human Services
- Insurance
- Jobs, Economic Development, and the Economy
- Judiciary
- Labor and Employment
- Local Government
- Natural Resources
- Public Employees, Retirement and Social Security
- Public Safety
- Revenue and Taxation
- Rules
- Transportation
- Utilities and Commerce
- Veterans Affairs
- Water, Parks and Wildlife

# Sample Legislative Calendar

*(This is for 2015, but dates will vary from year to year)*

- Jan. 1** Statutes take effect
- Jan. 5** Legislature reconvenes
- Jan. 10** Budget Bill must be submitted by Governor
- Jan. 19** Martin Luther King, Jr. Day observed
- Jan. 30** Last day to submit **bill requests** to the Office of Legislative Counsel
- Feb 16** Presidents' Day observed
- Feb. 27** Last day for bills to be **introduced**
- Mar. 26** **Spring Recess** begins upon adjournment
- Mar. 30** Cesar Chavez Day observed
- Apr. 6** Legislature reconvenes from Spring Recess
- May 1** Last day for **policy committees** to hear and report **fiscal bills** for referral to fiscal committees
- May 15** Last day for **policy committees** to hear and report to the Floor **non-fiscal bills**
- May 22** Last day for **policy committees** to meet prior to June 8
- May 25** Memorial Day observed
- May 29** Last day for fiscal committee to hear and report bills to the Floor Last day for fiscal committee to meet prior to June 8
- June 1-5** **Floor Session only.** No committee meetings may meet for any purpose
- June 5** **Last day to pass bills** out of house of origin
- June 8** Committee meetings may resume
- June 15** Budget Bill must be passed by midnight
- July 3** Independence Day observed
- July 17** Last day for **policy committees** to meet and report bills. **Summer Recess** begins upon adjournment, provided Budget Bill has been passed
- Aug. 17** Legislature reconvenes from Summer Recess
- Aug. 28** Last day for **fiscal committees** to meet and report bills to the floor
- Aug. 31 - Sept. 11**  
**Floor Session only.** No committee may meet for any purpose except for Rules Committee and Conference Committees
- Sept. 4** Last day to **amend** on the Floor
- Sept. 7** Labor Day observed
- Sept. 11** Last day for any bill to be passed. **Interim Study Recess** begins upon adjournment

## IMPORTANT DATES OCCURRING DURING INTERIM RECESS

### 2015

- Oct. 11** Last day for governor to sign or veto bills passed by the Legislature on or before Sept. 11 and in the governor's possession after Sept. 11

### 2016

- Jan. 1** Statutes take effect
- Jan. 4** Legislature reconvenes



# California: How a Bill Becomes a Law

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## Overview of Legislative Process

The process of government by which bills are considered and laws enacted by the California State Legislature is commonly referred to as the legislative process. The California State Legislature is made up of two houses: the Senate and the Assembly. There are 40 Senators and 80 Assembly Members representing the people of the State of California. The Legislature maintains a legislative calendar governing the introduction and processing of the legislative measures during its two-year regular session.

### Idea

All legislation begins as an idea or concept. Ideas and concepts can come from a variety of sources. The process begins when a Senator or Assembly Member decides to author a bill.

### The Author

A legislator sends the idea for the bill to the Office of the Legislative Counsel, where it is drafted into bill form. The draft of the bill is returned to the legislator for introduction. If the author is a Senator, the bill is introduced in the Senate. If the author is an Assembly Member, the bill is introduced in the Assembly.

### First Reading/Introduction

A bill is introduced or read the first time when the bill number, the name of the author, and the descriptive title of the bill are read on the floor of the house. The bill is then sent to the Office of State Publishing. No bill except the Budget Bill may be acted upon until 30 days have passed from the date of its introduction.

### Committee Hearings

After introduction, a bill goes to the rules committee of the house, where it is assigned to the appropriate policy committee for its first hearing. Bills are assigned to policy committees according to subject area. For example, a Senate bill dealing with health care facilities would first be assigned to the Senate Health and Human Services Committee for policy review. Bills that require the expenditure of funds must also be heard in the fiscal committees, Senate Appropriations and Assembly Appropriations. Each committee is made up of a specified number of Senators or Assembly Members.

During the committee hearing the author presents the bill to the committee, and testimony may be heard in support or opposition to the bill. The committee then votes on whether to pass the bill out of committee, or that it be passed as amended. Bills may be amended several times. It takes a majority vote of the committee membership for a bill to be passed and sent to the next committee or to the floor.

Each house maintains a schedule of legislative committee hearings. Prior to a bill's hearing, a bill analysis is prepared that explains the intended effect of the bill on current law, together with background information. Typically the analysis also lists organizations that support or oppose the bill.

### **Second and Third Reading**

Bills passed by committees are read a second time on the floor in the house of origin and then assigned to third reading. Bill analyses are also prepared prior to third reading. When a bill is read the third time it is explained by the author, discussed by the Members, and voted on by a roll call vote. Bills that require an appropriation, or that take effect immediately, ordinarily require 27 votes in the Senate and 54 votes in the Assembly to be passed. Other bills generally require 21 votes in the Senate and 41 votes in the Assembly. If a bill is defeated, the Member may seek reconsideration and another vote.

### **Repeat Process in Other House**

Once the bill has been approved by the house of origin it proceeds to the other house where the procedure described above is repeated.

### **Resolution of Differences**

If a bill is amended in the second house, it must go back to the house of origin for concurrence, meaning agreement on those amendments. If the house of origin does not concur in those amendments, the bill is referred to a two-house conference committee to resolve the differences. Three members of the committee are from the Senate and three are from the Assembly. If a compromise is reached, the bill is returned to both houses for a vote.

### **Governor**

If both houses approve a bill, it goes to the Governor. The Governor has three choices: sign the bill into law, allow it to become law without his or her signature, or veto it. A governor's veto can be overridden by a two-thirds vote in both houses. Most enacted bills go into effect on the first day of January of the next year. Urgency bills, and certain other measures, take effect immediately after they are enacted into law.

### **California Law**

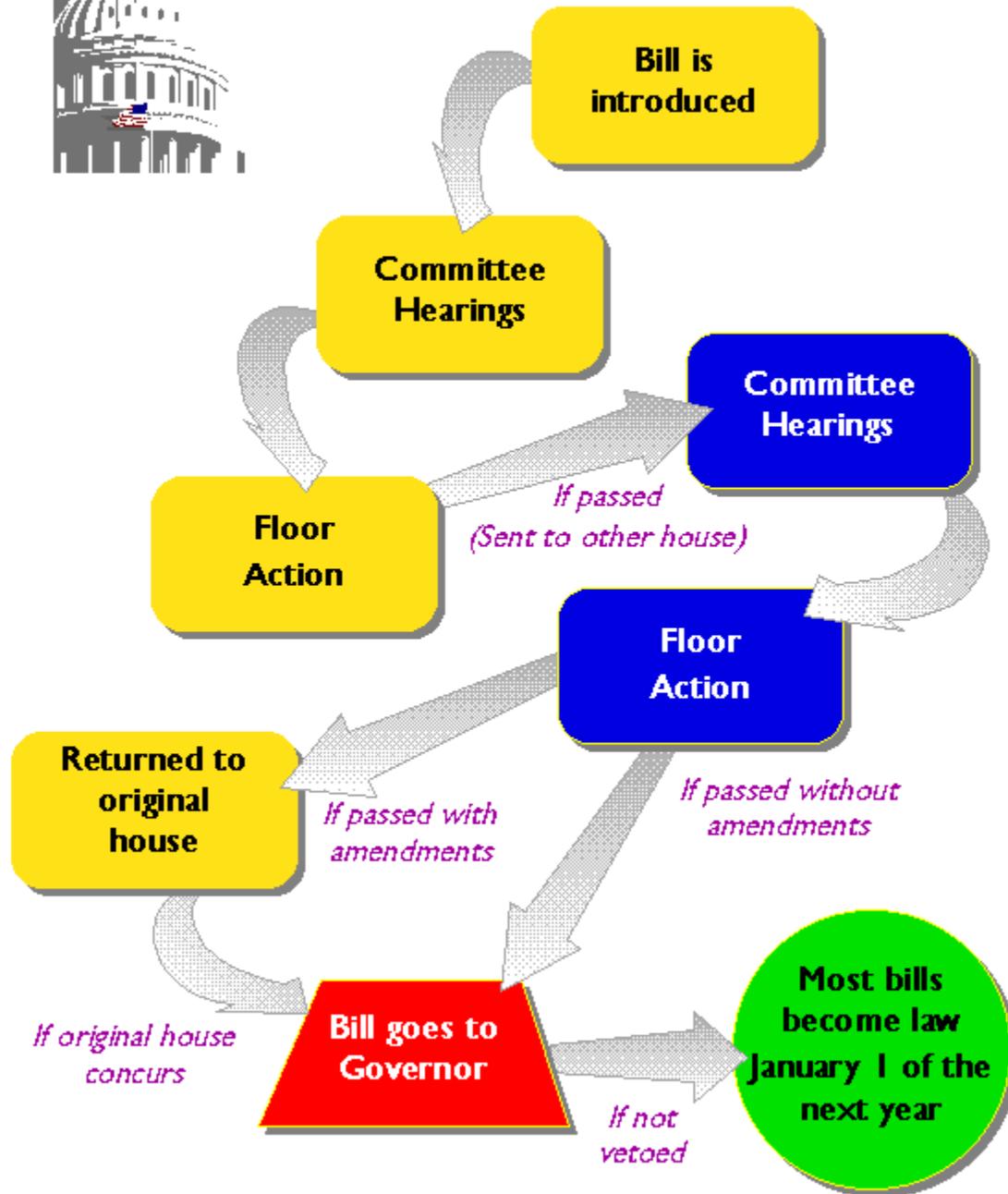
Each bill that is passed by the Legislature and approved by the Governor is assigned a chapter number by the Secretary of State. These chaptered bills are statutes, and ordinarily become part of the California Codes. The California Codes are a comprehensive collection of laws grouped by subject matter.

The California Constitution sets forth the fundamental laws by which the State of California is governed. All amendments to the California Constitution come about as a result of constitutional amendments approved by the voters at a statewide election.

[http://www.leginfo.ca.gov/guide.html#Appendix\\_A](http://www.leginfo.ca.gov/guide.html#Appendix_A) - September 2014



# How a Bill Becomes a Law







# OFFICIAL CALIFORNIA LEGISLATIVE INFORMATION

The official site for California legislative information may be found at: [www.leginfo.ca.gov](http://www.leginfo.ca.gov) The website is maintained by the Legislative Counsel of California, pursuant to California law.

## FREQUENTLY ASKED QUESTIONS

### **How current is the information on this web site?**

The bill information on our web site is updated nightly after the Legislature has completed its work for the day.

### **How current is the California Law information on this web site?**

On January 1st of each year, the California Law database is updated with all new laws that become effective on January 1st of that calendar year. The California Law database is also updated as bills are passed and become effective during the Legislative Session.

### **Is the system available while updates are being made?**

Yes. Updates to our system do not require that the system be "down." Our system is available 24 hours a day, except for scheduled maintenance periods. In the case of scheduled maintenance, an announcement will be placed on the Official Legislative Information home page ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)).

### **Can I access legislation prior to 1993 from this web site?**

No. This site contains legislation from the 1993-1994 Regular Session of the Legislature to the current time. Information on older legislation may be obtained by contacting the State Law Library at 916-654-0185.

### **How can I find what bills have had legislative action taken on the previous day?**

The Daily Updates (Assembly or Senate) contain a list of bills that have had legislative action taken on the previous day. You can display information on any bill on the list by clicking on the underlined item.

### **How can I find a current bill or bills from previous legislative sessions?**

1. Click the "[Bill Information](http://www.leginfo.ca.gov)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)).
2. Next to "SESSION", click the down arrow to select the session year from the drop down list.
3. Enter the number in the "Bill Number" box, then click search.
4. Click the specific bill of interest from the list displayed.

### **How can I find bills from an extraordinary session?**

1. Click the "[Bill Information](http://www.leginfo.ca.gov)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)).
2. Next to "SESSION", click the down arrow to select the session year from the drop down list.
3. Click the "Bill Number" button or the "Keyword(s)" button.
4. Enter either the corresponding bill number or corresponding keywords in the box.  
(i.e., sbx1 for Senate bills in the 1st extraordinary session, or abx2 for Assembly bills in the 2nd extraordinary session.)
5. Click the specific bill of interest from the list displayed.

To search for other measures in extraordinary sessions:

1. Click the "[Bill Information](http://www.leginfo.ca.gov)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)).
2. Next to "SESSION", click the down arrow to select the session year from the drop down list.
3. Click the "Bill Number" button or the "Keyword(s)" button.
4. Enter either the corresponding bill number or corresponding keywords in the box.  
(i.e., acrx3 for Assembly Concurrent Resolution in the 3rd extraordinary session.)
5. Select the specific bill of interest from the list displayed.

### **How can I receive periodic information regarding legislative action?**

By using our subscription service. We will email information to you whenever there is legislative action taken on a bill. The subscription service is available only for information on bills in the current legislative session. We do not provide information by subject matter. You can subscribe to more than one bill, however you must subscribe to each bill individually.

To subscribe to a bill:

1. Click the "[Bill Information](http://www.leginfo.ca.gov)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)).
2. Enter the information in the "Bill Number" box for the specific bill you wish to view, click search.
3. Select the specific bill of interest from the list displayed.
4. Scroll to the bottom of the Bill Document screen and click the "Subscribe" button.
5. Enter your email address in the box, then click the "OK" button.

### **How can I see all the bills I have subscribed to?**

1. Click the "[Bill Information](http://www.leginfo.ca.gov)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)).
2. Scroll to the bottom of the screen.
3. Click the "Subscription List" button.
4. Enter your email address in the box then click "OK" button.

### **How can I unsubscribe to a bill?**

You can unsubscribe to a bill in one of two ways.

#### **OPTION 1:**

1. Display the bill you no longer wish to subscribe to on your screen.
2. Scroll to the bottom of the Bill Document screen and click the "Unsubscribe" button.

#### **OPTION 2:**

1. Click on the "Subscription List" button that is available by clicking the "[Bill Information](#)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)) or the Bill Document page for each bill.
2. Enter your email address then click the "OK" button.
3. Follow the directions on the Subscription list page.

### **How can I view a California code section?**

1. Click the "[California Law](#)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)).
2. Click the box by the specific code you wish to search.
3. Click the "Search" button. The Table of Contents for that code will display.
4. Scroll through the Table of Contents until you find the section (within the range of sections listed) that you wish to view.
5. Click on the underlined numbers to display the text of the California code section.
6. Scroll through the text until you find the desired section.

### **How can I obtain a copy of the entire California codes?**

The full text of all 29 codes are available at this web site. You can download the entire California codes by using the FTP process by using groups of individual code sections based on the Table of Contents structure. See "[File Transfer Protocol \(FTP\)](#)" for assistance with the FTP process.

### **How can I obtain a printed copy of California codes?**

We do not provide printed copies of the California codes. To obtain a copy of the codes in printed form, contact any of the legal publishing companies.

### **How can I view a chaptered version of a bill?**

There are two ways to find a chaptered bill:

#### **OPTION 1:**

1. Click the "[California Law](#)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov))
2. Click on the "[Statutes](#)" link.
3. Enter the chapter number and year in the boxes then click the "Search" button.

#### **OPTION 2:**

1. If you know the bill number for the chaptered bill, click the "[Bill Information](#)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)).
2. Next to "SESSION", click the down arrow to select the session year from the drop down list.

3. Enter the specific "Bill Number" in the bill number box. Click search.
4. Select the specific bill of interest from the list displayed.
5. Click on the chaptered bill to display its text.

**Do you have forms on your web site?**

No. We do not have forms available on our web site. Check the Judicial Council's web site ([www.courtinfo.ca.gov](http://www.courtinfo.ca.gov)), or use any of the internet search sites to find other legal sites where forms may be available.

**Where can I go for "Help"?**

Most screens have help buttons. Click on the button to view the information pertinent to that screen. You can also request additional information or help by clicking the Feedback button and completing the information requested. **However, we cannot give legal advice or opinions from this web site.**

**How do I access California legislative information over the Internet?**

"A Guide for Accessing California Legislative Information on the Internet" is available at <http://www.leginfo.ca.gov/guide.html>.

**How can I access the California Code of Regulations?**

The California Code of Regulations is available on a web site maintained by the Office of Administrative Law (<http://www.oal.ca.gov>) .

**How can I obtain Legislators' e-mail addresses?**

The U.S. Postal Service mailing address for each Legislator's Capitol and District Office as listed in the Daily File publication of each House is available by clicking the "[Your Legislature](#)" button on the home page of this site ([www.leginfo.ca.gov](http://www.leginfo.ca.gov)). If a Legislator chooses to have a listed e-mail address, it can be found on the home page of his/her website. You can contact Assembly members through the Assembly Web Site at [www.assembly.ca.gov](http://www.assembly.ca.gov) or State Senators through the Senate Web Site at [www.sen.ca.gov](http://www.sen.ca.gov)

# THE ANNUAL BUDGET PROCESS

**Departments** review expenditure plans and annually prepare baseline budgets to maintain existing level of services; they may prepare Budget Change Proposals (BCPs) to change levels of service.

**Department of Finance (Finance)** analyzes the baseline budget and BCPs, focusing on the fiscal impact of the proposals and consistency with the policy priorities/direction of the Governor. Finance estimates revenues and prepares a balanced expenditure plan for the Governor's approval. The Governor's Budget is released to the Legislature by January 10th of each year.

**Governor** issues State of the State Address setting forth policy goals for the upcoming fiscal year. Two identical Budget Bills are submitted (one in the Assembly and one in the Senate) for independent consideration by each house.

**Public input** to Governor, legislative members, and subcommittees.

**Finance and departments** testify before budget subcommittees on the proposed budget. DOF updates revenues and expenditures with Finance Letters and May Revision.

As non-partisan analysts, **the Legislative Analyst's Office (LAO)** prepares an "Analysis of the Budget Bill" and "Perspectives and Issues." The LAO testifies before the budget subcommittees on the proposed budget.

**Public input** to Governor, legislative members, and subcommittees.

**Assembly Budget Committee**—divided into several subcommittees to review (approve, revise, or disapprove) specific details of the budget. Majority vote required for passage.

**Senate Budget and Fiscal Review**—divided into several subcommittees to review (approve, revise, or disapprove) specific details of the budget. Majority vote required for passage.

**Assembly Floor** examines committee report on budget attempting to get a simple majority vote for passage. The Budget usually moves to conference committee.

**Senate Floor** examines committee report on budget attempting to get a simple majority vote for passage. The Budget usually moves to conference committee.

**Budget Conference Committee** attempts to work out differences between Assembly and Senate versions of the Budget—also amending the budget to attempt to get a simple majority vote from each house.

**Assembly Floor** reviews conference report and attempts to reach a simple majority agreement. If no agreement is reached in conference or on floor, the BIG FIVE gets involved.

**Senate Floor** reviews conference report and attempts to reach a simple majority agreement. If no agreement is reached in conference or on floor, the BIG FIVE gets involved.

**Sometimes, the BIG FIVE** (Governor, Speaker of Assembly, Senate President pro Tempore, and Minority Leaders of both houses) meet and compromise to get the simple majority vote in each house.

**Final budget package** with simple majority vote in each House submitted to the Governor for signature. Governor may reduce or eliminate any appropriation through the line-item veto. The budget package also includes trailer bills necessary to authorize and/or implement various program or revenue changes.

**Individual departments** and the **Finance** administer, manage change, and exercise oversight of the Budget on an ongoing basis. **The Joint Legislative Budget Committee (JLBC)** provides some coordination between the two houses and oversees the LAO. The JLBC is involved in the ongoing administration of the Budget and reviews various requests for changes to the Budget, after enactment.



# Navigating the State Budget Process

Each year the Governor and Legislature work to craft the state's spending plan. While the January-to-June period gets the most attention, the process of crafting the budget is an ongoing enterprise, giving Californians ample opportunity to stay engaged and involved year-round.

## The Governor

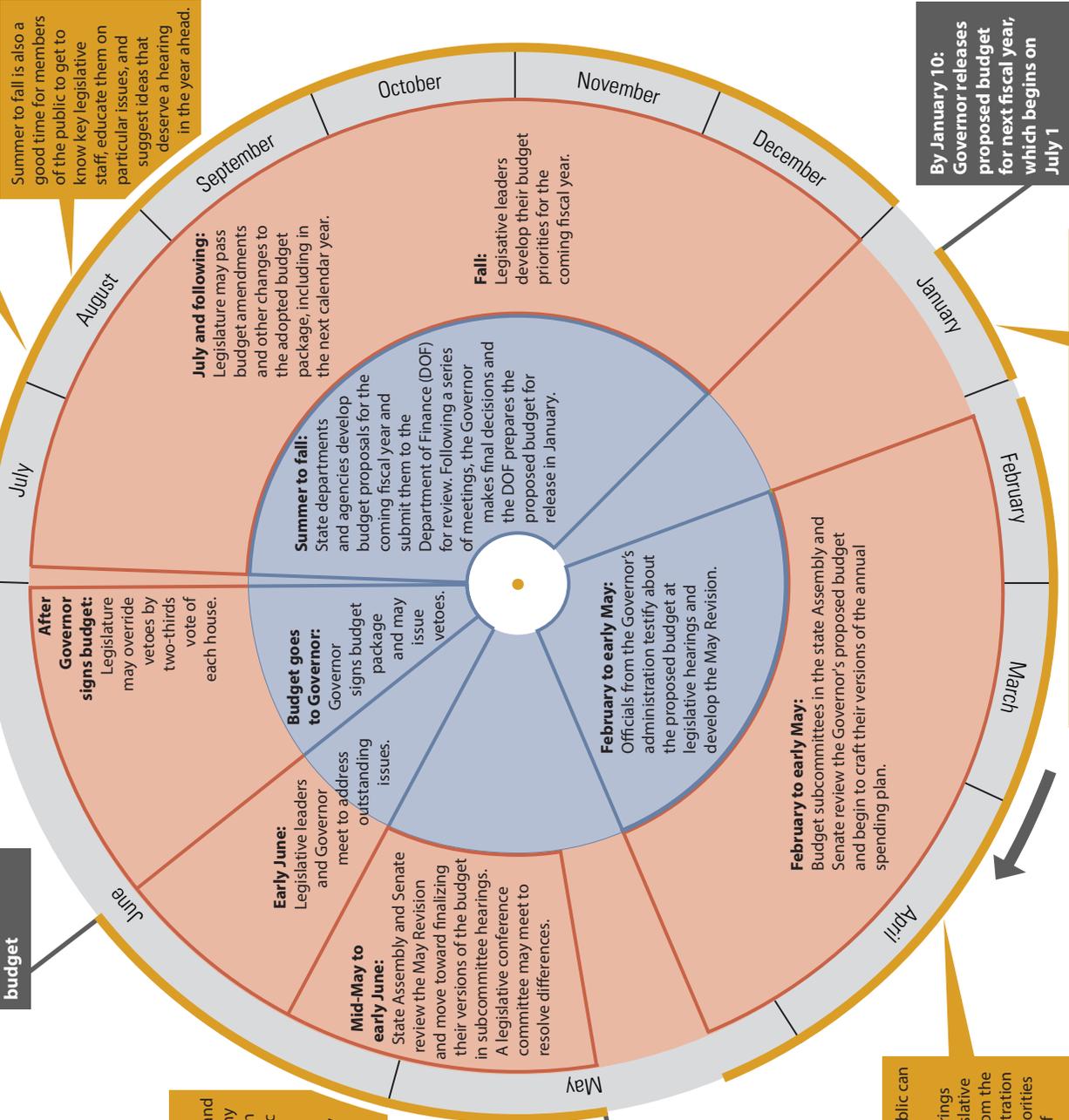
The Governor has the lead role in developing the state budget. Each year, the Governor proposes a spending plan, which is introduced as the budget bill in the Legislature. The Governor can sign or veto the budget bill, passed by legislators as well as other bills in the budget package that make policy changes related to the budget. The Governor can also reduce or eliminate individual appropriations using the line-item veto.

## The Legislature

The Legislature – made up of the Assembly and Senate – reviews the Governor's proposed budget and crafts its own version of the spending plan. The Legislature can maintain, modify, or reject the Governor's proposals, with review occurring through each house's budget committee and related subcommittees. The Legislature must pass the budget bill, but not other bills in the budget package, by June 15. The Legislature can override a Governor's veto by a two-thirds vote of each house.

## The Public

The public has various opportunities for input during the budget process. Members of the public can meet with officials from the Governor's administration and with legislators and their staffs, testify before budget committees and subcommittees, and write letters of support and opposition. Through individual engagement or as part of coalitions, members of the public can express their budget priorities and areas of concern.





## California State Budget Timeline

**Summer to Fall:** State departments develop baseline budgets to maintain existing service levels and may prepare “budget change proposals” that increase or reduce service levels in the upcoming fiscal year.

**By January 10:** Governor releases proposed budget.

**February to Early May:** Budget committees review the Governor’s proposed budget.

**Mid-May to June:** Governor releases May Revision on or before May 14. Each house of the Legislature then finalizes its version of the budget, after which a legislative conference committee may meet to resolve differences.

**June:** Legislative leaders and the Governor meet to address outstanding issues.

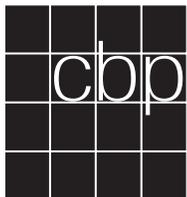
**June 15:** The constitutional deadline for lawmakers to pass the budget bill. (This deadline does not apply to trailer bills.)

**July 1:** The new fiscal year begins. The Governor may sign the budget bill and related trailer bills into law by this date.

**July and Beyond:** After the budget package has been signed, the Legislature may pass – by majority vote – amendments to the budget bill that either increase or decrease state spending. Lawmakers also may pass additional budget-related bills, thus increasing the size and scope of the original budget package.

*California Budget Project - December 2013*





## SCHOOL FINANCE IN CALIFORNIA AND THE PROPOSITION 98 GUARANTEE

### Introduction

Proposition 98, passed by California voters in November 1988, constitutionally guarantees a minimum level of funding for K-12 education, community colleges, and related child development, mental health, and developmental service programs. The guaranteed amount is calculated each year using one of three “tests” that apply under varying fiscal and economic conditions. Current budget debates over Proposition 98 spending have largely centered around the 2004-05 suspension of the Proposition 98 guarantee, subsequent funding levels for Proposition 98, and the Governor’s proposed education budget for 2006-07. These debates raise the question of whether the minimum funding level is sufficient to meet the needs of California’s public schools. Indeed, California currently lags the nation as a whole with respect to per pupil spending, teacher-pupil ratios, and education spending as a percentage of personal income.

This paper examines the history of school finance prior to Proposition 98, the provisions of Proposition 98, the law’s implementation and impact on school finance, current budget debates regarding education finance, and how California’s school spending compares to other states.

### Education Finance Before Proposition 98

Prior to 1973, K-12 schools were financed largely with property tax revenues imposed by local school districts. Variations in the value of taxable property between districts resulted in significant disparities in per pupil property tax revenues. A school district with very high property values could raise more revenue per pupil with a low property tax rate, while a district with low property values could raise less with a much higher property tax rate. The state attempted to reduce these disparities by providing more

state aid to low-property wealth districts. Despite this effort, the combination of state and local revenues per pupil varied considerably.<sup>1</sup> In fiscal year 1968-69, for example, per pupil expenditures ranged from \$577 in Baldwin Park to \$1,232 in Beverly Hills.<sup>2</sup>

The inequalities in district funding led John Serrano, a parent in East Los Angeles, to file a lawsuit against California State Treasurer Ivy Baker Priest in 1968. Eight years later, the California Supreme Court ruled in favor of Serrano on the grounds that pupils in low-property wealth districts were denied access to educational opportunities equal to those in high-property wealth districts. The Court found that:

“Substantial disparities in expenditures per pupil among school districts cause and perpetuate substantial disparities in the quality and extent of availability of educational opportunities. For this reason the school financing system before the court fails to provide equality of treatment to all the pupils in the state. Although an equal expenditure level per pupil in every district is not educationally sound or desirable because of differing educational needs, equality of educational opportunity requires that all school districts possess an equal ability in terms of revenue to provide students with substantially equal opportunities for learning. The system before the court fails in this respect, for it gives high-wealth districts a substantial advantage in obtaining higher quality staff, program expansion and variety, beneficial teacher-pupil ratios and class sizes, modern equipment and materials, and high-quality buildings.

There is a distinct relationship between cost and the quality of educational opportunities afforded. Quality

cannot be defined wholly in terms of performance on statewide achievement tests because such tests do not measure all the benefits and detriments that a child may receive from his educational experience. However, even using pupil output as a measure of the quality of a district's educational program, differences in dollars do produce differences in pupil achievement.”<sup>3</sup>

In response to the *Serrano v. Priest* decision, the state enacted AB 65 (Greene, Chapter 894 of 1977). AB 65 attempted to equalize district revenues over time by creating an annual inflation-adjustment scale based on a district's level of revenues. Districts with low revenues would receive larger inflation increases in order to “level up” funding, while districts with high revenues would receive smaller or no adjustments in order to “level down” funding.<sup>4</sup>

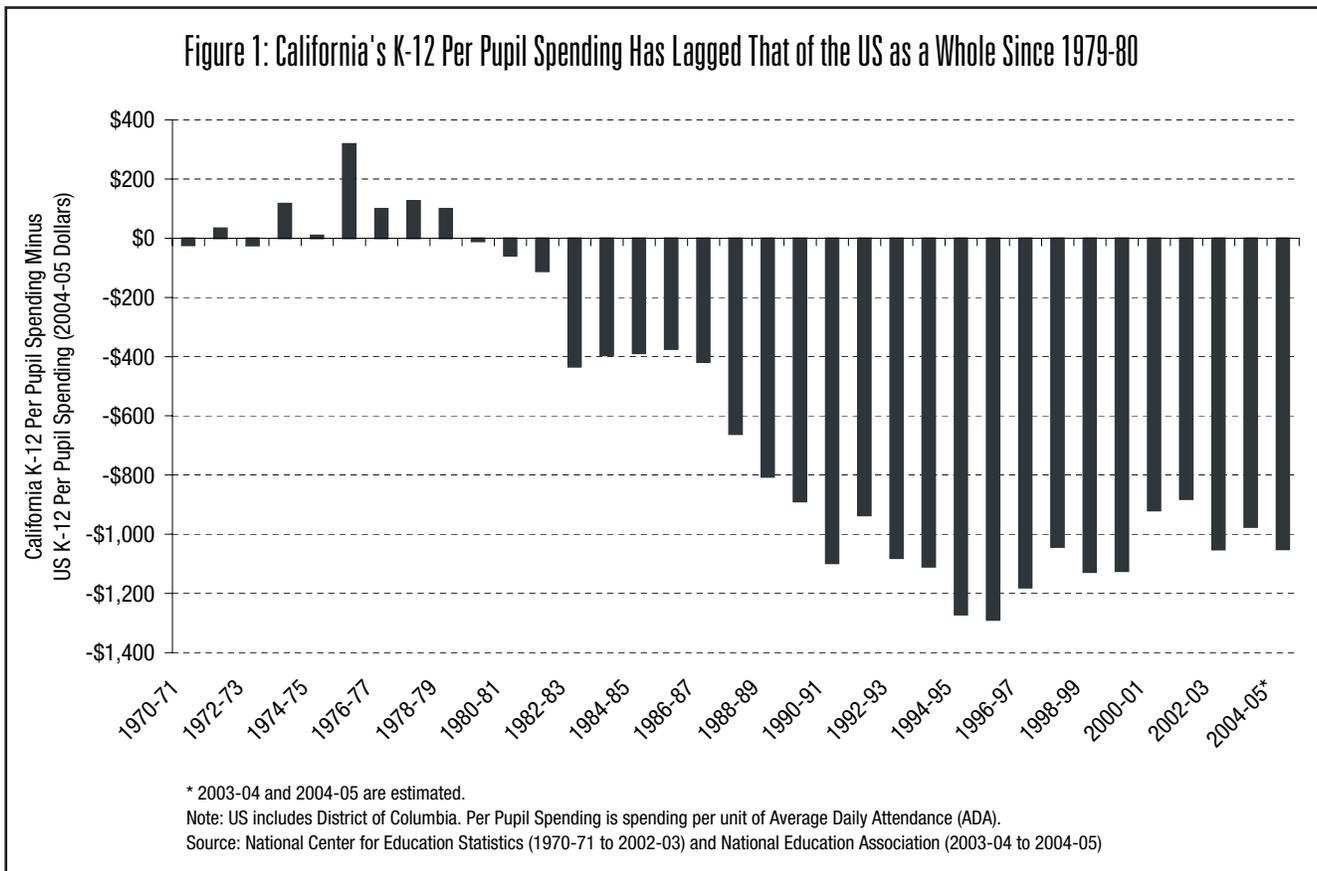
Before AB 65 went into effect, however, voters approved Proposition 13 in June 1978. The new law limited property tax rates to 1 percent of a property's assessed value at the time of acquisition. Proposition 13 reduced property tax revenues available for local governments and school districts. In an attempt to cushion the impact of Proposition 13 on local governments, the legislature passed AB 8 (Greene, Chapter 282 of 1979). AB 8 reallocated approximately \$2.7 billion in property tax revenues from schools to cities, counties, and special

districts. This transaction reduced schools' reliance on property tax revenues and increased the state's share of responsibility for school finance.<sup>5</sup>

## Proposition 98 of 1988

During the decade prior to the passage of Proposition 13, California's per pupil spending was close to or modestly higher than that for the US as a whole. After 1979-80, however, California's per pupil spending fell below that for the nation as a whole and has remained below the US level since then. In 1986-87, California's per pupil spending was \$419 below the level for the nation as a whole (Figure 1). Prompted by concerns over stagnating funding for schools, the California Teachers Association, the California State PTA, and the Association of California School Administrators sponsored Proposition 98 of 1988, approved by 50.7 percent of the voters.<sup>6</sup>

Proposition 98 establishes a minimum funding level for K-14 education each fiscal year. The Proposition 98 guarantee consists of three “tests” that apply under varying economic and fiscal conditions. Proposition 98 states that K-12 education and community colleges shall receive the greater of a fixed percentage of state General Fund revenues (Test 1) or the amount they received in the prior year, adjusted for enrollment and inflation (Tests 2 and 3).



**Test 1** guarantees schools a percentage of General Fund revenues equal to the percentage of General Fund revenues appropriated for K-14 education in 1986-87, approximately 40 percent.<sup>7</sup>

**Test 2** requires that schools receive at least as much as they received from state and local sources in the prior year, adjusted for enrollment growth and inflation as measured by the percentage change in state per capita personal income for the preceding year.<sup>8</sup> Test 2 is used in years in which percentage growth in state per capita personal income **is less than or equal to** the percentage growth in per capita General Fund revenues plus 0.5 percent.<sup>9</sup> Test 2 has been the most frequently applied test under Proposition 98.<sup>10</sup>

**Test 3** is similar to Test 2 except the inflation factor is equal to the annual change in per capita state General Fund revenues plus 0.5 percent. Test 3 is used in fiscal years in which state per capita personal income growth **exceeds** per capita General Fund revenues plus 0.5 percent.<sup>11</sup> Proposition 111 of 1990 added Test 3 to Proposition 98. Test 3 has been used in four years. Generally, Test 3 reduces the pressure of Proposition 98 on the General Fund in years when the state faces difficult budgets.<sup>12</sup>

The final guarantee is determined after the end of the fiscal year, since some of the information needed to calculate the guarantee, including actual average daily attendance and per capita personal income, is not available until after the close of the year. The process of reconciling the actual and estimated guarantee is known as “settle-up.”

The legislature can suspend Proposition 98 for a single year by a two-thirds vote. Following suspension of the guarantee or a Test 3 year, the legislature must increase funding over time until funding returns to where it would have been under Test 2 absent a suspension or the use of Test 3.<sup>13</sup> The overall dollar amount needed to return funding to this level is called the “maintenance factor.”<sup>14</sup> Restoration occurs in years when the percentage growth in per capita General Fund revenues exceeds the percentage growth in state per capita personal income. Maintenance factor payments become part of the base used to calculate subsequent years’ funding guarantee.<sup>15</sup> The state’s current maintenance factor obligation is at \$3.7 billion, created as a result of the Proposition 98 suspension and unanticipated revenue growth in 2004-05. The Governor proposes to allocate \$2.4 billion toward the state’s maintenance factor obligation in his 2006-07 budget, leaving a remaining obligation of \$1.3 billion.<sup>16</sup>

## Proposition 98 in Practice

**Proposition 98 establishes an overall funding level, not an entitlement for individual programs.** Proposition 98 establishes a required funding level for programs falling under the guarantee

### Proposition 49 and the Proposition 98 Guarantee

Proposition 49, approved by voters in November 2002, requires the state to provide up to \$550 million per year for the After School Education and Safety Program (ASES) once General Fund spending reaches a certain level.<sup>19</sup> The spending level in the Governor’s 2006-07 Proposed Budget would trigger Proposition 49 funding, requiring an increase of \$428 million in funds for ASES, up from the \$122 million provided in 2003-04. Proposition 49 states that additional funds for after-school programs shall be “in addition to the sums required by” the Proposition 98 guarantee. In future years, ASES funding would be included as part of the Proposition 98 base. ASES funding would not be reduced unless the Proposition 98 guarantee is suspended. If suspended, ASES funding would be reduced by the same percentage that Proposition 98 funding is reduced.

Proposition 49 was the first measure to earmark funds within the Proposition 98 guarantee. If demand for ASES decreases or more effective programs are identified, the legislature cannot reduce funding for ASES. This could make other programs funded by the guarantee more vulnerable to competition for remaining Proposition 98 resources during difficult budget years.<sup>20</sup>

as a whole. It does not create an “entitlement” to funds for any particular program. The legislature has the authority to allocate funding to individual programs through the budget.<sup>17</sup> In other words, if the legislature allocates \$100 million for instructional materials in one year, the same amount is not guaranteed in the following year. More specifically, Proposition 98 does not protect individual programs from reduction or elimination.

**Proposition 98 covers more than just K-12 education.** The Proposition 98 guarantee applies to spending for K-12 education, community colleges, county offices of education, and state agencies providing direct K-12 educational services, such as the State Special Schools, the Department of Youth Authority, and the Department of Mental Health. In 2005-06, K-12 education (including child development) accounted for 89.3 percent of Proposition 98 spending, community colleges accounted for 10.5 percent, and all other agencies accounted for less than 1 percent.<sup>18</sup>

**Proposition 98 does not specify percentage shares for K-12 schools and community colleges.** The result has been continued disagreement over how much should be allocated to each segment. In 1989, the legislature established a target for allocating funds among school districts, community colleges, and direct educational services provided by the state. In recent years,

community colleges have received as much as 10.6 percent in 2002-03 and as little as 9.4 percent in 2003-04. The Governor's 2006-07 Proposed Budget allocates 10.8 percent of Proposition 98 funds to community colleges.

**Spending above the Proposition 98 minimum can lead to a higher required minimum for future years.** Proposition 98 requires under Tests 2 and 3 that schools receive at least as much as they received from the prior year with adjustments for enrollment growth and inflation. Hence, if the legislature allocates more than the minimum level of funding in a particular year, the increase becomes part of the base that is used to calculate future years' guarantees.

## Current School Funding Policy Debates

Current budget debates over Proposition 98 funding levels have centered around the state's suspension of the Proposition 98 guarantee in 2004-05, the Proposition 98 funding target established in the 2004-05 budget agreement, subsequent Proposition 98 funding levels, and the Governor's proposed 2006-07 maintenance factor payment.

The 2004-05 budget agreement suspended the Proposition 98 guarantee and established a target funding level for K-14 education that was \$2 billion below the level required under the minimum guarantee. Education advocates argue that the agreement suspending Proposition 98 guaranteed a level of funding that was \$2 billion below the level determined by Proposition 98, not the level appropriated in the 2004-05 Budget Act. This is significant since the level of the Proposition 98 guarantee can change over the course of the fiscal year based on changes in estimated revenues, enrollment, or per capita personal income. In 2004-05, General Fund revenues increased to a higher than anticipated level, resulting in an increase in the minimum guarantee.<sup>21</sup>

The legislature maintained the spending level provided in the 2004-05 Budget Act. That spending level produced savings of \$3.7 billion: \$2 billion attributable to the initial suspension and \$1.7 billion due to the increase in the guarantee over the course of the fiscal year. The 2005-06 budget agreement used the funding level in the 2004-05 Budget Act as the basis for 2005-06 Proposition 98 spending. Based on the Governor's January 2006 revenue estimates, the difference between holding Proposition 98 at the 2004-05 Budget Act level and the target assumed in the 2004-05 budget agreement over the two-year period is \$3.2 billion.

The suspension led to the state's current maintenance factor obligation of \$3.7 billion. In his 2006-07 Budget, the Governor proposes to pay \$2.4 billion toward the state's maintenance factor obligation, including \$426 million in appropriations for

Proposition 49. This would leave a remaining maintenance factor obligation of \$1.3 billion.<sup>22</sup> Education advocates contend that the Proposition 49 allocations should not count toward the maintenance factor obligation but in addition to the obligation, instead. Education advocates also argue that the Governor's proposal fails to meet the funding target suggested in the 2004-05 budget agreement for fiscal years 2004-05 and 2005-06, and that \$3.2 billion in Proposition 98 funds are still owed to schools for those two years.

## The Future of the Proposition 98 Guarantee

Test 2 has been the most frequently applied test under Proposition 98. However, Test 1 is expected to become the operative test in the near future due to a number of factors. The Legislative Analyst's Office (LAO) projects that over the next several years, strong growth in property tax revenues will influence K-14 education funding. The additional property tax revenues are expected to reduce the share of state General Fund monies spent on Proposition 98 under Test 2. In addition, slower K-12 attendance growth and the 2004-05 suspension of Proposition 98 had the effect of lowering the General Fund's Proposition 98 obligation under Test 2 in recent years. Collectively, these factors could lead to a transition from the use of the Test 2 formula to Test 1 in 2008-09. The LAO also projects that Test 1 likely will remain as the operative test for the near future once it is triggered.<sup>23</sup>

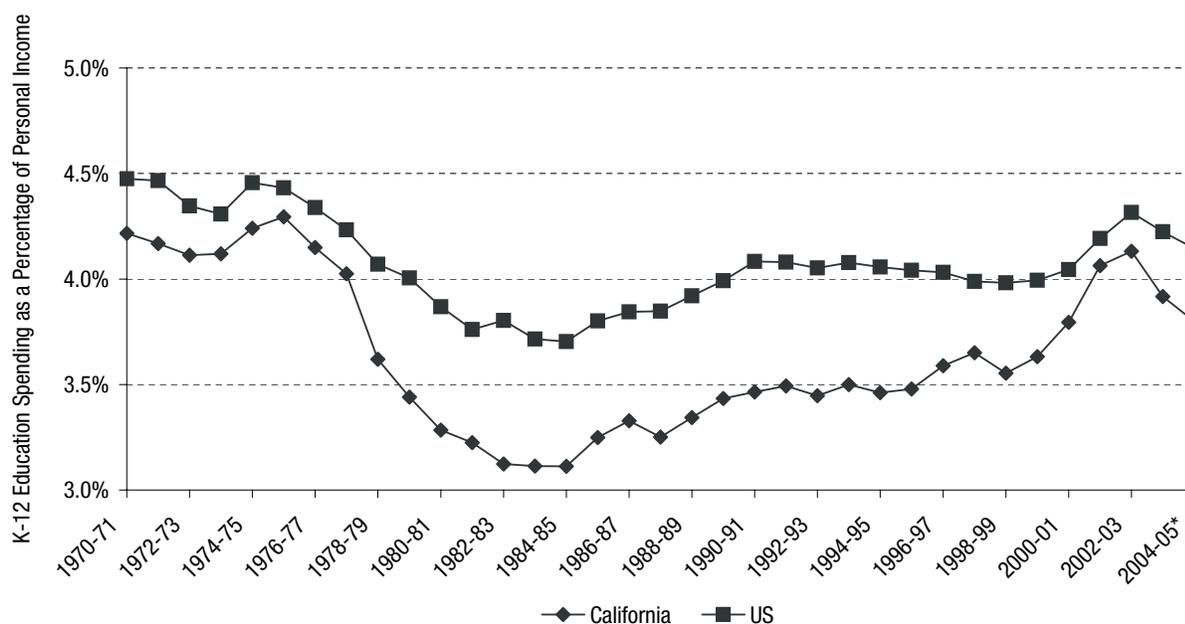
## Education Spending in California

Recent policy debates on education raise the question of whether the current approach to education funding provides sufficient resources for California's schools to meet the state's academic standards and provide a quality education to California's students.

California's spending per pupil lags that of the US as a whole (Figure 1). In 2004-05, the most recent year for which data are available, California ranked 35th among the 50 states and the District of Columbia in K-12 per pupil spending. To reach the level of US per pupil spending, California would have had to spend an additional \$6.4 billion on K-12 education. As a percentage of personal income – a measure of the size of the state's economy – California has consistently spent less on education than the US as a whole over the past decade (Figure 2). California ranked 38th in terms of K-12 education spending as a percentage of personal income in 2004-05. To reach the US level of spending, California would have had to spend an additional \$4.5 billion on K-12 education. California also had the fourth highest number of K-12 students per teacher in 2004-05, with 19.3 students per teacher, as compared to 14.7 for the US as a whole in 2004-05.<sup>24</sup>

In contrast, experts have lauded the state for its high academic standards. A recent study, for example, ranked California's

Figure 2: California Has Consistently Spent a Smaller Share of Its Personal Income On K-12 Education Than the US as a Whole



\* 2003-04 and 2004-05 are estimated.  
 Note: US includes District of Columbia.  
 Source: National Center for Education Statistics (1970-71 to 2002-03), National Education Association (2003-04 to 2004-05), and Bureau of Economic Analysis

reading standards as second in the country, while the state’s math standards ranked first. The report also noted a disparity between California’s high standards and its low performance on the National Assessment of Educational Progress (NAEP).<sup>25</sup>

To align instruction with standards, some states have conducted studies to determine the level of funding needed for students to meet the state’s academic standards. In California, the legislature established the Quality Education Commission in 2002 to conduct such a study.<sup>26</sup> However, Governor Schwarzenegger has not appointed members to the Commission. Instead, the Governor appointed 16 members to the Governor’s Advisory Committee on Education Excellence, a substitute for the Quality Education Commission that is not required by law to assess the adequacy

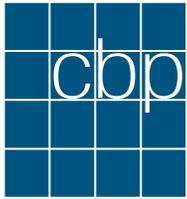
of school funding levels. The Governor directed his Advisory Committee to deliver recommendations on various issues, including adequacy of school funding, in the near future. The Committee has not announced a timeline for presentation of these recommendations.

The current budget debate provides an opportunity for the state to look beyond what is minimally guaranteed and assess what resources are necessary to provide a quality education. By doing so, the state can move towards a system of providing an adequate level of funding to ensure a quality education for all California children.

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## ENDNOTES

- <sup>1</sup> Paul M. Goldfinger and Bob Blattner, *Revenues and Limits* (Sacramento: School Services of California, Inc., 2002), p. 3.
- <sup>2</sup> California Supreme Court, *Serrano v. Priest*, 18 Cal.3d 728 (1976), downloaded from <http://login.findlaw.com/scripts/callaw?dest=ca/cal3d/18/728.html> on April 8, 2005.
- <sup>3</sup> California Supreme Court, *Serrano v. Priest*, 18 Cal.3d 728 (1976), downloaded from <http://login.findlaw.com/scripts/callaw?dest=ca/cal3d/18/728.html> on April 8, 2005.
- <sup>4</sup> EdSource, Selected School Finance Laws and Policies, downloaded from [http://www.edsource.org/edu\\_fin\\_law.cfm](http://www.edsource.org/edu_fin_law.cfm) on November 24, 2004.
- <sup>5</sup> California Budget Project, *Proposition 13: Its Impact on California and Implications for State and Local Finances* (April 1997), p. 2.
- <sup>6</sup> California Ballot Propositions Database, downloaded from <http://holmes.uchastings.edu/cgi-bin/starfinder/2139/calprop.txt> on October 5, 2004.
- <sup>7</sup> This percentage has been adjusted in statute in recognition of shifts in property tax revenues from local governments to schools.
- <sup>8</sup> Proposition 98 originally used the Consumer Price Index to adjust for inflation. However, Proposition 111 of 1990 changed the inflation factor, to the percentage change in state per capita personal income.
- <sup>9</sup> California Constitution, Article XVI, Section 8.
- <sup>10</sup> Legislative Analyst's Office, *Proposition 98 Primer* (February 2005), p. 5.
- <sup>11</sup> California Constitution, Article XVI, Section 8.
- <sup>12</sup> Legislative Analyst's Office, *Proposition 98 Primer* (February 2005), p. 5.
- <sup>13</sup> In the year following a suspension, guarantee calculations are based on the funding actually received in the suspended year.
- <sup>14</sup> The maintenance factor is adjusted annually for changes in enrollment and per capita personal income growth.
- <sup>15</sup> Legislative Analyst's Office, *Proposition 98 Primer* (February 2005), p. 13.
- <sup>16</sup> The Legislative Analyst's Office (LAO) projects a slightly higher minimum guarantee in 2006-07, and an additional \$200 million in maintenance factor payments in 2005-06 due to the LAO's higher revenue estimate. This would leave a maintenance factor obligation of \$1.2 billion. In addition, education advocates argue that \$426 million in Proposition 49 funds should not count towards the maintenance factor (see below).
- <sup>17</sup> Paul M. Goldfinger and Bob Blattner, *Revenues and Limits* (Sacramento: School Services of California, Inc., 2002), p. 31-32.
- <sup>18</sup> Department of Finance, *Governor's Budget Summary 2006-07*, p. 86.
- <sup>19</sup> The funding level needed to trigger Proposition 49 is determined by establishing a base year between 2000-01 and 2003-04 in which General Fund non-Proposition 98 appropriations were at the highest level and adding \$1.5 billion to that base year funding level.
- <sup>20</sup> See California Budget Project, *What Would Proposition 49, The After School Education and Safety Program Act, Mean for California?* (July 2002), for a more comprehensive discussion of Proposition 49.
- <sup>21</sup> Legislative Analyst's Office, *Analysis of the 2006-07 Budget Bill* (February 2006), p. E-19.
- <sup>22</sup> Legislative Analyst's Office, *Analysis of the 2006-07 Budget Bill* (February 2006), p. E-19.
- <sup>23</sup> Legislative Analyst's Office, *California's Fiscal Outlook: LAO Projections, 2005-06 Through 2010-11* (November 2005), p. 31.
- <sup>24</sup> CBP analysis of National Education Association data.
- <sup>25</sup> Sandra Stotsky, *The State of State English Standards* (Fordham Foundation: 2005) p. 7.
- <sup>26</sup> AB 2217 (Strom-Martin, Chapter 1026 of 2002).



## A Decade of Disinvestment: California Education Spending Nears the Bottom

A decade of disinvestment has left California’s spending for public schools lagging the nation by a number of measures. The Proposition 98 guarantee, designed to ensure a minimum level of funding for California’s schools and community colleges, has not prevented significant cuts to the resources available to schools. Lawmakers have repeatedly cut state spending in recent years in response to the dramatic decline in revenues caused by the most severe economic downturn since the 1930s. As a result, 2010-11 estimated General Fund spending was lower as a share of the state’s economy than in 35 of the prior 40 years. Recent cuts have reversed longstanding policies and have left public systems and programs ill-equipped to cope with the ongoing impact of the Great Recession and the challenges of a growing population and an ever-more-competitive global economy.

California public schools, unlike those in many other states, receive a majority of their dollars from the state budget, and the largest share of state spending supports K-12 schools. As California cut spending for schools to help close perennial state budget shortfalls, the gap between California spending for education and that in the rest of the US widened. While federal dollars provided by the American Recovery and Reinvestment Act of 2009 (ARRA) helped schools fill budget gaps that resulted from state cuts to education spending, resources available to California schools dropped to historic lows relative to the rest of the US by the end of the decade. This *School Finance Facts* compares state and local spending on public schools in California with the rest of the US and shows that California’s education spending ranks near the bottom according to several measures.

### California’s Education Spending Nears the Bottom

Spending by California’s public schools is among the lowest of the 50 states.<sup>1</sup> California schools:

- Ranked 46th among the 50 states in K-12 spending per student in 2010-11 (Table 1). California schools spent \$2,856 less per student than the rest of the US that year. To reach the level of the rest of the US, California would have had to spend an additional \$17.3 billion on education, an increase of 32.1 percent.
- Ranked 47th in education spending as a percentage of personal income –

	California Rank	California	Rest of US
K-12 Spending Per Student (2010-11)*	46	\$8,908	\$11,764
K-12 Spending as a Percentage of Personal Income (2010-11)*	47	3.27%	4.29%
Number of K-12 Students Per Teacher (2010-11)*	50	20.5	13.8
Number of K-12 Students Per Guidance Counselor (2009-10)	49	810	433
Number of K-12 Students Per Librarian (2009-10)	50	5,489	839
Number of K-12 Students Per Administrator (2009-10)	46	301	203

\* Data are estimated.  
Note: Data exclude the District of Columbia. Spending per student and number of students per teacher are based on Average Daily Attendance (ADA). Number of students per guidance counselor, librarian, and administrator are based on statewide enrollment.  
Source: National Education Association, National Center for Education Statistics, and US Bureau of Economic Analysis

a measure that reflects the size of a state’s economy and the resources available to support public services. To reach the level of the rest of the US, California would have had to spend an additional \$16.8 billion on education in 2010-11, an increase of 31.1 percent.

## California's Number of Adults Per Student Ranks Last

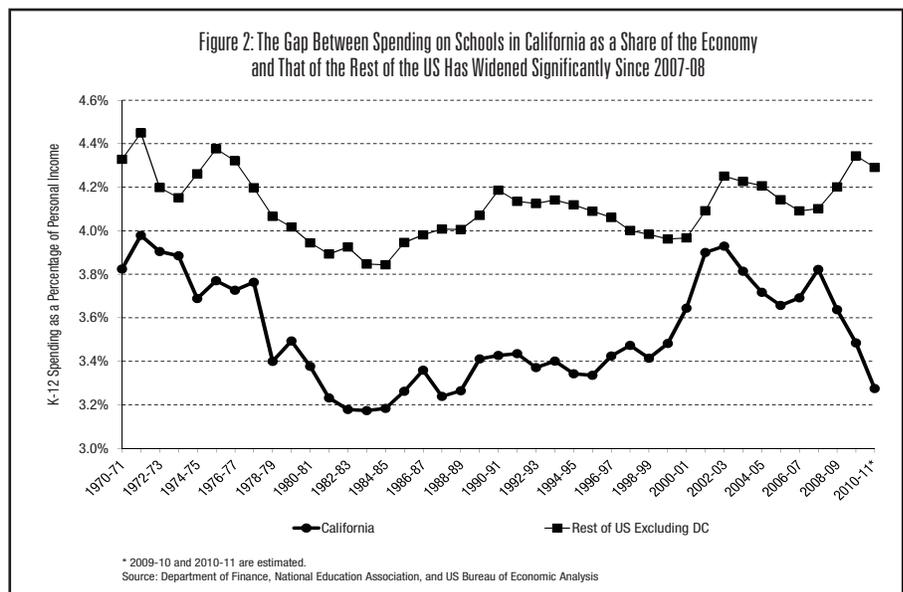
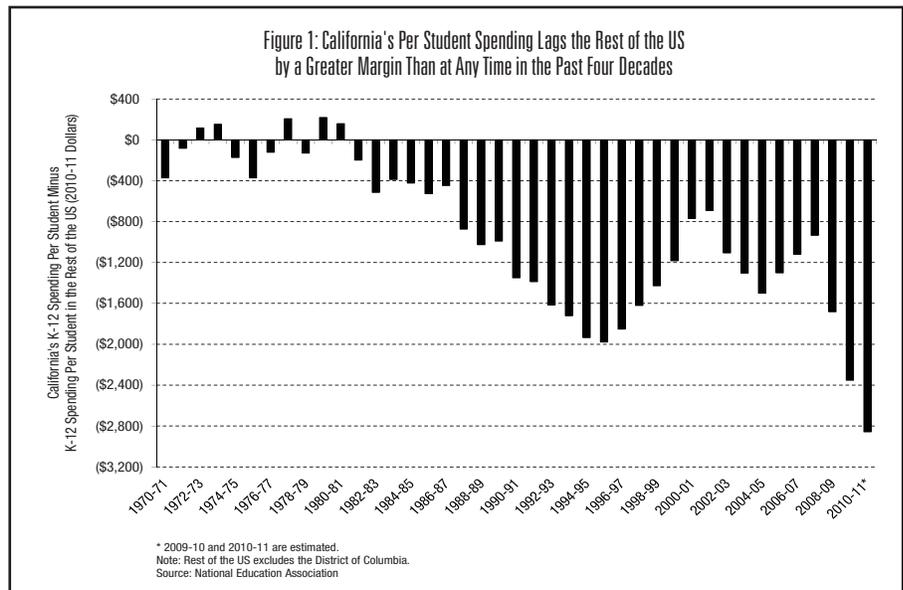
California has more students per school staff than the rest of the US, ranking last or near the bottom on a number of measures. California's schools:

- Ranked 50th in the nation with respect to the number of students per teacher. California averaged 20.5 students for each teacher in 2010-11, nearly 50 percent more than the rest of the US, which averaged 13.8 students per teacher.<sup>2</sup> California's large class sizes mean teachers have less time to attend to the educational needs of each student than do teachers in other states.
- Ranked 49th in the nation with respect to the number of students per guidance counselor.<sup>3</sup> California's schools averaged 810 students for each guidance counselor in 2009-10 while the rest of the US averaged 433 students per guidance counselor. California's large number of students per guidance counselor means many students may not receive the assistance they need to plan for college or a future career.
- Ranked 50th in the nation with respect to the number of students per librarian. California's schools averaged 5,489 students for each librarian in 2009-10, more than six times the rest of the US, which averaged 839 students per librarian.
- Ranked 46th in the nation with respect to the number of students per administrator.<sup>4</sup> California's schools averaged 301 students for each administrator in 2009-10, compared to 203 students for each administrator in the rest of the US.

## The Spending Gap Between California and the Rest of the US Is Widening

The gap between resources available to California schools and those in the rest of the nation has widened substantially during the past decade. Specifically:

- The gap between California spending per student and the rest of the US



grew more than fourfold during the past decade, after adjusting for inflation (Figure 1). California spent \$691 less per student than the rest of the US in 2001-02. The gap in spending per student widened to \$2,856 in 2010-11, an increase of more than 310 percent.

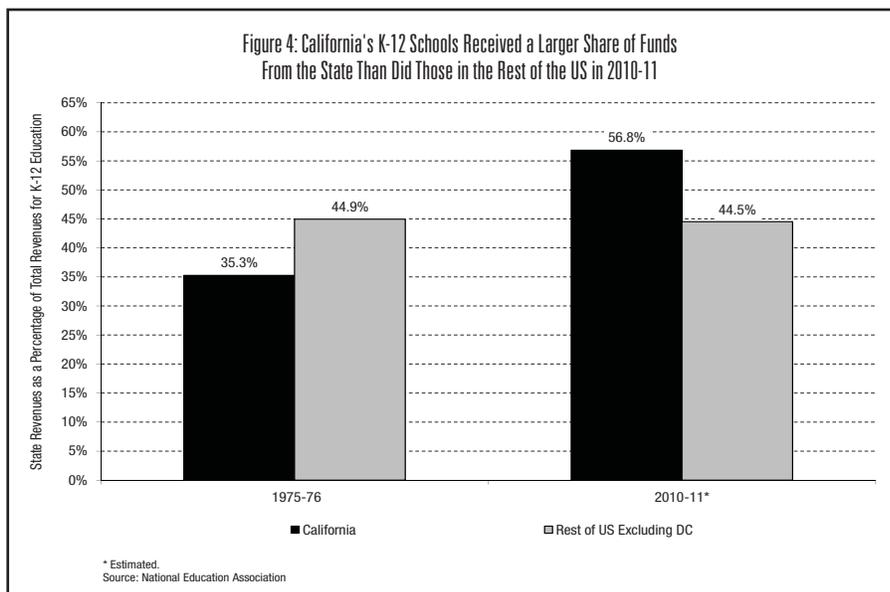
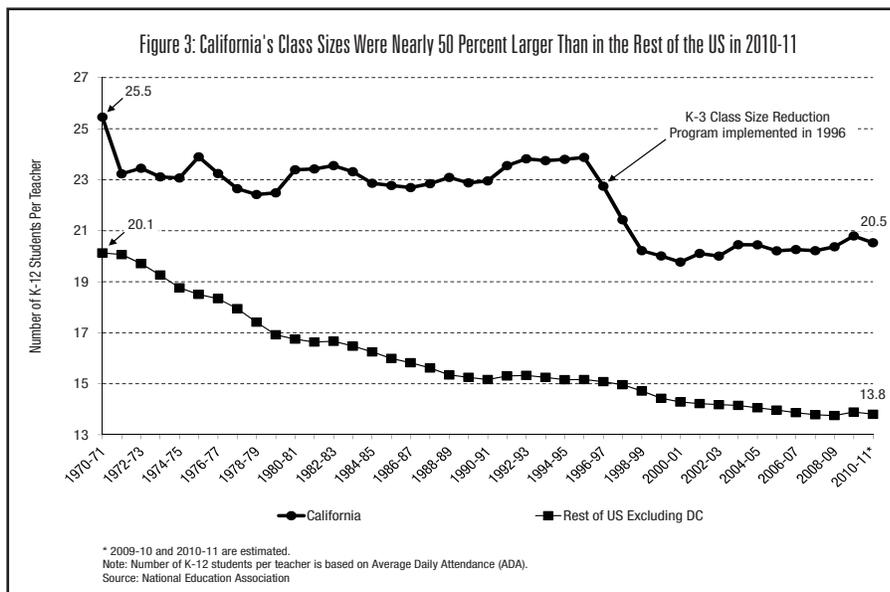
- The gap between California's school spending as a share of the state's economy – measured by the state's personal income – and that of other states has increased more than fivefold since 2001-02 (Figure 2). California school spending equaled 3.90 percent of state personal income – the total income of all Californians – in 2001-02, while the rest of the US equaled 4.09 percent. The 0.19 percentage-point gap that occurred in 2001-02, the smallest in at least 30 years, expanded to nearly 0.50 percentage points in 2005-06 before narrowing to 0.28 percentage points in 2007-08. However, the gap increased to 1.02 percentage points in 2010-11, larger than at any other time in the past 40 years.
- The gap between the number of students per teacher in California and that of the rest of the US grew by approximately 14 percent between 2001-02 and 2010-11.

(Figure 3). In 2001-02, California had 5.9 more students per teacher than the rest of the US. The gap widened until 2004-05, when California had 6.4 more students per teacher than the rest of the nation. While California's class sizes remained relatively constant between 2004-05 and 2010-11, class sizes in the rest of the US became smaller. As a result, California classrooms had 6.7 more students per teacher and were nearly 50 percent larger than classes in the rest of the US in 2010-11.

### California Schools' Reliance on State Dollars Contributed to the Spending Gap

California schools, on the whole, rely on the state budget for a majority of their dollars. Moreover, the largest share of state General Fund spending supports K-12 education. The Legislature reduced overall General Fund spending from \$103.0 billion in 2007-08 to \$87.3 billion in 2009-10 – a drop of 15.3 percent – as policymakers responded to the dramatic decline in revenues caused by the most severe economic downturn since the 1930s. As the state cut spending, the gap between the resources available to California schools and the rest of the nation widened.

California schools' reliance on the state budget reflects passage of Proposition 13 in 1978, which fundamentally changed how schools receive their dollars. Between 1970-71 and 1977-78, California schools received the largest share of their revenue from the local property tax; however, since Proposition 13 schools have received the majority of their dollars from the state. For example, in 1975-76, California's schools received 35.3 percent of their revenues from the state and 53.7 percent from local sources (Figure 4). In 2010-11, California's schools received 56.8 percent of their dollars from the state and 29.8 percent from local sources, primarily local property taxes. In contrast, schools in the rest of the US received roughly the same share of their dollars from state sources in 2010-11 (44.5 percent) as they did in 1975-76 (44.9 percent) and a slightly smaller share of their dollars from local sources in 2010-11 (45.3 percent) as they did in 1975-76 (46.9 percent).



State cuts to education spending combined with California schools' substantial reliance on state dollars helps explain the widening gap between the resources available to California schools and those of the rest of the US. In 2010-11, California was one of just 13 states in which state funds accounted for 55.0 percent or more of K-12 education revenues.<sup>5</sup> Therefore, as California cut K-12 education spending, the gap between the resources available to California's schools and those of the rest of the US – which are generally less dependent on state spending – widened.

### The ARRA Helped California's Schools During the Recent State Budget Crisis

The ARRA helped schools fill budget gaps that resulted from state cuts to education funding beginning in 2008-09. Because of the ARRA and other federal policy initiatives, federal dollars provided a greater share of California schools' revenue during the 2000s than at any other time in the past four decades. California's schools received more than one out of eight dollars (13.3 percent) from federal sources in 2010-11 compared to

## Why Is California's System of School Finance So Different?

Local revenues account for a relatively small share of the total funds received by California's schools largely because of Proposition 13.<sup>6</sup> In 1977-78, immediately prior to the passage of Proposition 13, local revenues provided nearly half (47.1 percent) of the funding for California's public schools. By the early 1980s, local sources provided about one out of every four dollars received by public schools (Figure 5). This shift reflects state legislation aimed at cushioning the impact of Proposition 13 on local governments. Proposition 13 resulted in a 53 percent drop in property tax collections, which are distributed to schools and local governments.<sup>7</sup> The Legislature responded by shifting property tax revenues from schools and community colleges to cities, counties, and special districts in 1979. In turn, the state increased funding for schools and community colleges.<sup>8</sup>

The state's increased share of funding for public schools after Proposition 13 was partially reversed, on a permanent basis, in response to state budget shortfalls in the early 1990s. The property tax shifts of the early 1990s shifted property taxes from cities, counties, and special districts to schools and community colleges and reduced state spending for schools on a dollar-for-dollar basis. The Legislature enacted similar shifts on a temporary basis in 2004-05 and 2005-06. Proposition 1A, approved by the voters in November 2004, severely limited the Legislature's ability to enact similar shifts in the future.<sup>9</sup>

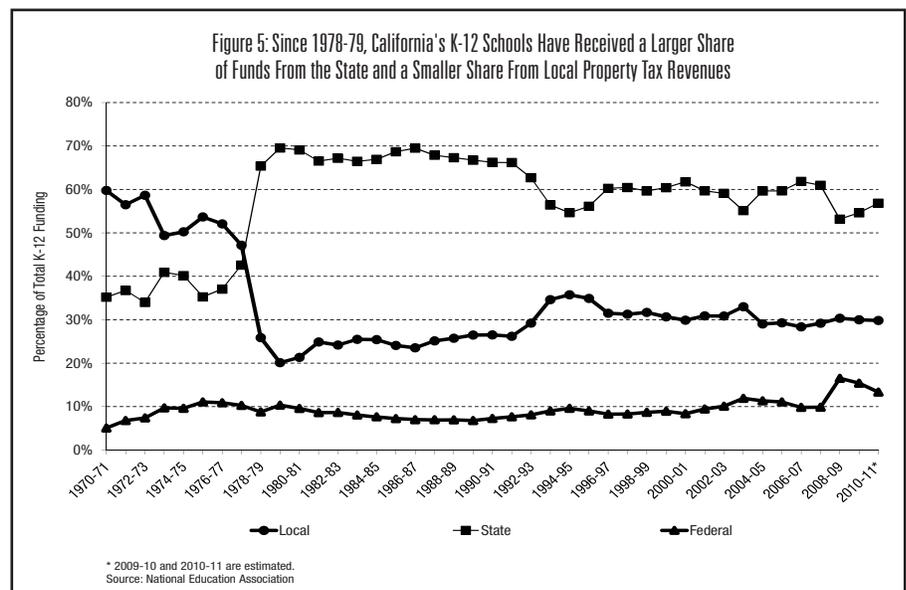
slightly less than one out of 10 dollars (9.5 percent) in 2001-02. Federal funding for California schools increased substantially from 2007-08 to 2008-09 at the same time state tax revenues fell and California reduced funding for schools. As a result, federal dollars as a share of California school funding shot up from 9.9 percent of total school dollars in 2007-08 to 16.5 percent in 2008-09. The ARRA helped close California's budget gaps, as well as schools' and local governments' budget shortfalls. However, by the end of 2010-11, most of the dollars provided by the ARRA had been spent. As a result, schools are approaching a "funding cliff" in 2011-12.

## How Are California's School Dollars Spent?

California spends a larger share of its education dollars on instruction and student services than do schools in the rest of the US.<sup>10</sup> In 2008-09, California's schools spent 95.1 cents of each education dollar on instruction and student services, while schools in the rest of the US spent 93.8 cents of each education dollar on the same functions (Figure 6). In contrast, California's schools spent 4.9 cents of each dollar for K-12 education on administration, food services, and other expenses, while schools in the rest of the US spent 6.2 cents of each education dollar on the same functions. California's relatively high level of classroom spending is in part a reflection of the fact that teacher salaries are higher, on average, in California – \$69,434 in 2010-11 – than those in the nation as a whole (\$56,069) reflecting California's cost of living, particularly higher housing costs.<sup>11</sup>

## California Has More Students and Greater Challenges

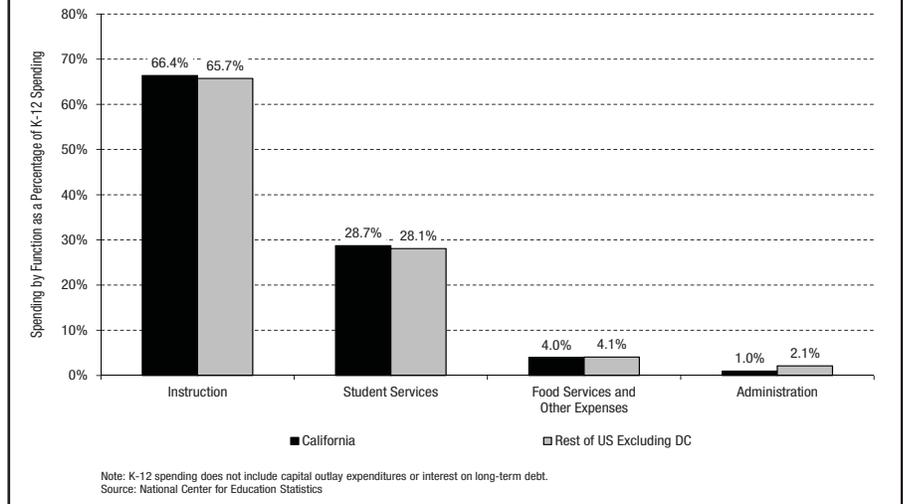
California educates more students than any other state. In 2010-11, 6.1 million students attended public schools in California. In contrast, 4.5 million students attended Texas' public schools in the same year. Moreover, many California children come from low-income families and the state has by far the lowest share of children with English-speaking parents in the nation. More than four out of 10 California children (43.6 percent) come from families with incomes at or below twice the federal poverty line – \$35,136 for a single parent with two children in 2010 – and more than one-third (38.0 percent) of California children have parents who do not speak English fluently.<sup>12</sup>



In most states, school districts have the authority to adjust local property tax rates to raise the resources needed to support local schools. California's Proposition 13, however, capped the local property tax rate at 1 percent, and Proposition 1A of 2004 "locked in" the allocation of revenues among schools, cities, counties, and special districts.<sup>13</sup> In addition to Proposition 13, Californians have passed other ballot measures that limit school districts' ability to raise additional revenues at the local level. For example, Proposition 218 of 1996 requires local school districts to submit tax increases to the voters for approval by a two-thirds majority.<sup>14</sup>

California's greater reliance on state dollars also reflects the impact of a series of court decisions, beginning with the 1976 *Serrano v. Priest* California Supreme Court decision. In *Serrano*, the court found that schools' dependence on local property taxes violated the equal protection rights of students in districts with relatively low property wealth, since the same property tax rate generated less revenue in low-property-tax-wealth districts than it did in high-property-tax-wealth districts. The state's response to these decisions established a limit on the combined state and local revenues received by a school district and used state funds to help equalize the funding available to high- and low- property-wealth districts.<sup>15</sup>

Figure 6: California's K-12 Schools Spend a Smaller Share on Administration Than Do Schools in the Rest of the US, 2008-09



California schools with large numbers of English-language learners and students from low-income families face significant challenges. Yet, despite research that shows English-language learners and students from low-income families are more costly to educate, California spends less than other states that have fewer of these students.<sup>16</sup> Moreover, most spending measures do not account for the additional resources required to educate students from low-income families and English-language learners. As a result, the spending gap between California schools and the rest of the US does not reflect the resources required to adequately educate California's diversity of students.

### Inequality Widens Among California Schools

As the gap between California's spending for education and the rest of the nation widened, so have the gaps among California schools. One reason for the widening inequality is that schools with a larger share of students from more affluent families are able to fill budget gaps by raising dollars from private donations. A survey of California high school principals conducted by the University of California, Los Angeles (UCLA) compared schools with less than 34 percent of students from low-income families, defined as "low-poverty high schools," to schools with at least 63 percent of students from low-income families, defined as "high-poverty high schools." The survey found that low-poverty schools received an average of \$100,000 in private donations compared to \$5,000 in donations received by high-poverty schools.<sup>17</sup>

The UCLA survey also found that low-poverty high schools were more likely than high-poverty high schools to require students and families to pay for or make additional contributions to school services. By shifting costs to students and families, low-poverty schools can maintain services that many high-poverty schools cannot, which contributes to widening inequality among schools. Specifically, the UCLA survey found that due to budget cuts, low-poverty high schools are:

- More than five times as likely to require students and families to pay for arts and music;
- Four times as likely to require students and families to pay for summer school; and
- More than three times as likely to require students and families to pay for instructional materials.<sup>18</sup>

Moreover, the UCLA study found that requiring families to pay for services exacerbates inequality *within* schools as students from low-income families may not be able to pay for services that other families can support.

## Conclusion

After a decade of disinvestment, the gap between resources available to California schools and the rest of the US has widened substantially. California's schools spend fewer dollars per student and have substantially more students per school staff than schools in other states. Despite a minimum funding level guaranteed to California schools by Proposition 98, the gap between California's spending on schools and that of the rest of the US is widening. The Department of Finance projects state budget shortfalls for the near future, which means the state will continue to lack resources needed for its public systems.<sup>19</sup> Ensuring California's students the opportunities that a quality education affords requires a level of state resources that allows for adequate investment in the state's schools. Absent additional revenue, California schools will likely fall further behind.

## ENDNOTES

<sup>1</sup> Unless otherwise noted, rankings and national data exclude the District of Columbia.

<sup>2</sup> CBP analysis of National Education Association data.

<sup>3</sup> CBP analysis of National Center for Education Statistics (NCES) data. The most recent year for which NCES data are available is 2009-10.

<sup>4</sup> Administrators include school site and district administrators.

<sup>5</sup> CBP analysis of National Education Association data.

<sup>6</sup> Proposition 13 limited property tax rates to 1 percent of a property's assessed value and replaced the practice of annually reassessing property at full cash value for tax purposes with a system based on cost at acquisition. Under Proposition 13, property is assessed at market value for tax purposes only when it changes ownership, and annual inflation adjustments are limited to no more than 2 percent. For a more comprehensive discussion of Proposition 13, see California Budget Project, *Proposition 13: Its Impact on California and Implications for State and Local Finances* (April 1997).

<sup>7</sup> California Budget Project, *Proposition 13: Its Impact on California and Implications for State and Local Finances* (April 1997), p. 6.

<sup>8</sup> California Budget Project, *Proposition 13: Its Impact on California and Implications for State and Local Finances* (April 1997), pp. 2-3.

<sup>9</sup> The July 2009 budget agreement suspended Proposition 1A of 2004 and transferred \$1.9 billion in property tax revenues from cities, counties, and special districts to schools. This amount is a loan, which must be repaid pursuant to Proposition 1A.

<sup>10</sup> Instruction includes activities dealing directly with the interaction between teachers and students. Student services include school site administration, transportation, and operation and maintenance.

<sup>11</sup> National Education Association, *Rankings & Estimates: Rankings of the States 2010 and Estimates of School Statistics 2011* (December 2010), p. 92. The national average for teacher salaries includes the District of Columbia and California.

<sup>12</sup> The federal poverty line refers to the US Census Bureau's poverty threshold.

<sup>13</sup> Rates above 1 percent are allowed for bond measures approved by local voters.

<sup>14</sup> However, Proposition 39 of 2000 allows voters to approve local school bonds, and increases in property tax rates to repay them, with a 55 percent vote rather than a two-thirds majority.

<sup>15</sup> For a discussion of the *Serrano* case and subsequent efforts to address disparities in school funding, see Paul M. Goldfinger and Jannelle Kubinec, *Revenues and Revenue Limits: A Guide to School Finance in California* (School Services of California, Inc.: 2008).

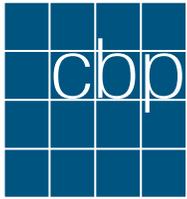
<sup>16</sup> Jennifer Imazeki, *Assessing the Costs of K-12 Education in California Public Schools* (Institute for Research on Education Policy and Practice: December 2006), p. 10.

<sup>17</sup> John Rogers, et al., *Free Fall: Educational Opportunities in 2011* (UCLA IDEA and UC/ACCORD: March 2011), p. 14.

<sup>18</sup> John Rogers, et al., *Free Fall: Educational Opportunities in 2011* (UCLA IDEA and UC/ACCORD: March 2011), p. 15.

<sup>19</sup> The Department of Finance projects state budget shortfalls from 2012-13 through 2014-15.

*Jonathan Kaplan prepared this School Finance Facts. The California Budget Project (CBP) was founded in 1994 to provide Californians with a source of timely, objective, and accessible expertise on state fiscal and economic policy issues. The CBP engages in independent fiscal and policy analysis and public education with the goal of improving public policies affecting the economic and social well-being of low- and middle-income Californians. Please visit the CBP's website at [www.cbp.org](http://www.cbp.org).*



## Rising to the Challenge: Why Greater Investment in K-12 Education Matters for California’s Students

California’s K-12 schools face a unique set of challenges. Not only does California educate more students than any other state, but economically disadvantaged students and English learners (ELs) account for a larger share of students in California than in the rest of the US. Yet, even though California has more financial resources per capita than the rest of the US, the state spends far less of its total personal income on K-12 schools. As a result, California K-12 education spending continues to lag the nation by a number of key measures. Although Proposition 30, passed by California voters in November 2012, is expected to increase state revenues and boost school spending over the next few years, this revenue measure alone will not provide California schools with sufficient resources to meet the challenges of educating the state’s students.

While California’s current financial support for schools falls well short of the state’s capacity to invest in K-12 education, the new Local Control Funding Formula (LCFF) – approved by the Governor and the Legislature earlier this year – is an important step toward aligning state education funding with student needs. The LCFF fundamentally restructures California’s education finance system and directs additional resources to disadvantaged students – specifically ELs, students from low-income families, and foster youth. How the state allocates education dollars is especially important in California, because its schools rely more heavily on state funding – and relatively less on local property taxes – than those in the rest of the US. This is largely due to the limits that Proposition 13 of 1978 imposed on the local property tax as well as policies enacted after Proposition 13 to help schools and local governments cope with the loss of local revenues. This *School Finance Facts* compares California’s student demographics, education funding, and school spending and staffing to that in the rest of the US, and shows why California will need to invest more to provide a high-quality education for all students.

### California’s Schools Educate a Large, Diverse Student Population

California educates far more students than any other state, and has a highly diverse student population. In 2012-13, 6.2 million students enrolled in public schools in California, which is 1.1 million more students than in Texas, 3.5 million more than in Florida, 3.6 million more than in New York, and 4.1 million more than in Illinois. Latinos comprised the majority (52.7 percent) of California public school students in 2012-13, whites slightly more than one-fourth (25.5 percent), Asians 11.7 percent, and blacks 6.3 percent

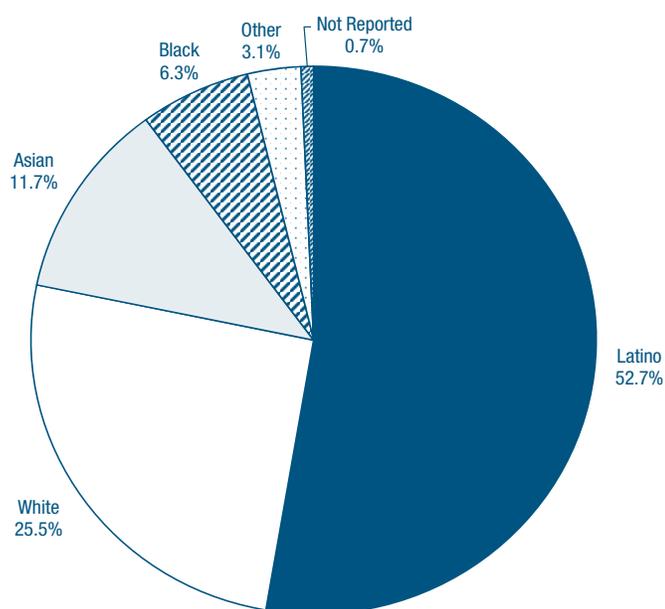
(Figure 1). The composition of students in California’s schools has changed substantially during the past two decades. In 1992-93, whites comprised the largest share (43.4 percent) of California student enrollment, Latinos more than one-third (36.1 percent), Asians 11.0 percent, and blacks 8.6 percent.

### California’s Student Population Requires More Resources to Educate

California’s schools enroll the largest share of English learners (ELs) in the US. To help pay for the additional services that ELs need to meet academic standards, the federal government allocates Title III dollars based on the number of ELs in each state.<sup>1</sup> Three in 10 (30.1 percent) of the nation’s 4.4 million Title III beneficiaries attended a California school in 2011-12, and the state’s 1.3 million ELs nearly equal the *combined* number of ELs in the next four most populous states – Texas, New York, Florida, and Illinois – even though these four states together have roughly twice as many students as California.

In addition to educating the largest share of the nation’s ELs, California has a larger percentage of students from low-income families than does the rest of the US.<sup>2</sup> In

Figure 1: Latinos Comprise a Majority of Students Enrolled in California Public Schools



Number of Students Enrolled in California K-12 Public Schools in 2012-13 = 6.2 Million

Source: California Department of Education

2010-11, a majority of California's students (53.0 percent) were eligible for free or reduced-price lunches, a measure that is commonly used to compare the number of economically disadvantaged students among states (Figure 2).<sup>3</sup> This proportion is larger than that for the rest of the US, where 46.8 percent of students were eligible for free or reduced-price lunches. Among the five most populous states, only Florida has a higher percentage of students from low-income families than California does. More than 3.3 million California students in 2010-11 came from households with incomes at or below the free and reduced-price lunch eligibility limit, which is 185 percent of the federal poverty line. This limit in 2010-11 was \$33,874 for a single parent with two children.

Research shows that ELs and students from low-income families cost more to educate.<sup>4</sup> California's large number of these students means that the state needs to spend more than others to allow all students to reach state and national academic standards. However, California's school spending per student is lower than that in the rest of the US. Further, compared with other large states,

California spends far less per student than do states – such as Illinois and New York – that have smaller percentages of both ELs and economically disadvantaged students. California policymakers recently took an important step toward addressing the needs of ELs and students from low-income families by restructuring the state's education funding system and providing additional resources to school districts for these students (see text box on page 4).

### California's Education Spending Continues to Lag the Nation

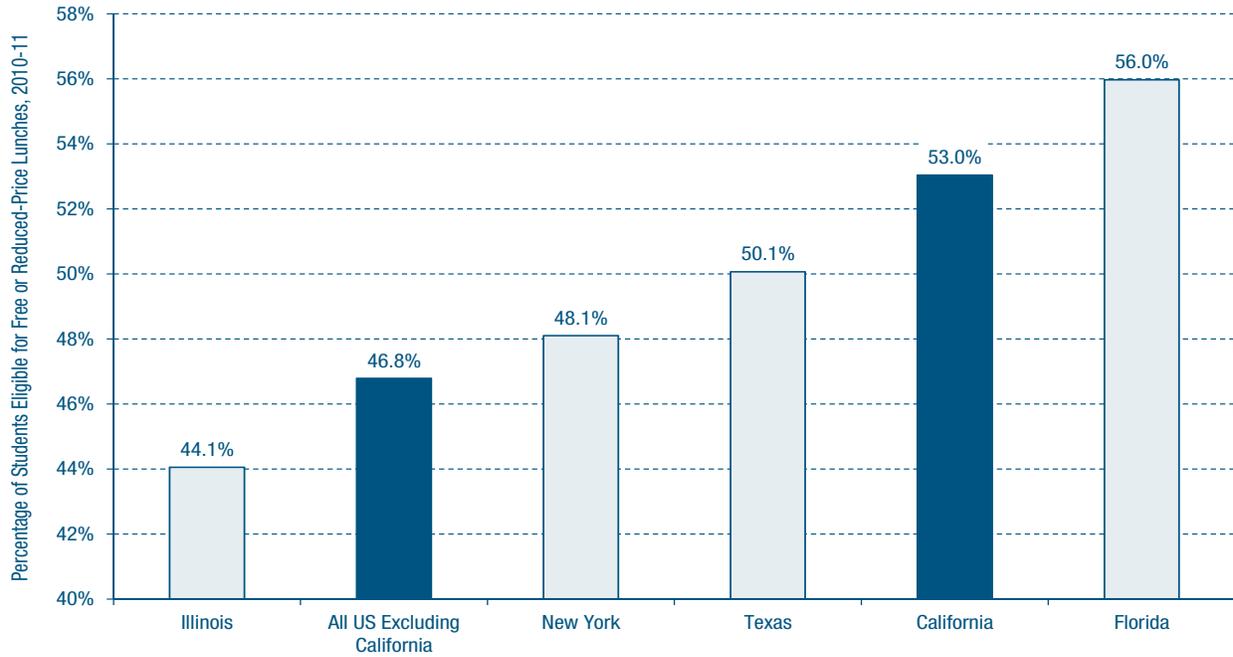
California's K-12 spending per student continues to lag the rest of the US. California's schools spent \$2,475 less per student than the rest of the US in 2012-13 (Figure 3). Compared to the other most populous states, California spent \$4,080 less per student in 2012-13 than Illinois and nearly \$6,700 less per student than New York, while spending just slightly more than both Florida (\$483 more per student) and Texas (\$880 more per student). Among all states, California ranked 44th in the nation in K-12 spending per student in 2012-13, not adjusting for regional cost differences.

California per student spending is expected to increase in the next couple of years, due in part to new revenues from Proposition 30, approved by the state's voters in November 2012. The impact of these new revenues on school spending relative to other states might be seen in the 2013-14 school year, which could potentially lift California higher in the national rankings. Still, it is important to note that most measures used to compare K-12 education spending across different states do not account for the additional resources required to educate ELs and students from low-income families. As a result, comparing California education spending to the rest of the US does not reflect the resources required to adequately educate California's diversity of students.

### California's Schools Have More Students Per Staff Than Schools in the Rest of the US

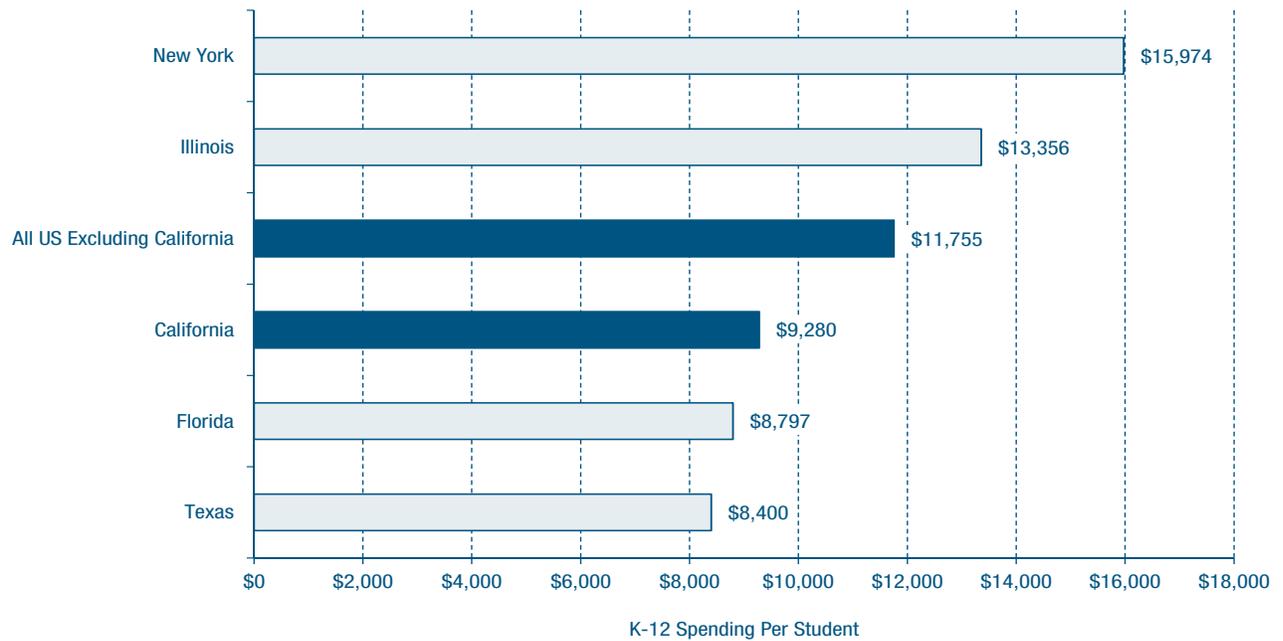
California has more students per school staff than the rest of the US, ranking last or near the bottom among all states on several key measures. The large number of students per

**Figure 2: California Has a Larger Share of Students from Low-Income Families Than the Rest of the US**  
 Among Large States, Only Florida Has a Higher Percentage



Source: National Center for Education Statistics

**Figure 3: California Spent Nearly \$2,500 Less Per Student Than the Rest of the US in 2012-13**  
 California Lagged New York and Illinois by Wide Margins, Was Only Slightly Above Other Large States



Note: Data are estimated.  
 Source: National Education Association

adult means that California's school staff has less time than those in other states to attend to individual student needs.

As a result, California's schools may be unable to provide the quality of instruction, personalized guidance, and student services that other states do. California's schools:

- **Rank 51st nationally in the number of students per teacher.** In 2012-13, California had a student-to-teacher ratio of 24.7-to-1, a level more than two-thirds (69.5 percent) higher than in the rest of the US, which had 14.5 students per teacher.<sup>5</sup> The number of students per teacher in California jumped from 20.2 to 24.7 – an increase of 22.0 percent – between 2007-08 and 2012-13. This dramatic increase reversed the reductions that occurred after the state implemented the Class Size Reduction Program for grades K through three (K-3 CSR) in 1996.<sup>6</sup> California reduced the financial penalties for noncompliance for schools that participate in the K-3 CSR Program in 2009, which led many schools to increase class sizes.
- **Rank 51st nationally in the number of students per guidance counselor.**<sup>7</sup> California's schools had a student-to-guidance-counselor ratio of 1,016-to-1 in 2010-11, more than twice the rest of the US, which had 437 students per guidance counselor. Between 2009-10 and 2010-11, the number of students per guidance counselor in California schools jumped from 810 to 1,016 – a 25.4 percent increase – while the number of students per guidance counselor in the rest of the US remained relatively flat.
- **Rank 51st nationally in the number of students per librarian.** California's schools had a student-to-librarian ratio of 8,310-to-1 in 2010-11, more than nine times the rest of the US, which had 872 students per librarian.
- **Rank 48th nationally in the number of students per administrator.**<sup>8</sup> California's schools had a student-to-administrator ratio of 334-to-1 in 2010-11, compared to 205 students for each administrator in the rest of the US. California's relatively high number of students per administrator runs counter to a common misperception that the state's schools have large administrative staffs.

## California's New School Funding Formula Directs Additional Resources to Disadvantaged Students

As part of the 2013-14 budget agreement, Governor Brown signed legislation that fundamentally restructures how the state provides dollars to schools. The state's new Local Control Funding Formula (LCFF) makes California's education finance system more transparent and rational. The LCFF also intends to fund schools more equitably than they were in the past by allocating dollars to school districts based on student needs.<sup>9</sup> Under the new formula, all California school districts receive a "base grant" per student based on each student's grade level. The LCFF also provides each school district a "supplemental grant" – equal to 20 percent of the base grant – for its unduplicated number of English learners, foster youth, or students from low-income families. In addition, the LCFF provides a "concentration grant" – equal to 50 percent of the base grant – for the unduplicated number of these disadvantaged students above 55 percent of school district enrollment.

The LCFF is an important step toward aligning state dollars with student needs. However, it was not intended to provide, or determine, an adequate funding level for schools. The LCFF establishes a target funding level for all school districts, and meeting these targets will cost significantly more than the state currently provides. The Legislative Analyst's Office estimates that to fully implement the LCFF in 2013-14 would have cost \$18 billion more than the state spent on K-12 schools in 2012-13. While it is unclear when the state will have adequate resources to provide this level of school funding, the Department of Finance estimates that funding for schools will not be sufficient to fully implement the LCFF until 2020-21. Ultimately, the timeline for LCFF implementation will be determined by whether – and by how much – state revenue increases over the next several years as well as the level of funding the Legislature provides for the LCFF.

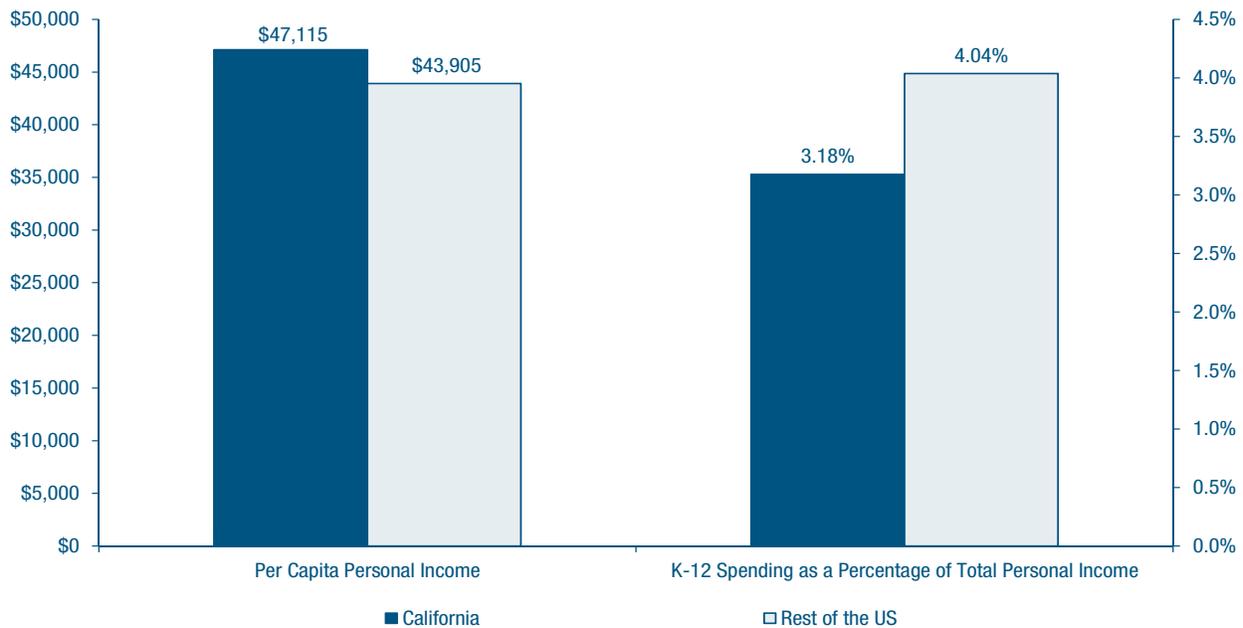
## California Has Greater Financial Resources Than the Rest of the US, but Spends a Smaller Share on K-12 Schools

California's financial support for schools lags its capacity. California spends a smaller share of its total personal income on K-12 schools than does the rest of the US, despite having more personal income per capita. In 2012-13, California's per capita personal income (PCPI) – a measure of the financial resources available to help support schools and other public systems and services – was \$47,115, while PCPI in the rest of the US was \$43,905 (Figure 4). Despite the state's greater financial resources, California's spending on K-12 schools equaled 3.18 percent of total personal income, ranking 46th in the nation in 2012-13, while education spending in the rest of the US was 4.04 percent of personal income – more than one-fourth (27 percent) higher than in California. To reach the same share of personal income that the rest of the US spends on education, California would have had to spend an additional \$15.4 billion on K-12 schools in 2012-13, approximately \$400 more per state resident.

## School Funding in California Relies Heavily on State Dollars

California schools, on the whole, rely on the state budget for a majority of their dollars. In 2012-13, California schools received 57.0 percent of their dollars from the state and slightly less than one-third (32.3 percent) from local sources, primarily local property taxes. In contrast, schools in the rest of the US received roughly an equal proportion of their funds from the state and from local sources – 44.3 percent and 45.7 percent, respectively.<sup>10</sup>

**Figure 4: Compared to the Rest of the US, California Had Greater Financial Resources, But Spent a Smaller Share on Schools in 2012-13**



Note: Data are estimated.  
Source: National Education Association, US Bureau of Economic Analysis, and US Census Bureau

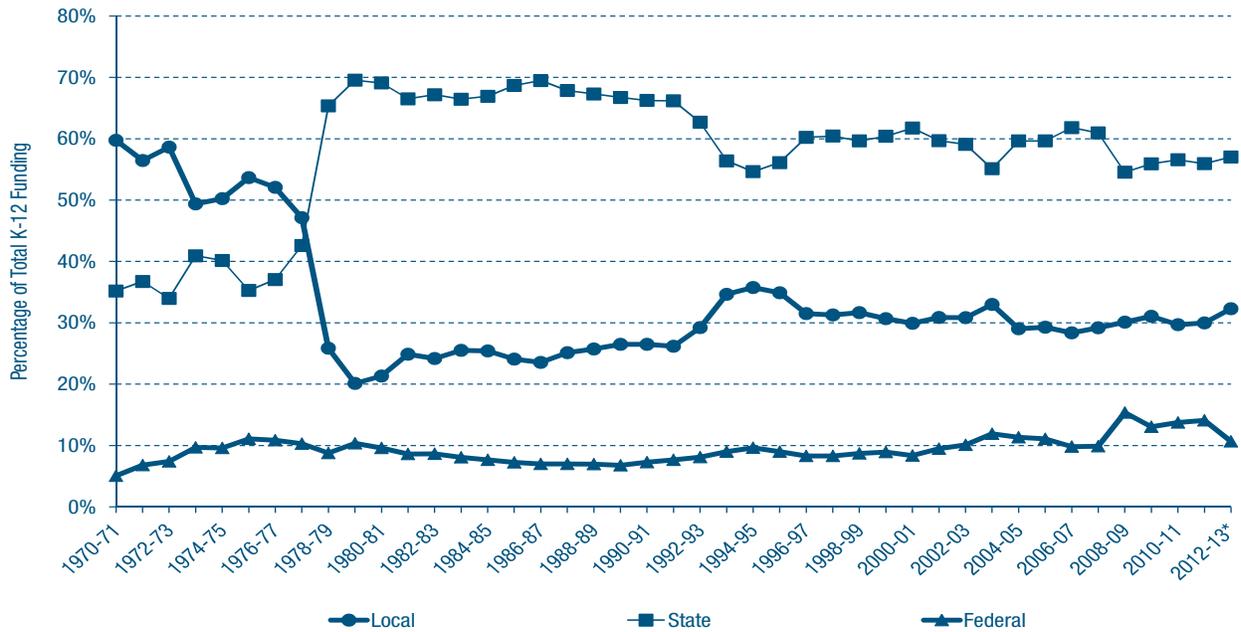
California schools’ heavy reliance on the state budget dates back to 1978, when Proposition 13 fundamentally changed how schools receive their revenue.<sup>11</sup> In 1977-78, immediately prior to the passage of Proposition 13, local revenues provided nearly half (47.1 percent) of the funding for California’s public schools. By the early 1980s, local sources provided about one out of every four dollars received by public schools (Figure 5). The shift away from California schools’ historic reliance on local dollars reflects state legislation aimed at cushioning the impact of Proposition 13 on local governments. Proposition 13 resulted in a 53 percent drop in property tax collections, which are distributed to schools and local governments.<sup>12</sup> After voters approved Proposition 13, the Legislature sought to bolster local government finances by shifting property tax revenues from schools and community colleges to cities, counties, and special districts. The state, in turn, increased funding for schools and community colleges.<sup>13</sup>

California schools’ greater reliance on state dollars also reflects the impact of a series of court decisions, most notably the 1976 *Serrano v. Priest* California Supreme Court decision. In *Serrano*, the court found that schools’ dependence on local property taxes violated the equal protection rights of students in districts with relatively low property wealth, since the same property tax rate generated less revenue in low-property-tax-wealth districts than it did in high-property-tax-wealth districts. The state’s response to these decisions established a limit on the combined state and local revenues received by a school district and used state funds to help equalize the funding available to high- and low- property-wealth districts.<sup>14</sup>

### How Are California’s School Dollars Spent?

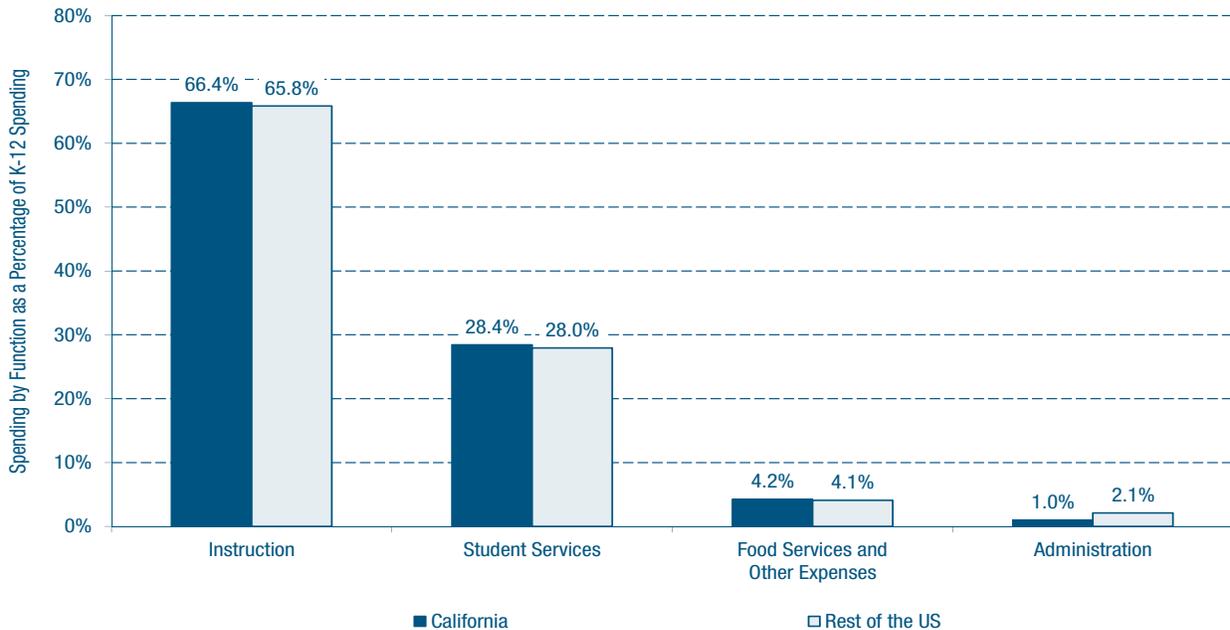
California spends a larger share of its education dollars on instruction and student services than do schools in the rest of the US.<sup>15</sup> In 2010-11, California’s schools spent 94.8 cents of each education dollar on instruction and student services, while schools in the rest of the US spent 93.8 cents on the same functions (Figure 6). In contrast, California’s schools spent 5.2 cents of each dollar for K-12 education on administration, food services, and other expenses, while schools in the rest of the US spent 6.2 cents of each education dollar on the same functions. California’s relatively high level of classroom spending is consistent with the fact that teacher salaries are higher, on average, in California – \$69,324 in 2012-13 – than those in the nation as a whole (\$56,383), reflecting California’s cost of living, particularly higher housing costs.<sup>16</sup>

Figure 5: Since 1978-79, California's K-12 Schools Have Received a Larger Share of Their Funds From the State and a Smaller Share From Local Property Tax Revenues



\* 2011-12 and 2012-13 estimated.  
Source: National Education Association

Figure 6: California's K-12 Schools Spent a Larger Share on Instruction and Student Services Than Did Schools in the Rest of the US in 2010-11



Note: K-12 spending does not include capital outlay expenditures or interest on long-term debt.  
Source: National Center for Education Statistics

## Conclusion

California has more financial resources, but spends less on K-12 schools compared with the rest of the US. Moreover, California's students require more resources to educate, in part because the state enrolls the largest share of ELs in the nation and has a higher percentage of students from low-income families than does the rest of the US. By aligning state dollars with student needs, California's new Local Control Funding Formula will help boost schools' capacity to educate the state's diverse student population. However, California K-12 education spending continues to lag the nation by a wide margin, and its schools have substantially more students per school staff than do schools in the rest of the US. While Proposition 30 is expected to increase state education spending over the next few years, its tax increases expire at the end of 2018, and they alone will not provide California's schools with the resources needed to educate the state's students. To meet the challenge of providing California's students a high-quality education, the state would need to invest more of its financial resources in public schools.

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## ENDNOTES

- <sup>1</sup> Title III of the Elementary and Secondary Education Act (ESEA) provides funds to states based on their number of English learners (ELs), including immigrant children and youth. This *School Finance Facts* uses Title III recipients to compare the number of ELs in the US because federal law requires the US Department of Education to choose the most accurate, up-to-date data to determine the number of ELs in each state for the purpose of allocating Title III grants.
- <sup>2</sup> Unless otherwise noted, "rest of the US" includes the District of Columbia and excludes California.
- <sup>3</sup> This *School Finance Facts* uses National Center for Education Statistics (NCES) data to make national comparisons of the percentage of students eligible for free or reduced-price lunches, which includes prekindergarten through grade 12.
- <sup>4</sup> Jennifer Imazeki, *Assessing the Costs of K-12 Education in California Public Schools* (Institute for Research on Education Policy and Practice: December 2006), p. 10.
- <sup>5</sup> CBP analysis of National Education Association data.
- <sup>6</sup> As established in 1996, the K-3 Class Size Reduction (CSR) Program provided school districts with incentive funds to reduce class sizes in grades kindergarten through three to 20 or fewer students per teacher. Penalties for noncompliance with class size limits under the K-3 CSR Program were reduced from 2008-09 through 2013-14. As part of the 2013-14 budget agreement, school districts will continue to receive additional dollars as a percentage of their Local Control Funding Formula (LCFF) base grant if they make progress toward maintaining an average class of no more than 24 students for each school site in grades kindergarten through three, unless a collectively bargained alternative is implemented.
- <sup>7</sup> CBP analysis of NCES data. The most recent year for which NCES data are available is 2010-11.
- <sup>8</sup> Administrators include school-site and district administrators.
- <sup>9</sup> The LCFF also allocates funding to charter schools and county offices of education.
- <sup>10</sup> In 2012-13, federal dollars accounted for 10.7 percent of California school funding and 10.0 percent of the funds received by schools in the rest of the US.
- <sup>11</sup> Proposition 13 limited property tax rates to 1 percent of a property's assessed value and replaced the practice of annually reassessing property at full cash value for tax purposes with a system based on cost at acquisition. Under Proposition 13, property is assessed at market value for tax purposes only when it changes ownership, and annual inflation adjustments are limited to no more than 2 percent. For a more comprehensive discussion of Proposition 13, see California Budget Project, *Proposition 13: Its Impact on California and Implications for State and Local Finances* (April 1997).
- <sup>12</sup> California Budget Project, *Proposition 13: Its Impact on California and Implications for State and Local Finances* (April 1997), p. 6.
- <sup>13</sup> California Budget Project, *Proposition 13: Its Impact on California and Implications for State and Local Finances* (April 1997), pp. 2-3.
- <sup>14</sup> For a discussion of the *Serrano* case and subsequent efforts to address disparities in school funding, see Paul M. Goldfinger and Jannelle Kubinec, *Revenues and Revenue Limits: A Guide to School Finance in California* (School Services of California, Inc.: 2008).
- <sup>15</sup> Instruction includes activities dealing directly with the interaction between teachers and students. Student services include school-site administration, transportation, and operation and maintenance.
- <sup>16</sup> National Education Association, *Rankings & Estimates: Rankings of the States 2012 and Estimates of School Statistics 2013* (December 2012), p. 92. The national average for teacher salaries includes the District of Columbia and California.



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# A short history of school finance reform in California...

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Los Angeles.  
1968

## Serrano Lawsuits Filed

Filing of the first of three *Serrano* lawsuits, as Los Angeles parent John Serrano challenges funding schools through the property tax as creating inequitable wealth disparities among districts and burdening taxpayers in low-wealth districts.

Sacramento Capitol  
1972



## Revenue Limit Established

Anticipating a court decision in *Serrano*, the Legislature establishes the concept of revenue limits, placing a ceiling on districts' spending and property tax rates while directing property tax subsidies to poor-wealth districts.

1976

## *Serrano v Priest* Ruling

Ruling in *Serrano v Priest*, state Supreme Court orders equalizing of general purpose funding among districts within \$100 per student (now, with cost of living adjustments, it has risen to more than \$300 per student); categorical funding is excluded.

Governor Jerry Brown, in 1978,  
opposed Prop. 13.

1978

## Prop 13 Cometh

With property values and property taxes soaring, voters in revolt pass Proposition 13, limiting property taxes to 1 percent of property values and annual tax increases to 2 percent; Prop. 13 wipes out 60 percent of property tax revenues, accelerating the shift of funding and control from districts to Sacramento.





Howard Jarvis (left) and Paul Gann (right) spearheaded the "tax revolt" in California, leading to the passage of Proposition 13 and the Gann Limit.

1979

## Tax Revolt Continues

Voters pass the Gann Limit, restricting government spending at every level, including schools and assuring a gradual decline in school funding over next decade.

1984

## Voters Create California State Lottery



Voters create the State Lottery, directing a third of receipts to K-12 and higher ed; lottery generates less than 2% of school revenues, though voters, in polls, believe it's been a lot higher.

1988

## Prop 98 Floor Established

Voters approve Proposition 98, a constitutional amendment guaranteeing a floor (never intended to be a ceiling) on school funding through a complex formula that ties annual school funding levels to increases in the growth of the economy or state revenue, requires a two-thirds vote to suspend, and repayment of unmet obligations.

1990

## Softening Gann Limit

Passage of Prop. 111 softens some restrictions on spending imposed by Gann limit.

1991

## Strengthening Accountability

Assembly Bill 1200 lays out county oversight over school district budgets, establishes the Fiscal Crisis and Management Assistance Team (FCMAT) for districts in trouble.



Former Governor Pete Wilson  
1996

## Class Size Reduction Program

Amid rising Prop. 98 revenue, Gov. Pete Wilson pushes Class Size Reduction program through the Legislature with subsidies for 20-student limit in K-3 classes; immediate impact was an upsurge in hiring of teachers with emergency credentials in low-income districts, a cause of *Williams* lawsuit (below).

Former Governor Arnold Schwarzenegger  
2004

## Williams Lawsuit Settled

Gov. Schwarzenegger settles the *Williams* lawsuit, expanding state and county oversight to ensure adequate facilities, textbooks, teacher credentials in low-performing schools.



2007



## "Getting Down to Facts" Published

Publication of "Getting Down To Facts," two dozen studies funded by foundations and coordinated by Institute for Research on Education Policy & Practice at Stanford University on California school financing and governance. Bottom line: Schools need more funding, spent wisely. A bipartisan Commission on Education Excellence issues policy recommendations in a report that Gov. Schwarzenegger ignores.





Michael Kirst, one of the architects of the policy paper that would become the Local Control Funding Formula.

2008

## Weighted Student Formula Proposed

Stanford professor Michael Kirst, former state Secretary of Education Alan Bersin and then Berkeley Law professor Goodwin Liu publish proposal for a weighted student funding formula that is the underpinning for Gov. Jerry Brown's Local Control Funding Formula.

2008 — 2009

## Recession Hits

Recession hits California economy hard; Prop. 98 revenue falls 13 percent to \$49 billion; federal stimulus eases the pain; deferrals – late payments to school districts – mushroom to \$9.6 billion by 2012.



Prop. 30 infographic explains the details of the proposal.

2012

## Prop 30 Victory

By a 54-46 percent majority, Proposition 30 passes, preventing \$5 billion in Prop. 98 cuts while producing an average of \$6 billion annually for seven years for the General Fund. It raises income taxes on those earning more than \$250,000 and increases the sales tax by a quarter-of-a-cent.

Governor Jerry Brown  
2013



## Local Control Funding Formula

Gov. Jerry Brown pushed through sweeping school finance reform, the Local Control Funding Formula, as part of the State Budget in June.

Source: EdSource



# Local Control Funding Formula (LCFF)

## New changes to the way we fund our schools



### What is the Local Control Funding Formula (LCFF)?

California state law sets out the system for funding public schools. State leaders largely decide how much money is available to schools each year as part of the state budget process.

In 2013, California adopted a new formula for deciding how much money each school district gets, called the Local Control Funding Formula (LCFF).

School districts will decide how to use the funds, but under the new system they must get input from their local communities. They also have to tie their budgets to improvement goals by creating a Local Control and Accountability Plan (LCAP).

### How does the LCFF compare to the old school funding system?

BEFORE LCFF	PER PUPIL FUNDING OLD SYSTEM	PER PUPIL FUNDING UNDER LCFF	AFTER LCFF
<p>Much of the money given to schools districts was restricted to particular programs, called <b>categorical programs</b>.</p> <p>Amount of money each district received per student was called "<b>Revenue Limit</b>" and was based on a complicated formula not on the needs of students.</p>	<p>Categorical Funding</p> <p>Revenue Limit Funding</p>	<p>Concentration Grant 50% of Base Grant</p> <p>Supplemental Grant 20% of Base Grant For each at-risk Student</p> <p>Base Grant Grades K-3 Grades 4-6 Grades 7-8 Grades 9-12</p>	<p><b>Base Grant:</b> Per student funding is now called the Base Grant with different amounts depending on grade level.</p> <p><b>Supplemental Grants</b> go to help high needs students: English Language Learners, low-income students and foster children.</p> <p><b>Concentration Grants</b> go to districts with more than 55% of their students identified as EL/LI/FY.</p>

Actual funding will depend on district's prior revenue levels along with other factors. ERT – Economic Recovery Target means no district will receive less money than under the old system. Most will receive more.

Under both systems, the Governor and the Legislature are mostly responsible for determining annually how much funding schools will receive through the state budget process.



## Local Control Funding Formula (LCFF):

- ▶ Replaces the current state model of funding with a more streamlined formula and removes most existing spending restrictions.
- ▶ Collapses over 20 categorical programs (funds earmarked by the state for different types of uses with spending restrictions). However, some categorical programs remain, including special education, afterschool programs, school lunches, transportation and TIIG (Targeted Instructional Improvement Grant).
- ▶ Shifts decision-making to the school district level with flexibility for local communities to decide how to best spend resources.
- ▶ Requires that districts must use supplemental and concentration funds to “increase or improve services for EL/LI pupils.”
- ▶ Requires districts to adopt Local Control and Accountability Plans (LCAPs) that show how funds will be spent to provide high-quality educational programs and improve student outcomes. (See California State PTA’s LCAP flier for more information.)
- ▶ Implementation begins in 2013-14 and will be phased in over an eight-year period.

## What can parents and PTAs do now?

### Learn how LCFF and LCAPs work

You can start now by studying what your local districts/schools are doing and ask questions such as:

- ▶ How much will our district actually receive in LCFF funding? Will we receive supplement or concentration grants?
- ▶ When are budget decisions made and how can I get information early enough to give input?
- ▶ Does the district’s spending plan reflect local priorities? Does the spending plan match the district’s goals for student outcomes?
- ▶ How will the district be communicating information to parents? What kind of communication/outreach is being planned?
- ▶ What kind of parent advisory group will be formed by the district? When will they meet? How can I participate?
- ▶ Identify local advocates and support their efforts to ensure the parent voice is heard, as required by law, in the LCFF and LCAP process.

# Local Control and Accountability Plan (LCAP)

Important new ways for parents to engage in decision making

## What is the Local Control and Accountability Plan (LCAP)?

The LCAP is a critical part of the new Local Control Funding Formula (LCFF).

Each school district must engage parents, educators, employees and the community to establish these plans. The plans will describe the school district's overall vision for students, annual goals and specific actions the district will take to achieve the vision and goals.

The LCAPs must focus on eight areas identified as state priorities. The plans will also demonstrate how the district's budget will help achieve the goals, and assess each year how well the strategies in the plan were able to improve outcomes.



## What are the eight state priority areas that must be addressed in the plans?

There are eight areas for which school districts, with parent and community input, must establish goals and actions. This must be done both district-wide and for each school. The areas are:

1. Providing all students access to fully credentialed teachers, instructional materials that align with state standards, and safe facilities.
2. Implementation of California's academic standards, including the Common Core State Standards in English language arts and math, Next Generation Science Standards, English language development, history social science, visual and performing arts, health education and physical education standards.
3. Parent involvement and participation, so the local community is engaged in the decision-making process and the educational programs of students.
4. Improving student achievement and outcomes along multiple measures, including test scores, English proficiency and college and career preparedness.
5. Supporting student engagement, including whether students attend school or are chronically absent.
6. Highlighting school climate and connectedness through a variety of factors, such as suspension and expulsion rates and other locally identified means.
7. Ensuring all students have access to classes that prepare them for college and careers, regardless of what school they attend or where they live.
8. Measuring other important student outcomes related to required areas of study, including physical education and the arts.

In addition to these eight areas, a district may also identify and incorporate in its plan goals related to its own local priorities.



## **When will districts start developing these plans?**

The State Board of Education is in the process of developing a template for school districts to use for their own local plans. This template will be finalized by March 2014.

Between March and June, school districts must engage their parents and communities and adopt their local plans. California State PTA encourages districts to utilize a broad and multi-channel approach to involve parents and school sites beginning now.

Ultimately, the plan must be reviewed by a parent advisory committee. If a district has 15 percent or more English learners, a separate parent committee must provide feedback in this area. The final plans must be approved by July 1.

The initial plan will cover three years, but must be updated annually by the district by July 1 of each following year.

## **What can parents and PTAs do now?**

The new LCFF and LCAPs provide a great opportunity for parents to engage in the decisions that impact their children and schools.

You can start now by thinking about the eight state priority areas and what you would like to see as goals for your school district and schools in each.

In addition, now is the time to communicate with school administrators and elected board members to help them establish an LCAP development and adoption process that ensures many ways for all parents and community members to participate and be heard.

Ask school and district administrators to schedule presentations and participate directly in conversations about the following:

- ▶ The programs and services currently being offered in the district, and their effectiveness in achieving student outcomes.
- ▶ Strategies, programs and services to improve student outcomes at your schools and for groups of students, and the resources needed.
- ▶ The district's current budget-building process, and how the district will be adapting its planning and budgeting processes to meet the new requirements of the LCFF and LCAP.

This checklist will help you think through the educational needs of your school and your district. It is designed to harmonize with the [eight "state priority areas"](#) required for your Local Control Accountability Plan (LCAP).

Here's how to use it.

1. Make a copy of this Google document:

Choose "Make a Copy" from the File menu.  
Rename your copy, reflecting your school or district.

2. Share your copy so you can work on it together:

Click the blue Share button in the upper-right corner of the screen. (It looks like this: )  
Enter email addresses to invite people to work together to prepare the document.  
Use sharing settings to choose the options you want. [Learn more](#)

3. Use it to help get everyone "on the same page" about the facts in your school or district.

As you work together, you are creating documentation for your LCAP!  
Have your team members [sign in with Ed100](#) (it's free) to create evidence of parent engagement as they learn.

## Background: Money

	<b>Current Status</b>	<b>What Needs to Be Done?</b> At your school   At your district
<p>How much money does your DISTRICT receive per student? (Note: US Average in 2010 was \$11,864) Check <a href="#">Ed-Data</a> site: District Financial Reports</p>		
<p>How much money does your SCHOOL receive per student? (Ask your school or district leadership) Background in <a href="#">Ed100 chapter 8</a></p>		
<p>How will the amounts change this year? (Ask your leadership; check <a href="#">FairShare4Kids.org</a>)</p>		

## Access to Basic School Services (State priority areas 1 and 2)

	<b>Current Status</b>	<b>What Needs to Be Done?</b> At your school   At your district
<b>Fully Credentialed Teachers</b> Check your School Accountability Report Card ( <a href="#">SARC</a> ) Background: <a href="#">Ed100 lesson 3.2</a>		
<b>Staff Professional Development</b> Check your School Accountability Report Card Ask your school or district leadership		
<b>Instructional materials and instruction aligned to Common Core Standards</b> Background: <a href="#">Ed100 chapter 6</a>		
<b>Safe Facilities</b> Check your <a href="#">SARC</a> Background: <a href="#">Ed100 lesson 5.9</a>		
<b>Access to a library and librarian</b> Background: <a href="#">Ed100 lesson 8.2</a>		
<b>Counselors</b> Background: <a href="#">Ed100 lesson 2.7</a>		
<b>School Nurse</b> Background: <a href="#">Ed100 lesson 2.3</a>		

## Time for quality instruction for all students (State Priority areas 4, 9 and 10)

	<b>Current Status</b>	<b>What Needs to Be Done?</b> At your school   At your district
<b>Pre-school access and participation</b> Background: <a href="#">Ed100 lesson 4.1</a>		
<b>Class Sizes</b> Background: <a href="#">Ed100 lesson 4.2</a>		
<b>Full School Year</b> Background: <a href="#">Ed100 lesson 4.3</a>		
<b>Summer School</b> Background: <a href="#">Ed100 lesson 4.6</a>		
<b>Before and After School</b> Background: <a href="#">Ed100 lesson 4.7</a>		
<b>Support for English Learners</b> Background: <a href="#">Ed100 lesson 2.1</a>		
<b>Support for Students in Low-Income Contexts</b> Background: <a href="#">Ed100 lesson 2.2</a>		
<b>Support for Gifted Students</b> Background: <a href="#">Ed100 lesson 2.6</a>		
<b>Support for Children with Special Needs</b> Background: <a href="#">Ed100 lesson 2.7</a>		
<b>Support for Foster Youth</b> Background: <a href="#">Ed100 lesson 2.8</a> Check with your County Office of Education		
<b>Support for Expelled Students</b> Check with your County Office of Education		

## Does your school provide a [broad curriculum](#) for all students?

(State Priority area 7)

	<b>Current Status</b>	<b>What Needs to Be Done?</b> At your school   At your district
English language arts and literacy in History/Social Studies, Science, and Technical subjects? Background: <a href="#">Ed100 lesson 6.3</a>		
Mathematics Background: <a href="#">Ed100 lesson 6.4</a>		
Next-generation science standards Background: <a href="#">Ed100 lesson 6.4</a>		
Visual and Performing Arts Background: <a href="#">Ed100 lesson 6.8</a>		
Health Background: <a href="#">Ed100 lesson 6.9</a>		
Physical Education Background: <a href="#">Ed100 lesson 6.9</a>		
Career Technical Education (CTE) Background: <a href="#">Ed100 lesson 6.11</a>		
Civics Background: <a href="#">Ed100 lesson 6.15</a>		
Foreign Language Background: <a href="#">Ed100 lesson 6.16</a>		
Financial Literacy Background: <a href="#">Ed100 lesson 6.17</a>		

## Are parents involved at your school? (State Priority area 3)

	<b>Current Status</b>	<b>What Needs to Be Done?</b> At your school   At your district
Families feel welcomed, valued and connected at school Background: Ed100 lessons <a href="#">2.4</a> , <a href="#">2.9</a>		
There is effective communication with parents, including in their language Background: Ed100 lessons <a href="#">2.4</a> , <a href="#">2.1</a>		
Families and school staff collaborate with community resources Background: <a href="#">Ed100 lesson 5.7</a>		
Families are partners in decisions that affect all children and policies at the school and district. Background: <a href="#">Ed100 lesson 7.10</a>		
School community discusses site and district needs and development, implementation, alignment of LCAP goals Background: <a href="#">Ed100 lesson 7.10</a>		

## How well are students doing? (State Priority areas 4 and 8)

	<b>Current Status</b>	<b>What Needs to Be Done?</b> At your school   At your district
<b>Test scores and school rankings</b> Check your <a href="#">SARC</a> Check the <a href="#">Ed-Data</a> site Check <a href="#">Greatschools.org</a> Check <a href="#">EdTrust-West</a> Background: <a href="#">Ed100 lesson 9.3</a> , <a href="#">9.7</a>		
<b>English proficiency</b> Background: <a href="#">Ed100 lesson 6.3</a>		
<b>Access to Advanced Placement courses and tests</b> Background: <a href="#">Ed100 lesson 9.2</a>		
<b>College and Career Readiness</b> Background: <a href="#">Ed100 lesson 9.4</a>		
<b>Other Measures</b> Background: <a href="#">Ed100 lessons 9.1</a> , <a href="#">1.6</a>		

## Student engagement and school climate (State Priority areas 5 and 6)

	<b>Current Status</b>	<b>What Needs to Be Done?</b> At your school   At your district
<p>The school responds effectively to chronic absences</p> <p>Background: <a href="#">Ed100 lesson 4.8</a></p>		
<p>Students feel safe, respected and welcomed</p> <p>Background: Ed100 lesson <a href="#">2.10</a>, <a href="#">5.13</a>, <a href="#">5.10</a>, <a href="#">5.11</a></p>		
<p>Discipline is consistent and effective</p> <p>Check your SARC for suspension/expulsion rates as well as drop-out and graduation rates.</p> <p>Background: <a href="#">Ed100 lesson 5.13</a></p>		
<p>School leadership is effective</p> <p>Background: <a href="#">Ed100 lesson 5.8</a></p>		



**Updated:**

# **An Overview of the Local Control Funding Formula**

MAC TAYLOR • LEGISLATIVE ANALYST • UPDATED DECEMBER 2013

## **Executive Summary**

Legislation enacted in 2013-14 made major changes both to the way the state allocates funding to school districts and the way the state supports and intervenes in underperforming districts. The legislation was the culmination of more than a decade of research and policy work on California’s K-12 funding system. This report describes the major components of the legislation, with the first half of the report describing the state’s new funding formula and the second half describing the state’s new system of district support and intervention. Throughout the report, we focus primarily on how the legislation affects school districts, but we also mention some of the main effects on charter schools. (This report does not cover the new funding formula for county offices of education [COEs], which differs in significant ways from the new district formula.) The report answers many of the questions that have been raised in the aftermath of passage regarding the final decisions made by the Legislature and the Governor in crafting new K-12 funding and accountability systems for California.

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# THE FORMULA

## COMPONENTS

Chapter 47, Statutes of 2013 (AB 97, Committee on Budget) created the Local Control Funding Formula (LCFF). Two subsequently enacted pieces of legislation—Chapter 70, Statutes of 2013 (SB 91, Committee on Budget) and Chapter 357, Statutes of 2013 (SB 97, Committee on Budget)—made minor changes to the formula. As set forth in this package of legislation, the LCFF has several components, described below. (Except where otherwise noted, the components that apply to school districts also apply to charter schools.)

**Sets Uniform, Grade-Span Base Rates.** Under the new formula, districts receive the bulk of their funding based on average daily attendance (ADA) in four grade spans. Figure 1 displays the four LCFF grade-span base rates as specified in Chapter 47. Each year, beginning in 2013-14, these target base rates are to be updated for cost-of-living adjustments (COLAs). The differences among

the target grade-span rates reflect the differences among existing funding levels across the grade spans. Specifically, the new base-rate differentials are linked to the differentials in 2012-13 statewide average revenue limit rates by district type (the same rates previously used to set charter school grade-span funding rates). These grade-span differences are intended to recognize the generally higher costs of education at higher grade levels.

**Adjusts Early Elementary and High School Base Rates.** The LCFF includes certain adjustments to the K-3 and high school base rates. These adjustments effectively increase the base rates for these two grade spans. The K-3 adjustment increases the K-3 base rate by 10.4 percent (or initially \$712 per ADA)—for an adjusted, initial K-3 base rate of \$7,557. This adjustment is intended to cover costs associated with class size reduction (CSR) in the early grades. (The \$712 per-pupil adjustment reflects the average K-3 CSR rate under the previous funding rules.) The high school

**Figure 1**  
**Overview of Local Control Funding Formula<sup>a</sup>**

Formula Component	Rates/Rules
Target base rates (per ADA) <sup>b</sup>	<ul style="list-style-type: none"> <li>• K-3: \$6,845</li> <li>• 4-6: \$6,947</li> <li>• 7-8: \$7,154</li> <li>• 9-12: \$8,289</li> </ul>
Base rate adjustments	<ul style="list-style-type: none"> <li>• K-3: 10.4 percent of base rate.</li> <li>• 9-12: 2.6 percent of base rate.</li> </ul>
Supplemental funding for certain student subgroups (per EL/LI student and foster youth)	20 percent of adjusted base rate.
Concentration funding	Each EL/LI student above 55 percent of enrollment generates an additional 50 percent of adjusted base rate.
Add-ons	Targeted Instructional Improvement Block Grant, Home-to-School Transportation, Economic Recovery Target.

<sup>a</sup> Applies to school districts and charter schools.

<sup>b</sup> Reflects target rates as specified in statute. Does not include 1.57 percent cost-of-living adjustment provided in 2013-14.

ADA = average daily attendance; EL = English learner; and LI = low-income (defined as a student receiving a free or reduced-price meal).

adjustment increases the grades 9-12 base rate by 2.6 percent (or initially \$216 per ADA)—for an adjusted, initial high school base rate of \$8,505. This adjustment is not designated for any particular activity, but the genesis of the adjustment related to the costs of providing career technical education (CTE) in high school. The \$216 adjustment reflects the average total amount spent per pupil on Regional Occupational Centers and Programs (ROCPs) under the old system. Moving forward, the adjustment percentages will remain the same, though the dollar value of the adjustments will increase as the base rates rise due to statutorily authorized COLAs.

**Includes Supplemental Funding for English Learners and Low-Income (EL/LI) Students.** The LCFF provides additional funds for particular student groups. Under the formula, each EL/LI student and foster youth in a district generates an additional 20 percent of the qualifying student’s adjusted grade-span base rate. For instance, an LI

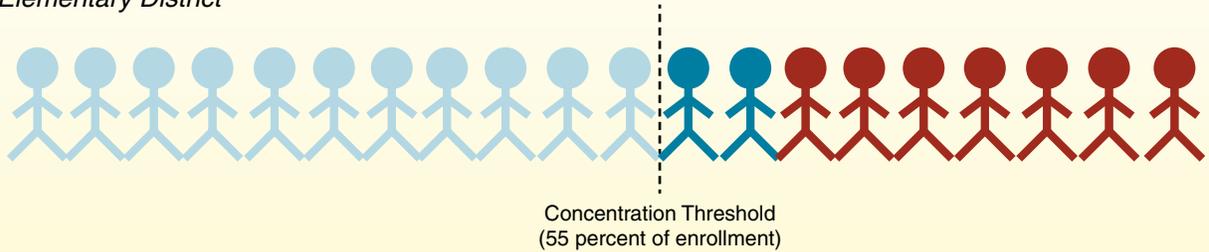
kindergartener generates an additional \$1,511 for the district, which is 20 percent of the adjusted K-3 base rate of \$7,557. (Because all foster youth also meet the state’s LI definition, hereafter we do not refer to them as a separate subgroup.) For the purposes of generating this supplemental funding (as well as the concentration funding discussed below), a district’s EL/LI count is based on a three-year rolling average of EL/LI enrollment. Students who are both EL and LI are counted only once. For more information regarding the classification of EL/LI student groups, see the box on page 4.

**Provides Concentration Funding for Districts With Higher EL/LI Populations.** Districts whose EL/LI populations exceed 55 percent of their enrollment receive concentration funding. Specifically, as shown in Figure 2, these districts receive an additional 50 percent of the adjusted base grant for each EL/LI student above the 55 percent threshold. (A charter school cannot receive

Figure 2

**Illustration of How LCFF Works**

*Elementary District*



Funding Each Student Generates						
Student	Base K-3 Rate	K-3 Adjustment	EL/LI Supplement	EL/LI Concentration	Total	
 EL/LI	\$6,845	\$712	\$1,511	—	\$9,068	
 EL/LI	\$6,845	\$712	\$1,511	\$3,779	\$12,847	
 Non-EL/LI	\$6,845	\$712	—	—	\$7,557	

EL/LI = English learner/low-income.

concentration funding for a greater proportion of EL/LI students than the district in which it resides. For instance, if a charter school has 80 percent EL/LI enrollment but the district in which it resides has only 60 percent EL/LI enrollment, the charter school's concentration funding is capped based on 60 percent EL/LI enrollment. If a charter school has multiple sites located in multiple districts, its concentration funding is capped based on the encompassing district with the highest EL/LI concentration, or its own EL/LI concentration if lower.)

***Effect of Supplemental and Concentration Funding on a District's Total Allocation.***

In the description above, the supplement

and concentration factors are described in per-student terms. Alternatively, the supplement and concentration factors can be viewed in per-district terms. Thinking of the supplement and concentration factor in this latter way allows total district funding allocations to be compared more easily. As seen in Figure 3, as a district's proportion of EL/LI students increases, so does its total funding allocation. For instance, a district with 50 percent EL/LI students has a total allocation that is 10 percent higher than the same-sized district with no EL/LI students. In Figure 3, the first section of the line (colored blue) shows percent increases in a district's funding allocation up to the 55 percent EL/LI threshold, whereas the second section of

### **Classification of English Learner/Low-Income (EL/LI) Students**

***Classification of EL Students.*** For the purposes of the Local Control Funding Formula (LCFF), students are classified as EL based on a home language survey and the California English Language Development Test (CELDT). If a parent or guardian reports on the home language survey that a language other than English is the student's initial language learned or the primary language used at home, the student is required to take the CELDT. If the student is determined by the school district not to be English proficient based on CELDT results, then the student is classified as EL. Each year thereafter, an EL student is reassessed using the CELDT. Once a student is determined to be English proficient—based on CELDT results, performance on other state assessments, teacher input, and local criteria—the student is reclassified as Fluent English Proficient (FEP). Each school district can use its own criteria for reclassifying EL students as FEP. Under the LCFF, no time limit is placed on how long an EL student can generate supplemental and concentration funding for a district, but a student reclassified as FEP who is not also LI will no longer generate additional funding.

***Classification of LI Students.*** For the purposes of the LCFF, LI students are those that qualify for free or reduced-price meals (FRPM). Eligibility for FRPM is determined by school districts through a variety of means. In many cases, students are determined FRPM-eligible through an application process sent to students' households. If a household's income is below 185 percent of the federal poverty line (\$43,568 for a family of four), the student is eligible for FRPM. In other cases, students are directly certified as FRPM-eligible due to participation in other social service programs, such as the California Work Opportunity and Responsibility to Kids program. Foster youth automatically are eligible for FRPM, therefore the foster family's income has no bearing on the foster student's FRPM eligibility. An LI student will generate supplemental and concentration funding for a district until the student is no longer FRPM-eligible.

the line (colored red) shows funding increases once a district passes the 55 percent concentration threshold and begins receiving concentration funding in addition to supplemental funding. As shown in the figure, a district in which every student is EL/LI has a total funding allocation 42.5 percent greater than the same-sized district with no EL/LI students.

**Treats Two Existing Categorical Funding Streams as Add-Ons.** Funds from two existing programs—the Targeted Instructional Improvement Block Grant and Home-to-School (HTS) Transportation program—are treated as add-ons to the LCFF. Districts that received funding from these programs in 2012-13 will continue to receive that same amount of funding in addition to what the LCFF provides each year.

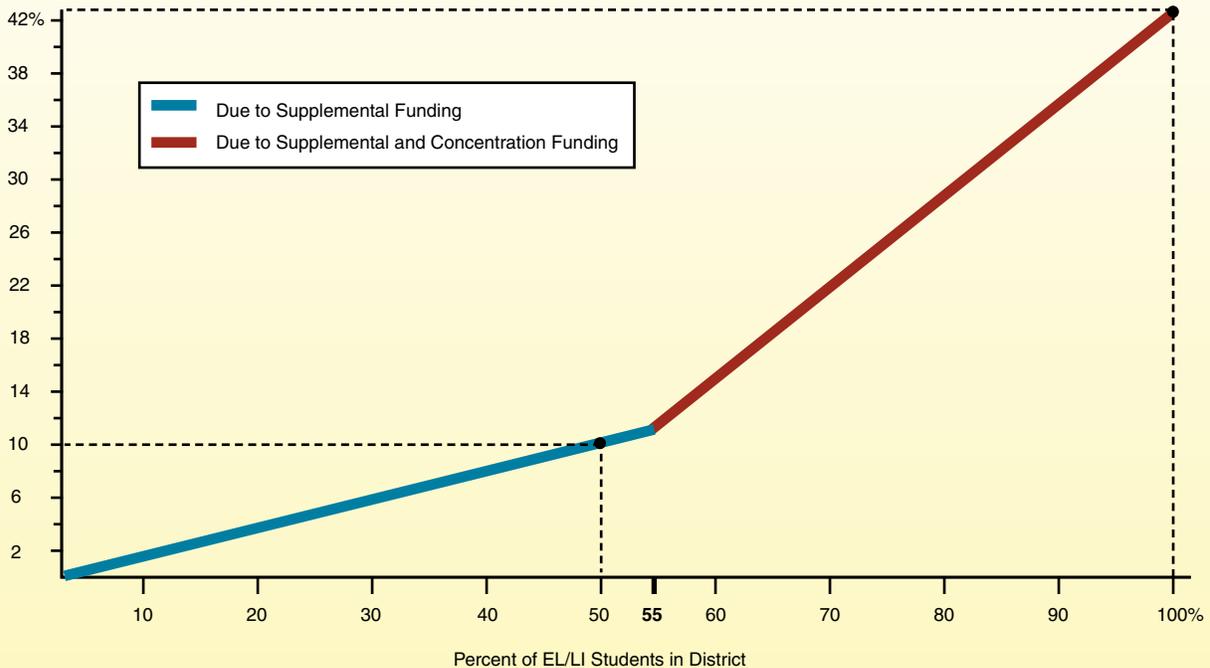
Districts that did not receive funds from these programs in 2012-13 do not receive these add-ons moving forward.

**Also Provides New Economic Recovery Target (ERT) Add-On to Some Districts.** Had the revenue limit deficit factor been retired and categorical program funding been restored, the previous funding system would have generated greater levels of funding than the LCFF for approximately 230 districts (about 20 percent of districts). To address this issue, the new funding system provides an ERT add-on to a subset of these districts. As shown in Figure 4 (see next page), the ERT add-on amount equals the difference between the amount a district would have received under the old system and the amount a district would receive based on the LCFF in 2020-21. To derive

**Figure 3**

**How a District’s EL/LI Concentration Affects its LCFF Allocation**

*Percent Increase in District Funding Allocation*



EL/LI = English learner/low-income.

the amount a district would have received under the old system in 2020-21, assumptions are made that the revenue limit deficit factor would have been retired, a 1.94 percent COLA would have been applied to revenue limits every year from 2013-14 through 2020-21, and categorical funding would be increased to the district's 2007-08 level (reflecting an increase of 24 percent over the 2012-13 level).

Approximately 130 districts are eligible to receive the ERT add-on. The 100 remaining districts are not eligible for the add-on because of their exceptionally high per-pupil funding rates. Specifically, a provision disallows a district from receiving an ERT add-on if its funding exceeds the 90<sup>th</sup> percentile of per-pupil funding rates under the old system (estimated to be approximately \$14,500 per pupil in 2020-21).

**SPENDING RESTRICTIONS**

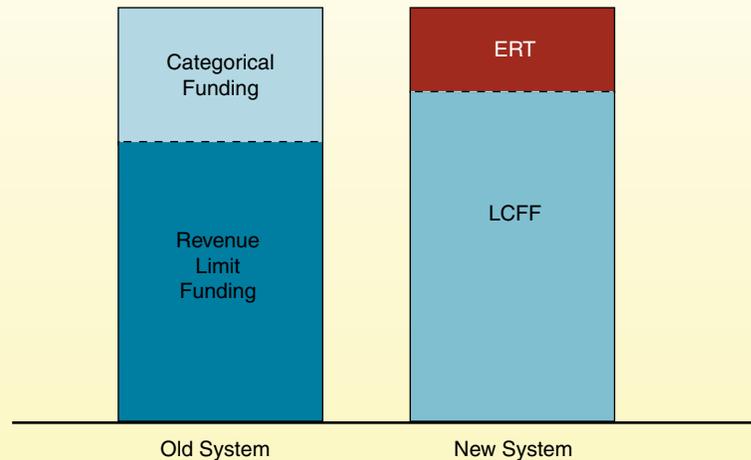
The LCFF eliminates the vast majority of categorical spending restrictions. In their place, the LCFF establishes a more limited set of spending restrictions, some of which apply over the long term and some of which are applicable only during the initial transition period.

**Long-Term Spending Requirements**

*Many Existing Categorical Spending Requirements Removed.* Approximately three-quarters of categorical programs were eliminated in tandem with the creation of the LCFF. As a result,

**Figure 4**  
**Calculating Economic Recovery Target (ERT)**

*Total District Funding Allotment*



the majority of categorical spending restrictions that districts faced under the old system were eliminated. Under the new system, 14 categorical programs remain. Figure 5 lists those categorical programs that were eliminated and those that are retained under the new system.

***Districts Eventually Must Ensure “Proportionality” When Spending EL/LI Funds.*** Under the LCFF, districts will have to use supplemental and concentration funds to “increase or improve services for EL/LI pupils in proportion to the increase in supplemental and concentration funds.” The exact meaning and regulatory effect of this proportionality clause is currently unknown. On or before January 31, 2014, the State Board of Education (SBE) is required to adopt regulations regarding how this clause will be operationalized. These regulations also may include the conditions under which districts can use supplemental and concentration funds on a school-wide basis.

***Districts Encouraged to Have K-3 Class Sizes No More Than 24 Students.*** Under full implementation of the LCFF, as a condition of

receiving the K-3 base-rate adjustment, districts must maintain a K-3 school-site average class size of 24 or fewer students, unless collectively bargained otherwise. If a district negotiates a different class size for those grades, the district is not subject to this provision and will continue to receive the adjustment. Absent a related collective bargaining provision, were a particular school site in a district to exceed an average class size of 24, the district would lose the K-3 adjustment for all its K-3 school sites.

**Restrictions on HTS Transportation Funding Maintained.** Starting in 2013-14, districts receiving the HTS Transportation add-on must spend the same amount of state HTS Transportation funds as they spent in 2012-13. Districts that did not receive HTS Transportation funds in 2012-13 and therefore are not eligible for the add-on moving forward,

do not have similar transportation spending requirements.

**Short-Term Requirements**

**Specific Maintenance-of-Effort (MOE) Requirements Imposed During First Two Years of Implementation.** Of the state categorical funds they received, school districts are required to spend no less in 2013-14 and 2014-15 than they did in 2012-13 on ROCPs and Adult Education. If districts received funding for ROCPs and/or HTS Transportation through a joint powers authority (JPA), they must continue to pass through those funds to the JPA in 2013-14 and 2014-15. Funds used to satisfy these MOE requirements count towards a district’s LCFF allocation. Consequently, districts subject to these MOE requirements will

**Figure 5**

**Treatment of Categorical Programs Under LCFF**

**Retained Programs**

- |   |                                   |
|---|-----------------------------------|
| Adults in Correctional Facilities                                       | Foster Youth Services             |
| After School Education and Safety                                       | Mandates Block Grant              |
| Agricultural Vocational Education                                       | Partnership Academies             |
| American Indian Education Centers and Early Childhood Education Program | Quality Education Improvement Act |
| Assessments   | Special Education                 |
| Child Nutrition   | Specialized Secondary Programs    |
|   | State Preschool                   |

**Eliminated Programs**

- |   |   |
|---|---|
| Advanced Placement Fee Waiver             | Instructional Materials Block Grant           |
| Alternative Credentialing                 | International Baccalaureate Diploma Program   |
| California High School Exit Exam Tutoring | National Board Certification Incentives       |
| California School Age Families            | Oral Health Assessments                       |
| Categorical Programs for New Schools      | Physical Education Block Grant                |
| Certificated Staff Mentoring              | Principal Training                            |
| Charter School Block Grant                | Professional Development Block Grant          |
| Civic Education                           | Professional Development for Math and English |
| Community-Based English Tutoring          | School and Library Improvement Block Grant    |
| Community Day School (extra hours)        | School Safety                                 |
| Deferred Maintenance                      | School Safety Competitive Grant               |
| Economic Impact Aid                       | Staff Development                             |
| Educational Technology                    | Student Councils                              |
| Gifted and Talented Education             | Summer School Programs                        |
| Grade 7-12 Counseling                     | Teacher Credentialing Block Grant             |
| High School Class Size Reduction          | Teacher Dismissal                             |

have relatively less general purpose funding over this two-year period. (A district that already shifted all funds away from these programs as part of its response to categorical flexibility is not subject to these MOE requirements.)

***Districts Must Make Progress Toward Meeting CSR Goal During Transition Period.*** As mentioned earlier, to receive the K-3 base-rate adjustment, districts by full LCFF implementation must reduce K-3 class size to no more than 24 students, unless collectively bargained otherwise. Over the phase-in period (discussed later in more detail), districts must make progress toward this goal in proportion to the growth in their funding. For example, if a district started with an average K-3 class size of 28 students, and it received new funding equivalent to 10 percent of its LCFF funding gap, that district would have to reduce average K-3 class size to 27.6 students (10 percent of the difference between 28 and 24). Similar to the CSR requirement under full implementation, this interim requirement does not apply to districts that collectively bargain K-3 class sizes.

## **COST OF FORMULA**

As explained below, the LCFF costs significantly more than the previous funding system. As a result, it will take several years to fully transition to the new funding formula.

***Fully Implementing LCFF and ERT Add-On Estimated to Cost an Additional \$18 Billion.*** Were the state to fully implement the LCFF in 2013-14, the costs would be \$18 billion more than the state spent on K-12 education in 2012-13. (This assumes current levels of ADA, EL/LI enrollment, and property tax revenue.) Given the cost, coupled with projected growth in Proposition 98 funding, fully implementing the new system is anticipated to take eight years. Each year the total General Fund cost of the new system will change somewhat due to providing COLAs, fluctuations in ADA and student

demographics, and growth in property tax revenue.

***Additional LCFF Funding to Be Allocated Based on Funding “Gap.”*** Over the course of implementation, districts will receive new funding based on the difference (or gap) between their prior-year funding level and their target LCFF funding level. Every district will see the same proportion of their gap closed, but the dollar amount they receive will vary depending on the size of their gap. For example, in 2013-14, districts (in most cases) will have 12 percent of their gap filled. For a district whose gap is \$100 million, this corresponds to \$12 million in additional funding. For a district whose gap is \$10 million, this corresponds to \$1.2 million in additional funding. Figure 6 depicts transition funding for years one, four, and eight for a non-ERT district as well as an ERT district (discussed below).

***Funding for ERT Add-On to Be Allocated in Equal Increments Over Eight-Year Period.*** Districts eligible to receive the ERT add-on will receive incremental ERT funding over the course of implementation in addition to their gap funding discussed above. As depicted in Figure 6, an ERT district will receive the same proportion of gap funding towards its LCFF target as other non-ERT districts, as well as a portion of its ERT add-on. In 2013-14, an ERT district will receive one-eighth of its add-on, in year two two-eighths, in year three three-eighths, etcetera. In year eight (the estimated year of full implementation), ERT districts will receive their full ERT add-on (as calculated in 2013-14) and will continue to receive this add-on amount in perpetuity. Changes in the implementation timeline for LCFF will not affect the ERT funding schedule.

## **DISTRIBUTIONAL EFFECTS OF FORMULA**

***Vast Majority of Districts to Receive More State Aid, No District to Get Less State Aid.***

The vast majority of districts will see significant

increases in funding under the LCFF. That notwithstanding, statute further includes a “hold harmless” provision that specifies no district is to receive less state aid than it received in 2012-13. Specifically, no district is to receive less moving forward than it received last year for revenue limits (calculated on a per-ADA basis) and categorical programs (calculated based on the district’s total entitlement).

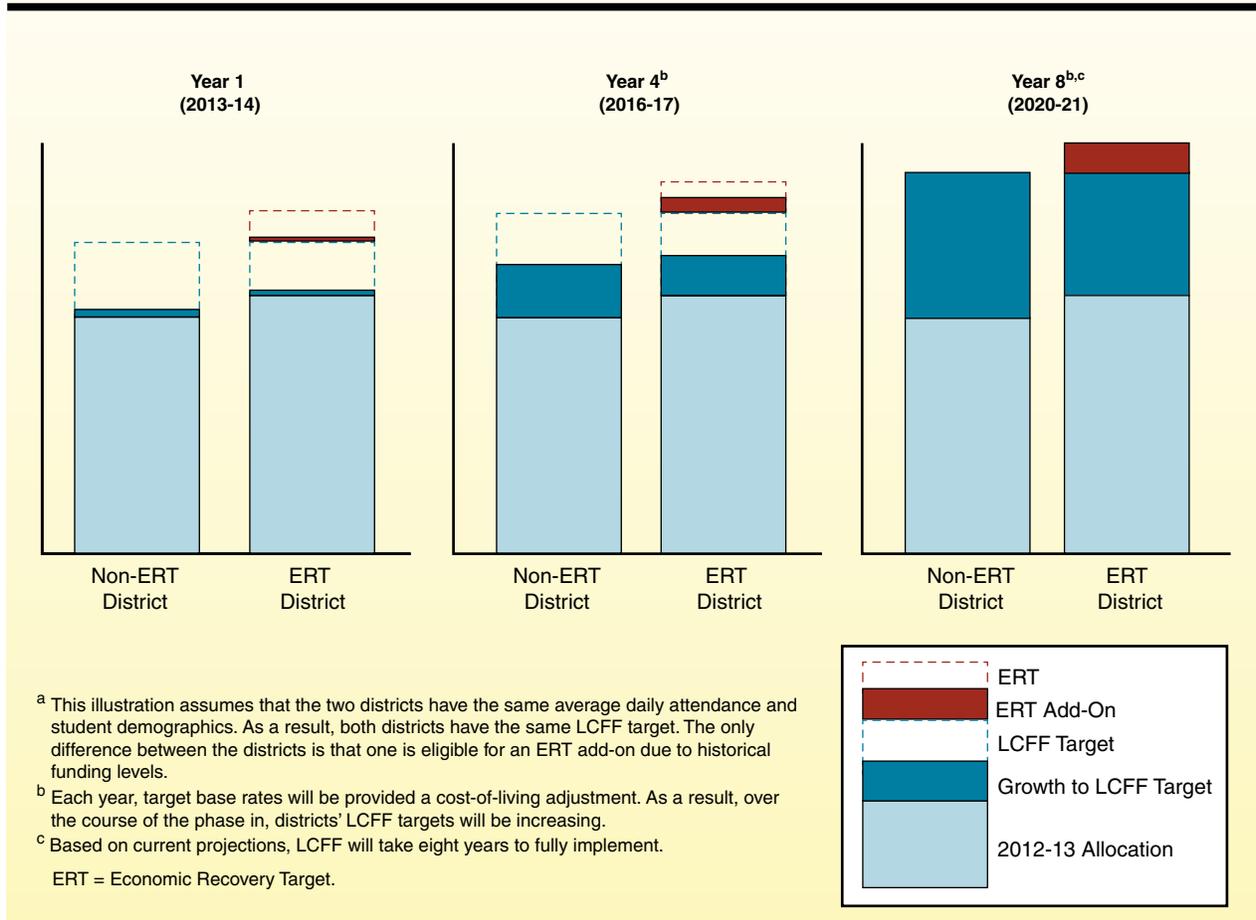
**A Few Districts Will Not Receive Additional Funds.** Though most districts will see funding increases under the new formula, approximately 15 percent of districts will not receive additional funding. (These districts, which have particularly high existing per-pupil funding rates, are the ones that benefit from the hold harmless provision

described above.) Three types of districts are unlikely to receive additional funding.

- **Basic Aid Districts.** Most basic aid districts currently have more per-pupil funding than needed to meet their LCFF targets and their ERT. As a result, they will continue to receive the same amount of state aid they received in 2012-13 (though, as discussed below, a few districts will fall out of basic-aid status and begin receiving state aid as a result of the LCFF).
- **Non-Isolated, Single-School Districts.** Prior to 2012-13, these types of districts were eligible to receive additional funding if the school met the necessary small

Figure 6

**Illustration of How Transition Works for Two Types of Districts<sup>a</sup>**



school (NSS) ADA requirements. Starting in 2013-14, schools that are not geographically isolated are no longer eligible for NSS funding. As a result, these districts' 2012-13 funding levels exceed their LCFF targets and they will continue receiving their 2012-13 amounts until those amounts drop below their LCFF targets.

- **Anomalous Districts.** Some districts had funding levels under the old system that were abnormally high either because of peculiar categorical rules (such as receiving an extremely high meals-for-needy-pupils add-on) or peculiar charter-school conversion rules (used by a few districts to receive significant fiscal benefit from conversions). These districts also will continue to receive their 2012-13 funding amounts until those amounts drop below their LCFF targets.

### ***A Few Districts Likely to Fall Out of Basic Aid Status and Begin Receiving State Aid.***

Under the previous funding system, property tax revenue counted only against a district's revenue limits. Consequently, basic aid districts were those districts whose revenue limit entitlements were equal to or less than their local property tax revenue. Under the LCFF, local property tax revenue counts against a district's entire LCFF allocation (which has base rates higher than old revenue limit rates and greater funding for EL/LI students). As a result, the threshold for basic aid status is significantly higher under the LCFF. Moreover, some districts recently entered basic aid status as a result of state cuts in revenue limit rates. These districts are most likely to fall out of basic aid status under the new system, but a few other basic aid districts also might fall out of basic aid status due to increased funding levels under the LCFF.

## **TRANSPARENCY AND ACCOUNTABILITY UNDER NEW SYSTEM**

In addition to creating a new funding formula, the 2013-14 package of legislation establishes a set of new rules relating to school district transparency and accountability. Specifically, under the new rules, districts are required to adopt Local Control and Accountability Plans (LCAPs). Districts that do not meet the goals specified in their LCAPs and fail to improve educational outcomes are to receive assistance through a new system of support and intervention. We describe this new system in more detail below.

### **DISTRICT DEVELOPMENT AND ADOPTION OF LCAPs**

***Districts Must Set Annual Goals in Eight Specified Areas.*** Each LCAP must include a school

district's annual goals in each of the eight areas shown in Figure 7. These eight areas of specified state priorities are intended to encompass the key ingredients of high-quality educational programs. Figure 8 (see page 12) identifies how districts are to measure success in each of the eight areas, with districts required to include associated data in their LCAPs. The plans must include both district-wide goals and goals for each numerically significant student subgroup in the district. (To be numerically significant, a district must have at least 30 students in a subgroup, with the exception of foster youth, for which districts must have at least 15 students.) The student subgroups that must be addressed in the LCAPs are listed in Figure 9 (see page 12). (In addition

to specified state priorities, districts' LCAPs can include annual goals in self-selected areas of local priority.)

**Districts Must Specify Actions They Will Take to Achieve Goals.** A district's LCAP must specify the actions the district plans to take to achieve its annual goals. The specified actions must be aligned with the school district's adopted budget. For example, a school district could specify that it intends to provide tutors to all EL students reading below grade level to improve its EL reclassification rate. To ensure the LCAP and adopted budget were aligned, the school district would be required to include sufficient funding for EL tutors in its adopted budget plan.

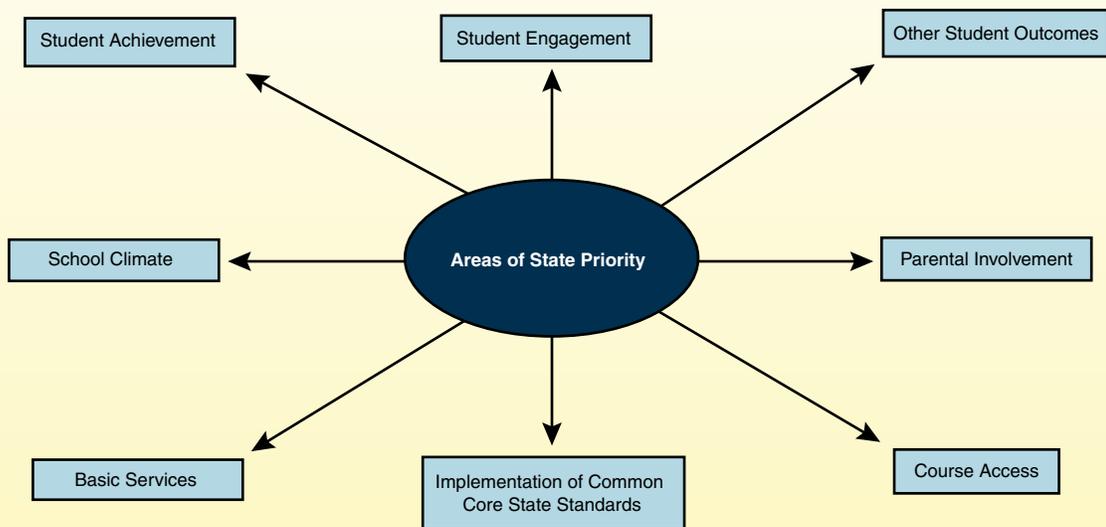
**Districts Must Use SBE-Adopted LCAP Template.** In preparing their LCAP, districts are required to use a template developed by SBE. The template is intended to create consistency in

LCAPs across the state and assist school districts in developing their plans. The SBE is required to adopt the LCAP template by March 31, 2014.

**Districts Must Solicit Input From Various Stakeholders in Developing Plan.** Figure 10 (see page 13) outlines the process a district must follow in adopting its LCAP. One of the main procedural requirements is that a district consults with its school employees, local bargaining units, parents, and students. As part of this consultation process, districts must present their proposed plans to a parent advisory committee and, in some cases, a separate EL parent advisory committee. (EL parent advisory committees are required only if ELs comprise at least 15 percent of the district's enrollment and the district has at least 50 EL students.) The advisory committees can review and comment on the proposed plan. Districts must respond in writing to the comments of the

Figure 7

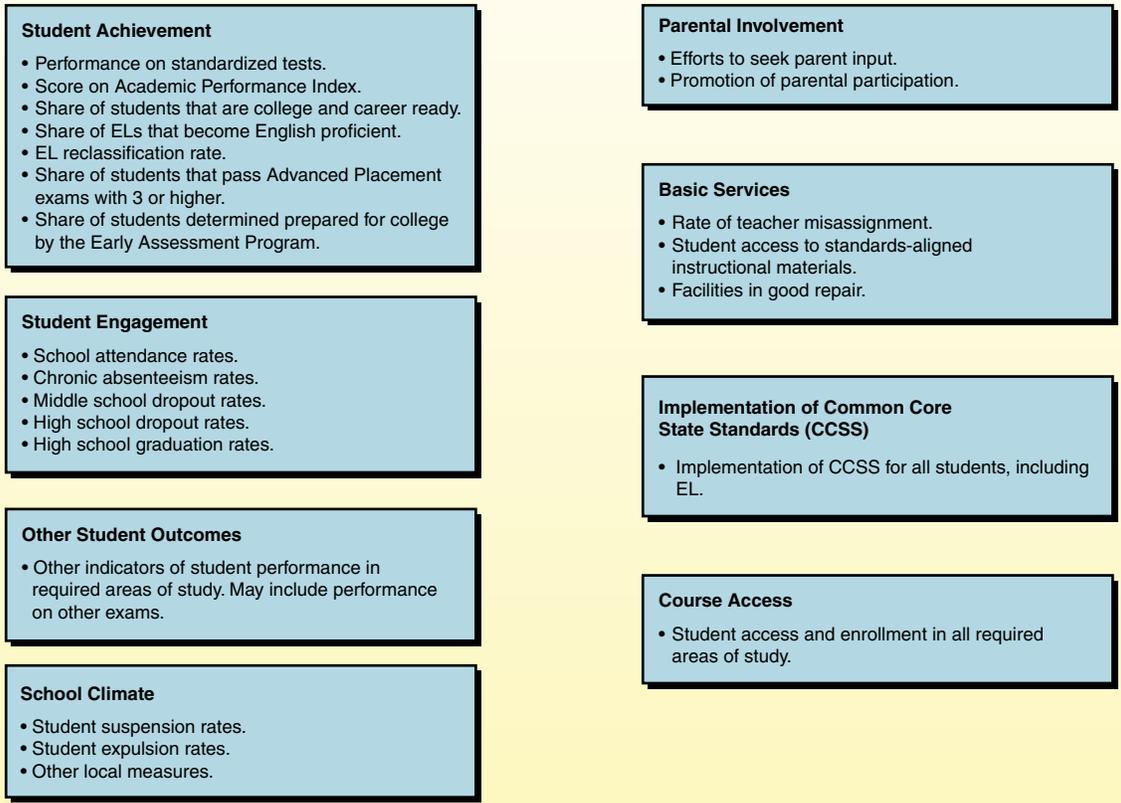
**Eight Areas of State Priority Must Be Addressed in LCAPs**



LCAP = Local Control and Accountability Plan.

Figure 8

**Required Data for Each of Eight State Priority Areas**



EL = English learner.

Figure 9

**Student Subgroups to Be Included in Local Control and Accountability Plans**

**Racial/Ethnic Subgroups:**

- Black or African American
- American Indian or Alaska Native
- Asian
- Filipino
- Hispanic or Latino
- Native Hawaiian or Pacific Islander
- White
- Two or more races

**Other Subgroups:**

- Socioeconomically disadvantaged students
- English learners
- Students with disabilities
- Foster youth

advisory committees. Districts also are required to notify members of the public that they may submit written comments regarding the specific actions and expenditures proposed in the LCAP.

***LCAP to Be Adopted Every Three Years And Updated Annually.*** Districts are required to adopt an LCAP by July 1, 2014 and every three years thereafter. In the interim years between adoptions, districts are required annually to update their LCAPs using the SBE template. Each year, districts must adopt (or update) their LCAPs prior to the adoption of their budget plans. Annual updates must review a school district’s progress towards meeting the goals set forth in its LCAP, assess the effectiveness of the specific actions taken toward achieving these goals, and describe any changes the district will make as a result of this review and

assessment. The school district also must specify the expenditures for the next fiscal year that will be used to support EL/LI and foster youth students, as well as former ELs redesignated as English proficient. Districts also are required to hold at least two public hearings to discuss and adopt (or update) their LCAPs. The district must first hold at least one hearing to solicit recommendations and comments from the public regarding expenditures proposed in the plan. It then must adopt (or officially update) the LCAP at a subsequent hearing.

**COE REVIEW OF DISTRICT LCAPs**

*COE Can Ask for Clarification, Make Recommendations Regarding District LCAPs.*

Within five days of adopting (or updating) its LCAP, a district must submit its plan to its COE for review. Figure 11 (see next page) displays the process of COE review. Before August 15 of each year, the COE can seek clarification in writing

from the district about the contents of its LCAP. The district must respond to these requests within 15 days. Then, within 15 days of receiving the district’s response, the COE can submit recommendations for amendments to the LCAP back to the district. The district must consider the COE recommendations at a public hearing within 15 days, but the district is not required to make changes to its plan.

**COE Must Approve LCAP if Three Conditions Are Met.** The COE must approve a district’s LCAP by October 8 if it determines that (1) the plan adheres to the SBE template, (2) the district’s budgeted expenditures are sufficient to implement the strategies outlined in its LCAP, and (3) the LCAP adheres to the expenditure requirements for supplemental and concentration funding. As we discuss in the next section, districts whose LCAPs are not approved by the COE are required to receive additional support.

Figure 10

**School District LCAP Adoption Process**

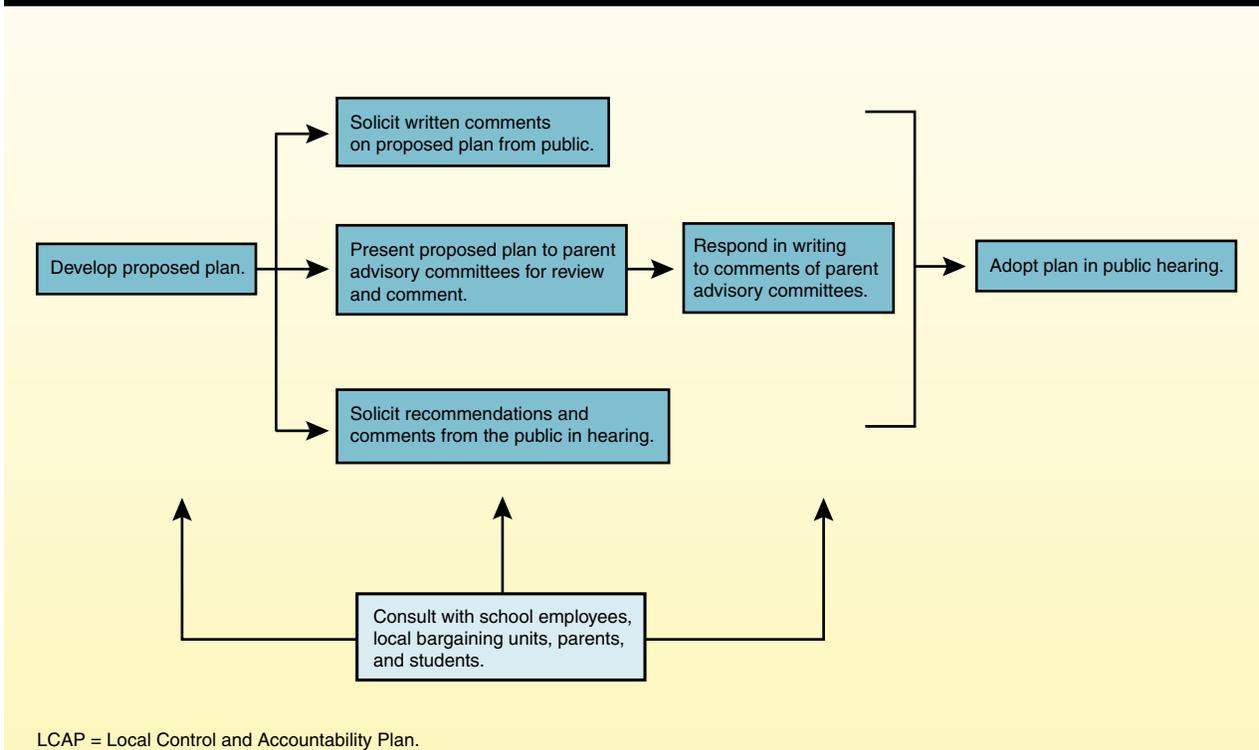
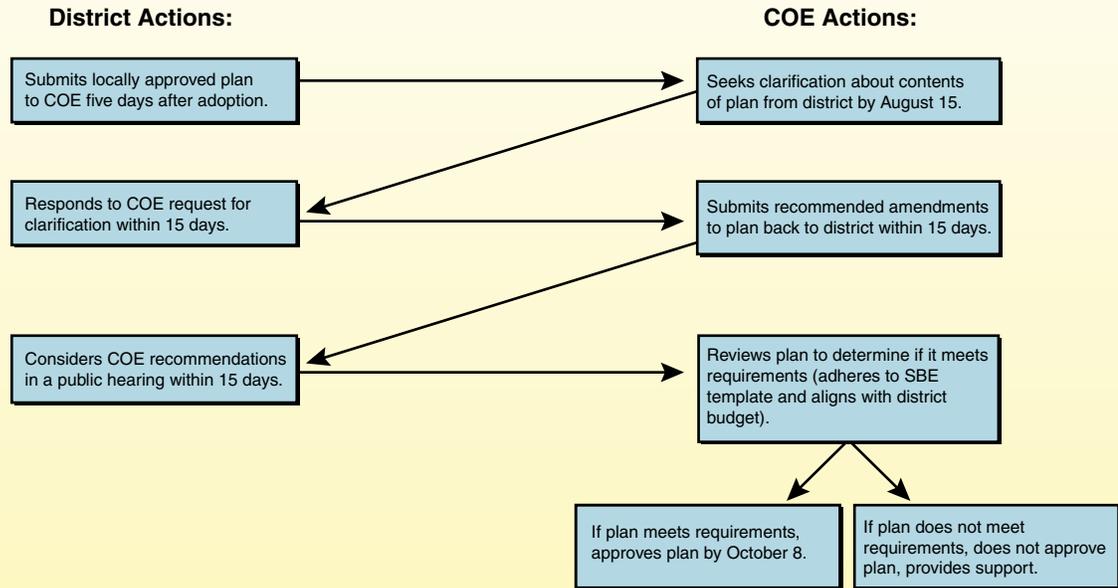


Figure 11

**COE Review of Local Control and Accountability Plans**



COE = County Office of Education and SBE = State Board of Education.

**SUPPORT AND INTERVENTION**

Chapter 47 also establishes a system of support and intervention for school districts that do not meet performance expectations for the eight state priority areas identified in the LCAP. Below, we discuss this new system in greater detail. (This system works somewhat differently for charter schools. We discuss the major differences in the box on page 16.)

**New Rubrics to Determine if Districts Need Support or Intervention**

*COE Must Assess School District Performance Based on SBE-Adopted Rubrics.* As shown in Figure 12, SBE must develop three new rubrics for assessing a school district’s performance. The SBE is to adopt all three rubrics by October 1, 2015. The rubrics are to be holistic and consider multiple measures of district and school performance as

well as set expectations for improvement for each numerically significant subgroup in each of the eight state priority areas.

**Support for Struggling School Districts**

*Three Reasons Districts Can Be Flagged for Additional Support.* School districts are required to receive additional support in the following three instances.

- **LCAP Not Approved by COE.** A district is required to receive support if its LCAP is not approved by the COE because it does not follow the SBE template or is not aligned with the district’s budget plan.
- **District Requests Assistance.** A district may specifically request additional support.
- **District Not Improving Student Outcomes.** A district must receive support

Figure 12

### State Board of Education (SBE) Required to Adopt Three New Rubrics

Chapter 47, Statutes of 2013 (AB 97, Committee on Budget) requires SBE to develop and adopt the following three evaluation rubrics by October 1, 2015.

- ✓ **Self-Assessment Rubric.** This rubric is to assist districts in evaluating their strengths and weaknesses.
- ✓ **Support Rubric.** This rubric is to be used by COEs to determine if a school district does not improve outcomes in more than one state priority for at least one subgroup, and thus is required to receive some form of support.
- ✓ **Intervention Rubric.** This rubric is to be used by the SPI to determine if a district does not improve outcomes in three out of four consecutive school years for three or more subgroups in more than one state or local priority, and thus is considered to be persistently failing.

COE = County Office of Education and SPI = Superintendent of Public Instruction.

if, based on the support rubric, it does not improve outcomes in more than one state priority area for at least one subgroup.

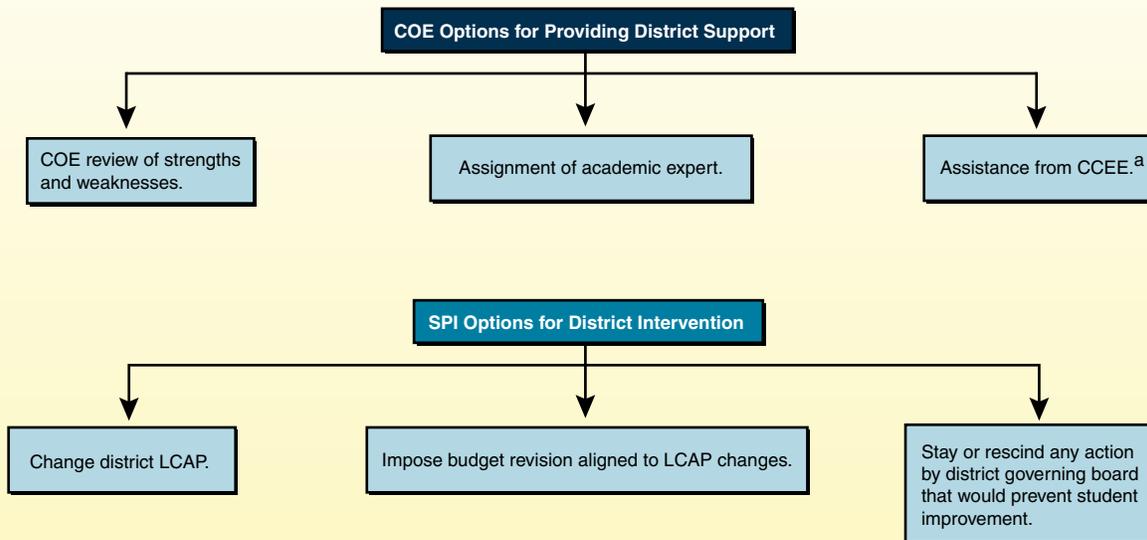
**Three Forms of Support.** Under the new system, COEs are responsible for providing school

districts with certain types of support. As Figure 13 shows, COEs can provide three types of support.

- **COE Review of Strengths and Weaknesses.** The COE can deliver assistance by providing a written review of the district’s strengths and weaknesses

Figure 13

### New System of School District Support and Intervention



<sup>a</sup> In addition to a COE assigning CCEE, the SPI at any time may assign CCEE to help any district.

COE = County Office of Education; CCEE = California Collaborative for Educational Excellence; SPI = Superintendent of Public Instruction; and LCAP = Local Control and Accountability Plan.

in the eight state priority areas. The COE review also must identify evidence-based programs that could be used by the school district to meet its annual goals.

- **Assign an Academic Expert.** The COE can assign an academic expert or team of experts to assist the district in implementing effective programs that are likely to improve outcomes in the eight areas of state priority. The COE also can assign another school district within the county to serve as a partner for the school district in need of assistance.
- **Request Assistance From Newly Established Agency.** The COE can request that the SPI assign the California

Collaborative for Educational Excellence (CCEE), a newly established agency, to provide assistance to the school district. (We discuss the role of the CCEE in more detail in the box on page 18.)

### **Intervention in Persistently Failing School Districts**

**SPI Can Intervene in Select Cases.** For a persistently underperforming school district, the SPI can intervene to assist the district in improving its education outcomes. The SPI can intervene, however, only if all three of the following conditions are met.

- **Persistent Failure for Several Years.** The SPI can intervene if, based on the

### **New System Works Somewhat Differently for Charter Schools**

Chapter 47, Statutes of 2013 (AB 97, Committee on Budget) requires charter schools to adopt Local Control and Accountability Plans (LCAPs), have their performance assessed using rubrics adopted by the State Board of Education (SBE), and receive support from its authorizer or the California Collaborative for Education Excellence (CCEE). The charter school process, however, works somewhat differently from the school district process. We describe the major differences below.

**Charter School LCAP Adoption Process Different in Two Ways.** Chapter 47 requires the petition for a charter school to include an LCAP that establishes goals for each of the eight state priorities (and any identified local priorities) and specifies the actions the charter school will take to meet these goals. The LCAP must be updated annually by the charter school’s governing board. Like school districts, charter schools are required to consult with school employees, parents, and students when developing their annual updates. The LCAP adoption process is different, however, in that charter schools are exempt from the specific requirements to solicit public comment and hold public hearings that apply to school districts. Charter schools also are not required to have their plans approved by the County Office of Education (COE).

**Support Required for Persistently Failing Charter Schools.** Like school districts, charter schools must have their performance assessed based on the new SBE rubrics. For charter schools, however, this assessment is to be conducted by the charter authorizer rather than the COE. A charter school is required to receive support from its authorizer if, based on the intervention rubric, it does not improve outcomes in three out of four consecutive school years for three or more

intervention rubric, the district does not improve outcomes in three out of four consecutive school years for three or more subgroups in more than one state or local priority area.

- ***CCEE Determines Intervention Is Necessary.*** The SPI can intervene if the CCEE has provided assistance and determines both that (1) the district has not been able or will not be able to implement CCEE recommendations and (2) the district's performance is so persistently or severely poor that SPI intervention is necessary.
- ***SBE Approves Intervention.*** The SPI can intervene only with approval of SBE.

***Provides Three New Powers to SPI.*** If the above conditions are met, the SPI can intervene directly or assign an academic trustee to work on his or her behalf. The SPI can intervene in the following three ways.

- ***Change District LCAP.*** The SPI can change the district's LCAP to modify the district's annual goals or the specific actions the district will take to achieve its goals.
- ***Impose Budget Revision in Conjunction With LCAP Changes.*** The SPI can impose a revision to the district's budget to align the district's spending plan with the changes made to the LCAP. These changes only can be made if the SPI determines they will allow the district to improve

subgroups in more than one state or local priority area—the same standard applied for determining whether the Superintendent of Public Instruction (SPI) intervention is necessary in a school district. (Unlike school districts, a charter school that is determined to be struggling based on the support rubric is not required to receive support.) In addition to the support from the charter authorizer, the SPI may assign the CCEE to provide the charter school with support if the authorizer requests and SBE approves the assistance. (If a charter school requests support but is not underperforming based on the intervention rubric, the charter authorizer and CCEE are not required to provide support.)

***Instead of SPI Intervention, Charter Can Be Revoked by Authorizer.*** The charter authorizer can consider revoking a charter if the CCEE provides a charter school with support and determines that (1) the charter school has not been able or will not be able to implement CCEE recommendations and (2) the charter school's performance is so persistently or severely poor that revocation is necessary. If the authorizer revokes a charter for one of these reasons, the decision is not subject to appeal. Consistent with current law, the authorizer must consider student academic achievement as the most important factor in determining whether to revoke the charter.

***The SBE Also Can Revoke Charter or Take Other Actions Based on Poor Academic Performance.*** The SBE—based upon a recommendation from the SPI—also can revoke a charter or take other appropriate actions if the charter school fails to improve student outcomes across multiple state and local priority areas. (Prior to the adoption of Chapter 47, SBE could take similar action for charter schools only if the schools were (1) engaging in gross financial mismanagement, (2) illegally or improperly using funds, or (3) implementing instructional practices that substantially departed from measurably successful practices and jeopardized the educational development of students.)

outcomes for all student subgroups in one or more of the eight state priorities.

- **Stay or Rescind an Action of the Local Governing Board.** The SPI also can stay or rescind an action of the district governing board if he or she determines the action

would make improving student outcomes in the eight state priority areas, or in any of the district’s local priority areas, more difficult. The SPI, however, cannot stay or rescind an action that is required by a local collective bargaining agreement.

## MAJOR DECISIONS AHEAD

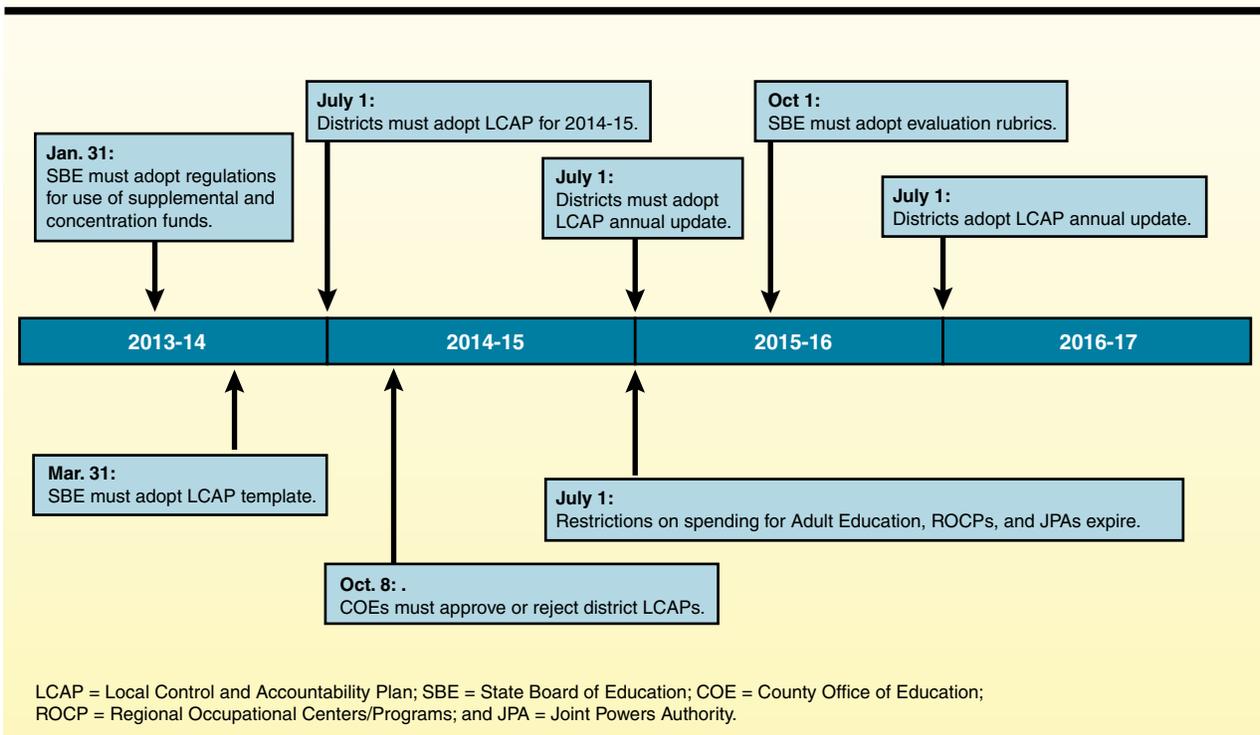
Many important state and district decisions relating to the new formula and the new system of support and intervention will be made over the next several years. Figure 14 identifies the major milestones ahead. Below, we discuss some of these major decisions in more detail.

**Many Major Regulations to Be Adopted by SBE.** Over the next several years, SBE must adopt numerous regulations relating to the LCFF and the new system of support and intervention. As the timeline shows, by January 31, 2014, SBE must

adopt regulations to implement the proportionality clause relating to LCFF supplemental and concentration funds. Two months later, by March 31, 2014, it must adopt LCAP templates for districts to use in developing their 2014-15 LCAPs. By October 1, 2015, SBE must adopt the three rubrics that will be used to assess school districts’ performance. The details of these regulations will significantly affect the manner in which these new provisions are ultimately implemented.

Figure 14

### Major Milestones for Implementation of LCFF and LCAPs



***CCEE's Larger Role in New System Remains Unclear.*** Although Chapter 357 clarifies the governance structure of the CCEE, its larger role within the state's accountability system remains unclear. As we discuss in the nearby box, the CCEE fiscal agent has the authority to contract with individuals and organizations with expertise and

a record of success in the CCEE's assigned areas of responsibility. The legislation, however, does not specify the process the CCEE should take to identify agencies with expertise or how the role of these agencies would differ from the role of other agencies, including District Assistance and Intervention Teams and the Statewide System of

### **New Agency to Support Struggling Districts**

***Legislation Establishes California Collaborative for Educational Excellence.*** Chapter 47, Statutes of 2013 (AB 97, Committee on Budget), creates a new agency, the California Collaborative for Educational Excellence (CCEE), to advise and assist school districts in improving performance. Chapter 357, Statutes of 2013 (SB 97, Committee on Budget), establishes a CCEE governing board consisting of five members: (1) the Superintendent of Public Instruction (SPI), (2) the president of the State Board of Education (SBE), (3) a county superintendent of schools appointed by the Senate Committee on Rules, (4) a teacher appointed by the Speaker of the Assembly, and (5) a school district superintendent appointed by the Governor. The SPI, with approval from the SBE, is required to contract with a local education agency (LEA) or consortium of LEAs to serve as the fiscal agent for the CCEE. The fiscal agent, under the direction of the CCEE board, is to subcontract with individuals, LEAs, and other organizations to provide direct support to districts.

***CCEE Charged With Helping Districts Improve Performance.*** Statute requires the CCEE to serve as a statewide expert to help districts: (1) improve their achievement in the eight state priority areas, (2) enhance the quality of teaching, (3) improve district/school-site leadership, and (4) address the needs of special student populations (such as English learner, low-income, foster youth, and special education students). In particular, the CCEE is intended to help districts achieve the goals set forth in their Local Control and Accountability Plan (LCAPs).

***CCEE Can Intervene in Specific Cases.*** The CCEE is involved in turnaround efforts in three ways:

- A county office of education (COE) can assign the CCEE to provide assistance to school districts that have an LCAP rejected, request assistance, or are determined in need of assistance based on the COE's assessment using the support rubric.
- The SPI can assign the CCEE to provide assistance to any school district that the SPI determines needs help to accomplish the goals set forth in its LCAP.
- The CCEE also is required to play a critical role in determining when the state will intervene in a persistently failing school district. If the SPI, with approval of the SBE, would like to intervene in a persistently failing school district, he or she cannot do so unless the CCEE has provided assistance to the district and determined that intervention is necessary to improve the district's performance.

School Support, that currently provide assistance to low-performing schools and districts.

***New Agency's Prominence and Workload Uncertain.*** Given the many elements of the new system of support and intervention that are yet to be developed and implemented, the CCEE's workload also remains unclear. The CCEE's workload will be driven partly by the number of districts determined in need of support or assistance. The number of districts that will need such support, however, will not be known until the SBE rubrics are adopted and districts are evaluated based on these rubrics. Because under state law most of the CCEE's activities will be driven by specific requests from school districts, COEs, and the SPI, the CCEE's role in the new system also will be determined by the agency's reputation

as a statewide expert in improving educational programs. To the extent that districts, COEs, and the SPI consider the CCEE a key agency for helping to improve school performance, the agency will have a more prominent role advising districts.

***Cost of CCEE Also Unclear.*** Because of the significant uncertainty regarding the level of workload of the CCEE, its associated costs are unknown at this time. The 2013-14 budget provides \$10 million for the CCEE but includes little detail on how and when the funds are to be spent. The annual cost of the CCEE ultimately will depend on the composition of the CCEE; the number of school districts determined to need support or intervention; and the frequency with which school districts, COEs, and the SPI request assistance from the CCEE.

## CONCLUSION

The creation of the LCFF addresses many of the flaws of the state's prior K-12 funding system, which was widely believed to be overly complex, inefficient, and outdated. The LCFF, for instance, is much simpler when compared with the dozens of categorical funding formulas that were part of the state's previous funding system. The new system of funding and accountability, including the provisions dealing with the LCAPs, also is intended to reduce some spending requirements while giving districts more guidance in developing fiscal and

academic plans designed to improve performance in their local context. As evident throughout this report, both the LCFF and the new system of support and intervention represent major state policy changes. Moreover, in the coming months and years, the Legislature, SBE, and school districts will face many decisions that ultimately will shape how the formula and new accountability system are implemented, which, in turn, will determine the effectiveness of the legislation.

### LAO Publications

This brief was prepared by Edgar Cabral and Carolyn Chu, and reviewed by Jennifer Kuhn. The Legislative Analyst's Office (LAO) is a nonpartisan office that provides fiscal and policy information and advice to the Legislature.

To request publications call (916) 445-4656. This brief and others, as well as an e-mail subscription service, are available on the LAO's website at [www.lao.ca.gov](http://www.lao.ca.gov). The LAO is located at 925 L Street, Suite 1000, Sacramento, CA 95814.

## LCFF Funding Changes

### **Q: How is the Local Control Funding Formula (LCFF) different from what was in place under revenue limits?**

**A:** The goal of the LCFF is to significantly simplify how state funding is provided to local educational agencies (LEAs). Under the new funding system, revenue limits and most state categorical programs are eliminated. LEAs will receive funding based on the demographic profile of the students they serve and gain greater flexibility to use these funds to improve outcomes of students. The LCFF creates funding targets based on these student characteristics. For school districts and charter schools, the LCFF funding targets consist of grade span-specific base grants plus supplemental and concentration grants that reflect student demographic factors. For county offices of education (COEs), the LCFF funding targets consist of an amount for COE operations plus grants for instructional programs.

### **Q: When will the LCFF be implemented?**

**A:** Implementation of the LCFF began in 2013–14. The state Department of Finance estimates that achieving full funding levels under the LCFF will take eight years based on its current Proposition 98 growth projections. During the intervening years, some LCFF provisions will be phased in (e.g., funding levels and K–3 class size). Regulations and templates to support local implementation will be adopted by the State Board of Education (SBE) in early 2014 for use during the 2014–15 program and budget planning process.

### **Q: How are LCFF target levels calculated for school districts and charter schools?**

**A:** Funding targets under the LCFF consist of:

- Grade span-specific base grants that reflect adjustments for grades K–3 class sizes and grades 9–12 career technical education;
- Supplemental grants equal to 20 percent of the adjusted base grants multiplied by the LEA’s unduplicated percentage of English learners, free and reduced-price meal eligible, and foster youth students;
- Concentration grants equal to 50 percent of the adjusted base grants multiplied by an LEA’s percentage of unduplicated pupils above 55 percent;
- A necessary small school allowance for any qualifying school; and
- Two add-ons equal to the amounts LEAs received in 2012–13 for the Targeted Instructional Improvement Block Grant and Home-to-School Transportation programs.

Commencing in the 2013–14 fiscal year, the base, supplemental, and concentration grants, as well as necessary small school allowances, receive cost-of-living adjustments.

### **Q: How are funding levels calculated in 2013–14 and during phase-in for school districts and charter schools?**

**A:** The calculation of LCFF funding in 2013–14 and throughout the phase-in is based on an LEA’s prior year funding (funding floor) as well as its LCFF target amount.

In most cases, an LEA’s **funding floor** consists of 2012–13 deficated revenue limit including basic aid fair share reductions and charter general purpose funding (including the charter school categorical block grant) divided by average daily attendance (ADA), multiplied by current year ADA, plus the sum of any applicable categorical program funding.

Actual funding in 2013–14 and subsequent years is based on the difference between the LEA’s funding floor and its LCFF target (the LCFF gap). For the 2013–14 fiscal year, LEAs will receive their funding floor amount plus a portion of their LCFF gap. Each fiscal year thereafter, an LEA’s funding amount will be based on recalculation of its LCFF target and its

funding floor including any prior year transition funding converted to a per-ADA value and then adjusted for current year ADA. The state Department of Finance estimates that the portion of the gap that will be funded will be 11.78 percent in 2013–14, 16.49 percent in 2014–15, and 18.69 percent in 2015–16.

Some LEAs may also be eligible to receive an **Economic Recovery Target (ERT)** payment. This payment is based on the difference between the amount an LEA would have received under the old funding system and the amount a district would receive under the LCFF in 2020–21. To determine this difference, assumptions for the old funding system include:

- 2012–13 undeficitated revenue limits, or block grant funding for charter schools, with cost-of-living adjustments of 1.57 percent in 2013–14 and 1.94 percent each year from 2014–15 through 2020–21; and
- Categorical program funding levels restored to the 2007–08 level.

LCFF calculations assume the same cost-of-living adjustments.

Only school districts and charter schools that are at, or below, the 90th percentile of per-pupil funding rates of school districts under the old funding system are eligible for ERT payments. An LEA eligible to receive ERT payments will receive one-eighth of its payment in 2013–14, two-eighths of its payment in 2014–15, and so on, following this pattern until it has reached its full amount in 2020–21, at which time the ERT payment will become a permanent add-on to the LEA’s LCFF formula funding.

LEAs may also continue to receive funding from categorical programs that were not eliminated as a part of the LCFF including, but not limited to, Child Nutrition, Mandates Block Grant, State Preschool, and Special Education.

LEAs should consult with their COEs, or authorizers, for assistance in calculating their unique funding levels under the LCFF.

**Q: How do 2013–14 LCFF funding levels compare to 2012–13 funding levels?**

**A:** The 2013 Budget Act provides \$2.067 billion in new funding for school districts and charter schools and \$32 million for COEs to support the first-year implementation of the LCFF. In 2013–14, LEAs received roughly the same amount of funding they received in 2012–13 plus an additional amount each year to bridge the gap between 2012–13 funding levels and the 2013–14 LCFF target levels. In future years, additional funding will be provided to eventually enable each LEA to achieve its unique LCFF target funding level. Some school districts and charter schools also received economic recovery target payments if their undeficitated 2012–13 funding levels are greater than their 2013–14 LCFF targets.

**Q: How are funds apportioned under LCFF?**

**A:** LCFF funding is distributed using the existing Principal Apportionment system. The California Department of Education (CDE) anticipates completing the necessary system changes required to implement the new formula in time for the Second Principal Apportionment for 2013–14, released in July 2014. This apportionment is based on data collected in fall 2013 (enrollment-related data from CALPADS) and spring 2014 (attendance and tax data from the Principal Apportionment Revenue and Attendance Data Collection Software) and reflects the total amount allocated to each LEA under the LCFF for 2013–14. The Second Principal Apportionment will “true up” the amounts provided in the Advance Apportionment (July 2013) and First Principal Apportionment (February 2014), which will not be fully based on the LCFF formula.

**Q: Are there any changes to calculation of ADA?**

**A:** School districts will continue to be funded based on the greater of prior year or current ADA, with exceptions as provided in previously existing law. Charter schools will continue to be funded based on current-year ADA.

*Adapted from CDE LCFF FAQs: <http://www.cde.ca.gov/fq/aa/lc/lcfffqa.asp#FC>*

# Fingertip Facts on Education in California – *CalEdFacts*

California Department of Education <http://www.cde.ca.gov/ds/sd/cb/ceffingertipfacts.asp>

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Report of various statistics about California's public schools and districts for the 2013–14 school year.

## Enrollment and number of school districts by type: 2013–14

District Type	Number of Districts
Unified	341
Elementary	531
High	77
Other	79
<b>Total</b>	<b>1,028</b>

## Enrollment and number of public schools by type: 2013–14

School Type	Enrollment	Number of Schools
Elementary	3,109,735	5,802
K-12	130,353	229
Middle	999,652	1,288
Junior high	27,713	45
High	1,772,017	1,325
Continuation	62,830	468
Alternative	65,606	259
Community day	7,353	234
Special education	23,169	136
Other	38,244	580
<b>Total</b>	<b>6,236,672</b>	<b>10,366</b>

## Enrollment and number of charter schools by type: 2013–14

School Type	Enrollment	Number of Schools
Elementary	190,900	476
K-12	117,767	203
Middle	52,372	126
Junior high	771	3
High	139,429	281
Continuation	0	0
Alternative	0	0
Community day	1,362	3
Special education	0	0
Other	11,674	33
<b>Total</b>	<b>514,275</b>	<b>1,125</b>

## Number of students in public schools by grade range: 2013–14

Grade Level	Number of Students
Kindergarten through grade five	2,877,800
Grades six through eight	1,400,098
Grades nine through twelve	1,952,314
Ungraded programs	6,460
<b>Total</b>	<b>6,236,672</b>

## Ethnic distribution of public school students: 2013–14

Ethnicity	Number of students	Percentage
African American not Hispanic	384,291	6.16%
American Indian or Alaska Native	38,616	0.62%
Asian	542,540	8.70%
Filipino	151,745	2.43%
Hispanic or Latino	3,321,274	53.25%
Pacific Islander	32,821	0.53%
White not Hispanic	1,559,113	25.00%
Two or More Races Not Hispanic	167,153	2.68%
None Reported	39,119	0.63%
<b>Total</b>	<b>6,236,672</b>	<b>100.00%</b>

## Number of teachers in public schools: 2012–13

School Type	Number of Teachers
Elementary schools	139,951
Middle and junior high schools	46,859
High schools	81,071
Other (includes continuation schools)	27,212
<b>Total</b>	<b>295,093</b>

## Ethnic distribution of public school teachers: 2012–13

Ethnicity	Number of Male Teachers	Number of Female Teachers	Total
American Indian or Alaska Native	481	1,065	1,546
Asian	3,383	11,376	14,758
Pacific Islander	260	669	929
Filipino	1,033	2,967	4,000
Hispanic or Latino	14,276	36,913	51,188
African American	3,370	7,897	11,267
White (not Hispanic)	51,158	136,885	188,027
Two or More Races Not Hispanic	627	1,573	2,200
No Response	2,682	6,731	9,413
<b>Total*</b>	<b>77,231</b>	<b>205,978</b>	<b>283,186</b>

\*Some totals in the Public School Teachers table may not match due to difference in reporting strategy.

# California State Board of Education Responsibilities

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The State Board of Education (SBE) was established first by statute in 1852, then by amendment to the California Constitution in 1884. Both the Constitution and statutes set forth the SBE's duties. Constitutional duties of the SBE include the appointment of one deputy and three associate superintendents upon nomination of the State Superintendent of Public Instruction (SSPI) and the adoption of textbooks for use in grades one through eight.

By statute, the SBE is the governing and policy-making body of the CDE. The Constitution and statute also assign the SBE a variety of other responsibilities:

## **Regulations**

The SBE adopts rules and regulations for its own government, the government of its appointees, and government of the state's public schools.

## **Standards**

The SBE has approved rigorous statewide academic standards for content and student performance in English–language arts, history-social science, mathematics, science, visual and performing arts, and physical education.

## **Curriculum Frameworks**

The SBE adopts curriculum frameworks in reading/language arts, foreign language, history-social science, health, mathematics, physical education, science, and the visual and performing arts. These frameworks are based on previously approved academic standards. In 2007, the SBE also adopted a curriculum framework for career technical education. The frameworks inform and guide the local development and implementation of specific curricula for kindergarten through high school students and serve as the basis for the adoption of instructional materials.

## **Instructional Materials**

The SBE adopts instructional materials for kindergarten through grade eight (K–8) in reading/language arts, foreign language, mathematics, science, history-social science, health, and visual and performing arts. The state provides special funding each year to local educational agencies for the purchase of SBE-adopted instructional materials for grades K–8 and locally adopted instructional materials for grades nine through twelve.

## **Waivers**

The SBE considers requests from local educational agencies to waive statutory and regulatory requirements.

## **Assessment**

The SBE adopts tests and sets policies for the Standardized Testing and Reporting (STAR) Program and the California High School Exit Examination. The initial California Legislation authorizing the STAR Program was signed into law in 1997. Since that authorization, SBE has designated achievement tests; adopted regulations for STAR; approved and monitored the development of the California Standards Tests (CSTs), the California Alternate Performance Assessment (CAPA), California Modified Assessment (CMA), and the Standards Test in Spanish

(STS); and adopted performance level minimums for each of these assessments since 2003. The SBE also established the test administration window for the STAR Program and approved the state’s physical performance test, which is administered to students in grades five, seven, and nine.

### **District Reorganization**

The SBE reviews and acts on petitions to unify and reorganize school districts by determining whether the petitions meet statutorily established criteria. Upon approval, the SBE sets the area in which local elections on petitions will be held.

### **Charter Schools**

The SBE assigns numbers to petitions to establish charter schools under the Charter Schools Act of 1992. Subject to certain conditions and limitations, charter petitions may be submitted as an appeal following district and county denials. All-charter district petitions are submitted directly to the SBE and the State Superintendent of Public Instruction, who have joint approval authority. In addition, the SBE has the authority to approve statewide benefit charter schools that operate at multiple locations throughout the state. As a charter authorizer, the SBE has monitoring and accountability responsibilities for the schools and all-charter districts it approves. The SBE also considers appeals of decisions made by local educational agencies to revoke a charter school’s operating petition.

### **No Child Left Behind (NCLB)**

State statute officially designates the SBE as the State Educational Agency (SEA) for federally funded education programs, including NCLB. The SEA has the primary responsibility for overseeing the state’s full compliance with complex provisions of federal law, which includes establishing an assessment and accountability system to demonstrate that all students are making adequate yearly progress towards proficiency in English–language arts and mathematics; ensuring that all English learners become proficient in English and reach high academic standards; establishing a plan for all core subject area teachers to meet the “highly qualified teacher” provisions; ensuring that all students will be educated in environments that are safe, drug-free, and conducive to learning; and adopting the goal of all students graduating from high school.

### **Funding Allocations**

As prescribed by state and federal law, the SBE approves allocation of certain state and federal funding sources.

### **Study and Planning**

The SBE is authorized to study the educational conditions and needs of the state and plan improvement of the administration and efficiency of public schools. When authorized by statute, the SBE approves certain program plans for CDE.

Ten of the SBE’s 11 members are appointed by the Governor to four-year, staggered terms that are subject to confirmation by a two-thirds vote of the Senate within one year of appointment. The eleventh member, also appointed by the Governor and subject to Senate confirmation, is a California public high school student who serves a one-year term. The student member enjoys full voting rights and all other rights and privileges of SBE membership.

# California State Board of Education Members

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Michael Kirst, President | Ilene Straus, Vice President  
Sue Burr | Carl A. Cohn | Bruce Holaday | Aida Molina | Patricia Ann Rucker  
Nicolasa Sandoval | Trish Boyd Williams | Kenton Shimozaki

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## **Dr. Michael Kirst - State Board President**

Contact:  
State Board of Education  
1430 N Street, Room 5111  
Sacramento, CA 95814  
916-319-0827

Reappointed: January 15, 2014  
Took Office: January 12, 2011

Michael Kirst Ph.D., is a Professor Emeritus of Education at Stanford University. He has been on the Stanford faculty since 1969. Kirst received his Ph.D. in political economy and government from Harvard. Before joining the Stanford University faculty, Kirst held several positions with the federal government, including Staff Director of the U.S. Senate Subcommittee on Manpower, Employment and Poverty, and Director of Program Planning for Elementary and Secondary Education at the U.S. Office of Education. He was a former president of the California State Board of Education. His latest books are, *From High School to College* with Andrea Venezia (2004) and *Political Dynamics of American Education* (2009). Professor Kirst is a member of both the National Academy of Education and the International Academy of Education.

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## **Dr. Ilene Straus - State Board Vice President**

State Board of Education  
1430 N Street, Room 5111  
Sacramento, CA 95814  
916-319-0827

Reappointed: January 16, 2013. Took Office: January 12, 2011

Dr. Ilene Straus served as the assistant superintendent for Educational Services in the Beverly Hills Unified School District before retiring in June, 2011. Prior to that, she was a teacher and an elementary, middle, and high school principal. Straus received her bachelor's degree and elementary teaching credential from University of California, Los Angeles, her master's degree in educational administration from California State University, Northridge, and her doctorate in educational leadership from University of Southern California.

Straus began her career as a teacher in the Lennox School District, and served as an assistant principal at two large K-6 schools before becoming a K-7 principal at the Norwalk-La Mirada Unified School District. Dr. Straus was named principal of Lincoln Middle School in Santa Monica where she served for 16 years, leading the school to national distinction as the Disney School of the Year, a National Blue Ribbon School of Excellence, and twice recognized as a California Distinguished School. Straus was named the California Secondary Principal of the Year in 1991, and received the YWCA Woman of the Year Award in 1996.

In 2002, Straus was named chief educational officer-principal of Santa Monica High School, where she guided the redesign of a large comprehensive high school into six smaller learning communities, helping the school to raise its academic performance index, which had been declining before her arrival, by 75 points. The U.S. Department of Education declared the school a national model for high school redesign, and Newsweek named it one of the country's top 300 performing high schools. Straus next served as the senior director of Secondary Education for Santa Monica-Malibu Unified School District, and joined Beverly Hills Unified School District in the fall of 2006 as assistant superintendent, where she developed stronger high school graduation requirements and intervention programs to support student success, as well as initiatives in mathematics and literacy. She has taught graduate courses in educational leadership, supervision, and curriculum and instruction at California State University, Northridge, University of Southern California, and the University of California, Los Angeles. Dr. Straus has two adult children and lives with her husband in Marina del Rey. Dr. Straus currently focuses her time on State Board of Education priorities and responsibilities, consulting, and educational projects.



**Ms. Sue Burr**

Contact:  
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1430 N Street, Room 5111  
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916-319-0827

Took Office: January 16, 2013

Sue Burr served as the executive director of the California State Board of Education and as education policy advisor to Governor Brown from 2011 to 2012. She served as the executive director of the California County Superintendents Educational Services Association from 2006 to 2011 and was the Association's governmental relations director from 2003 to 2006. Burr was the assistant superintendent for business services with the Elk Grove Unified School District from 2000 to 2003. She served as the undersecretary

of education under Governor Gray Davis from 1999 to 2000, also serving as interim secretary in 2000. Burr was co-director of the California State University Institute for Education Reform from 1995 to 1999, a principal consultant for the California Senate Education Committee from 1991 to 1994 and a principal consultant for the California Senate Appropriations Committee from 1986 to 1991. She earned a Master of Business Administration degree from California State University, Sacramento.



**Dr. Carl A. Cohn**

Contact:  
State Board of Education  
1430 N Street, Room 5111  
Sacramento, CA 95814  
916-319-0827

Reappointed: January 15, 2014  
Took Office: January 12, 2011

Carl A. Cohn, Ed.D., is co-director of the Urban Leadership Program and a clinical professor in the School of Educational Studies at Claremont Graduate University. Most recently, he served as superintendent of schools in the San Diego Unified School District. Prior to that, he worked as clinical a professor at the University of Southern California, and was a federal court monitor for the special education consent decree in the Los Angeles school system. From 1992 to 2002, he was the superintendent of the Long Beach Unified School District. His tenure at Long Beach culminated with him winning the McGraw Prize in 2002, and the district winning the Broad Prize in 2003.

Cohn has worked as a faculty advisor for both the Broad Superintendents Academy and the Harvard Urban Superintendents Program. He also serves on the boards of the American College Testing, Inc. (ACT), the Center for Reform of School Systems, and EdSource. Other national school reform activities include service on the Gates Foundation’s Empowering Effective Teachers Advisory Committee, the Teacher Preparation Assessment Consortium, the Advisory Council of American Association of Colleges for Teacher Education, the National Research Council’s independent evaluation of the Washington D.C. Public Schools, and the U.S. Department of Education’s National Technical Advisory Committee.

Among his many publications, Cohn co-edited the 2004 Teachers College Press publication, *Partnering to Lead Educational Renewal: High Quality Teachers, High Quality Schools*.



**Mr. Bruce Holaday**

State Board of Education  
1430 N Street, Room 5111  
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Took Office: July 11, 2012

Bruce Holaday has been the Director of Educational Advancement for Wildlife Associates since 2010. He was formerly the Director of Newpoint Tampa High School from 2009 to 2010 and Director of the Oakland Military Institute from 2004 to 2009. Mr. Holaday served in multiple positions at the Culver Academies from 1976 to 2004, including Development Director, Director of Summer Programs, and English teacher.

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**Dr. Aida Molina**

Contact:  
State Board of Education  
1430 N Street, Room 5111  
Sacramento, CA 95814  
916-319-0827

Took Office: February 9, 2011

Aida Molina is Assistant Superintendent of Academic Improvement and Accountability for the Bakersfield City School District since January 2013 and was the district's executive director from 2005 through 2012. Previously, Molina was a Commissioner with the California Commission on Teacher Credentialing from 2004 to 2007. Molina was a principal with Bakersfield City School District from 2001 to 2005, an elementary school principal with the Sacramento Unified School District from 1999 to 2001, an assistant principal with the Galt Joint Union Elementary School District from 1997 to 1999, and a bilingual teacher from 1992 to 1997. Molina is a member of the California Association of School Administrators and the California Association of Bilingual Educators.

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**Ms. Patricia Ann Rucker**

Contact:  
State Board of Education  
1430 N Street, Room 5111  
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Reappointed: January 15, 2014  
Took Office: January 12, 2011

Patricia Ann Rucker, of Elk Grove, has worked as the Legislative Advocate for the California Teachers Association since 2008. She also served as a consultant for the California Teachers Association on instruction and professional development from 1997 to 2008 and as a teacher in the Del Paso Heights School District during this same period Rucker was a lecturer in the Teacher Education department at CSU Sacramento from 1983 to 1997.



**Dr. Nicolasa Sandoval**

Contact:  
State Board of Education  
1430 N Street, Room 5111  
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916-319-0827

Took Office: January 16, 2013

As Education Director for the Santa Ynez Band of Chumash Indians, Sandoval guides their strategic educational investments. The Tribe's educational initiatives embrace children and families from birth through adulthood by supporting kindergarten readiness, educational attainment, and career transitions.

A lecturer in the Education Department at the University of California at Santa Barbara ("UCSB"), Sandoval instructs undergraduates pursuing careers in teaching, academic counseling, and school psychology. Her primary research interest is family engagement in education. As an evaluator at UCSB, she collected and analyzed data for Project RENEW, a professional development and leadership initiative for mathematics instructors.

At the Nonprofit Support Center, Sandoval managed the organization's consulting practice and served as a trainer and facilitator for their professional development programs targeting nonprofit leaders. In her capacity as Assistant Director for Community Services at Smithsonian's National Museum of the American Indian ("NMAI"), she directed professional development and technical assistance for Native Americans in museum practice.

She holds a Ph.D. in Education from UCSB, M.A. in Museum Studies from the George Washington University, and B.A. in Public Relations from Pepperdine University. She resides in Lompoc with her husband, John Gustafsson, and their beloved canine companions, Stella and Midnight.



**Ms. Trish Boyd Williams**

State Board of Education  
1430 N Street, Room 5111  
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916-319-0827

Took Office: February 9, 2011

Trish Williams served nineteen years as the executive director of EdSource, an independent, nonpartisan, not-for-profit K-14 research and communications organization, before retiring from that position in June 2011. Williams now divides her time between her State Board service, consulting, and other projects.

While at EdSource, Williams led the growth of the agency's policy, research, and communications work into a wide range of current K-14 policy, practice, and reform issues, and extended the agency's reach throughout California and nationally. In addition to her executive director role, Williams served as the project lead for a series of large-scale survey studies, including the landmark *Gaining Ground in the Middle Grades* study, released in February 2010, and an 8<sup>th</sup> grade student Algebra placement and proficiency analysis released later that same year.

Before coming to EdSource, Williams served as a presidential management intern and then as a management analyst for three years in Washington D.C. at the U.S. Department of Health and Human Services. She subsequently served eight years as a program and policy consultant to the director of the Oklahoma Commission on Children and Youth.

Williams holds a bachelor's degree in English literature and a master's degree in urban studies and public policy from the University of Tulsa in her hometown. Williams is married to Stan Williams, who also committed a long career to public service. Their two sons graduated from California public schools. The oldest, Mike, graduated from Loyola Marymount College and is an aspiring filmmaker in Austin. The youngest, Elliot, graduated from University of California Los Angeles and is now attending medical school at University of California San Diego.



**Kenton Shimozaki, Student Member**

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Took Office: September 3, 2014  
Term Expires: July 31, 2015

Kenton Shimozaki, of Stockton, has been appointed to the California State Board of Education effective August 1, 2014. Shimozaki is a student at Lincoln High School. He currently serves as a student member on the Board of Trustees for Lincoln Unified School District and as president of the Lincoln High School Interact Club, a community service oriented club co-sponsored by the North Stockton Rotary Club. He was also secretary of the School Site Council at Lincoln High School and a member of Link Crew, a student leadership group that provides orientation to incoming freshman students at Lincoln High School. Shimozaki has participated as a student member on the Western Association of Schools and Colleges Visiting Committee, and was recently part of a team that reviewed the Granite Bay and Leland High Schools for ongoing accreditation. He is a member of the Lincoln High School varsity tennis and cross country teams.

## School Districts Are in Charge of Most Local Schools

Excerpted from ED 100: [www.ed100.org](http://www.ed100.org)



No matter where a child lives in the state of California, there is a public school district obligated to provide him or her with a free public education. If you think of the state as a jigsaw puzzle with the districts as the pieces, you will be close to the reality. By the way, that puzzle has more than 950 pieces, not counting the state’s 58 County Offices of Education.

But wait, there are some additional wrinkles. (Are you surprised?)

For one, not all California school districts serve the full range of grade levels from kindergarten to high school. Actually, only about a third of them are “unified” districts, meaning they include schools serving every grade level from kindergarten to 12th grade. California has over 80 high school districts and the rest of the 950 are elementary districts, typically serving grades K-8.

The state’s school districts also vary tremendously in size. The smallest have as few as 20 students. The largest is Los Angeles Unified School District which is responsible for educating more than 10% of California’s 6.2 million children attending public K-12 schools.

### **Fiscal Agents**

In some ways, state law treats all of these districts the same. They are, for example, the “fiscal agents” for local school funds. Districts are responsible for passing an annual budget, hiring staff, submitting data to the state about their students, and much more. They are also required by state law to have a publicly elected school board. (When boards have vacancies, they can make appointments to fill them until the next regular election.) School boards are responsible for setting policy in a district and hiring the superintendent. The superintendent has the job of implementing policies, managing the district, and making all other hiring decisions.

A bit of education jargon worth knowing is the term “Local Education Agency,” usually abbreviated as LEA. Most LEAs are school districts, but county offices of education and charter schools (which are independent of districts) are also LEAs.

The governance of charter schools is handled differently. See below for more on how charter schools are created and overseen, including information about Charter Management Organizations (CMOs), which are increasingly prevalent.

### **Mayors? Nope. School boards? Yep.**

*Most people are surprised to learn that mayors and other city officials have neither responsibility nor power when it comes to the operation of public schools.*

Most people are surprised to learn that mayors and other city officials have neither responsibility nor power when it comes to the operation of public schools. Schools are an independent fork of the executive branch of government, and they are usually governed by school boards that are independently elected. When citizens complain to a mayor about schools, the mayor’s role is to shuffle his or her feet and give the audience a lesson in municipal civics.

In some places (mainly large cities outside of California) mayors play a role in school governance through appointment of members of the school board. This governance strategy is known as mayoral control.

Some reformers view local school boards as agents for change. In some cities (for example, Houston and San Diego), citizen groups have invested enormous energy to field and support candidates with a shared reform agenda. In California, where Proposition 13 removed school boards’ authority to set tax rates, most school board elections have been relatively sleepy affairs with low voter turnout.

California’s 2013 adoption of the Local Control Funding Formula (LCFF), could change that. Putting greater decision making (if not revenue raising) power back into the hands of local school boards could result in stronger community engagement in local school district policies and politics. At least that was Governor Jerry Brown’s theory

### **Site-based Control**

The state and some federal programs require that school districts leave some decision making to individual school sites.

*Some districts concentrate decision authority in the central office; others devolve power to school leaders.*

The Single Plan for Student Achievement that each school is supposed to create documents how a portion of its funding is spent. In some but certainly not all schools

this is an important and meaningful exercise that actively involves parents. Schools with more than 21 English learners, and districts with more than 51, are legally required to have advisory committees made up of the parents of these students.

Beyond this modest requirement, however, the relationship between school districts and their schools can vary enormously. Some districts concentrate decision authority in the central office; others devolve power to school leaders. This remains true under LCFF although all school sites are supposed to have some kind of parent advisory group and site-level improvement plan.

Some school reformers see decentralization or site-level control as a critical strategy for educational improvement. Major areas where districts sometimes give sites discretion include:

- **Site level budgeting authority.** This can be limited to supply budgets, or can include every part of school operations and personnel.
- **Hiring decisions.** In California these are often made at the district level; teachers may be assigned to schools without the principal having much say.
- **Instructional decisions** such as textbooks, grouping practices, and student support programs for low-achieving students.
- **Special programs** outside the regular school day, including parent education, after-school programs, and community partnerships.

A few California districts are experimenting with ways to give their school sites full or nearly full autonomy. Such autonomy demands a lot of the school principal and can change how both the school and district operate.

### **State Takeovers**

Schools are locally administered, but not unconditionally. Ultimately, the California constitution obligates the state to provide for education. If a district fails abjectly, particularly through financial mismanagement, it can be placed under “state administration” until it gets its house in order. In these circumstances, the state appoints an Administrator, who combines the functions of the school board and the superintendent into a single office. Such “state takeovers” are quite rare in part for a practical reason: turning around a district in crisis is incredibly difficult, politically-charged work. Wherever possible, it is best for districts and boards to get their own house in order.

### **Charter School Governance**

California’s 1,000+ charter schools operate outside of this system of local governance. They receive their charter from a district, county office of education, or the state, but they do not have elected boards or prescribed attendance boundaries and students they must serve. They receive public monies but are freed from many of the rules set up in

the state's education code. They are accountable for performance and can be closed down by their chartering authority if they don't meet certain goals or don't operate in a financially responsible manner.

### **District Organizations**

Clearly, school districts serve a vital educational role, but they are also economically important as employers and service providers. Districts hire teachers, administrators, counselors, aides, and specialists. They plan and execute maintenance and upgrades of school facilities. They coordinate with city public services on everything from crossing guards to bus routes and schedules.

The organizational structure and personnel investments of districts can differ a lot; in California the district financial reports on the Ed-Data Partnership website show how school districts allocate resources and allow comparisons. But high-level comparisons of staffing structures should be taken with some skepticism. Schools involve a lot of part-time roles, from crossing guard to band teacher to web site manager to department chair. Those nuances make comparisons wiggly. Also, because schools are different sizes, specialist roles like counseling are often shared across campuses.

When comparing the organizational investments of different schools, it helps to think in terms of the number of full-time equivalent (FTE) positions associated with a role at a school. It also helps to compare that number to the number of students affected. Staffing ratios can often paint a picture more informative than a simple organization chart can provide.

#### ***From the Ed 100 website:***

*Ed100.org has an optimistic purpose: to help you learn how education really works, so you can make a difference – whether you are a parent, a student, a teacher, or an interested citizen. Change happens. People who are prepared and informed can take moments of change and give them meaning. Ed100 can help you learn what you need to know.*

## **California's education system 100% demystified**



## Common Core State Standards Initiative:

### Assuring that All Students Graduate From High School Ready for College and Career

#### WHAT IS THE COMMON CORE STATE STANDARDS INITIATIVE (CCSSI):

The CCSSI is a state-led effort designed to improve educational outcomes for students by developing a set of consistent, clear K-12 academic standards in English language arts and mathematics. In 2009 the National Governors Association (NGA) and the Council of Chief State School Officers (CCSSO), the coordinators of the initiative, convened a group of leading experts to develop K-12 standards for math and English language arts in 2010. These standards are relevant to the real world, reflecting the knowledge and skills young people need to be prepared for both college and work in a global economy.

#### WHY PTA BELIEVES STATES SHOULD ADOPT AND IMPLEMENT THE COMMON CORE STATE STANDARDS

**The Problem: American students are graduating unprepared for college and career.**

- **American students are poorly prepared for college and career.** Today, most good jobs require some type of postsecondary education or training. Yet, our education system is falling short in preparing students to succeed in higher education. It is estimated that each year, \$1.4 billion is spent on remedial education for college students who have recently completed high school, a burden often borne by parents, students, and states.<sup>1</sup> Additionally, ACT found that less than a quarter of high school graduates are able to pass their classes (earn a C average) in their first year of college.<sup>2</sup>
- **In 1995, the U.S. was tied for first in the proportion of young adults with a college degree, but by 2004 it had fallen to 14th.**<sup>3</sup>
- **Out of 30 industrialized countries, the U.S. ranked 25th in math and 21st in science in 2006.**<sup>4</sup>

**The Solution: Clear and consistent standards across the country and support for schools to help students achieve their full potential.**

#### CLEAR AND CONSISTENT STANDARDS ACROSS THE COUNTRY

**Standards will be consistent from state to state.** CCSSI is based on the principle that arithmetic should be the same in Missouri or Michigan, and reading skills should be the same in California or Florida. Today there are different academic standards in every state, and too many states have standards that do not prepare students for college and career. Consistent standards will provide appropriate benchmarks for all students regardless of where they live and allow states to more effectively help all students succeed.

In addition, families who must move from one state to another because of job changes will particularly benefit from consistent standards across states. They will no longer face the problem of their children moving to a new school and finding that they are underprepared, because the standards of the state from which they are moving are lower than those of the state to which they are relocating.

**Standards will be relevant to the real world.** The Common Core State Standards will reflect the knowledge and skills that young people need to succeed in college and career. They will focus on problem solving and critical thinking skills, not solely on knowledge of particular facts that have little relationship to success later in life.

**Standards will be clear.** In many states, standards have been updated over the years by adding additional requirements onto existing standards. The result has been standards that are often so long and confusing that they do not function as clear guides for instruction. CCSSI will address this problem by increasing clarity among educators and parents about what students



should be able to know and do at each grade level. States agreeing to adopt the standards may add a limited amount (no more than 15% of their overall standards) above and beyond what is in the core standards.

**CCSSI aims to avoid additional testing.** Because there are limits on how much states can add above and beyond the common core, these standards and the assessments that will be developed for them are expected to replace existing tests, not add to them.

**Clearer standards will benefit parents, teachers and students.** One of the benefits of adopting clearer standards is that parents, teachers and students will have a shared understanding of what is expected in school. Studies have shown that when parents are actively engaged in their children's education, student achievement outcomes are improved.<sup>5</sup>

**Standards will incorporate the best and highest of the current state standards.** This effort will build on what many states are already doing right. States with high standards will not be required to lower their standards in order to "meet in the middle" with states that now have lower standards.

## **SUPPORT FOR SCHOOLS TO HELP STUDENTS ACHIEVE THEIR FULL POTENTIAL**

**Higher standards combined with curriculum in our schools that emphasizes the skills needed to succeed in college and career will raise student achievement.** Creating better standards is clearly just the first step in raising the level of achievement of all students. The next and more important step is creating schools that give students the support they need to realize their full potential. This will mean creating curricula that is aligned to the new standards and professional development for teachers to assure that they have the knowledge and skills to improve student achievement.

**Common Core State Standards will make it easier for states to create first class education systems.** Consistent standards across the states will create new efficiencies. States that previously used only multiple choice tests, because they were inexpensive to develop, will be able to share the cost of developing better assessments of students' abilities to perform in the real world. They will also be able to share the cost of developing curriculum and professional development for teachers aligned to the new standards.

**Curriculum and assessment tied to clearer standards will increase student achievement.** Studies have shown that when curriculum allows teachers to cover select topics in greater depth, rather than numerous topics superficially, student achievement is improved.<sup>6</sup> In addition, teachers will be able to better respond to students' educational needs using assessments that are aligned to the new standards.

## **RESOURCES AND CONTACT INFORMATION**

For further information on National PTA's recommendations on CCSSI see PTA's annual Public Policy Agenda. Available online at:  
[http://www.pta.org/public\\_policy\\_agenda.asp](http://www.pta.org/public_policy_agenda.asp)

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## Common Core State Standards Initiative

### OVERVIEW

The Common Core State Standards Initiative (CCSSI) is an effort designed to improve educational outcomes for students by developing a set of consistent, voluntary, internationally-benchmarked academic standards in mathematics and English language arts.

Currently, every state has its own standards, which has resulted in varied expectations and levels of academic rigor that are largely dependent on geography. Common core state standards are a first step to leveling the playing field to allow for equal access to an excellent education for all children.

As the nation's largest volunteer child advocacy association with over five million members who are parents, students, and teachers, the National Parent Teacher Association® (PTA®) is uniquely positioned to be an influential and credible voice in advancing the common core state standards. Since its founding in 1897, PTA has worked toward its vision of making every child's potential a reality. Ensuring high academic expectations for all students, regardless of their zip code, is aligned with PTA's public policy priority of equity and opportunity for every child.

### BACKGROUND

The CCSSI is a joint effort led by the National Governors Association Center for Best Practices and the Council of Chief State School Officers to develop a common core of K-12 standards in English language arts and mathematics. The aim of this state-led initiative is to develop internationally-benchmarked standards that are aligned with college and work expectations.

States will develop and adopt the standards through a collaborative process. First, a group of leading academic experts, including Achieve, ACT, and the College Board, drafted college and career ready standards that detailed expectations for what students should know and be able to do upon high school graduation. The college and career ready standards were released for public comment in early fall 2009. Those standards were used to develop corresponding K-12 standards that set expectations by grade level.

States are being asked to adopt the standards based on their own timeline and context.<sup>1</sup> States will have a great deal of flexibility when adopting the standards, which are not connected to any federal mandate, high-stakes assessment, or national curriculum. Rather, the common core standards establish clear expectations for what all students should know, and allow states to determine the best way for their students to reach these academic goals and achieve college and career success.

### WHY COMMON CORE STANDARDS ARE IMPORTANT TO PARENTS

- 1) Consistent and clear standards prepare students for college, career, and citizenship.

Currently, each state has its own set of academic standards for students, which has led to wide-ranging expectations of what students should be able to learn and do before they graduate from high school. Several researchers have found that state standards and assessments are neither consistent across states nor aligned to college and workplace demands.<sup>2</sup> These inconsistencies present a challenge for parents trying to

ensure their children are successful in college and career.

Because current state standards and curriculum are not aligned to college and work expectations, students who are now entering college often begin their postsecondary education unprepared. American college students' need for remedial classes results in them not graduating from college on time and places an increased financial burden on parents and students. The Alliance for Excellent Education estimates that it costs \$1.4 billion to provide remedial education to students who have recently completed high school, \$283 million goes to the cost of tuition alone.<sup>3</sup>

Common core standards will ensure that all students are held to consistent expectations that will prepare them for college and career.

- 2) Clear, consistent standards equip parents to understand and support what their children should learn and know.

**A recent study by ACT found that only 23 percent of high school graduates were likely to earn at least a “C” or higher in first-year college courses.**

Because states' standards are often overly complicated, vague, and inaccessible, parents may lack an understanding of what their children should be learning in school and how they can support learning at home. Current standards in several states are often hundreds of pages long, have complicated codes and descriptions, and lack continuity between grade levels—making them difficult for parents to decipher.

Common core standards provide parents with clear expectations for what their children should be able to know and do when they graduate high school or advance to a particular grade-level, allowing them to engage more fully in the education of their children. Their engagement raises student achievement, improves behavior and attendance, decreases drop-

out rates, and improves the emotional and physical well-being of children.<sup>4</sup> Common core standards help parents hold their schools accountable for providing high-quality, standards-aligned instruction. Moreover, if parents know and understand the academic material their children are learning at school, they can further support and reinforce learning at home.

Common core standards that are consistent across states allow families that move from one part of the country to another to have the same expectations for what their child will learn in another school. The movement of students between states presents a number of challenges for students, families, and schools. According to a study conducted by the U.S. Government Accountability Office, one out of six children has attended three or more schools by the end of the third grade.<sup>5</sup>

When these students and families enter a new school, they must adjust to new classmates, teachers, and behavioral and academic expectations. In the absence of consistent standards, students in the same grade level in different states are expected to meet objectives of varied difficulty and content. For example, California mathematics standards require fourth graders to identify and determine prime numbers, while Arizona fourth grade mathematics standards do not explicitly require students to learn about prime numbers.<sup>6</sup> Through no fault of their own, students may be entering a new school academically unprepared, and teachers and parents need to spend additional time and resources helping students catch up.

Common core standards provide consistency for parents and students during transitions and allow parents to continue to support student learning and hold their school accountable, regardless of changes in zip code.

- 3) Curriculum, assessments, and professional development aligned to clear standards will prepare and support teachers so that they can be effective in the classroom.



CODE	GRADE 4 BENCHMARKS
4.1.1	Students use the concept of place value to read and write whole numbers up to 999,999 in words, standard, and expanded form.
4.1.2	Students compare and order whole numbers.
4.1.3	Students use coins and bills to compare the values, make combinations up to \$10.00, and make change from amounts up to \$5.00.
4.1.4	Students demonstrate computational fluency with basic facts (add to 20, subtract from 20, multiply by 0-10).
4.1.5	Students add and subtract to thousands and multiply hundreds by a single digit.
4.1.6	Students explain their choice of problem-solving strategies and justify their results when performing whole number operations in problem-solving situations.

*This is an excerpt from one state's mathematics standards. The full standards are over 70 pages long and contain complicated explanations of each code.*

Adopting common standards will help improve teacher effectiveness by providing clear expectations for what students in each grade level need to learn. Currently, the variation in standards across states makes it difficult to prepare new teachers to deliver standards-based instruction and create aligned activities and assessments. Common core standards will allow teachers to more easily determine if a curriculum would adequately prepare students for college and career, and also make it easier for teachers to design assessments that measure student progress in meaningful and accurate ways.

Common core standards will also help states train and support highly effective teachers. Once a critical mass of states adopts the standards, states will have the opportunity to develop collaborative tools, professional development, assessments, and curriculum. For example, states and institutions of higher education

could align teacher preparation and professional development to the common standards so teachers could enter a classroom anywhere in the nation knowing what to teach and how to assess student mastery. Rather than having to adopt a different curriculum for different states, teachers would have access to a curriculum aligned to consistent standards that prepare students for college and the workforce. Moreover, while these standards outline what students need to learn, it would still be up to schools and teachers, using the additional tools provided, to decide how to best help students reach these standards.

- 4) Internationally-benchmarked standards will guarantee that all our nation's students are able to compete in a globally competitive workforce.

The United States can no longer claim widespread educational success. Once the global leader in education, the United States has fallen behind other industrialized nations in both math and science.<sup>7</sup> Further, out of 100 students who begin 9th grade in U.S. schools, only 19 will graduate from high school, go directly to college, and graduate within six years.<sup>8</sup>

**A recent report by the U.S. Department of Education's National Center for Education Statistics revealed that the literacy scores of America's fourth graders rank 11th among industrialized nations.**

It is critical to our nation's future success that our students graduate high school prepared for postsecondary education and the workforce. Holding our students to internationally-benchmarked standards is not only a crucial step in closing our nation's achievement gap, but also an assurance that they will be able to compete in an increasingly global society and workforce.

- 5) Common core standards ensure that all students—regardless of income or geography—have the opportunity to engage in equally challenging work



Because standards differ from states to state, students are held to different academic expectations, largely based on geography. Student scores on the National Assessment of Educational Progress (NAEP) indicated that student proficiency is widely divergent from state to state. In a state-by-state comparison of 2005 NAEP 4th grade reading scores, more than half of the states in the nation scored about one grade level below the highest scoring state of Massachusetts.<sup>9</sup> A recent review of NAEP scores found that the states with the lowest NAEP proficiency rates have at least 20% of children living in poverty.<sup>10, 11</sup>

Over one million students drop out of high school every year, with a disproportional effect on minority students—almost half of Hispanic and African American students are not graduating.<sup>12</sup>

Having consistent standards will also ensure that all students are held to high expectations. Without consistent standards, students—particularly those growing up in low-income communities—are less likely to receive creative, challenging work. The example below illustrates the vastly different expectations for students in high income and low income communities.

The difference in our education system’s expectations for these two groups of students demonstrates the need for higher, clearer standards that reflect consistent expectations for all students.

Common core standards are a first step in leveling the playing field to ensure that all students, regardless of geography, are held to the same high expectations and have the opportunity to achieve their fullest potential.

**SAME TOPIC: ODYSSEY      SAME GRADE: NINTH      SAME STATE: CALIFORNIA**  
**DIFFERENT ACADEMIC EXPECTATIONS AND ASSIGNMENTS**

**High Income School**

By nature, humans compare and contrast all elements of their world. Why? Because in the juxtaposition of two different things, one can learn more about each individual thing as well as something about the universal nature of the things being compared.

For this **2-3 page comparison/contrast paper** ask yourself: what larger ideas do you see working in Homer’s The Odyssey and “O Brother Where Art Thou?” Do both works treat these issues in the same way? **What do the similarities and differences between the works reveal about the underlying nature of the larger idea?**

**Lower income school**

Divide class into 3 groups:

**Group 1 designs a brochure titled “Odyssey Cruises.”** The students listen to the story and write down all the places Odysseus visited in his adventures, and list the cost to travel from place to place.

**Group 2 draws pictures of each adventure.**

**Group 3 takes the names of the characters in the story and gods and goddesses in the story and designs a crossword puzzle.**

Source: Russlyn Ali, Education Trust, 2007



## RESOURCES AND CONTACT INFORMATION

For further information on National PTA's recommendations on CCSSI refer to National PTA's annual Public Policy Agenda. Available online at: [http://www.pta.org/public\\_policy\\_agenda.asp](http://www.pta.org/public_policy_agenda.asp)

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## About National PTA®

Founded in 1897, the National Parent Teacher Association® (PTA) is comprised of more than five million members, including parents, students, educators, school administrators, and community leaders. With more than 25,000 local units, PTA flourishes in all 50 states, the District of Columbia, the U.S. Virgin Islands, and the Department of Defense schools in Europe and the Pacific.

As the oldest and largest volunteer child advocacy association in the United States, PTA's legacy of influencing federal policy to protect the education, health, and overall well-being of children has made an indelible impact in the lives of millions of children and families. Visit [PTA.org](http://PTA.org) for more information.



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## Frequently Asked Questions

The following provides answers to some of the frequently asked questions about the Common Core State Standards, from how they were developed to what they mean for states and local communities.

### Overview

*What are educational standards?*

Educational standards are the learning goals for what students should know and be able to do at each grade level. Educational standards help teachers ensure their students have the skills and knowledge they need to be successful, while also helping parents understand what is expected of their children.

*What is the Common Core?*

State education chiefs and governors in 48 states came together to develop the Common Core, a set of clear college- and career-ready standards for kindergarten through 12th grade in English language arts/literacy and mathematics. Today, 43 states have voluntarily adopted and are working to implement the standards, which are designed to ensure that students graduating from high school are prepared to take credit bearing introductory courses in two- or four-year college programs or enter the workforce.

*Who led the development of the Common Core State Standards?*

The nation's governors and education commissioners, through their representative organizations, the National Governors Association Center for Best Practices (NGA) and the Council of Chief State School Officers (CCSSO), led the development of the Common Core State Standards and continue to lead the initiative. Teachers, parents, school administrators, and experts from across the country, together with state leaders, provided input into the development of the standards.

The actual implementation of the Common Core, including how the standards are taught, the curriculum developed, and the materials used to support teachers as they help students reach the standards, is led entirely at the state and local levels.

*Were teachers involved in the creation of the standards?*

Yes, teachers have been a critical voice in the development of the standards. The Common Core drafting process relied on teachers and standards experts from across the country. The National Education Association (NEA), American Federation of Teachers (AFT), National Council of Teachers of Mathematics (NCTM), and National Council of Teachers of English (NCTE), among other organizations, were instrumental in bringing together teachers to provide specific, constructive feedback on the standards.

*Why are the Common Core State Standards important?*

High standards that are consistent across states provide teachers, parents, and students with a set of clear expectations to ensure that all students have the skills and knowledge necessary to succeed in college, career, and life upon graduation from high school, regardless of where they live. These standards are aligned to the expectations of colleges, workforce training programs, and employers. The standards promote equity by ensuring all students are well prepared to collaborate and compete with their peers in the United States and abroad. Unlike previous state standards, which varied widely from state to state, the Common Core enables collaboration among states on a range of tools and policies, including the:

- Development of textbooks, digital media, and other teaching materials
- Development and implementation of common comprehensive assessment systems that replace existing state testing systems in order to measure student performance annually and provide teachers with specific feedback to help ensure students are on the path to success
- Development of tools and other supports to help educators and schools ensure all students are able to learn the new standards

*Who was involved in the development of the Common Core State Standards?*

States across the country collaborated with teachers, researchers, and leading experts to design and develop the Common Core State Standards. Each state independently made the decision to adopt the Common Core. Local teachers, principals, and superintendents lead the implementation of the Common Core in their states. The federal government was not involved in the development of the standards.

*What guidance do the Common Core State Standards provide to teachers?*

The Common Core State Standards are a clear set of shared goals and expectations for the knowledge and skills students need in English language arts and mathematics at each grade level so they can be prepared to succeed in college, career, and life. The standards establish what students need to learn, but they do not dictate how teachers should teach. Teachers will devise their own lesson plans and curriculum, and tailor their instruction to the individual needs of the students in their classrooms.

*How do the Common Core State Standards compare to previous state education standards?*

The Common Core was developed by building on the best state standards in the United States; examining the expectations of other high-performing countries around the world; and carefully studying the research and literature available on what students need to know and be able to do to be successful in college, career, and life. No state was asked to lower their expectations for students in adopting the Common Core. The evidence-based standards were developed in consultation with teachers and parents from across the country, so they are also realistic and practical for the classroom.

*How much will it cost states to implement the Common Core State Standards?*

Costs for implementing the standards will vary from state to state and territory. While states already spend significant amounts of money on professional development, curriculum materials, and assessments, there will be some additional costs associated with the Common Core, such as training teachers to teach the standards, developing and purchasing new materials, and other aspects of implementation. However, there are also opportunities for states to save considerable resources by using technology, open-source materials, and taking advantage of cross-state opportunities that come from sharing consistent standards.

*What is the appropriate way to cite the Common Core State Standards?*

Authors: National Governors Association Center for Best Practices, Council of Chief State School Officers

Title: Common Core State Standards (insert specific content area if you are using only one)

Publisher: National Governors Association Center for Best Practices, Council of Chief State School Officers, Washington D.C.

Copyright Date: 2010

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## Frequently Asked Questions

## Process

*What makes this process different from other efforts to create common standards?*

From the very beginning, the process of developing the Common Core has been bipartisan and state led. It also has support from educators, policymakers, and business leaders across the country, including CCSSO, the NGA Center, Achieve, Inc., ACT, the College Board, the National Association of State Boards of Education, the Alliance for Excellent Education, the Hunt Institute, the National Parent Teacher Association, the State Higher Education Executive Officers, the American Association of School Administrators, the U.S. Chamber of Commerce, and the Business Roundtable.

*What evidence and criteria were used to develop the standards?*

The standards made careful use of a large and growing body of evidence, including:

- Scholarly research
- Surveys on the skills required of students entering college and workforce training programs
- Assessment data identifying college- and career-ready performance
- Comparisons to standards from high-performing states and nations
- National Assessment of Educational Progress (NAEP) frameworks in reading and writing for English language arts
- Findings from Trends in International Mathematics and Science (TIMSS) and other studies, which conclude that the traditional U.S. mathematics curriculum must become substantially more coherent and focused in order to improve student achievement

The following criteria guided the development of the standards:

- Alignment with expectations for college and career success
- Clarity
- Consistency across all states
- Inclusion of content and the application of knowledge through high-order skills
- Improvement upon current state standards and standards of top-performing nations
- Reality-based for effective use in the classroom
- Evidence- and research-based

*What role did international benchmarking play in the development of the standards?*

International benchmarking refers to analyzing high-performing education systems and identifying ways to improve our own system based on those findings. One of the ways to analyze education systems is to compare international assessments, particularly the Programme for International Student Assessment (PISA) and Trends in International Mathematics and Science Study (TIMSS). Prior to the development of the Common Core State Standards, research revealed striking similarities among the standards in top-performing nations, along with stark differences between those world-class expectations and the standards adopted by most U.S. states. As a result, standards from top-performing countries were consulted during the development of the Common Core State Standards. The college- and career-ready standards appendix lists the evidence consulted.

*What grade levels are included in the Common Core State Standards?*

The English language arts and math standards are for grades K-12. Research from the early childhood and higher education communities also informed the development of the standards.

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## Frequently Asked Questions

*What does this work mean for students with disabilities and English language learners?*

The Common Core State Standards give states the opportunity to share experiences and best practices, which can lead to an improved ability to serve young people with disabilities and English language learners. Additionally, the standards include information on application for these groups of students.

*Why are the Common Core State Standards only for English language arts and math?*

English language arts and math were the subjects chosen for the Common Core State Standards because they are areas upon which students build skill sets that are used in other subjects. Students must learn to read, write, speak, listen, and use language effectively in a variety of content areas, so the standards specify the literacy skills and understandings required for college and career readiness in multiple disciplines.

It is important to note that the literacy standards in history/social studies, science, and technical subjects for grades 6–12 are meant to supplement content standards in those areas, not replace them. States determine how to incorporate these standards into their standards for those subjects or adopt them as content area literacy standards.

*Are there plans to develop common standards in other areas in the future?*

CCSSO and NGA are not leading the development of standards in other academic content areas. Below is information on efforts of other organizations to develop standards in other academic subjects.

- Science: States have developed Next Generation Science Standards in a process managed by Achieve, with the help of the National Research Council, the National Science Teachers Association, and the American Association for the Advancement of Science. More information about this effort can be found [here](#).
- World languages: The American Council on the Teaching of Foreign Languages published an alignment of the National Standards for Learning Languages with the ELA Common Core State Standards. More information about this effort can be found [here](#).
- Arts: The National Coalition for Core Arts Standards is leading the revision of the National Standards for Arts Education. More information about this effort can be found [here](#).

## **Implementation and Future Work**

*What do the Common Core State Standards mean for students?*

Today's students are preparing to enter a world in which colleges and businesses are demanding more than ever before. To ensure all students are prepared for success after graduation, the Common Core establishes a set of clear, consistent guidelines for what students should know and be able to do at each grade level in math and English language arts.

*How do the Common Core State Standards impact teachers?*

The standards impact teachers by:

- Providing them with consistent goals and benchmarks to ensure students are progressing on a path for success in college, career, and life
- Providing them with consistent expectations for students who move into their districts and classrooms from other states
- Providing them the opportunity to collaborate with teachers across the country as they develop curricula, materials, and assessments linked to high-quality standards
- Helping colleges and professional development programs better prepare teachers

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## Frequently Asked Questions

*What supports are being provided to teachers to help them ensure students are prepared to reach the new goals established by the Common Core?*

Decisions on how to implement the standards, including the right supports to put in place, are made at the state and local levels. As such, states and localities are taking different approaches to implementing the standards and providing their teachers with the supports they need to help students successfully reach the standards. To learn how states are supporting teachers and implementing their new standards, visit the [“Standards in Your State” section](#) for a map linking to the state-specific implementation page.

*Do the standards tell teachers what to teach?*

Teachers know best about what works in the classroom. That is why these standards establish what students need to learn, but do not dictate how teachers should teach. Instead, schools and teachers decide how best to help students reach the standards.

*Who will manage the Common Core State Standards in the future?*

The Common Core State Standards are and will remain a state-led effort, and adoption of the standards and any potential revisions will continue to be a voluntary state decision. The National Governors Association Center for Best Practices and the Council of Chief State School Officers will continue to serve as the two leading organizations with ownership of the Common Core and will make decisions about the timing and substance of future revisions to the standards in consultation with the states.

Federal funds have never and will never be used to support the development or governance of the Common Core or any future revisions of the standards. Any future revisions will be made based on research and evidence. Governance of the standards will be independent of governance of related assessments.

*Will common assessments be developed?*

Two state-led consortia, Partnership for Assessment of Readiness for College and Careers ([PARCC](#)) and the Smarter Balanced Assessment Consortium ([Smarter Balanced](#)), are currently working to develop assessments that aim to provide meaningful feedback to ensure that students are progressing toward attaining the necessary skills to succeed in college, career, and life. These assessments are expected to be available in the 2014-2015 school year. Most states have chosen to participate in one of the two consortia. For more information, [visit the website of your state’s assessment consortium](#).

Two additional consortia, working through the [National Center and State Collaborative Partnership](#) and the [Dynamic Learning Maps Alternative Assessment System Consortium](#), are developing a new generation of assessments for students with the most significant cognitive disabilities.

*Will CCSSO and the NGA Center be creating common instructional materials and curricula?*

No. The standards are not curricula and do not mandate the use of any particular curriculum. Teachers are able to develop their own lesson plans and choose materials, as they have always done. States that have adopted the standards may choose to work together to develop instructional materials and curricula. As states work individually to implement their new standards, publishers of instructional materials and experienced educators will develop new resources around these shared standards.

*Are there data collection requirements associated with the Common Core State Standards?*

No. Implementing the Common Core State Standards does not require data collection. Standards define expectations for what students should know and be able to do by the end of each grade. The means of

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## Frequently Asked Questions

assessing students and the data that result from those assessments are up to the discretion of each state and are separate and unique from the Common Core.

## **Content and Quality of the Standards**

*Do the Common Core State Standards incorporate both content and skills?*

Yes. In English language arts, the standards require certain critical content for all students, including:

- Classic myths and stories from around the world
- America's founding documents
- Foundational American literature
- Shakespeare

The remaining crucial decisions about what content should be taught are made at the state and local levels. In addition to content coverage, the Common Core State Standards require that students systematically acquire knowledge in literature and other disciplines through reading, writing, speaking, and listening.

In mathematics, the standards lay a solid foundation in:

- Whole numbers
- Addition
- Subtraction
- Multiplication
- Division
- Fractions
- Decimals

Taken together, these elements support a student's ability to learn and apply more demanding math concepts and procedures. The middle school and high school standards call on students to practice applying mathematical ways of thinking to real-world issues and challenges.

Across the English language arts and mathematics standards, skills critical to each content area are emphasized. In particular, problem-solving, collaboration, communication, and critical-thinking skills are interwoven into the standards.

*How complex are the texts suggested by the English language arts standards?*

The Common Core State Standards create a staircase of increasing text complexity, so that students are expected to both develop their skills and apply them to more and more complex texts. For example, the English language arts standards suggest "Grapes of Wrath" as a text that would be appropriate for 9th or 10th grade readers. For more information on suggested texts, please see Appendix A, the Supplement to Appendix A, and Appendix B.

*Do the English language arts standards include a required reading list?*

No. The Common Core State Standards include sample texts that demonstrate the level of text complexity appropriate for the grade level and compatible with the learning demands set out in the standards. The exemplars of high-quality texts at each grade level provide a rich set of possibilities. This ensures teachers have the flexibility to make their own decisions about what texts to use, while providing an excellent reference point when selecting their texts.

*What types of texts are recommended for the English language arts standards?*

The Common Core State Standards require certain critical content for all students. In addition to content coverage, the standards require that students systematically acquire knowledge in literature and other disciplines through reading, writing, speaking, and listening. English teachers will still teach their students the literature and literary nonfiction texts that they choose. However, because college and career readiness overwhelmingly focuses on complex texts outside of literature, these standards also ensure students are being prepared to read, write, and research across the curriculum, including in history and science.

*Why is the sequence of key math topics in the math standards important?*

The mathematical progressions, or sequencing of topics, presented in the Common Core State Standards are coherent and based on evidence. Part of the problem with having many different sets of state standards was that different states covered different topics at different grade levels. Coming to a consensus on the standards guarantees that, from the viewpoint of any given state, topics will move up or down in a consistent grade level sequence. What is important to keep in mind is that the progression in the Common Core is mathematically coherent and leads to college and career readiness at an internationally competitive level.





# A Summary of Core Components

The Smarter Balanced Assessment Consortium is one of two multistate consortia awarded funding from the U.S. Department of Education to develop an assessment system based on the new Common Core State Standards (CCSS). To achieve the goal that all students leave high school ready for college and career, Smarter Balanced is committed to ensuring that assessment and instruction embody the CCSS and that all students, regardless of disability, language or subgroup status, have the opportunity to learn this valued content and to show what they know and can do.

With strong support from participating states, institutions of higher education and industry, Smarter Balanced will develop a balanced set of measures and tools, each designed to serve specific purposes. Together, these components will provide student data throughout the academic year that will inform instruction, guide interventions, help target professional development and ensure an accurate measure of each student's progress toward career- and college-readiness.

## The core components of Smarter Balanced are:

### Summative assessments:

- ▶ Mandatory comprehensive accountability measures that include computer adaptive assessments and performance tasks, administered in the last 12 weeks of the school year in grades 3–8 and 11 for English language arts(ELA)/literacy and mathematics;
- ▶ Designed to provide valid, reliable and fair measures of students' progress toward and attainment of the knowledge and skills required to be college- and career-ready;
- ▶ Capitalize on the strengths of computer adaptive testing (e.g. efficient and precise measurement across the full range of achievement and quick turnaround of results); and,
- ▶ Produce composite content area scores, based on the computer adaptive items and performance tasks.

### Interim assessments:

- ▶ Optional comprehensive and content-cluster measures that include computer adaptive assessments and performance tasks, administered at locally determined intervals throughout the school year;
- ▶ Results reported on the same scale as the summative assessment to provide information about how students are progressing;
- ▶ Serve as the source for interpretive guides that use publicly released items and tasks;
- ▶ Grounded in cognitive development theory about how learning progresses across grades and how college- and career-readiness emerge over time;
- ▶ Involve a large teacher role in developing and scoring constructed response items and performance tasks;
- ▶ Afford teachers and administrators the flexibility to:
  - select item sets that provide deep, focused measurement of specific content clusters embedded in the CCSS;
  - administer these assessments at strategic points in the instructional year;

- use results to better understand students' strengths and limitations in relation to the standards;
- support state-level accountability systems using end-of-course assessments.

### Formative tools and processes:

- ▶ Provides resources for teachers on how to collect and use information about student success in acquisition of the CCSS;
- ▶ Will be used by teachers throughout the year to better understand a student's learning needs, check for misconceptions and/or to provide evidence of progress toward learning goals.

## System Features

- ▶ Ensures coverage of the full range of ELA/literacy and mathematics standards and breadth of achievement levels by combining a variety of item types (e.g., selected-response, constructed response, and technology-enhanced) and performance tasks, which require application of knowledge and skills.
- ▶ Provides comprehensive, research-based support, technical assistance and professional development so that teachers can use assessment data to improve teaching and learning in line with the standards.
- ▶ Provides online, tailored reports that link to instructional and professional development resources.

## LEARN MORE AND GET INVOLVED

Visit [SmarterBalanced.org](http://SmarterBalanced.org) to learn more about the Smarter Balanced Assessment Consortium and sign-up to receive our monthly eNewsletter. For more information, please contact [Info@SmarterBalanced.org](mailto:Info@SmarterBalanced.org).



The Smarter Balanced Assessment System includes computer adaptive tests that are customized to each student. During the test, the difficulty of questions changes based on student responses. In this way, adaptive tests provide more precise information about student achievement in less time than a “fixed-form” test in which all students see the same set of questions.

Two ingredients are required to create an effective computer adaptive test:

- The **test blueprint** describes the content that will be covered on the assessment. The Smarter Balanced test blueprint ensures that the full range of knowledge and skills in the Common Core State Standards will be assessed. In addition, the test blueprint specifies the number and types of questions associated with each section of the assessment.
- The **adaptive software** is a set of rules that determine which questions a student will be given during the assessment. Drawing on a large pool of questions, the software ensures that each student’s test fulfills the test blueprint—meaning that all content areas are covered with sufficient detail to provide an accurate score—and it adjusts the level of difficulty of questions based on student responses to accurately assess the strengths and weaknesses of each student.

## Test Blueprint

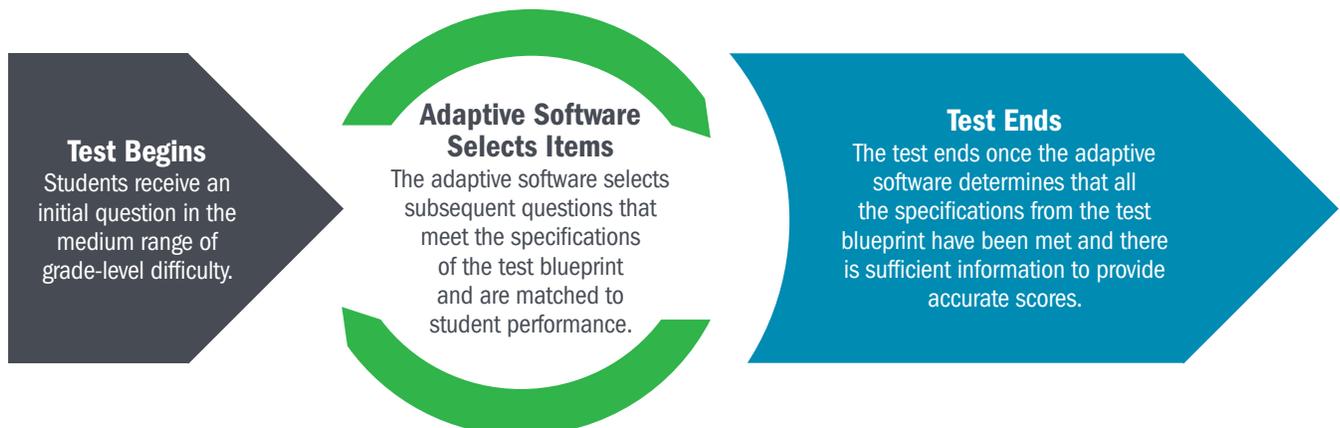
- ✓ Covers the full range of Common Core English and math standards
- ✓ Specifies number of items, score points, and depth of knowledge
- ✓ Available online at: <http://www.smarterbalanced.org/smarter-balanced-assessments/>

## Adaptive Software

- ✓ Builds the best test for each student by selecting questions that satisfy the test blueprint and match student performance
- ✓ Open source program available to states and assessment providers
- ✓ More information available online at: <http://www.smarterapp.org/documents/AdaptiveAlgorithm-Preview-v3.pdf>

## How the Smarter Balanced Adaptive Software Works

The adaptive software runs in the background while students complete the assessment. After each response, it selects the next question based on a number of criteria, including: the specifications from the test blueprint; the number of times a question is likely to be used (to prevent overexposure of questions); and previous responses from the student.



# A Better Picture of Student Achievement

All assessments provide estimates of student achievement. Since adaptive tests are customized to each student, the results have smaller margins of error. This allows schools to more reliably measure student growth over time. It also means that as students advance from one grade to the next, teachers and parents can be confident that higher scores reflect real learning gains.

Adaptive testing is also more accurate across the range of students—from those who are most advanced to those who are struggling. The Smarter Balanced adaptive software is configured to select only from grade-level questions for approximately the first two-thirds of the test. At that point, if the estimate of the student's achievement level is clearly at the lowest (or highest) level, the question pool is expanded to include (as needed) questions either from below (or above) the student's grade level. Before being used, out-of-grade questions are screened to make sure they are instructionally and developmentally appropriate. Expanding the question pool to include out-of-grade questions can help create a more complete picture of each student's knowledge and skills.

## Common Questions about Adaptive Testing

### **If students are asked different questions, how can we compare their results?**

Each student's test must meet the requirements of the test blueprint. The blueprint specifies the content areas and types of questions that will appear on the test. For example, if the test blueprint requires that each student receive two questions about adding fractions, the adaptive software will select two questions from a group of perhaps a dozen that assess the ability to add fractions.

### **If an advanced student correctly answers many challenging questions, will he or she receive the same score as a struggling student who correctly answers the same number of easier questions?**

No. Each question is placed on a scale of difficulty. Students who answer many challenging questions correctly will receive higher scores, which will correspond to higher achievement levels.

### **What about students with special needs who are advanced in some areas and much weaker in others?**

The English and math assessments each include several content areas in which students will be

assessed. In English, students will be assessed on reading, writing, listening, and research. In math, questions will focus on concepts and procedures, problem solving and modeling/data analysis, and communicating reasoning. A student with strong skills in one area will be able to demonstrate them because the adaptive software will give the student the opportunity to respond to each content area.

### **Can students review and change their answers?**

Yes. Students may go back and modify their responses within a test segment. The adaptive software continually works to tailor the test to each student, so a modified response will simply generate a new question that satisfies the test blueprint and matches student performance.

### **How does the adaptive software handle questions that cannot be automatically scored?**

The adaptive portion of the assessments include some "constructed response" questions that must be scored by human readers. Student responses to these questions and to questions in the performance tasks will be combined with the machine-scored questions into a single score report.

QUESTIONS

## Guidelines: Frequently Asked Questions

November 5, 2014

Smarter Balanced states identified frequently asked questions (FAQs) and developed applicable responses to support the information provided in the Smarter Balanced Assessment Consortium's *Usability, Accessibility, and Accommodations Guidelines*. These questions and responses, as well as the information in the *Guidelines* document apply to the Smarter Balanced interim and summative assessments.

States may use these FAQs to assist districts and schools with transitioning from their former assessments to the Smarter Balanced assessments. In addition, the FAQs may be used by districts to ensure understanding among staff and schools regarding the universal tools, designated supports, and accommodations available for the Smarter Balanced assessments. Schools may use them with decision-making teams (including parents) as decisions are made and implemented with respect to use of the Smarter Balanced *Usability, Accessibility, and Accommodations Guidelines*.

Additional information to aid in the implementation of the *Guidelines* is available in the *Individual Student Assessment Accessibility Profile (ISAAP) Module*, the *Test Administration Manual*, and the *Implementation Guide*. These documents will be made available over the next few weeks.

The FAQs are organized into four sections. First are general questions. Second is a set of questions about specific universal tools and designated supports. Questions that pertain specifically to English language learners (ELLs) comprise the third set of FAQs, and questions that pertain specifically to students with disabilities comprise the fourth set of FAQs.

## Overview of FAQs, with Links to Answers

### General FAQs

1. What are the differences among the three categories of universal tools, designated supports, and accommodations?
2. Which students should use each category of universal tools, designated supports, and accommodations?
3. What is the difference between embedded and non-embedded approaches? How might educators decide what is most appropriate?
4. Who determines how non-embedded accommodations (such as read aloud) are provided?
5. Are any students eligible to use text-to-speech for ELA reading passages on the Smarter Balanced assessments?
6. Why are some accommodations that were previously allowed for my state assessment not listed in the Smarter Balanced Usability, Accessibility, and Accommodations Guidelines?
7. Under which conditions may a state elect not to make available to its students an accommodation that is allowed by Smarter Balanced?
8. Can states allow additional universal tools, designated supports, or accommodations to individual students on a case by case basis?
9. What is to be done for special cases of "sudden" physical disability?

10. Who reviewed the Smarter Balanced Guidelines?
11. Where can a person go to get more information about making decisions on the use of designated supports and accommodations?
12. What security measures need to be taken before, during, and after the assessment for students who use universal tools, designated supports, or accommodations?
13. Who is supposed to input information about designated supports and accommodations into the Test Information Distribution Engine (TIDE) or into a state's comparable platform? How is the information verified?
14. Are there any supplies that schools need to provide so that universal tools, designated supports, and accommodations can be appropriately implemented?
15. What happens when accommodations listed in the Usability, Accessibility, and Accommodations Guidelines do not match any accommodations presented in the student's IEP?
16. Are there accessibility resources that states have discussed and agreed not include in the Smarter Balanced test?

### **Universal Tools and Designated Supports FAQs (Available to All Students)**

17. Is the digital notepad universal tool fully available for ELA and Math? Will a student's notes be saved if the student takes a 20-minute break?
18. For the global notes universal tool, if a student takes a break of 20 minutes do the notes disappear?
19. For the highlighter universal tool, if a student pauses a test for 20-minutes, do the highlighter marks disappear?
20. How are students made aware that the spell check universal tool (for ELA) and the math universal tools (i.e., calculator) are available when moving from item to item?
21. For the zoom universal tool, is the default size specific to certain devices? Will the test administrator's manual provide directions on how to do this adjustment?
22. For the English glossary universal tool, how are terms with grade- and context-appropriate definitions made evident to the student?
23. For the mark-for-review universal tool, will selections remain visible after a 20-minute break?
24. Can universal tools be turned off if it is determined that they will interfere with the student's performance on the assessment?

### **FAQs Pertaining to English Language Learners (ELLs)**

25. How are the language access needs of ELLs addressed in the Smarter Balanced Usability, Accessibility, and Accommodations Guidelines?
26. Is text-to-speech available for ELLs to use?
27. What languages are available to ELLs in text-to-speech?
28. For which content areas will the Consortium provide translation supports for students whose primary language is not English?
29. Does a student need to be identified as an English language learner in order to receive translation and language supports? What about foreign language exchange students?

30. For the translated test directions designated support, what options are available for students who do not understand the language available in the digital format? Can a human reader of directions in the native language be provided?
31. How is the translations glossary non-embedded designated support different from the bilingual dictionary?
32. Will translations be available in language dialects/variants?

## FAQs Pertaining to Students with Disabilities

33. What accommodations are available for students with disabilities (including ELLs with disabilities)?
34. Is an embedded ASL accommodation available on ELA items that are not part of the Listening test?
35. Will sign languages other than ASL (including signing in other languages) be available?
36. Can interpreters be used for students who are deaf or hard of hearing who do not use ASL?
37. What options do districts have for administering Smarter Balanced assessments to students who are blind?
38. Why is the non-embedded abacus an accommodation for the non-calculator items? Doesn't an abacus serve the same function as a calculator?
39. Can students without documented disabilities who have had a sudden injury use any of the Smarter Balanced accommodations?
40. How will the test administrator know prior to testing that the print on demand accommodation may be needed?
41. For the print on demand accommodation, how are student responses recorded – by a teacher using a computer or some other method?
42. How do state officials monitor training and qualifications for the non-embedded read aloud accommodation?
43. If students are using their own devices that incorporate word prediction, will this impact their score?
44. How are assistive technology (AT) devices certified for use for the Smarter Balanced assessments?

## General FAQs

1. *What are the differences among the three categories of universal tools, designated supports, and accommodations?*

**Universal tools** are access features that are available to all students based on student preference and selection. **Designated supports** for the Smarter Balanced assessments are those features that are available for use by any student (including English language learners, students with disabilities, and English language learners with disabilities) for whom the need has been indicated by an educator or team of educators (with parent/guardian and student input as appropriate). **Accommodations** are changes in procedures or materials that increase equitable access during the Smarter Balanced assessments by generating valid assessment results for students who need them and allowing these students the opportunity to show what they know and can do. The *Usability, Accessibility, and Accommodations Guidelines*

identify accommodations for students for whom there is documentation of the need for the accommodations on an Individualized Education Program (IEP) or 504 accommodation plan.

Universal tools, designated supports, and accommodations may be either embedded in the test administration system or provided locally (non-embedded).

2. *Which students should use each category of universal tools, designated supports, and accommodations?*

**Universal tools** are available to all students, including those receiving designated supports and those receiving accommodations. Designated supports are available only to students for whom an adult or team (consistent with state-designated practices) has indicated the need for these supports (as well as those students for whom the need is documented).

**Accommodations** are available only to those students with documentation of the need through either an Individualized Education Program (IEP) or a 504 accommodation plan. Students who have IEPs or 504 accommodation plans also may use designated supports and universal tools.

**What Tools Are Available for my Student?**

	All Students	English language learners (ELLs)	Students with disabilities	ELLs with disabilities
Universal Tools	✓	✓	✓	✓
Designated Supports	✓ <sup>1</sup>	✓ <sup>1</sup>	✓	✓
Accommodations			✓	✓

<sup>1</sup> Only for instances that an adult (or team) has deemed the supports appropriate for a specific student’s testing needs.

3. *What is the difference between embedded and non-embedded approaches? How might educators decide what is most appropriate?*

Embedded versions of the universal tools, designated supports, and accommodations are provided digitally through the test delivery system while non-embedded versions are provided at the local level through means other than the test delivery system. The choice between embedded and non-embedded universal tools and designated supports should be based on the individual student’s needs. The decision should reflect the student’s prior use of, and experience with, both embedded and non-embedded universal tools, designated supports, and accommodations. It is important to note that although Print on Demand is a non-embedded accommodation, permission for students to request printing must first be set in Test Information Distribution Engine (TIDE) or the state’s comparable platform

4. *Who determines how non-embedded accommodations (such as read aloud) are provided?*

IEP teams and educators make decisions about non-embedded accommodations. These teams (or educators for 504 plans) provide evidence of the need for accommodations and ensure that they are noted on the IEP or 504 plan (see *Guidelines*, pages 15-17). States are responsible for ensuring that districts and schools follow Smarter Balanced guidance on the implementation of these accommodations (see [professional development materials]).

5. *Are any students eligible to use text-to-speech for ELA reading passages on the Smarter Balanced assessments?*

For students in grades 3-5, text-to-speech and read-aloud are not available on ELA reading passages. The use of text-to-speech (or read aloud) on ELA reading passages for grades 3-5 will result in invalid scores. In grades 6-8 and 11, text-to-speech and read-aloud are available for ELA reading passages as an accommodation for students whose need is documented on an IEP or 504 plan (see *Guidelines*, pages 10 and 15), subject to each member state's laws, regulations, and policies. Text-to-speech and read-aloud for ELA reading passages is not available for ELLs (unless the student has an IEP or 504 plan). Whenever text-to-speech is used, appropriate headphones must be available to the student, unless the student is tested individually in a separate setting.

6. *Why are some accommodations that were previously allowed for my state assessment not listed in the Smarter Balanced Usability, Accessibility, and Accommodations Guidelines?*

After examining the latest research and conducting numerous discussions with external and state experts, Smarter Balanced member states approved a list of universal tools, designated supports, and accommodations applicable to the current design and constructs being measured by its tests and items within them. Upon review of new research findings or other evidence applicable to accessibility and accommodations considerations, the list of specific universal tools, designated supports, and accommodations approved by Smarter Balanced may be subject to change. The Consortium will establish a standing committee, including members from Governing States, to review suggested adjustments to the list of universal tools, designated supports, and accommodations to determine whether changes are warranted.

Proposed changes to the list of universal tools, designated supports, and accommodations will be brought to Governing States for review, feedback, and approval. Furthermore, states may issue temporary approvals (i.e., one summative assessment administration) for unique accommodations for individual students.

State leads will evaluate formal requests for unique accommodations and determine whether the request poses a threat to the measurement of the construct. The formal requests will include documentation of the student need, the specific nature of the universal tools, designated supports, or accommodations, and the plan for follow-up monitoring of use. Upon issuing a temporary approval, the State will send documentation of the approval to the Consortium. The Consortium will consider all state-approved temporary accommodations as part of the Consortium's accommodations review process. The Consortium will provide to member states a list of the temporary accommodations issued by states that are not Consortium-approved accommodations. In subsequent years, states will not be able to offer as a temporary accommodation any temporary accommodation that has been rejected by the Consortium.

7. *Under which conditions may a state elect not to make available to its students an accommodation that is allowed by Smarter Balanced?*

The Consortium recognizes that there should be a careful balance between the need for uniformity among member states and the need for states to maintain their autonomy. To maintain this balance, individual states may elect not to make available an accommodation that is in conflict with the member state's laws, regulations, or policies.

8. *Can states allow additional universal tools, designated supports, or accommodations to individual students on a case by case basis?*

Yes, only in certain restricted and emergent circumstances. To address emergent issues that arise at the local level, authorized staff in member states will have the authority to approve temporary unique testing conditions for individual students. Because it is unknown whether a temporarily provided universal tool, designated support or accommodation actually belongs in the defined categories, all such temporary testing conditions are considered to be unique accommodations. Authorized state staff includes only those individuals who are familiar with the constructs the Smarter Balanced assessments are measuring, so that students are not inadvertently provided with universal tools, designated supports, or accommodations that violate the constructs being measured.

The unique accommodations approved by a state for individual students will be submitted to Smarter Balanced for review. Temporary unique accommodations accepted by Smarter Balanced will be incorporated into the official guidelines released by Smarter Balanced in the following year. Authorized state staff members are not to add any universal tools, designated supports, or accommodations to the Smarter Balanced *Guidelines*; only the Smarter Balanced Consortium may do so.

9. *What is to be done for special cases of “sudden” physical disability?*

One exception to the IEP or 504 requirement is for students who have had a physical injury (e.g., broken hand or arm) that impairs their ability to use a computer. For these situations, students may use the speech-to-text or scribe accommodations (if deemed appropriate based on the student having had sufficient experience with the use of the accommodations) (see *Guidelines*, page 13).

10. *Who reviewed the Smarter Balanced Guidelines?*

In addition to individuals and officials from the Smarter Balanced governing states, several organizations and their individual members provided written feedback on the guidelines:

- American Federation of Teachers
- California School for the Blind
- California School for the Deaf
- Californians Together
- California State Teach
- Center for Applied Special Technology
- Center for Law and Education
- Conference of Educational Administrators of Schools and Programs for the Deaf
- Council for Exceptional Children
- Council of the Great City Schools
- Council of Parent Attorneys and Advocates
- Learning Disabilities Association of Maryland
- Mexican American Legal Defense and Education Fund
- Missouri School Boards' Association
- Missouri Council of Administrators of Special Education
- National Center for Learning Disabilities
- The Advocacy Institute
- The National Hispanic University

11. Where can a person go to get more information about making decisions on the use of designated supports and accommodations?

Practice tests provide students with experiences that are critical for success in navigating the platform easily. The practice tests may be particularly important for those students who will be using designated supports or accommodations, because the practice tests can provide data that may be useful in determining whether a student might benefit from the use of a particular designated support or accommodation. Smarter Balanced practice tests are available at <http://www.smarterbalanced.org/pilot-test/>.

In addition, it is recommended that decision makers refer to professional development materials provided by Smarter Balanced or state offices on the *Individual Student Assessment Accessibility Profile (ISAAP)* or state-developed process, as well as other state-developed materials consistent with the Smarter Balanced *Implementation Guide*.

Additional information on the decision-making process, and ways to promote a thoughtful process rather than an automatic reliance on a checklist or menu, is available through materials developed by groups of states.<sup>1</sup>

12. What security measures need to be taken before, during, and after the assessment for students who use universal tools, designated supports, or accommodations?

Test security involves maintaining the confidentiality of test questions and answers, and is critical in ensuring the integrity of a test and validity of test results. Ensuring that only authorized personnel have access to the test and that test materials are kept confidential is critical in technology-based assessments. In addition, it is important to guarantee that (a) students are seated in such a manner that they cannot see each other's terminals, (b) students are not able to access any unauthorized programs or the Internet while they are taking the assessment, and (c) students are not able to access any externally-saved data or computer shortcuts while taking the test. Prior to testing, the IEP team should check on compatibility of assistive technology devices and make appropriate adjustments if necessary. When a non-embedded designated support or accommodation is used that involves a human having access to items (e.g., reader, scribe), procedures must be in place to ensure that the individual understands and has agreed to security and confidentiality requirements. Test administrators need to (a) keep testing materials in a secure place to prevent unauthorized access, and (b) keep all test content confidential and refrain from sharing information or revealing test content.

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<sup>1</sup> These materials were developed by collaboratives of states to address decision making for students with disabilities, ELLs, and ELLs with disabilities:

- *Accommodations Manual: How to Select, Administer, and Evaluate Use of Accommodations for Instruction and Assessment of Students with Disabilities* (3<sup>rd</sup> ed.). Washington, DC: Assessing Special Education Students State Collaborative on Assessment and Student Standards, Council of Chief State School Officers. Available at: [www.ccsso.org/Resources/Programs/Assessing\\_Special\\_Education\\_Students\\_\(ASES\).html](http://www.ccsso.org/Resources/Programs/Assessing_Special_Education_Students_(ASES).html).
- *Accommodations Manual: How to Select, Administer, and Evaluate Use of Accommodations for Instruction and Assessment of English Language Learners*. Washington, DC: Washington, DC: Assessing English Language Learners State Collaborative on Assessment and Student Standards, Council of Chief State School Officers. Available at: [www.ccsso.org?Resources?Programs?English\\_Language\\_Learners\\_\(ELL\).html](http://www.ccsso.org?Resources?Programs?English_Language_Learners_(ELL).html).
- *Accommodations Manual: How to Select, Administer, and Evaluate Use of Accommodations for Instruction and Assessment of English Language Learners with Disabilities*. Washington, DC: Assessing Special Education Students and English Language Learners State Collaboratives on Assessment and Student Standards, Council of Chief State School Officers. Available at [www.ccsso.org/Resources/Publications/Accommodations\\_Manual\\_How\\_to\\_Select\\_Administer\\_and\\_Evaluate\\_Use\\_of\\_Accommodations\\_for\\_Instruction\\_and\\_Assessment\\_of\\_English\\_Language\\_Learners\\_with\\_Disabilities.html](http://www.ccsso.org/Resources/Publications/Accommodations_Manual_How_to_Select_Administer_and_Evaluate_Use_of_Accommodations_for_Instruction_and_Assessment_of_English_Language_Learners_with_Disabilities.html).

Printed test items/stimuli, including embossed Braille printouts, must be collected and inventoried at the end of each test session and securely shredded immediately. DO NOT keep printed test items/stimuli for future test sessions.

The following test materials must be securely shredded immediately after each testing session and may not be retained from one testing session to the next:

- Scratch paper and all other paper handouts written on by students during testing;
  - Please note, for mathematics and ELA performance tasks, if a student needs to take the performance task in more than one session, scratch paper may be collected at the end of each session, securely stored, and made available to the student at the next performance task testing session. Once the student completes the performance task, the scratch paper must be collected and securely destroyed to maintain test security.
- Any reports or other documents that contain personally identifiable student information;
- Printed test items or stimuli.

Additional information on this topic is provided in the Test Administration Manual (TAM).

*13. Who is supposed to input information about designated supports and accommodations into the Test Information Distribution Engine (TIDE) or into a state's comparable platform? How is the information verified?*

Generally a school or district will designate a person to enter information into the TIDE or the state's comparable platform. Often this person is a test coordinator. For those students for whom an IEP team (or educator developing the 504 plan) is identifying designated supports as well as accommodations, that team or educator is responsible for ensuring that information from the IEP (or 504 plan) is entered appropriately so that all embedded accommodations can be activated prior to testing.

Entry of information for IEP and 504 students can be accomplished by identifying one person from the team to enter information or by providing information to the person designated by the school or district to enter data into the TIDE. For students who are ELLs, an educator who knows the student well and is familiar with the instructional supports used in the classroom should provide information to the person designated to enter information into the TIDE.

*14. Are there any supplies that schools need to provide so that universal tools, designated supports, and accommodations can be appropriately implemented?*

Schools should determine the number of headphones they will provide (for text-to-speech, as well as for the listening test) and other non-embedded universal tools (e.g., thesaurus), designated supports (e.g., bilingual dictionary), and accommodations (e.g., multiplication table) for students. An alternative is to identify these as items that students will provide on their own.

*15. What happens when accommodations listed in the Usability, Accessibility, and Accommodations Guidelines do not match any accommodations presented in the student's IEP?*

IEP teams should consider accommodations a student needs in light of the Smarter Balanced Guidelines. If it is decided that a specific accommodation is needed that is not included in the Guidelines, the team should submit a request to the state. The state contact will judge whether the proposed accommodation poses a threat to the constructs measured

by the Smarter Balanced assessments; based on that judgment the state contact will either issue a temporary approval or will deny the request. Temporary approvals will be forwarded to a standing committee; this committee makes a recommendation to the Governing States about future incorporation of new accommodations into the Smarter Balanced Guidelines.

*16. Are there accessibility resources that states have discussed and agreed not include in the Smarter Balanced test?*

There are several accessibility resources that states discussed with external experts, discussed with states, and agreed not to include in the Smarter Balanced test:

- Text-to-speech (TTS) on ELA reading passages in grades 3-5
- American Sign Language (ASL) on ELA reading passages in grades 3-5
- On the fly ASL or spoken language translations
- Translated 'word list' for ELA tests
- Bilingual dictionary for all ELA items
- Calculator on mathematics items in grades 3-5
- External protractor/ruler for online mathematics tests
- Multiplication table for mathematics items in grade 3
- States also agreed to keep the current scribing policy; states agreed not to restrict it
- States also agreed not to change the font style

## **Universal Tools and Designated Supports FAQs (Available to All Students)**

*17. Is the digital notepad universal tool fully available for ELA and Math? Will a student's notes be saved if the student takes a 20-minute break?*

The digital notepad is available on all items across both content areas. As long as a student or test administrator activates the test within the 20-minute break window, the notes will still be there. There is no limit on the number of pauses that a student can take in one test sitting.

*18. For the global notes universal tool, if a student takes a break of 20 minutes do the notes disappear?*

Global notes, which are used for ELA performance tasks only, will always be available until the student submits the test, regardless of how long a break lasts or how many breaks are taken.

*19. For the highlighter universal tool, if a student pauses a test for 20-minutes, do the highlighter marks disappear?*

If a student is working on a passage or stimulus on a screen and pauses the test for 20 minutes to take a break, the student will still have access to the information visible on that particular screen. However, students do lose access to any information highlighted on a previous screen.

*20. How are students made aware that the spell check universal tool (for ELA) and the math universal tools (i.e., calculator) are available when moving from item to item?*

When appropriate, math items include universal tools available for students to use. For the spell check tool, a line will appear under misspelled words.

21. *For the zoom universal tool, is the default size specific to certain devices? Will the test administrator's manual provide directions on how to do this adjustment?*

The default size is available to all students and is not specific to certain devices. Information on how to use the zoom universal tool is included in the directions at the beginning of each test. Please note that in addition to zoom, students may have access to magnification, which is a non-embedded designated support.

22. *For the English glossary universal tool, how are terms with grade- and context-appropriate definitions made evident to the student?*

Selected terms have a light rectangle around them. If a student hovers over the terms, the terms with the attached glossary are highlighted. A student can click on the terms and a pop-up window will appear. In addition, a student can click on the audio button next to each term to hear it.

23. *For the mark-for-review universal tool, will selections remain visible after a 20-minute break?*

If a student takes a break for longer than 20 minutes, the student will not be able to access items from previous screens.

24. *Can universal tools be turned off if it is determined that they will interfere with the student's performance on the assessment?*

Yes. If an adult (or team) determines that a universal tool might be distracting or that students do not need to or are unable to use them. This information must be noted in TIDE prior to test administration.

### FAQs Pertaining to English Language Learners (ELLs)

25. *How are the language access needs of ELLs addressed in the Smarter Balanced Usability, Accessibility, and Accommodations Guidelines?*

The language access needs of ELLs are addressed through the provision of numerous universal tools and designated supports. These include universal tools such as English dictionaries for full writes and English glossaries, and designated supports such as translated test directions and glossaries. These are not considered accommodations in the Smarter Balanced assessment system. No accommodations are available for ELLs on the Smarter Balanced assessments; accommodations are only available to students with disabilities and ELLs with disabilities.

26. *Is text-to-speech available for ELLs to use?*

Text-to-speech is available as a designated support to all students (including ELLs) for whom an adult or team has indicated it is needed for math items and for ELA items (but not ELA reading passages). Text-to-speech for ELA reading passages is available for an ELL in grades 6-8 or 11 only if the student has an IEP or 504 plan. For text-to-speech to be available for an ELL, it must be entered into the TIDE.

27. *What languages are available to ELLs in text-to-speech?*

Text-to-speech is currently available only in English. However, the translated glossaries include an audio component automatically available to any student with the translated glossaries embedded designated support.

*28. For which content areas will the Consortium provide translation supports for students whose primary language is not English?*

For Mathematics, the Consortium will provide full translations in American Sign Language, stacked translations in Spanish (with the Spanish translation presented directly above the English item), and primary language pop-up glossaries in various languages and dialects including Spanish, Vietnamese, Arabic, Tagalog, Ilokano, Cantonese, Mandarin, Korean, Punjabi, Russian, and Ukrainian. For the Listening portion of the English Language Arts assessment, Smarter Balanced will provide full translations in American Sign Language delivered digitally through the test delivery system.

Only translations that have gone through the translation process outlined in the Smarter Balanced Translation framework would be an accepted support

<http://www.smarterbalanced.org/wordpress/wp-content/uploads/2012/09/Translation-Accommodations-Framework-for-Testing-ELL-Math.pdf>.

*29. Does a student need to be identified as an English language learner in order to receive translation and language supports? What about foreign language exchange students?*

Translations and language supports are provided as universal tools and designated supports. Universal tools are available to all students. Designated supports are available to those students for whom an adult (or team) has determined a need for the support. Thus, these are available to all students, regardless of their status as an ELL. Foreign language exchange students would have access to all universal tools and those designated supports that have been indicated by an adult (or team).

*30. For the translated test directions designated support, what options are available for students who do not understand the language available in the digital format? Can a human reader of directions in the native language be provided?*

If a student needs a read aloud/text-to-speech accommodation in another language, then the test directions should be provided in that other language. The reader or text-to-speech device must be able to provide the directions in the student's language without difficulty due to accent or register. To ensure quality and standardized directions, the reader or text-to-speech device should only use directions that have undergone professional translation by the Consortium prior to testing. Smarter Balanced is providing a PDF of the translated test directions in each of the languages supported by the translated glossary designated support: Spanish, Vietnamese, Arabic, Tagalog, Ilokano, Cantonese, Mandarin, Korean, Punjabi, Russian, and Ukrainian.

*31. How is the translations glossary non-embedded designated support different from the bilingual dictionary?*

The translations glossary non-embedded designated support includes the customized translation of pre-determined construct-irrelevant terms that are most challenging to English language learners. The translation of the terms is context-specific and grade-appropriate. Bilingual dictionaries often do not provide context-specific information nor are they customized. In addition, the translated glossary includes an audio support.

32. *Will translations be available in language dialects/variants?*

Translated glossaries will be available in different languages and dialects including Spanish, Vietnamese, Arabic, Tagalog, Ilokano, Cantonese, Mandarin, Korean, Punjabi, Russian, and Ukrainian.

## FAQs Pertaining to Students with Disabilities

33. *What accommodations are available for students with disabilities (including ELLs with disabilities)?*

Students with disabilities (including those who are ELLs) can use embedded accommodations (e.g., American Sign Language, braille, speech-to-text) and non-embedded accommodations (e.g., abacus, alternate response options) that have been documented on an IEP or 504 accommodations plan. These students also may use universal tools and designated supports. A full list of accommodations can be found in the Guidelines documents, tables 5 and 6.

34. *Is an embedded ASL accommodation available on ELA items that are not part of the Listening test?*

The embedded ASL accommodation is not currently available on any ELA items that are not part of the Listening claim. For the Listening test, a deaf or hard of hearing student who has a documented need in an IEP or 504 plan may use ASL.

35. *Will sign languages other than ASL (including signing in other languages) be available?*

Currently, only ASL is available.

36. *Can interpreters be used for students who are deaf or hard of hearing who do not use ASL?*

Smarter Balanced has consulted with external experts who have unanimously advised against this practice. Research indicates severe challenges with standardization and quality.

37. *What options do districts have for administering Smarter Balanced assessments to students who are blind?*

Students who are blind and who prefer to use braille should have access to either refreshable braille (only for ELA) or embosser-created braille (for ELA or math). For those students who are blind and prefer to use text-to-speech, access to text-to-speech should be provided for the math test, and for ELA items only (text-to-speech is not permitted on ELA reading passages without a specific documented need in the student's IEP or 504 plan). Text-to-speech use for ELA reading passages is only permitted for those students in grades 6-8 and 11. Students should participate in the decision about the accommodation they prefer to use, and should be allowed to change during the assessment if they ask to do so. Students can have access to both Braille and text-to-speech that is embedded in the Smarter Balanced assessment system.

38. *Why is the non-embedded abacus an accommodation for the non-calculator items? Doesn't an abacus serve the same function as a calculator?*

An abacus is similar to the sighted student using paper and pencil to write a problem and do calculations. The student using the abacus has to have an understanding of number sense and must know how to do calculations with an abacus.

39. *Can students without documented disabilities who have had a sudden injury use any of the Smarter Balanced accommodations?*

Students without documented disabilities who have experienced a physical injury that impairs their ability to use a computer may use some accommodations, provided they have had sufficient experience with them. Both speech-to-text and scribe are accommodations that are available to students who have experienced a physical injury such as a broken hand or arm, or students who have become blind through an injury and have not had sufficient time to learn braille. Prior to testing a student with a sudden physical injury, regardless of whether a 504 plan is started, Test Administrators should contact their district test coordinator or other authorized individuals to ensure the test registration system accurately describes the student's status and any accommodations that the student requires.

40. *How will the test administrator know prior to testing that the print on demand accommodation may be needed?*

The test administrator will know this information prior to testing because accommodations need to be documented beforehand and print on demand is an accommodation. Any accommodations – including both embedded and non-embedded accommodations – need to be entered into the TIDE. The print on demand accommodation applies to either passages/stimuli or items, or both.

41. *For the print on demand accommodation, how are student responses recorded – by a teacher using a computer or some other method?*

The method of recording student responses depends on documentation in the IEP or 504 plan (e.g., after first recording responses on the paper version, the student could enter responses into the computer or the teacher could enter responses into the computer.) Anyone who is designated to enter responses into the computer must have read, agreed to, and signed a test security agreement.

42. *How do state officials monitor training and qualifications for the non-embedded read aloud accommodation?*

States will need to develop processes and procedures to monitor training and the qualifications of individuals who provide the read aloud accommodation when text-to-speech is not appropriate for a student. State officials can use the Smarter Balanced audio guidelines available online to obtain additional information about recommended processes to follow (<http://www.smarterbalanced.org/smarter-balanced-assessments/#item>).

43. *If students are using their own devices that incorporate word prediction, will this impact their score?*

The students' score will not be affected under these circumstances. Students using these devices must still use their knowledge and skills to review and edit their answers.

44. *How are assistive technology (AT) devices certified for use for the Smarter Balanced assessments?*

Assistive technology device manufacturers may use the Smarter Balanced practice test as a method of determining if a device works with the assessment. In addition, schools and districts can use the practice test to evaluate devices to ensure their functions are consistent with those allowed in the UAAG.



# Children’s Issues - Health and Welfare

*(Excerpted from Children Now website)*

Children Now is a nonpartisan, umbrella research, policy development, and advocacy organization dedicated to promoting children's health and education in California and creating national media policies that support child development. The organization also leads The Children's Movement of California.

Children Now’s mission is to find common ground among influential opinion leaders, interest groups and policymakers, who together can develop and drive socially innovative, “win-win” approaches to helping all children achieve their full potential.

Children Now’s work is funded by the multiple foundations and organizations, as well as by individual contributions.

For more information, please visit their website at: [www.childrennow.org](http://www.childrennow.org)

## Overview

***All children should be given the opportunity to succeed. Their well-being is everyone's issue.***

Too many children continue to lack access to quality health care, strong educational opportunities and other fundamental building blocks for a healthy, productive life. Denying children these supports undermines their development and results in detrimental, long-term financial and opportunity costs to our society as a whole. In other words, the negative consequences are very real for all of us. The quality of our shared economic and democratic future relies on providing all children the opportunity to reach their full potential—and working together to realize the “win-win,” we can do it.

**Denying children these supports undermines their development and results in detrimental, long-term financial and opportunity costs to our society as a whole.**

Interest groups strongly influence what happens, or doesn’t happen, in state and federal policymaking. That probably doesn’t surprise you. But what remains alarming to us is that children are our nation’s largest population segment without competitive representation in this system. This is because they do not have enough lobbying dollars and campaign contributions, or a large enough organized constituency of voters, behind them to get the attention they need. Children Now develops and implements state- and federal-level health and education policies that reflect children’s best interests. Such policies improve the lives of children, millions of children at a time. It is this scale of change that is required to rebuild strong, inclusive systems of support for childhood development.



# HEALTH ISSUES

## Obesity

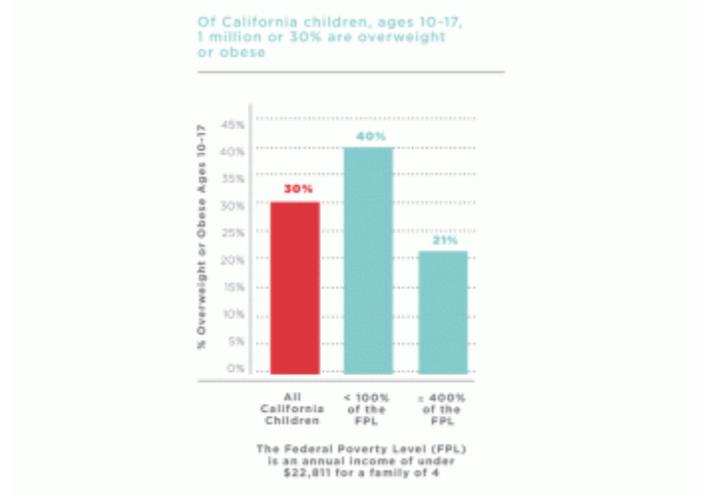


Nearly 1 in 3 children in California is overweight or obese, dramatically increasing their likelihood of developing serious and costly health conditions and making childhood obesity one of the biggest public health risks California faces.

### Data Highlights

77% of obese children become obese adults, increasing their risk of diabetes, hypertension, heart disease, stroke and cancer. Childhood obesity rates in California are high and begin when children are young. 17% of low-income, preschool-aged children in California are obese, the highest percentage in the nation. Childhood obesity is estimated to cost Americans over \$14 billion annually; however, this figure balloons to \$168.4 billion when obese children become obese adults.

Figure: Percent of overweight kids in California



Children’s built environments affect their health. Children living within a quarter mile of a convenience store are nearly twice as likely to be overweight or obese as children living further away from such stores. Similarly, children living within a half mile of a large park are less than half as likely to be overweight or obese than those who do not. In 2010, only three-quarters (76%) of California high

schools provided all students with the opportunity to participate in physical activities such as sports or clubs. And only 15% of California high schools always offer fruit and non-fried vegetable options in vending machines, school stores, canteens or snack bars.

Research shows that advertising has a powerful influence on the food preferences of children, ages 2 to 11, and that less than 1% of television food and beverage advertising to children is for healthy products. Moreover, the amount of children’s television viewing is associated with their caloric intake. During weekends, 3 out of 4 California children (75%) spend at least 2 hours a day watching TV or playing video games.

### **Pro-Kid Policy Agenda**

California should institute a comprehensive approach to combating childhood obesity, focusing on healthy food and beverage choices, increased physical activity and nutrition education. Specifically, the state should create a public policy agenda to address the multitude of factors underlying childhood obesity, support a state tax on sweetened beverages, offer students healthy food and beverage choices and increase physical activity during and after school.

*Figure: TV commercials and unhealthy food*

In 2 hours of Saturday morning TV, children see roughly 14 commercials for unhealthy foods



### **Momentum**

Hundreds of school sites in California will benefit from more than \$12.5 million in new state and federal grants to provide nutritious food to students.<sup>14</sup> These grants provide eligible elementary schools with funding to offer students a variety of free fresh fruits and vegetables as snacks during the school day. Other grants will provide funding to start or expand the School Breakfast Program for K-12 students.

Despite the federal government’s failing to issue voluntary nutritional guidelines for food and beverage companies marketing to children, individual media companies have the opportunity to improve their own standards. For example, Disney established its own company nutrition standard to determine which food and beverage products are advertised, promoted or sponsored on the Disney Channel, Disney Junior, Disney.com and on Saturday morning programming for kids on ABC-owned stations. Additionally, Sesame Workshop recently announced plans to offer use of their characters including Big Bird and Elmo free of charge to supermarkets, produce companies and farmers to help promote fruits and vegetables.

## Oral Health



*Children's oral health is a primary part of their overall health and well-being, requiring timely access to basic preventive dental services and treatment when problems occur.*

### **Data Highlights**

Tooth decay is the most common chronic illness among school-age children, 4 times more common than childhood asthma. While the American Academy of Pediatric Dentistry recommends that children have a dental visit by the time their 1st tooth appears and no later than their 1st birthday, 37% of 2- and 3-year-olds in California have never been to the dentist. These rates are even lower for California's poorest young children, as only 1 in 3 children, ages birth-to-3, enrolled in Denti-Cal (the dental component of the state's Medicaid program) have seen a dentist.

*Figure: ER visits for dental problems*

In 1 year, kids on Denti-Cal had 26,614 ER visits for preventable dental problems!



26,614 

ER Visits for Preventable Dental Problems



1/2 

More than Half of Those Visits Were for Kids Ages 1-5

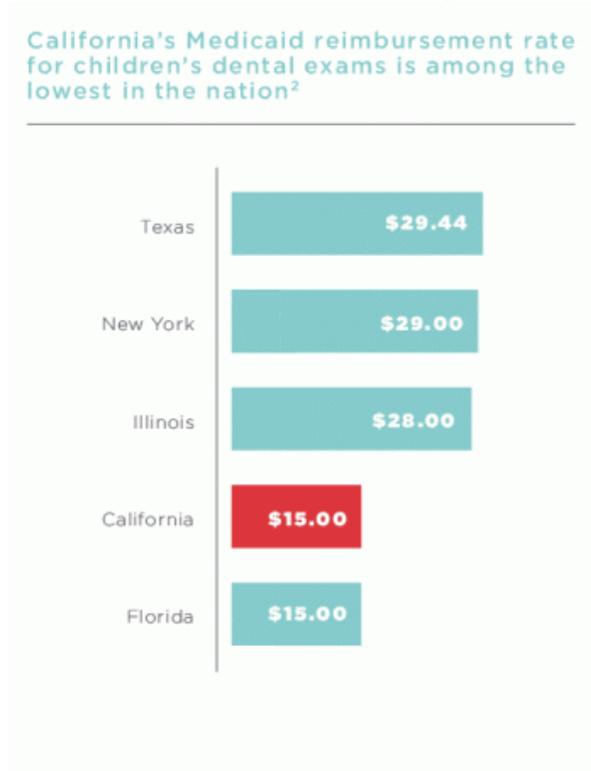
By kindergarten, over 50% of children in California have already experienced dental decay and 28% have untreated decay. California students miss an estimated 874,000 days of school each year due to dental problems, costing schools over \$29 million each year. Children who reported having recent tooth pain were 4 times more likely to have a low grade point average.

Approximately 3.6 million children are enrolled in Denti-Cal with nearly half of all California children expected to be enrolled by 2014. There is currently a shortage of providers, with only 1 in 4 California dentists providing services to Denti-Cal beneficiaries. Most of these dentists see a low volume of children on Denti-Cal. Dentists often cite low reimbursement rates as the reason for not accepting Denti-Cal patients. In addition, 22 California counties have no pediatric dentists who accept Denti-Cal.

### Pro-Kid Policy Agenda

California should strengthen current and create new programs promoting children’s timely access to dental care and improving their oral health, including investing in state infrastructure and improving data collection. The state must also increase Medi-Cal dentist reimbursement rates and provide incentives for pediatricians to explain the importance of routine dental care to parents to increase their utilization of cost-effective, preventive dental services for children. Additionally, the state should expand the use of tele-dentistry (the delivery of dental-related services and information via telecommunications technologies) to reach under served child populations, especially in rural areas, and expand the oral health care workforce so more children can access needed services.

Figure: Medicaid reimbursement rates for dental exams



**Momentum**

The 2013-14 state budget includes a 10% reimbursement rate reduction to most Medi-Cal providers. The only pediatric service affected by the cut is dentistry, despite the fact that California already ranks among the lowest nationally in reimbursing dental providers in Medicaid.<sup>16</sup> In 2013, during the state-mandated transition of children from Healthy Families to Medi-Cal, the Department of Health Care Services worked to recruit more dental providers to accept Medi-Cal payments in order to ensure that children have access to oral health care. However, the Medi-Cal payment rate cuts will likely reduce the number of providers available and harm children's access to care.

In response to the federal Centers for Medicare and Medicaid Services' call to action to improve children's oral health, the California Department of Health Care Services is creating a statewide pediatric oral health action plan to increase the numbers of children (ages 1-20) who receive preventive dental services and children (ages 6-9) who receive a dental sealant. These strategies will help increase dental utilization for children enrolled in Medi-Cal.



## Mental Health

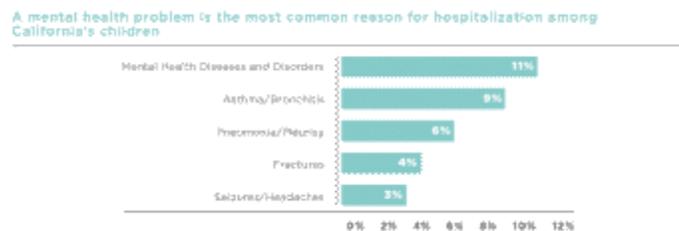


*Mental health is a state of psychological well-being in which a child can cope effectively with normal stresses, be productive and contribute to her or his community.*

### **Data Highlights**

Children’s mental health problems are an important public health issue because of their prevalence, early onset and detrimental impacts on kids, families and communities. Half of all mental health disorders start by age 14 and, in any given year, up to 20% of US children have mental health problems. This translates to approximately 1.8 million California children that suffer from mental health problems each year. Left untreated, children with mental health problems are at greater risk of abusing drugs or alcohol, becoming involved with the criminal justice system, dropping out of school and committing suicide.

*Figure: Mental health and hospitalization*



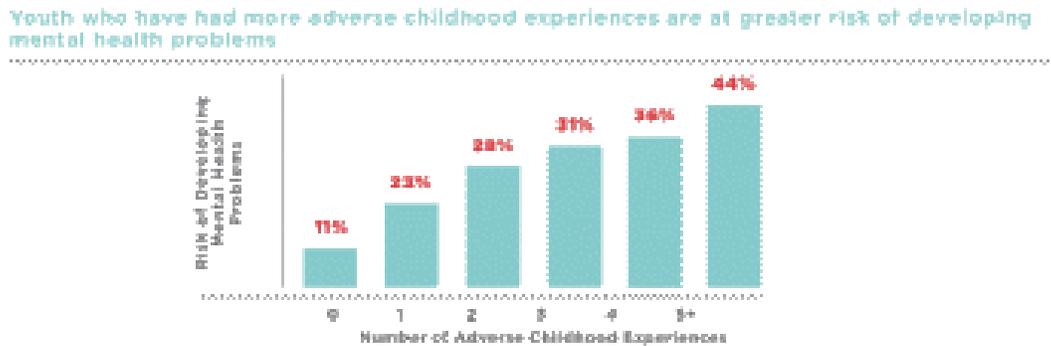
Significant adversity experienced in early childhood, such as stress associated with persistent poverty or chronic neglect, can severely impact brain development and lead to decreased mental and physical well-being throughout a child’s lifetime. Even very young children can suffer from serious mental health disorders: over 10% of children, ages 2-5, are diagnosed with a mental health disorder. Parental well-being also directly impacts early childhood mental health, which is of particular importance given that postpartum depression affects 1 in 7 women.

Annually, approximately 37% of California children who need mental health treatment or counseling do not receive services. Young children and those in poverty are even less likely to receive needed services. Despite the fact that early intervention is effective, 60% of California children under age 6 who needed mental health services did not receive them.

### Pro-Kid Policy Agenda

To fight the growing, costly and potentially tragic epidemic of poor mental health among children, the state should promote children’s access to mental health care by requiring the health plans that it contracts with to make improvements in mental health service delivery and follow-up, including coordination with primary care networks and providers. California should also work expeditiously with counties to effectively leverage all funds generated by the Mental Health Services Act of 2004, and emphasize early intervention programs.

Figure: Risks for developing mental health problems



### Momentum

Mental health programs in California have been drastically cut recently; the state’s spending on mental health was reduced by 21% between 2009 and 2012. Federal health care reform makes mental health services an “essential benefit” in children’s health coverage, which means that children’s access to mental health coverage and care will be substantially increased beginning in 2014.

California’s Early Mental Health Initiative has helped tens of thousands of young children who suffer from mild to moderate mental health challenges through proven school-based prevention and early intervention programs; however, funding for the program was eliminated in the 2012-13 budget and has not been restored since, despite over 20 years of successful implementation and its modest cost of \$15 million per year.

## Health Care Access



*Health care access promotes the early detection and effective management of chronic conditions as well as disease prevention and limits costly emergency room visits and hospitalizations.*

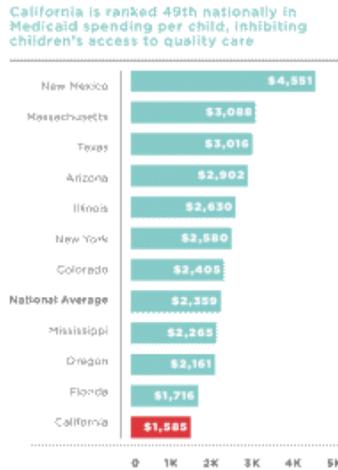
### **Data Highlights**

Having health insurance coverage does not necessarily guarantee access to quality services. Although roughly 9 out of 10 California children have health insurance, approximately 2.2 million (26%) have plans that do not adequately cover needed pediatric services.

Access to quality health care, in combination with healthy social and environmental factors, can help control chronic conditions such as asthma. Children with poorly controlled asthma are more likely to visit the emergency room, be hospitalized and/or miss school. Last year roughly 129,000 (52%) children with asthma missed some school or day care due to symptoms, causing approximately 1.2 million absences that resulted in missed learning opportunities and reduced school funding.

Timely access to basic health care services – including recommended immunizations and dental, mental, vision and hearing care – is essential for helping children succeed in life. In 2013, over 400 low-income children with autism spectrum disorders were unable to access critical behavioral health services after their mandated transition from Healthy Families to Medi-Cal coverage. Moreover, Medi-Cal does not cover these behavioral therapies; since approximately 3.6 million children are enrolled in Medi-Cal and an estimated 1 in 88 children have an autism spectrum disorder, therefore too many children in Medi-Cal have no access to these life-changing behavioral therapies.

Figure: National Medicaid spending



**Pro-Kid Policy Agenda**

California should promote children’s timely access to the complete range of recommended health care services, including preventive screenings, immunizations and dental, mental, vision, hearing and specialty care. The state should leverage federal dollars from the federal health care reform law’s prevention and public health fund to increase the availability of preventive health care services. In addition, the state should educate the public about the health care reform provision which eliminates copays for many preventive services and educate and inform parents about the importance, recommended timing and availability of immunizations and screenings.

Figure: Recommended preventive medical exams



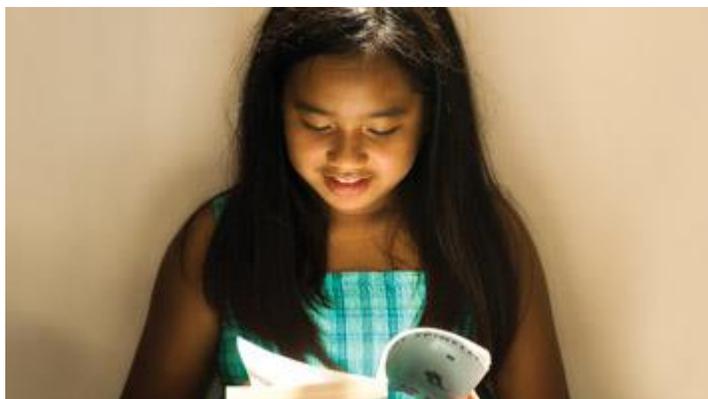
**Momentum**

As a result of federal health care reform, children will have access to 10 “essential health benefits” regardless of their health plan. 1 of the 10 categories of benefits is pediatric services, including dental and vision care.

Tele-health (the delivery of health-related services and information via telecommunications technologies) is emerging as a key way to connect patients to their providers and can be an especially crucial option for children in rural and other under served areas to access care. The federal health care reform law encourages the use of tele-health systems as a way to increase access to coordinated care.

# FOSTER YOUTH ISSUES

## Education of Foster Youth



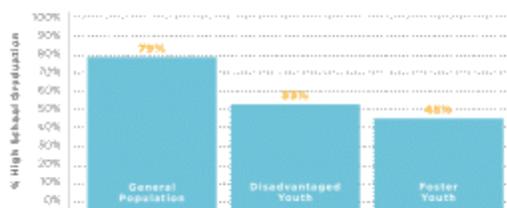
*Children in the child welfare system face unique barriers to succeeding in school and therefore need additional educational services and support.*

### **Data Highlights**

Many foster children struggle in school due to the trauma they experience as a result of abuse, neglect, separation and instability. 80% of foster children are held back in school at least once by the time they reach 3rd grade. Grade repetition is not always an effective form of intervention as retained students often do not improve academically, and are in fact more likely to experience behavioral problems and/or drop out of school.

*Figure: Foster youth and high school graduation*

California foster youth graduate from high school at almost half the rate of the general population



When foster youth get the services and support they need, they do better in school. For example, Foster Youth Services (FYS) programs provide educational and social support to current and former foster youth. 69% of children supported by FYS programs gained more than a month academically for every month of tutoring they received and in 1 year 70% of eligible FYS 12th graders completed high school.

The number of times foster children change schools impacts their educational outcomes. Children who change schools frequently make less academic progress than their peers and often fall behind each time they change schools. It is estimated that California’s foster youth attend an average of eight different schools while in foster care, and studies show these children lose 4-6 months of educational attainment every time they are transferred to a new school. This means that the average child in foster care loses over 3 years of critical learning due to school instability.

*Figure: Placement and school success*

Placement stability greatly affects a foster child’s ability to succeed in school: Foster youth with 5 or more placements are 33% less likely to complete high school than youth with 1-2 placements



### **Pro-Kid Policy Agenda**

California should ensure that foster youth have equal access to a quality education. The state should work with districts to ensure that the elements of its new school finance system, the Local Control Funding Formula (LCFF), aimed at benefiting foster youth are implemented effectively. Specifically, California should ensure the success of this new system in the coming years by, (1) collecting and analyzing new data, (2) reviewing school districts’ self-reporting on foster youth outcomes and (3) evaluating the plans to further improve foster children’s education outcomes under the Academic Performance Index (API).

### **Momentum**

California’s new school finance system, LCFF, provides school districts with additional funding to support the academic outcomes of foster youth. Additionally, foster youth are now included as a subgroup in the API. And districts are now held accountable for the educational outcomes of foster youth and must develop local plans to improve their educational outcomes.

Assembly Bill 216 (Stone), which was signed into law by the governor in September 2013, clarifies that foster youth are exempt from any district-level graduation coursework requirements if they transfer to a new district close to graduation, thus eliminating one of the many obstacles they face in obtaining a high school diploma.

## **Health of Foster Youth**



*Because foster children experience higher instances of neglect, abuse and trauma than their peers, they are more likely to face challenges to their health, such as developmental delays, physical disabilities and mental health problems.*

### **Data Highlights**

Children in the child welfare system often experience multiple traumatic events, such as abuse or neglect by caregivers, separation from family and placement instability. Exposure to trauma has significant short- and long-term negative health effects. For example, trauma early in life is directly correlated with higher risks of heart disease, obesity, alcoholism and drug use.

Approximately 4,500 California foster youth age out of the child welfare system every year. Youth who age out of foster care are at high risk for health-related issues, such as homelessness and depression, and approximately 25% of former foster youth experience post-traumatic stress. Furthermore, these youth are much less likely to have health insurance coverage or receive other needed services.

58% of foster children first enter the system when they are birth-to-5-years-old, and approximately half of young children in foster care have developmental delays. It is critical that these young children receive the services and supports they need, such as developmental screenings and early intervention programs, so they can enter school healthy and ready to learn. An example of a successful intervention is trauma-focused cognitive behavioral therapy, an evidence-based intervention that helps children overcome traumatic events and their effects.

### **Pro-Kid Policy Agenda**

California should ensure that foster youth are provided with the complete range of health services they need, including medical, dental and mental health services. It is particularly critical that the state provide adequate, continuous health coverage for foster youth and provide outreach to former foster youth so they are aware of their coverage options.



## Momentum

Effective January 2014, federal health care reform significantly expands health insurance coverage for youth who are aging out of the child welfare system. Former foster youth are now eligible for Medi-Cal coverage until age 26. Furthermore, California budgeted additional dollars in bridge funding to ensure that former foster youth who turned 21 between July 1 and December 31, 2013 were not dropped from Medi-Cal, but continued to receive health insurance coverage.

In 2011, *Katie A. v. Bonta*, a class-action law suit filed on behalf of California foster youth was settled and, as a result, California must now ensure foster youth are receiving quality mental health services. Specifically, foster youth will be provided with in-home and community-based services, assessments and treatments through Medi-Cal.

## LISTING OF CHILDREN AND YOUTH ISSUES

The California State PTA website provides a wealth of information on all of the topics detailed below.

### **Community Concerns:**

Achievement Gap  
Child Exploitation  
Foster youth  
Mental Health

### **Education:**

Arts  
Civic Mission of Schools  
Common Core State Standards  
Local Control Funding Formula (LCFF) and Local Control & Accountability Plan (LCAP)  
Linked Learning & Career Technical Education (CTE)  
Literacy  
School Finance  
STEM – Science, Technology, Engineering and Mathematics  
Student assessment & school accountability  
Summer learning  
Teacher and administrator effectiveness  
Transitional kindergarten  
21<sup>st</sup> century skills for all children

### **Family Engagement:**

Early Childhood Education  
Parent involvement and family engagement in schools  
Parent Education  
PTA's allied agencies and organizations that focus on family engagement

### **Health:**

Affordable Care Act (ACA)  
Environmental Hazards  
Nutrition  
School Health Issues  
Substance Abuse including Alcohol, Drugs & Tobacco

*Information may be found on all of these issues on the California State PTA website:*  
[www.capta.org](http://www.capta.org)



# California in the 114<sup>th</sup> Congress (1<sup>st</sup> Session)



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<a href="#">Senator Barbara Boxer (D- CA)</a>	202-224-3553	202-224-0454	<a href="http://www.boxer.senate.gov/en/contact/policycomments...">http://www.boxer.senate.gov/en/contact/policycomments...</a>
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# U.S. Department of Education

## Overview and Mission Statement

The U.S. Department of Education's (ED) mission is to promote student achievement and preparation for global competitiveness by fostering educational excellence and ensuring equal access.

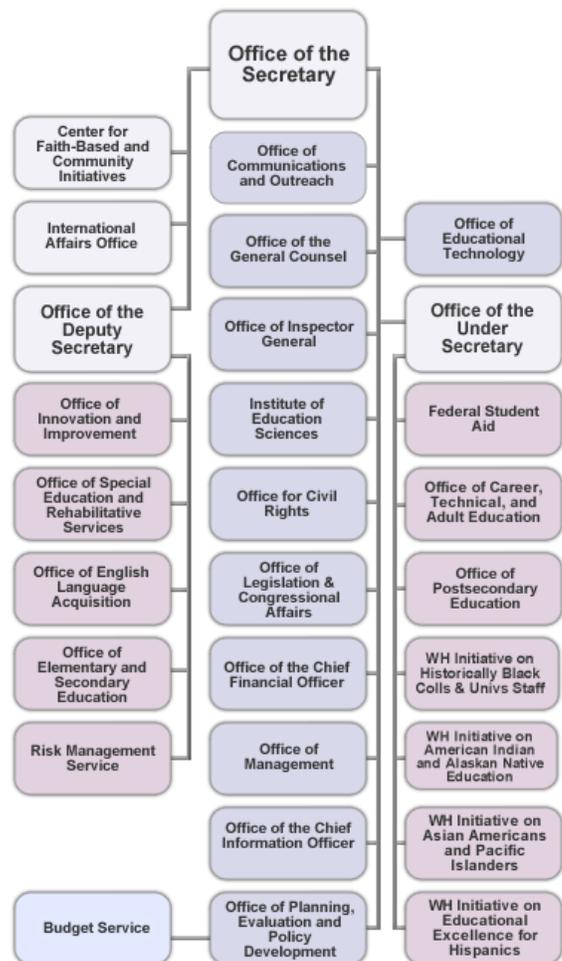
The current ED was created in 1980 by combining offices from several federal agencies. ED's 4,400 employees and \$68 billion budget are dedicated to:

- Establishing policies on federal financial aid for education, and distributing as well as monitoring those funds.
- Collecting data on America's schools and disseminating research.
- Focusing national attention on key educational issues.
- Prohibiting discrimination and ensuring equal access to education.

Education is primarily a State and local responsibility in the United States. It is States and communities, as well as public and private organizations of all kinds, that establish schools and colleges, develop curricula, and determine requirements for enrollment and graduation. The structure of education finance in America reflects this predominant State and local role. Of an estimated \$1.15 trillion being spent nationwide on education at all levels for school year 2011-2012, a substantial majority will come from State, local, and private sources. This is especially true at the elementary and secondary level, where about 87.7 percent of the funds will come from non-Federal sources.

That means the Federal contribution to elementary and secondary education is about 10.8 percent, which includes funds not only from the Department of Education (ED) but also from other Federal agencies, such as the Department of Health and Human Services' Head Start program and the Department of Agriculture's School Lunch program.

Although ED's share of total education funding in the U.S. is relatively small, ED works hard to get a big bang for its taxpayer-provided bucks by targeting its funds where they can do the most good. This targeting reflects the historical development of the Federal role in education as a kind of "emergency response system," a means of filling gaps in State and local support for education when critical national needs arise.



## History

The original Department of Education was created in 1867 to collect information on schools and teaching that would help the States establish effective school systems. While the agency's name and location within the Executive Branch have changed over the past 130 years, this early emphasis on getting information on what works in education to teachers and education policymakers continues down to the present day.

The passage of the Second Morrill Act in 1890 gave the then-named Office of Education responsibility for administering support for the original system of land-grant colleges and universities. Vocational education became the next major area of Federal aid to schools, with the 1917 Smith-Hughes Act and the 1946 George-Barden Act focusing on agricultural, industrial, and home economics training for high school students.

World War II led to a significant expansion of Federal support for education. The Lanham Act in 1941 and the Impact Aid laws of 1950 eased the burden on communities affected by the presence of military and other Federal installations by making payments to school districts. And in 1944, the "GI Bill" authorized postsecondary education assistance that would ultimately send nearly 8 million World War II veterans to college.

The Cold War stimulated the first example of comprehensive Federal education legislation, when in 1958 Congress passed the National Defense Education Act (NDEA) in response to the Soviet launch of Sputnik. To help ensure that highly trained individuals would be available to help America compete with the Soviet Union in scientific and technical fields, the NDEA included support for loans to college students, the improvement of science, mathematics, and foreign language instruction in elementary and secondary schools, graduate fellowships, foreign language and area studies, and vocational-technical training.

The anti-poverty and civil rights laws of the 1960s and 1970s brought about a dramatic emergence of the Department's equal access mission. The passage of laws such as Title VI of the Civil Rights Act of 1964, Title IX of the Education Amendments of 1972, and Section 504 of the Rehabilitation Act of 1973 which prohibited discrimination based on race, sex, and disability, respectively made civil rights enforcement a fundamental and long-lasting focus of the Department of Education. In 1965, the Elementary and Secondary Education Act launched a comprehensive set of programs, including the Title I program of Federal aid to disadvantaged children to address the problems of poor urban and rural areas. And in that same year, the Higher Education Act authorized assistance for postsecondary education, including financial aid programs for needy college students.

In 1980, Congress established the Department of Education as a Cabinet level agency. Today, ED operates programs that touch on every area and level of education. The Department's elementary and secondary programs annually serve nearly 14,000 school districts and some 56 million students attending roughly 99,000 public schools and 34,000 private schools. Department programs also provide grant, loan, and work-study assistance to more than 15 million postsecondary students.

## **Mission**

Despite the growth of the Federal role in education, the Department never strayed far from what would become its official mission: to promote student achievement and preparation for global competitiveness by fostering educational excellence and ensuring equal access.

The Department carries out its mission in two major ways. First, the Secretary and the Department play a leadership role in the ongoing national dialogue over how to improve the results of our education system for all students. This involves such activities as raising national and community awareness of the education challenges confronting the Nation, disseminating the latest discoveries on what works in teaching and learning, and helping communities work out solutions to difficult educational issues.

Second, the Department pursues its twin goals of access and excellence through the administration of programs that cover every area of education and range from preschool education through postdoctoral research. For more information on the Department's programs see the [President's FY 2013 Budget Request for Education](#).

## **Staffing**

One final note: while ED's programs and responsibilities have grown substantially over the years, the Department itself has not. In fact, the Department has the smallest staff of the 15 Cabinet agencies, even though its discretionary budget alone is the third largest, behind only the Department of Defense and the Department of Health and Human Services. In addition, the Department makes over \$120 billion in new loans annually. A wide range of management improvements have helped limit administrative costs to approximately 2 percent of the Department's discretionary budget and only about 1 percent of all grants and loans made by the Department. This means that ED delivers about 99 cents on the dollar in education assistance to States, school districts, postsecondary institutions, and students.



Source: <http://www2.ed.gov/about/overview/fed/role.html>



# How a Bill Becomes Law

**Definitions:** Here are some terms that you should know to understand the how a bill becomes law:

**Speaker of the House:** The leader of the House of Representatives. This person does NOT have to be of the majority party, but because members determine who holds this position, it nearly always is.

**Majority Leader:** The leader of the party holding the majority of seats in Congress.

**Minority Leader:** The leader of the party holding the minority of seats in Congress.

**Rules Committee:** A committee unique to the House of Representatives that is responsible for assigning each bill introduced in the House a “rule” determining how much debate will be allowed on the measure.

**Motion to Suspend the Rules:** When 2/3 of voting members in the House of Representatives vote to override the rule attached to a bill, or to allow it to be brought to the House floor without a rule.

**Quorum:** The number of members who must be present in order for the House, Senate, or their committees to do business.

**Cloture:** A procedure in the Senate that allows the Majority leader to stop all debate on a bill. This requires 2/3 of the Senate to approve.

**Riders:** A legislative amendment or measure attached to a bill that is non-related. This can happen in the Senate because amendments are not required to be germane (related) to the measure being debated or voted on.

**Filibuster:** A procedure unique to the Senate that allows any Senator to speak on a bill for as long as they would like, as long as they continue without stopping or sitting down. This is used to halt debate or block measures from being voted on.

**Conference Committee:** A committee called with a set number of members from the House and Senate that are tasked with reconciling differences between different versions of legislation passed by each chamber. The conference committee is usually composed of the senior Members of the standing committees of each House that originally considered the legislation. Each house determines the number of conferees from its house. The number of conferees need not be equal from the two houses of Congress. In order to conclude its business, a majority of both House and Senate delegations to the conference must sign the conference report.

## Introducing the Bill and Referral to a Committee

Any member of Congress may introduce legislation. Each bill that is introduced by a member of Congress is assigned a number - H.R. # for bills originating in the House of Representatives and S. # for bills originating in the Senate. After a bill has been introduced and assigned a number, it is referred to the committee, which has jurisdiction over the issue. For example, an education bill would be referred to the U.S. House Committee on Education and the Workforce or the U.S. Senate Committee on Health Education Labor and Pensions.

## Committee Action

After the bill has been referred to the appropriate committee, the chairman of the committee will decide whether or not to hold a hearing or a “mark- up” on the bill. If there is a hearing, members of the committee gather information about the bill and its effects from a number of people who are knowledgeable about the issue and invite individuals to provide expert testimony during the hearing. If there is a mark-up, members of the committee will make changes (called amendments) to the original text of the bill. After the mark-up is complete, the committee will vote the bill out.

## Floor Debate and Votes

In the House of Representatives, the Speaker of the House determines if and when a bill will come before the full body for a vote. In the Senate, this is the function of the majority leader. Each chamber of the legislative branch has a different process for voting on and amending bills after they are introduced.

- In the House, the Rules Committee sets the time allotted for debate and rules for offering amendments (in the House, all amendments offered must be relevant to the bill). After proponents and opponents debate a bill, the bill is reported back to the House for a vote. A quorum must be present (218 Representatives) to have a final vote. If a quorum is not present, the Sergeant at Arms is sent out to round up missing members. For non-controversial bills, the Speaker of the House may make a motion to suspend the rules and pass the bill.

- In the Senate, there are no time restrictions for debate, unless cloture is invoked. Senators can offer amendments, even if amendments are not relevant to the bill, such as riders. Bills pass the Senate by a majority vote or unanimous consent. Senators can obstruct passage of a bill by prolonging the debate called a filibuster or by placing a hold on the bill. A majority of non-controversial bills passed by the Senate are “hotlined,” meaning they pass without an actual voice or recorded vote, but by unanimous consent, without any debate or amendments. “Holds” are placed when a Senator wants to object to a unanimous consent request or to simply review and negotiate changes to the bill.

### Referral to the Other Chamber

After a bill has been passed by one chamber of Congress; it is then referred to the other chamber. Upon receiving a referred bill, the second chamber may consider the bill as it was received, reject it, or amend it.

### Conference on a Bill

If the House and Senate versions of a bill vary after passing both chambers, a conference committee is created to reconcile the two different versions of the bill. If no agreement can be reached, the bill dies. If the conference committee is able to come to a consensus, both the House and Senate must pass the new version of the bill. If either house does not pass this version, the bill dies. Often, the House and the Senate committees of jurisdiction will negotiate provision of non-controversial bills to avoid conference.

### Action by the President

After the final version of the bill is passed in both chambers of Congress, it is sent to the president to be signed into law. If the president does not agree with the bill, they may veto it. The president may also “pocket-veto” a bill by taking no action on it for ten days after Congress has adjourned. If the president vetoes a bill, Congress may override it by a two-thirds roll call vote. If they succeed, the bill becomes a law.



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# The Federal Budget and Appropriations Process

The Federal Budget and Appropriations process takes place each year and has a significant impact on the funding that education, health and other critical children's programs receive. In order to be the most effective advocate possible, it is a good idea to familiarize yourself with this process.

**Definitions:** Here are some budget terms you need to know to understand the process:

**Authorization:** The amount of money that federal law allows a budget item to be funded at. This is determined by the Budget Committee, which is called an authorizing committee because they determine the maximum amount of money that can be spent, or authorized, in a budget.

**Allocation:** The amount of money actually provided for a budget item. This is determined by the Appropriations Committee. While appropriators can fund less than what was authorized by the Budget Committee, they may not allocate more.

**Discretionary:** Programs that must have their funding renewed each year in order to continue operating. Examples of discretionary programs include the budgets for K-12 education, housing, and most defense operations. Collectively, discretionary programs make up approximately one third of all federal spending.

**Mandatory:** Programs that are not considered annually and are not controlled by the annual appropriations process. However, Congress or the administration may consider changes to these programs which would alter the overall federal spending required for their operation. Examples include Medicare, Social Security, and Temporary Assistance to Needy Families (TANF).

**Earmark:** A legislative provision that directs approved funds to be spent on specific projects, or that directs specific exemptions from taxes or mandated fees.

**Continuing Resolution (CR):** A temporary spending authorization that allows the government to remain funded until a budget can be passed. The CR may authorize diminished, current, or expanded funding.

## The Federal Budget Process: The Authorization of Spending

### The President's Budget Request

The federal government operates on a fiscal year that runs from October 1 through September 30. Each fiscal year, the President must submit a budget request to Congress, usually by the first Monday in February. However, in years where there is a change of administrations the budget request is usually submitted later. The budget request, developed by the President's Office of Management and Budget (OMB), is a long, detailed document that illustrates how the Federal budget would best be utilized to reflect the administration's goals. This proposal covers how much the Federal Government should spend on a variety of public purposes, such as education, defense, and health, as well as how much it should take in as tax revenues.

The administration is required to ask for spending levels for all discretionary programs. The President's budget request may also include changes to mandatory programs, also referred to as entitlement programs. The budget request may include proposed changes to the federal tax code in order to affect federal revenues available for funding programs.

### The Congressional Budget Resolution

After receiving the President's Budget Proposal, the House and Senate Budget Committees hold hearings in which officials from the administration are questioned about their budget requests. Once these hearings have been completed, the committees draft their own budget proposals for the fiscal year, and the full Senate and full House take up their respective versions of the budget. After each chamber of Congress has finalized a budget, a House-Senate conference committee reconciles the differences between the two versions of the bill. Because the Federal Budget is a concurrent congressional resolution, which means that it does not have the force of law but is rather used as a guide for appropriations, it does not go back to the President for his or her signature after it passes the House and Senate.

Although Congress is supposed to approve a budget by April 15, it often does not happen this quickly. If Congress is unable to agree on a budget for the coming fiscal year, no new budget is adopted and the previous year's budget, which includes

provisions for the next five years, is used. It is also important to note that just because a program funding amount is approved by Congress during the budget process, it does not necessarily mean that the appropriations committee will allocate that sum. Rather, the budget acts as a ceiling for spending that directs the appropriations committee.

## The Federal Appropriations Process: The Allocation of Money

### **Determining Committee Assignment**

Every final budget resolution, as passed by Congress, separates federal spending into many broad spending categories known as budget functions. Also included with the budget is a report that details how federal spending is to be divided up by congressional committee. This committee-specific number is known as a 302(a) allocation. These allocations differ slightly for House and Senate committees, since committee jurisdictions vary somewhat between the two chambers.

The committees with jurisdiction over mandatory spending programs each receive an allocation representing the total dollar amount, or budget authority, for all of the legislation that they produce for the entire year. All approved spending for discretionary programs are included in a single allocation that goes to the Appropriations Committee in each chamber. The Appropriations Committees then decide how to divide this funding up among their various subcommittees. This subcommittee-specific number is known as a 302(b) allocation.

### **Committee Process**

For every appropriations bill, the Chairman of the subcommittee with jurisdiction proposes a draft bill, known as the chair's mark. The subcommittee then has an opportunity to debate then offer and vote on amendments, a process called a mark-up. Once this process has been completed and the appropriations bill has been passed by the subcommittee, it comes before the full Appropriations Committee for consideration. The Appropriations Committee holds its own mark-up of the bill passed by the subcommittee. The bill passed by the Appropriations Committee then comes before the full House or Senate where it can once again be amended before it is finally passed.

Typically, the Senate waits until an appropriations bill has been passed by the full House of Representatives before the appropriate subcommittee takes up the bill, offering their own substitute and beginning the markup process for themselves. However, this is not always the case.

Once both chambers of Congress have passed their versions of an appropriations bill, these two versions must be reconciled in a House-Senate conference committee. The resulting, single bill is then once again voted upon in each chamber. If passed, the bill is then sent to the president to be signed into law.

## Other Important Notes about the Federal Budget

### **Continuing Resolutions**

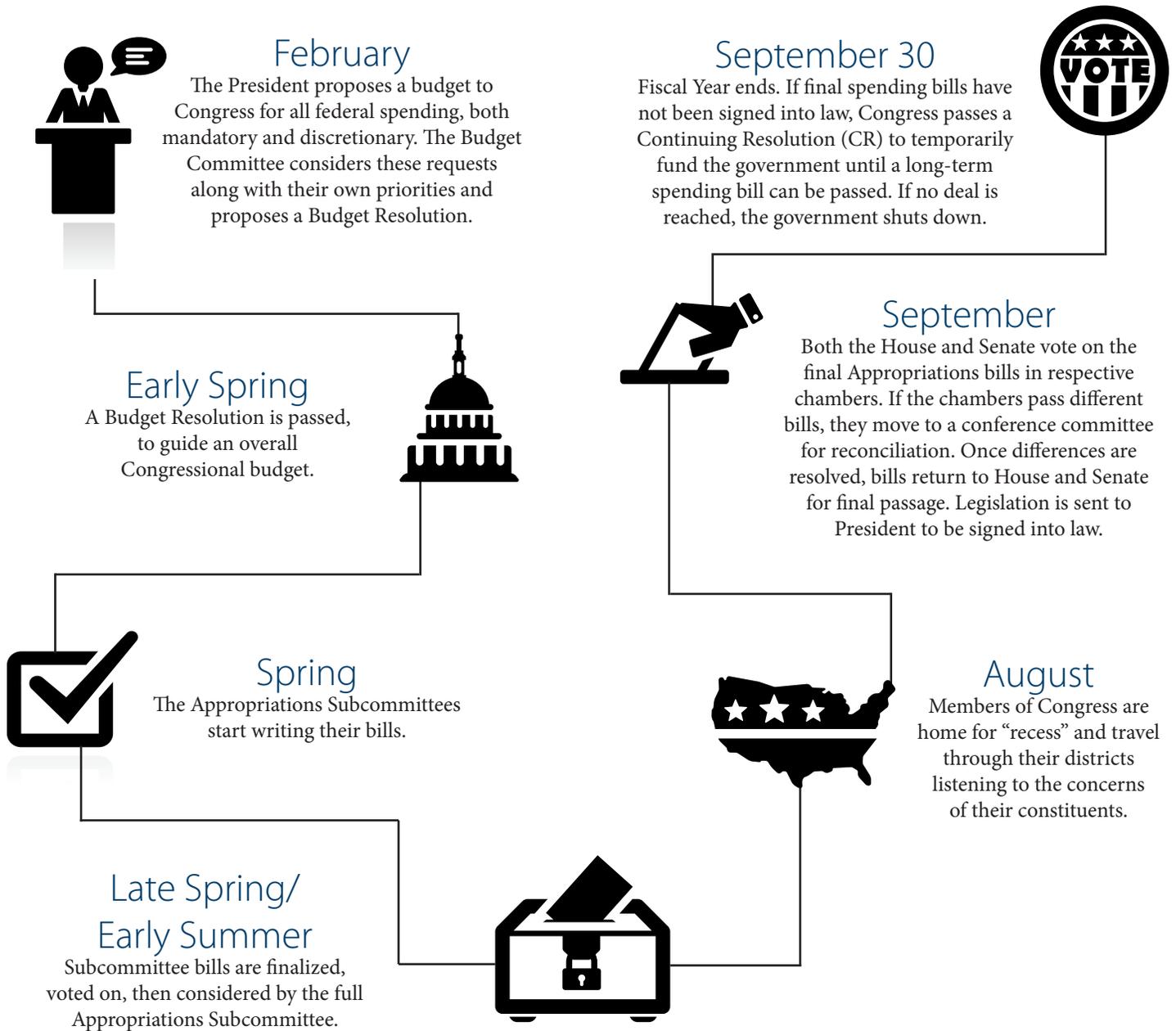
Sometimes the Administration and Congress have difficulties agreeing on a budget and appropriations plan. When Congress fails to authorize and appropriate a new budget for the next fiscal year, it must pass what is called a Continuing Resolution, or CR, in order to keep the government operating. A Continuing Resolution is legislation in the form of a congressional joint resolution, typically passed when a fiscal year is about to begin or has begun, to allow federal agencies and programs to continue to operate at their current funding levels through the next fiscal year. A continuing resolution must be passed by both houses of Congress and signed into law by the president.

While a Continuing Resolution can apply to a full fiscal year, Congress can and does pass short-term CRs that last for a few days up to a few months. Short-term CRs are usually passed when Congress believes they may be able to reach a longer-term solution but need to pass funding legislation to avoid a government shut-down.

### **National Debt Limit**

The debt limit, or ceiling, is the total amount of money that the United States government is authorized to borrow to meet its existing financial obligations. It is important to note that legislation to raise the debt ceiling is different than appropriation or authorization bills (which fund programs). Accordingly, legislation to raise the debt ceiling neither prevents new deficits from being incurred nor permits new spending commitments. Instead, it allows the government to finance existing legal obligations. When the debt ceiling is approached, the Treasury Department must take what is called "extraordinary measures" to keep the United States from defaulting on its existing debt. While these measures will keep the government from defaulting for a short period of time, it is not a permanent solution and Congress must act by raising, or not raising, the debt ceiling.

# Budget and Appropriations Process Timeline





## The Elementary and Secondary Education Act (ESEA-NCLB)

### Background

The nation's largest and most comprehensive federal education law, the Elementary and Secondary Education Act – No Child Left Behind Act (ESEA-NCLB) supplements state and local efforts to provide all children with a high-quality education. Below are brief descriptions of some of the key sections of the law:

- \* Title I is the federal government's primary aid program for disadvantaged students and includes key parent involvement provisions within Section 1118. (see Title I issue card for further information, pages 16-17).
- \* Title II funds teacher and principal training and recruitment efforts.
- \* Title III assists limited English proficient (LEP) students in acquiring the language skills needed for academic achievement.
- \* Title IV supports safe and drug-free schools programs, before- and after-school learning programs, rural schools, and school districts impacted by federal activity.
- \* Title V supports Parental Information and Resource Centers, school counseling, arts in education, gifted and talented programs, smaller learning communities, magnet schools, public charter schools, and other innovative programs.

ESEA-NCLB requires each state to establish a statewide accountability system and proficiency goals. All children in all public schools must take annual assessments, and all children and all subgroups are expected to make adequate yearly progress (AYP) by incrementally increasing their proficiency scores. Subgroups include



low-income students, minority students, LEP students, and students with disabilities. ESEA-NCLB also requires data collection and reporting, information dissemination, and meaningful parent involvement.

### **PTA Position**

PTA continues to support the original intent of ESEA-CLB in helping children of low-income families receive a high-quality education equal to their economically-advantaged peers. PTA supports many of NCLB's provisions, particularly those that expand parent involvement policies, improve the targeting of resources to students and schools most in need, and increase the authorization of funds for ESEA-NCLB programs.

PTA is concerned the law relies too heavily on testing as the primary measure of accountability, without looking at other important indicators that help assess school performance, such as equity of resources, physical infrastructure, class size, instructional methods, and parent involvement.

PTA believes it is imperative that parents know exactly why their child's school is failing, what the state is doing about it, and what parents' options are—all in a very clear and understandable manner. The law in its current form does not give explicit instructions to the state or local education agency (SEA or LEA) regarding how and when the parents should be involved. Moreover, there is no unified, consistent method for an LEA to keep their parents notified of how their child's school is doing and what actions the school is taking to become proficient under the current law.

## **Title I of the Elementary and Secondary Education Act (ESEA-NCLB)**

### **Background**

Title I of the Elementary and Secondary Education Act – No Child Left Behind (ESEA-NCLB), targets extra resources to schools and school districts with the highest concentrations of poverty. Title I provided funding to more than 90 percent of school districts nationwide. About 12.5 million children are served in Title I school-wide programs, and 2.5 million children are served in targeted assistance schools.

Title I schools that fail to make adequate yearly progress (AYP) for two years are identified as a school in need of improvement and will receive technical assistance from the school district or the state. These schools also must develop improvement plans in consultation with parents. School districts must provide students from schools in need of improvement with options to transfer to another eligible public school within the district that is making AYP. If a school does not make AYP for three years, the state and school district must offer the students options for supplemental services. Additional sanctions, such as staff changes, school restructuring, or state takeover, may be required if a school continues not to make AYP.

PTA successfully advocated for measures to strengthen the parent involvement provisions in Section 1118 of Title I. The law requires that schools and school districts provide funding and other resources to increase parent involvement in education. School plans must be developed in consultation with parents of children receiving Title I services, and must include a written parent involvement policy.



### **PTA Position**

PTA supports federal assistance for educating economically and educationally disadvantaged children, and advocates increased funding to provide services to all eligible children. PTA supports a high-quality basic education as essential to student competency. Schools should be held accountable for ensuring that all children succeed.

PTA supports the strengthening of parent involvement policies, improved targeting of resources to students and schools most in need, and increased authorization of funds for ESEA-NCLB programs.

### **Talking Points**

- \* PTA continues to support the original intent of ESEA-NCLB in helping children of low-income families receive a high-quality education equal to their economically-advantaged peers. Concern remains, however, about the law relying too heavily on testing as the primary measure of accountability, without looking at other important indicators that help assess school performance, such as equity of resources, physical infrastructure, class size, instructional methods, and parent involvement.
- \* It is imperative that parents know exactly why their child's school is failing, what the state is doing about it, and what parents' options are—all in a very clear and understandable manner. The law in its current form does not give explicit instructions to the state or local education agency (SEA or LEA) regarding how and when the parents should be involved. Moreover, there is no unified, consistent method for an LEA to keep their parents notified of how their child's school is doing and what actions the school is taking to become proficient under the current law.

## **Parental Information and Resource Centers: Part D, Title V**

### **Background**

The Parental Information and Resource Center (PIRC) program is authorized under the Elementary and Secondary Education Act – No Child Left Behind Act (ESEA-NCLB) to provide leadership, technical assistance, and financial support to non-profit organizations and local educational agencies. These funds are designed to help the organizations and agencies implement successful and effective parent involvement policies, programs, and activities leading to improvements in student academic achievement. PIRCs are also mandated to strengthen partnerships among parents, teachers, principals, administrators, and other school personnel in meeting the educational needs of children.

PIRCs were first formed by the U.S. Department of Education in 1995. In recognition of the states' needs for coordination of federal, state, and local resources around parent involvement in schools, the Department of Education reorganized the PIRCs in 2007 as statewide PIRCs. PIRCs are located in all 50 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands. Thirty percent of PIRC funding is reserved to help implement the Parents as Teachers Program (PAT), which focuses on pre- and post-natal training for parents.



### **PTA Position**

More than 35 years of research has proven that when parents are involved in their child's education, student achievement increases. Parents must be better informed of what is going on in their child's school and each state must hold schools accountable for implementing their parent involvement plans. Parental Information and Resource Centers and other existing state and local resources with expertise in parent engagement and community outreach should be better utilized as part of the solution.

### **Talking Points**

- \* Parent involvement is a pillar of the Elementary and Secondary Education Act; in fact, parents are mentioned over 300 times in the law. However, PIRC funding is the only source of federal funding that is intended solely to help schools and communities meet the requirements of parent involvement provisions contained within ESEA-NCLB.
- \* During these critical times in education reform, PIRCs are playing a vital role. As states continue to implement the provisions of ESEA-NCLB, schools across America are working hard to improve academic results for all children. Inclusion of parents and families in implementing these reforms is crucial to its success. Parents who are able to be involved meaningfully and appropriately in these reform efforts will help ensure that our goals are achieved.
- \* The PIRC program has recently undergone a substantial reorganization at the Department of Education, expanding the role of PIRCs to act as state-wide centers for leadership, technical support, and financial support for parent involvement. A substantial increase in funding to \$86 million is needed to implement effectively the expanded and critical role PIRCs play.

## The Individuals with Disabilities Education Act

### Background

The Individuals with Disabilities Education Act (IDEA), first enacted in 1975, ensures that students with disabilities receive free appropriate public education (FAPE) and the related services and support they need to achieve. Under IDEA, children with disabilities have the right to an individualized education program (IEP) developed by a team consisting of the child's parents, teachers, and other school staff. The IEP must provide the child with an education in the least-restrictive environment (LRE). Parent involvement is a fundamental principle of IDEA. Furthermore, the law seeks to ensure that the rights of children with disabilities, and the rights of their parents, are protected.

IDEA has several parts: Part B provides grants to states for services to preschool and school-age children; Part C funds early intervention services for infants, toddlers, and their families; and Part D supports research and professional development programs. Approximately 6 million children currently receive special education services.



## **PTA Position**

PTA believes that all children can learn and that school-family collaboration is an important component of successful learning. PTA supports schools in their implementation of educational services that benefit the education of all children, including children with disabilities.

Parents, teachers, and school administrators must work closely together to ensure that all children receive a quality public education. PTA firmly believes that only through such collaboration will all children be provided the opportunities to achieve their maximum potential.

## **Talking Points**

- \* Congress should fulfill its obligation to pay 40 percent of the costs associated with complying with IDEA, per the commitment Congress made in 1975 when the law was originally enacted.
- \* An increased federal investment in IDEA is necessary to ensure that states and schools can raise academic achievement and meet state and federal testing and accountability.
- \* Better collaboration between parents, teachers, school staff, and school administrators is needed to continue reforming and improving systems that provide education, early intervention, and transition services for children with disabilities.
- \* Parent and family involvement must always be a fundamental principle of IDEA.

## National PTA Issue Card Topics

National PTA offers a large number of issue cards, which may be downloaded from the website and shared. This valuable tool highlights National PTA's key messages and positions on important issues of the day: Education, ESEA-NCLB funding and Child Nutrition & Wellness.

### **Education:**

After-School Programs  
Arts in Education  
Early Childhood Education  
Elementary and Secondary Education Act (ESEA-NCLB) - *parts provided in this guide*  
Individuals with Disabilities Education Act (IDEA) - *provided in this guide*  
Language Acquisition  
Parent Involvement in Education  
Public School Choice  
Religion in Public Schools  
School-to-Work and Higher Education  
Teacher Quality  
Testing and Accountability

### **ESEA-NCLB Funding:**

Funding for Education and Child-Related Programs  
Funding for Parental Information and Resource Centers (PIRCS)  
Public Funds for Public Schools

### **Child Nutrition and Wellness:**

Juvenile Justice and Delinquency Protection  
Media and Technology Safety  
School Construction and Environmental Health  
School Safety: Safe and Nurturing Environments  
Support Services to Children and Families in Poverty

*To view and/or download any of the above issue cards, please go to the National PTA website: [www.pta.org](http://www.pta.org)*



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# INTRODUCTION

## **Nonprofit Organizations: Leaders in Civic Engagement and Voter Participation**

Voting is a foundation and sign of strong communities. Voting correlates with citizenship, education, income and other kinds of civic health. It takes an active and engaged public to ensure broad representation and public officials responsive to community concerns.

Today, our democracy is challenged by gaps in voter participation by age, income and education. Younger, lower-income and less educated voters participate at much lower rates than older, higher income or better educated voters. These gaps lead to other disparities in involvement with government or public policy and other kinds of civic participation.

Many issues affect participation. Sometimes all that is needed is voter education on the process of voting and what is at stake in a particular election. In other cases, it is about voting rights issues or procedural barriers disproportionately impact newer voters and less enfranchised populations.

### **Nonprofit organizations are uniquely well suited to address issues of voter participation – and help close participation gaps and strengthen democracy:**

- Nonprofit organizations are often located in and serve communities impacted most by lower voter participation.
- Nonprofit organizations bring to bear a group of individuals strongly dedicated to changing their communities for the better and with the ability to make positive change.
- Nonprofit organizations, as much as any other type of organization, have the credibility and respect necessary to reach out to discouraged or disengaged voters or people new to voting and politics.
- Many nonprofits wish to incorporate voter participation work into their other activities but have been uncertain about what the law allows them to do. This guide answers questions on what they can do to encourage voter participation through outreach and education to voters in their communities.

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# GENERAL RULES FOR 501(C)(3) ELECTORAL ACTIVITY

501(c)(3) nonprofits can play an important role in the democratic process. There is one basic rule: 501(c)(3)s may not support or oppose any candidate for public office. This means 501(c)(3)s may not endorse candidates, rate candidates, contribute to candidates, or do anything else that might seem intended to help or hurt a candidate.

Of course, there are many things that a 501(c)(3) can legally do to help their communities participate and vote. 501(c)(3)s may educate voters or candidates on the issues, provide opportunities for voters to hear the candidates' positions, encourage citizens to register to vote, help new voters navigate the voting process and get people to go to the polls on Election Day.

Fortunately, the IRS has provided some useful guidance for nonprofits to help them get involved in voter participation and election-related work. If a question arises the IRS asks you to consider the “facts and circumstances” of the situation. How would it look to an outside observer?

This guide discusses many possible activities and the ways that nonprofits can try to make sure that they remain nonpartisan.

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# WHAT A 501(C)(3) NONPROFIT ORGANIZATION CAN DO ON VOTER REGISTRATION, VOTER EDUCATION AND GETTING OUT THE VOTE

501(c)(3) organizations may participate in a wide variety of electoral activities that do not support or oppose a candidate for public office.

The following are ten common activities your nonprofit organization may do to encourage voting in a nonpartisan manner.

## 1 Voter Registration

**Voter registration is a common nonpartisan activity for nonprofits. Voter registration activities for nonprofits often include:**

- Registering staff, board and volunteers.
- Registering clients at intake or in the process of the organization's nonprofit activities.
- Having registration forms available at events or meetings.
- Setting up a table at a busy neighborhood location.

Your election officials or a local **nonpartisan** organization can help by providing voter registration forms, training, and information about registration deadlines and other laws governing voter registration in your community.

The registration activities may not be partisan. Nonprofit staff or volunteers may not suggest what candidate to support or party to join or whom to vote for. You may, however, explain to voters the difference between joining a party and registering without party affiliation. Nonprofits may target communities or people that they serve, but nonprofits should not target voter registration efforts in an attempt to support or oppose particular candidates or political parties.

Finally, watch out for limits on the use of certain funds for voter registration such as a grant from a private foundation.

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## 2 Voter Education on the Process of Voting

A helpful role for nonprofits is to help members or clients understand the basics of voting. When is the next election? What's on the ballot? What do you need to know about voting on or before Election Day?

**All of these are examples of nonpartisan ways to educate your constituencies and communities:**

- Announce dates of elections and registration deadlines.
- Display nonpartisan sample ballots before the election.
- Include lessons about voting in an adult or youth education class.
- Encourage your constituents to volunteer at the polls on Election Day.
- Set up a mock voting machine/ballot in your lobby so people can practice voting.
- Provide your community with nonpartisan information about upcoming elections.

## 3 Voter Guides on Candidates and Ballot Measures

The IRS has consistently stated that 501(c)(3) nonprofits may carry out voter education on candidates and ballot measures before an election so long as it is nonpartisan. In particular, the IRS cites voter guides and candidate forums as acceptable activities 501(c)(3)s may do on a nonpartisan basis.

This section discusses three commonly used voter guides: –

- One page guide to candidates or ballot measures
- Candidate questionnaire, or
- Sample of the official ballot.

A Voter Guide takes time to prepare and is ordinarily prepared by coalitions or broader, nonpartisan voter engagement entities.

## One Page Guide to Candidates or Ballot Measures

Voters appreciate a short nonpartisan guide to the candidates for a specific office or important ballot measures – something that fits on one page. These are easy to distribute and translate into different languages.

A one page guide may include:

### Guide to CANDIDATES

(include all running for a particular office)

- Name and photo of candidates
- Current occupation, party affiliation
- List of major endorsements provided by the candidate
- List of major endorsements provided by the candidate
- Campaign contact information

### Guide to BALLOT MEASURES

- Title of ballot measure
- Brief summary of what a “yes” or “no” vote means
- List of major endorsements provided by Yes/No ballot measure committees
- A list of top financial contributors to each side

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## Candidate Questionnaire

Candidate questionnaires serve two purposes. First, they collect information about the candidates for voters. Second, they let candidates know the range of issues of concern to the organization(s) preparing the guide. Questionnaires do take time to prepare and require care to ensure they are nonpartisan.

**If you wish to do a candidate questionnaire, consider these key factors that help determine whether or not a voter guide is nonpartisan.**

- Do the questions cover a broad range of issues related to the broad interests of the electorate? For example, do the questions address all issues of importance to a specific elected office or reflect a truly broad range of concerns within your issue area? (Note: It may be easier or advisable to create these materials with a group of organizations representing different issue areas.)
- Are the questions or any description of the issues clear and unbiased in both structure and content?
- Are the questions posed to candidates identical to the question as presented in the voter guide?
- Are the candidates given a reasonable amount of time to respond?
- If the questions ask the candidates to respond with “Yes” or “No” or “Undecided,” are candidates given the opportunity to give short one or two sentence explanations to explain their positions in their own words and is that explanation printed in the guide?
- Have all major candidates responded?

**Q. What if the candidate does not respond?**

**A.** You may list “Did Not Respond”. When a candidate fails to respond, some 501(c)(3)s choose to provide information about the candidate that is a matter of public record, but the IRS has never approved this approach and thus it comes with some risk. 501(c)(3)s could reduce the risk by sticking to strictly factual information – name, address, etc. – and avoid efforts to summarize the candidate’s positions on issues, which might appear to be slanted to favor or disfavor the candidate.

You should provide candidates a reasonable time period – for example three weeks - to give their responses and information. As the deadline nears, let the candidates know that if they don’t respond, you will print “did not respond”. While not required, it is a good practice to give the candidates the chance to review the final draft of their information and make any last minute corrections.

## Sample Ballots

An easy but often effective educational activity is to distribute a sample ballot for your jurisdiction- ideally an official sample ballot prepared by local elections officials.

Sample ballots help voters have a picture ahead of time of what's on the ballot and what the ballot will look like. If you wish you may add short explanations of the office up for election. You may also wish to translate it into languages relevant to your community.

## 4 Candidate Forums and Candidate Appearances

Candidate forums require a time commitment to recruit the attendance of candidates and your audience. This may be easier in collaboration with other nonprofits in your area. Holding a forum demonstrates to the candidates that your community cares about what the candidates' positions are and the election outcome. It shows that your organization is a leader in local civic affairs.

**Among factors that make a candidate forum nonpartisan are –**

- All candidates for an office are invited. (Even if all are invited, there is a risk that the event could appear partisan if some candidates refuse to participate. If only one candidate agrees to attend, it is no longer a forum.)
- The rules of the forum don't favor any candidate over another. (Consider using an independent moderator, setting time limits for replies, etc.)
- The questions are fair: They should address a broad range of issues, they should not suggest the response the forum sponsor prefers, and they should not be selected to show particular candidates in a better or worse light. (This doesn't mean they can't be controversial!)

*As opposed to a nonpartisan candidate forum, a forum on a ballot measure may be partisan - intended to educate or even persuade your constituents towards a yes or no vote. At your discretion, it can also be nonpartisan . For more, go to "Ballot Measures" pages 11-12.*

**Q: May a candidate appear at a nonprofit function?**

**A:** The IRS says that candidates may be invited to or attend a nonprofit function on a nonpartisan basis. A candidate may appear:

*In their capacity as candidate if the nonprofit:*

- Provides an equal opportunity to other candidates for the same office – such as a similar time, venue and presentation format
- Does not indicate support for or opposition to the candidate. State this when the candidate is introduced and in communications about the appearance
- No political fundraising occurs

*In their capacity as a public figure such as an elected official or expert in their field if:*

- The candidate is chosen to speak solely for reasons other than their candidacy and speaks only in a non-candidate capacity

- There is no mention their candidacy during the presentation and the atmosphere is kept nonpartisan and free of campaign activity

*Without invitation on the candidate's own initiative at a public event sponsored by a nonprofit:*

- In such a case, it is important to be especially careful that there is no actual or implied endorsement. For example, don't give the candidate a chance to address the gathering.

## 5 Educating the Candidates

**Your 501(c)(3) nonprofit may provide information to educate candidate on your issues so long as you make these resources available to all the candidates in a particular race and all candidates receive the same level of support and information.**

- Educate the candidates on your issue.
- Send the candidates a policy paper or research findings. Let them know about your program initiatives. Candidates can benefit from your expertise.

However, your nonprofit may not provide personalized research or similar candidate-specific efforts for particular candidates. For example, don't help a single candidate develop a new policy paper on an issue of importance to your organization: It could appear to be a partisan effort to help that candidate get elected.

## 6 Encouraging Voting - Getting Out the Vote

**Getting out the vote – encouraging and facilitating your communities to vote – is a primary goal of voter participation work. It is nonpartisan as long as you're not telling or suggesting to someone whom to vote for.**

501(c)(3)s must leave the partisan work to the parties, candidates, or other more political organizations such as 501(c)(4) advocacy organizations. A 501(c)(3) should generally not work in partnership with these types of organizations unless absolutely certain that the activity will be conducted in a nonpartisan fashion.

**Common ways to get out the vote include:**

- Remind people to vote with posters in your office, announcements at meetings or events, signs around the neighborhood, etc.
- Educate voters by highlighting reasons to vote as well as information on the voting process.
- Provide an 800 number or other numbers to call for nonpartisan voter information like "Where Do I Vote?" or "When do the polls open or close?"
- Advertise rides to the polls offered by community organizations and agencies
- Mail or hand out postcards with voter information with the date of the election, highlights of what's on the ballot and a number to call for more information.

- Use local radio or cable shows, to make public service announcements and the like.
- Canvass your neighborhood and give out nonpartisan voter information before the election or on Election Day itself.
- Call clients, constituents and community members on or before Election Day.
- Provide voting rights information for voters informing them of their rights on Election Day and numbers to call for help.

## 7 Helping on Election Day

Nonprofits are well-positioned to help on Election Day. The civic mission of nonprofits makes them a good fit not only to encourage their communities to vote, but to provide staff to help at the polls.

### Nonprofits may:

- Allow your staff time off to vote
- Allow staff to spend part or all of Election Day doing nonpartisan get out the vote activities
- Encourage your staff and volunteers to sign up as poll workers or translators
- Involve staff members as nonpartisan election observers

## 8 Voting Rights and Election Reform

Nonprofits may want to help their staff, constituents and community understand their right to vote. Or, nonprofits may also support election reforms that providing better access for voters, more choices on the ballot and a level playing field for elections. These are nonpartisan issues that fit well within what 501(c)(3)s can do in terms of public education or, in some cases, lobbying.

### Sample activities could include:

- Distribute information around election time on a voter's rights at the polls
- Contact your local election official to discuss concerns you may have about voting in your community – like the recruitment of poll workers or poll procedures
- Become an advocate for voting rights and election reform. Incorporate these issues into your voter education. Take a stand on a reform initiative – such as Election Day Registration, public funding of campaigns or replacing our now partisan run elections with nonpartisan districting and election administration

## 9 Issue Advocacy by 501(c)(3)s During an Election

Most nonprofits care deeply about particular issues of public policy – issues such as education, housing, the environment or budget priorities that go to the heart of the nonprofit’s mission.

The IRS explicitly states that nonprofits may continue lobbying activities during an election:

“Under federal tax law, section 501(c)(3) organizations may take positions on public policy issues, including issues that divide candidates in an election for public office.”  
*Internal Revenue Service, Fact Sheet 2006-17, February 2006.*

However, it is possible that communications on issues during an election could be considered partisan if they appear to be an effort to support or oppose a candidate. There is a greater risk of appearing partisan when you mention the names of candidates or upcoming elections in a communication. As always in evaluating 501(c)(3) activities, there are no bright lines. It depends on the “facts and circumstances”. Here are some basic guidelines.

### General Guidelines for Issue Advocacy Unrelated to an Election

1. You may continue to lobby or engage in other advocacy activities in the months leading up to an election, but be careful before increasing these advocacy activities during the election season. If you step up your advocacy on a particular issue at the same time that this same issue is a key point of disagreement between two or more candidates, it may seem as if you are trying to favor the candidate who most closely shares your organization’s views.
2. A history of work on an issue in the past is a key factor the IRS will consider in evaluating whether your current advocacy is an effort to influence the outcome of the upcoming election. Your activity is far more likely to be seen as nonpartisan if you have engaged in the same or similar activities in non-election years.
3. Responding to an external event is often safer. Frequently organizations get involved in an issue in response to external events beyond their control a shelter closing, an imminent vote on a bill in the legislature, etc. This type of external impetus sometimes occurs just before an election. Organizations want to get involved, but may be nervous because the candidates may be talking about the same issue. The external event helps to demonstrate that your organization was not motivated by a desire to influence the election.

## 10 Ballot Question Education and Advocacy

Many states have ballot questions – initiatives, referenda, or constitutional amendments. How are these different from candidate elections?

**In general, there are three things to know about working on ballot measures:**

The most important thing a 501(c)(3) nonprofit should know is that the IRS considers activity on ballot measures a lobbying activity – not electioneering. A 501(c)(3) may work for or against ballot questions up to normal lobbying limits. The IRS makes this distinction because advocacy on ballot measures is an attempt to influence a proposed law or a policy – not the election or defeat of a candidate.

501(c)(3)s may also engage in unlimited activities that neither support nor oppose the ballot measure, such as voter registration, voter education, and get-out-the-vote activities.

Your state may have reporting requirements for ballot measure expenditures. Check with your state's campaign finance office or an attorney to see what your state's requirements are if your nonprofit decides to invest resources in advocating a "yes" or "no" vote.

**Q: What are the 501(c)(3) lobbying limits in regards to ballot measures?**

- A:** Your lobbying limits depend on which of two alternative tests your nonprofit chooses to measure its lobbying:
- If your nonprofit has chosen to measure its lobbying under the so-called 501(h) expenditure test, it has clearer guidance and can do more lobbying. Under this expenditure test, you can spend a certain percentage of your annual budget (as much as 20% for small organizations, less for larger groups) on efforts by you or your members to directly influence the outcome of a ballot question or legislative vote.
  - If your 501(c)(3) has not chosen to use the above expenditure test, it may spend an "insubstantial" amount of money and time on lobbying. This includes any efforts to support or oppose a ballot question and other efforts the organization makes to influence more traditional legislative proposals at the local, state, or federal levels. "Insubstantial" lobby expenditures has been interpreted to mean a relatively small percentage of time and money, for example less than 5%.

**Q. How does my nonprofit opt for the 501(h) lobbying expenditure test?**

A. File a one-page, one-time form with the IRS - Form 5768. Once submitted and approved your nonprofit has higher and defined lobbying limits. It includes annual reporting of expenditures on your Form 990. For more information and the application form, go to the Alliance for Justice website ([www.allianceforjustice.org](http://www.allianceforjustice.org)) and look for their “Worry Free Lobbying for Nonprofits” in their nonprofits and foundation resource section.

**Q: How should a 501(c)(3) track its lobbying on ballot questions?**

A: Whichever of the two lobbying expenditure tests you use, you will need some type of system to keep track of how much lobbying you do.

- Track the money you spend on direct expenses such as flyers, signs, advertising, and snacks for your volunteers.
- Keep track (via timesheets or some other mechanism) of the time that any paid staff spend supporting your lobbying effort.
- Add some portion of your organization’s overhead costs -- rent, utilities, etc. (You could base allocation of overhead costs on the percentage of your overall staff time spent lobbying or use some other reasonable measure.) You’ll need to report this lobbying information to the IRS on your organization’s annual tax return (your Form 990 for nonprofits).

Also, as mentioned above, any organization spending funds to influence the outcome of a ballot question may have to register and file disclosure reports with a state or local campaign finance office – who you can find by contacting your Secretary of State’s office.

*If you need additional information, consult an expert like an experienced nonprofit professional in your area or the publications of the Alliance for Justice (for example: Seize the Initiative at [www.allianceforjustice.org](http://www.allianceforjustice.org)).*

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# NONPROFIT STAFF AND ELECTIONS

## Being Partisan . . . Staying Nonpartisan

**Staff members of 501(c)(3)s are frequently involved in campaigns or asked to support candidates.** Since nonprofit staff are involved in community affairs, they may want to support a candidate who has helped their organization or neighborhood.

What you or another staff member does in personal time is a private choice. However, a staff member cannot be seen as representing the organization on a campaign nor may they use organizational resources for a candidate.

**Q: When is it personal time?**

**A:** Nonprofit staff can support the candidate of their choice outside of normal work hours. If staff members want to engage in partisan activities during normal work hours, they should take vacation or personal leave.

**Q: Can the organization be mentioned?**

**A:** Your organization cannot support a candidate. As a rule, it's safer if the organization's name is not mentioned if a staff member's name appears on candidate literature in the course of that staff member's personal political work. However, it is permissible to list the organization along with the staff member's name if it is clearly stated that the organization name may be listed if noted "for identification purposes only." This can be helpful in clarifying that organizational leaders are involved in their individual, not official roles. Always remember that there may be other reasons you may not want your nonprofit's name associated with a campaign. For example it might be awkward seeking public funds for your organization if a candidate you opposed wins the election!

Overall, as a nonprofit staff member you'll find that there is a great deal you can do for candidates when not representing the organization.

**Q: What about board members and volunteers?**

**A:** Board members and volunteers should follow the same rules for staff described above when they are working for your organization. What they do outside of your organization is their choice.

**Q: What if a candidate lists my name and organization without my permission?**

**A:** Over-eager candidates may list your nonprofit on a campaign brochure. If they did this without your permission you are not at fault. Just ask them to remove your organization's name from the list. Save a copy of your e-mail or written request to the candidate in your files.

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# PERMISSIBLE VOTER AND ELECTION ACTIVITIES FOR 501(C)(3) NONPROFIT ORGANIZATIONS

10 Activities 501(c)(3) Organizations Can Do On a  
Nonpartisan Basis

## **Voter Registration\***

### **Voter Education on the Process of Voting:**

Where to vote, information on elections and election process

### **Voter Guides on Candidates and Ballot Measures**

### **Candidate Forums and Candidate Appearances**

### **Educating the Candidates**

### **Encouraging Voter Participation. Get Out the Vote:**

Encourage and help your staff, clients, constituents and other people in your community to get to the polls

### **Voting Rights and Election Reform**

### **Helping on Election Day:**

Volunteer poll workers, election monitors, etc.

### **Issue Advocacy During an Election**

### **Supporting and Opposing Ballot Questions:**

Subject to normal lobbying limits

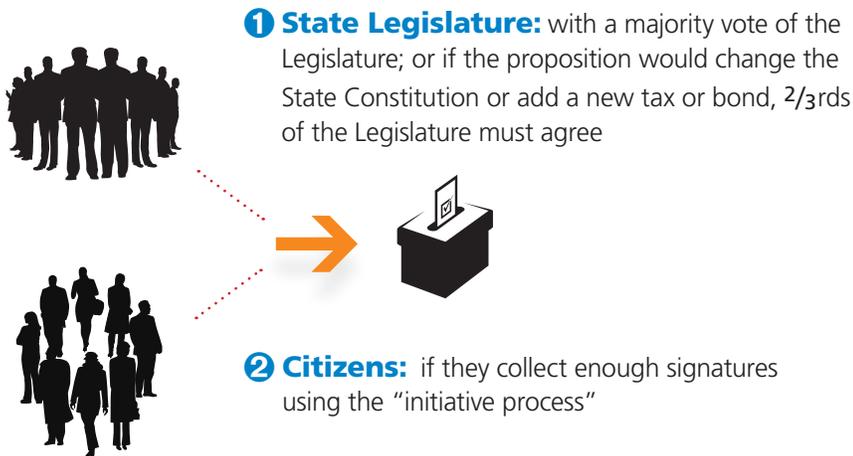
*\* Watch out for restrictions from sources other than federal tax law. For example, federal government regulations sometimes prohibit the use of certain federal funds to do voter registration. (For more information on restrictions on use of federal funds, visit the legal resource section of our website.)*



## State Ballot Measures

In addition to voting on candidates, California voters are often asked to vote on new laws called “ballot measures.” The ballot measures that propose new laws can be for the whole state (“propositions”) or just for a local community.

There are two ways that state propositions can be put on the ballot:



The initiative process was created one hundred years ago so California citizens would not have to rely only on lawmakers to make new laws. Propositions can:

- Create new laws
- Change or repeal existing laws
- Change the State Constitution
- Approve a bond measure

### What are state ballot measures about?

In California, state ballot measures have covered many topics, including schools, crime, health care, transportation, taxes, and how our government operates. A proposition can only cover one subject. People who choose to put a proposition on the ballot may have a specific goal for something they want to have funded.

### You need to know:

- State ballot measures are proposed laws that require voter approval.
- They need over 50 percent “yes” votes to pass.
- They can be put before voters by:
  - the state legislature
  - citizens using the “initiative” process



### California’s initiative process

*To initiate means “to start.” People who get an idea to start a new state law can draft an initiative. They need to follow state rules about how to put the proposed law into a petition. Then they need to collect voter signatures equaling at least five percent of the total number of votes in the last election for Governor (or eight percent if the proposition would change the State Constitution) to qualify the proposition to go before voters in a statewide election. Following the Nov 2010 election, this was over 500,000 signatures for an initiative and over 800,000 signatures for a constitutional amendment.*

## How do I know to vote “yes” or “no”?

Some propositions can be complicated. Voters often feel overwhelmed by paid advertisements about ballot measures on television and radio. These short messages usually try to persuade you to vote yes or no and do not provide unbiased information.

You can get a clear description of each statewide proposition at:

- [www.easyvoter.org](http://www.easyvoter.org) – short summaries with pros and cons
- [www.smartvoter.org](http://www.smartvoter.org) – additional information
- [www.sos.ca.gov](http://www.sos.ca.gov) – the state sends each registered voter household an official “Voter Information Guide” with detailed analyses and more information about supporters and opponents

To help you decide, you can also look to see which groups are supporting or opposing a measure.

**Remember:** You do not have to vote on every proposition. Choose the ones you want to learn about. If you only vote on some of the measures, your vote still counts.

## A Closer Look

The number of propositions continues to grow. Understanding how propositions make it onto a ballot is important because they will continue to be a common part of California’s election process.

With the initiative process, voters can change the State Constitution if just over 50 percent agree. The legislature, on the other hand, must get voter approval in order to amend the State Constitution, and it takes 2/3rds of state lawmakers to agree to put a constitutional amendment before the voters. It also is more difficult to “undo” an initiative than to change a law passed by the legislature. Only voters can change an initiative (unless the initiative allows the legislature to amend its provisions). This is why interest groups often prefer to work through the initiative process.

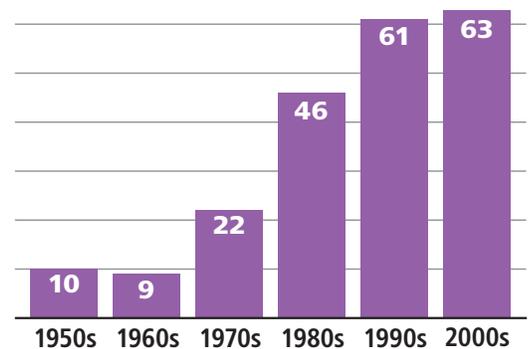
The amount of money raised to support or oppose a proposition can have a major influence on whether it passes or not. In 2006 for example, interest groups spent more than \$330 million supporting or opposing initiative campaigns. Some people are concerned that there are too many powerful interest groups in the initiative process. Others like that citizens can play a larger role in making state laws. There are many proposals about ways to improve the initiative process.

## What Your Vote Means

- A YES vote on a proposition means you want it to become a new law.
- A NO vote means you do not agree with what is being proposed. You would rather keep the law on that subject the way it is now.



**Number of Statewide Initiatives Qualified for the California Ballot**



Source: Center for Governmental Studies and smartvoter.org

# School Bonds and Other Ballot Measure Campaigns

PTAs may be asked to help secure the passage of a local school district facilities bond or local parcel tax election, or to participate in campaigns to pass or defeat other ballot measures. Unit, council and district PTAs may participate in these efforts when the board and/or membership has studied the issue and voted to support such a campaign.

PTAs can be most effective by:

- Participating on the school district committee to recommend to the board of education the feasibility of placing a facilities bond or parcel tax on the local ballot, and what provisions the measure should include.
- Taking an active role in planning and running the campaign.
- Providing speakers to inform the community.
- Developing and/or distributing available campaign material – but not by using student help, unless permitted by the school district (*California State PTA Legislation Policies and Procedure No. 11*).
- Making use of radio, TV, and print media, including newsletters, editorial board visits, letters to the editor, and other communication resources such as PTA email and Web pages.

A PTA may spend a portion of its funds on election issues that have an impact on the education, health, or well-being of children and youth (*see California State PTA Toolkit, Legal Guidelines for Campaign Activity*).

A PTA may assist in raising funds or soliciting individual donations for coalitions or election-issue campaign organizations without reporting the amounts as PTA income, provided that all donations are strictly voluntary, and the funds are given directly to the campaign organizations and not funneled through the PTA. Donations must not be made payable to PTA and may not be deposited in any PTA account.

# Legal Guidelines for Campaign Activity

The California State PTA and all of its constituent associations are classified as tax-exempt nonprofit associations under the federal Internal Revenue Code Section 501(c)(3). State and federal laws place certain requirements and restrictions on lobbying and election-related activities and expenditures by such associations. A PTA that participates in influencing or attempting to influence specific legislation or voter action for the passage or defeat of any ballot measure must comply with both the federal IRS regulations and the California state laws and reporting requirements.

**IRS Regulations:** To retain its IRS tax-exempt status and continue to receive tax-deductible contributions, a PTA may not participate in any type of political campaign or other activity on behalf of or in opposition to a ***candidate*** for any public office. Nor may a PTA devote more than an insubstantial part of its volunteer activity and expenditures to influence the outcome of ballot measures and other legislation. The IRS regulations do not define “insubstantial,” but it is generally interpreted to mean 5 percent or less of the association’s total expenditures and activities (including volunteer hours). Lobbying expenses must be reported on the association’s annual tax forms. Definition of what constitutes reportable lobbying is complex; contact California State PTA through channels for more information.

For more information on non-profit lobbying, the IRS website has some additional information at: <http://www.irs.gov/Charities-&-Non-Profits/Lobbying>

MEMORANDUM

DATE: SEPTEMBER 4, 2014  
TO: CALIFORNIA STATE PTA  
FROM: DIANE M. FISHBURN *DMF*  
RE: **NEW CAMPAIGN REPORTING RULES FOR LOCAL PTAs (effective July 1, 2014)**

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This memorandum summarizes the new campaign reporting rules which took effect in California on July 1, 2014 (SB 27). These rules apply to nonprofit organizations including local PTAs which engage in state and local ballot measure activity.

Additional information and resources can be found at the FPPC website ([www.fppc.ca.gov](http://www.fppc.ca.gov)) including a new Fact Sheet and revised form instructions.

The new rules did not change the basic definition of a political committee under the law. Any organization which raises or receives \$1,000 in contributions must register with the Secretary of State and follow all rules applicable to recipient political committees. However, organizations which do not solicit or receive funds for the purpose of influencing a ballot measure election but instead use existing membership dues or donations are subject to new requirements when they engage in making contributions or expenditures in ballot measure campaigns.

The new requirements are based on the total amount of the organization's expenditures in certain time periods. Volunteer time and expenses do not count as expenditures for this purpose. Based on the new expenditure reporting thresholds, organizations will generally fall into one of the following categories:

- 1. Organizations which have made contributions or expenditures in connection with an election which exceed \$50,000 in the last 12 months or which exceed \$100,000 in the last four calendar years (current calendar year and three prior years).**

These organizations are required to register as recipient political committees and report both their expenditures and their donors (on a last in, first out or LIFO basis). All of the requirements for these types of organizations are beyond the scope of this memo, and additional guidance should be sought by those organizations in this category.

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Benjamin C. Lee

Erika M. Boyd

**2. Organizations which have made contributions of \$10,000 or more in the current calendar year, or which have made independent expenditures of \$1,000 or more in the current calendar year supporting or opposing a ballot measure but less than \$50,000 during the last 12 months, and less than \$100,000 in the last four calendar years.**

These organizations are not required to register and file reports as recipient political committees. They are required to file reports as Major Donor committees or Independent Expenditure Committees and report all of their contributions and expenditures. The reporting requirements include 24-hour reporting requirements for contributions or independent expenditures of \$1,000 or more made within 90 days of the election on the ballot measure. For additional information, please see the Manuals for Major Donors and Independent Expenditure Committees on the FPPC's website.

Note, contributions are monetary payments made to a ballot measure committee or in-kind contributions of goods or services or communications coordinated with such committees. Independent expenditures are public communications which expressly support or oppose the passage or defeat of a ballot measure and are not done in coordination with a ballot measure committee.

**3. Organizations which do not come within either of the above categories.**

Organizations which do not meet any of the expenditure thresholds described in either of the other categories do not have any reporting requirements under the state campaign reporting laws. However, any expenditures made in the current calendar year will count toward the \$100,000 in four calendar years threshold for future election years.

\*\*\*

The purpose of these changes in the law is to increase disclosure by nonprofit organizations which spend substantial amounts in California elections. It also reduces the reporting burdens on smaller organizations whose spending of existing funds is under the new reporting thresholds. However, again it does not change the existing rules regarding the solicitation of funds for the purpose of influencing state or local elections; those rules and requirements remain the same, and the raising and receipt of \$1,000 or more in contributions will trigger the recipient committee filing requirements. Accordingly, a small organization which wants to limit its reporting obligations will want to take steps to ensure that any funds solicited for a ballot measure campaign are directed to the registered ballot measure committee, and only use existing dues or other donations to finance any campaign communications or other campaign activity.



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- ✓ **Plainly-Worded Lessons.** Explore the education system in easy-to-understand language. No jargon. No partisan slant. Written by education experts who know Sacramento and local schools.
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- ✓ **Track Your Progress.** Check off each lesson. Earn a certificate of completion.
- ✓ **Get Social.** Interactive on-line discussion boards.
- ✓ **LCAP Parent Checklist.** A great tool to help you discover what your school really needs so you can give informed input on your LCAP.
- ✓ **Strengthen Your PTA.** Create informed leaders. Use Ed100 at a PTA meeting to discuss critical education issues. Email lessons to your members. Create a PTA Ed100 book club.
- ✓ **Hola.** A Spanish-language version.

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## What Education Experts and Leaders are saying about Ed100.org:

"Ed100 helps connect the dots among the many forces of change pushing and pulling education change..." *Ted Mitchell ~ former President, California State Board of Education and CEO, NewSchools Venture Fund*

"... should be required reading for anyone involved in educational policy or leadership." *Dom Summa ~ former Assistant Executive Director (retired), Negotiations and Organizational Development California Teachers Association*

"...accomplishes more in about 100 posts than thousands of pages' worth of articles and studies about school reform." *David N. Plank ~ Executive Director Policy Analysis for California Education*

"...does a great job of pulling together the various issues facing education in California today." *Ellen Moir ~ Executive Director, New Teacher Center*

"...puts the essentials of California's school results into a readable form." *Ted Lempert ~ President, ChildrenNow*

"...one of the most thoughtful – and thought-provoking – pieces on education reform I've seen." *Merrill Vargo ~ Executive Director, Pivot Learning Partners*

## How it Works

10 Chapters, about 10 Lessons each. Go through the lessons sequentially, or pick and choose the topics that interest you now. Discuss. Respond to one of the suggested discussion topics or post a question of your own. When you have marked all the topics in a section "completed," this adds to a completion certificate which is evidence of informed parent engagement for your school and your district (a requirement of the LCAP). Check your progress at any time.

## About Ed100.org

Ed100.org began with an optimistic purpose: to help make education work better for students by helping parents, students, teachers and interested citizens understand how the California State Education System works. It introduces major competing ideas in plain language, with posts to connect you with organizations, resources and individuals that take you deeper into each topic. Along the way, Ed100.org helps you navigate the many competing points of view and helps you develop your own – hopefully with an appropriate mix of determination and humility.

## The Supporters

Ed100.org is a project of Full Circle Fund, with support from the Stuart Foundation, the Derry and Charlene Kabcenell Foundation and the Noyce Foundation. Many others have contributed their time and expertise to this project, including David Plank of Policy Analysis for California Education (PACE), Stephanie Lin and Christyna Serrano of Education Pioneers.

## The Writers

Jeff Camp, who chairs Full Circle Fund's Education Circle, is Ed100.org's primary author. Camp is a parent, a philanthropist, and a former manager with Microsoft Corp. in the US and Japan. He served on the California Governor's Committee on Education Excellence. He is also a songwriter and an astrocytoma survivor.

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# **GLOSSARIES:**

## **Education Terms Legislative Terms Internet Terms**

### **Glossary of Education Terms**

#### **A**

##### **A-G Courses**

The set of 15 one-year college prep courses high school students must take to be eligible to enter either the California State University (CSU) or University of California (UC) systems. Required A-G courses beginning with the class of 2003 and beyond include: (a) two history/social science; (b) four English language arts; (c) three math (through algebra II or integrated math III); (d) two laboratory science (two different disciplines); (e) two foreign language (same language); (f) one visual/performing arts; and (g) one elective from the above subjects. Students must also meet other criteria to gain admission to the university systems.

##### **Academic Performance Index (API)**

A number, used for school accountability purposes, summarizing the performance of a group of students, a school, or a district on California's standardized tests. A school's number (or API score) is used to rank it among schools of the same type (elementary, middle, high) and among the 100 schools of the same type that are most similar in terms of students served, teacher qualifications, and other factors. Schools and districts also receive separate API scores for any student group - including ethnic subgroups, socioeconomically disadvantaged students, English learners, and students with disabilities - comprised of more than 10 students with valid test scores. However, they only receive academic growth targets for "numerically significant" student groups.

##### **Accommodations**

Changes in the way tests are designed or administered to respond to the special needs of students with disabilities and English learners (EL). Accommodations might include allowing a student to take more time for a test or using Braille forms of the assessment. California distinguishes between accommodations and modifications. Modifications, such as allowing a calculator for a math test, affect the validity of the test results. However, some Special Education students may need modifications in order to take a test.

##### **Account Code**

A number that classifies sources of revenues or purposes of expenditures in either a school district budget or the reports districts submit to the California Department of Education (CDE). The account code classifies expenditures according to the types of items purchased or services obtained, and revenues by the general source and type of revenue.

##### **Accountability**

The notion that people (e.g., students or teachers) or an organization (e.g., a school, school district, or state department of education) should be held responsible for improving student achievement and should be rewarded or sanctioned for their success or lack of success in doing so.

##### **Achievement Gap**

A consistent difference in scores on student achievement tests between certain groups of children and children in other groups. The data document a strong association between poverty and students' lack of academic success as measured by achievement tests. And while poverty is not unique to any ethnicity, it does exist in disproportionate rates among African Americans and Hispanics, and among English learners. The reasons behind the achievement gap are multifaceted. They do to some degree stem from factors that children bring with them to school. However, other factors that contribute to the gap stem from students'

## **Achievement Test**

A test to measure a student's knowledge and skills.

## **ACT**

A set of college admissions tests and the organization that makes them, the American College Testing Program, located in Iowa City, Iowa. Most colleges now accept either the SAT or the ACT for admissions purposes.

## **Actuals**

The amount a district actually spent in a given period as opposed to original budget estimates.

## **Adequacy**

An approach to school funding that begins with the premise that the amount of funding schools receive should be based on some estimate of the cost of achieving the state's educational goals. This approach attempts to answer how much money would be enough to achieve those goals and where would it be best spent.

## **Adequate Yearly Progress (AYP)**

Adequate yearly progress is a set of annual academic performance benchmarks that states, school districts, schools, and subpopulations of students are supposed to achieve if the state receives federal funding under Title I, Part A of the federal No Child Left Behind Act (NCLB). In California, the measures include: (1) specified percentages of students scoring "proficient" or "advanced" on California Standards Tests in English language arts and math; (2) participation of at least 95 percent of students on those tests; (3) specified Academic Performance Index scores or gains; and (4) for high schools, a specified graduation rate or improvement in the rate.

## **Adult Education**

Classes offered by school districts, community colleges, and other public and private organizations for residents 18 years or older who are not enrolled in a high school. State law requires that certain courses, including citizenship and English, be provided at no charge, while others may carry a fee. Adult education revenues and expenditures must be tracked separately from a school district's general fund.

## **Advanced Placement (AP) program and AP exams**

A cooperative educational program between high school students and institutions of higher education that offers high school students the opportunity to complete college-level courses and earn college credit for them. The College Board, which administers the AP program, currently offers 37 courses and examinations in 22 subject areas including biology, calculus, and American history. Examinations are graded on a five-point scale, five being the highest possible score. College credit is earned by achieving a satisfactory score on an AP exam, usually a three or better. In addition, many college admission officials favor students who have completed AP coursework and have taken the exams.

## **Alignment**

The degree to which assessments, curriculum, instruction, textbooks and other instructional materials, teacher preparation and professional development, and systems of accountability all reflect and reinforce the educational program's objectives and standards.

## **Alternative Assessments**

Ways, other than standardized tests, to get information about what students know and where they need help, such as oral reports, projects, performances, experiments, and class participation. (See portfolio assessment.)

## **Alternative Schools Accountability Model (ASAM)**

An alternative way of measuring student performance in schools with mostly high-risk students, such as continuation schools or some county office of education schools and schools with fewer than 11 valid test scores.

## **Annual Measurable Objective (AMO)**

A measurement used to determine compliance with the federal No Child Left Behind Act (NCLB). States must develop annual measurable objectives (AMOs) that will determine if a school, district, or the state as a whole is making adequate yearly progress (AYP) toward the goal of having all students proficient in English language arts and mathematics by 2013-14. For California, the AMOs are the percent of students that must score proficient or advanced on English language arts and mathematics tests aligned with state content standards (such as the California Standards Tests and the California High School Exit Exam). For example, for an elementary school in 2004-05, the AMO in English language arts is that 24.4 percent of its students must test proficient or above on the California Standards Test in that subject.

## **Apportionments**

Funds that federal or state governments distribute to local education agencies (LEAs) or other governmental units according to certain formulas.

## **Appropriations**

Funds set aside or budgeted by the state or local school district boards for a specific time period and specific purpose. The state Legislature and local school boards must vote every year on appropriations.

## **Assembly Bill (AB) 1200**

Legislation passed in 1991 that defined a system of fiscal accountability for school districts and county offices of education to prevent bankruptcy. The law requires districts to do multiyear financial projections; identify sources of funding for substantial cost increases, such as employee raises; and make public the cost implications of such increases before approving employee contracts. County offices review district budgets and the state reviews countywide school districts.

## **Assessed Value**

The value of land, homes, and businesses set by the county assessor for property tax purposes. Assessed value is either the appraised value of any newly built or purchased property or, for continuously owned property, the value on March 1, 1975, plus annual increases. These increases, tied to the California Consumer Price Index, may not exceed 2 percent annually. (See Proposition 13).

## **Assessment**

Another name for a test. An assessment can also be a system for testing and evaluating students, groups of students, schools, or districts. (See STAR.) Under the federal No Child Left Behind Act (NCLB), schools must administer tests in each of three grade spans: grades 3-5, grades 6-9, and grades 10-12 in all schools. Beginning in the 2005-06 school year, tests must be administered every year in grades 3 through 8 in math and reading. Beginning in the 2007-08 school year, science achievement must also be tested.

## **Assessment of Applied Academic Skills**

A standards-based matrix test (a test in which not all students would take every section) that was administered to pupils in grades 4, 5, 8, and 10. The purpose of this assessment was to gauge school and district performance. It did not yield individual student scores. It was defined by the California State Legislature in Assembly Bill 265 (1995).

## **Assessments in Career Education (ACE)**

A program designed to recognize California high school students who demonstrate achievement in selected career-technical areas including agriculture, computer science and information systems, and health care. Students who do well on an ACE exam receive an Award of Excellence from the state and have their achievement recorded on their high school transcripts.

## **Average Class Size**

The number of students in classes divided by the number of classes. Because some teachers, such as reading specialists, have assignments outside the regular classroom, the average class size is usually larger than the pupil-teacher ratio.

## **Average Daily Attendance (ADA)**

The total number of days of student attendance divided by the total number of days in the regular school year. A student attending every day would equal one ADA. ADA is not the same as enrollment, which is the number of students enrolled in each school and district. (Enrollment is determined by counting students on a given day in October.) ADA usually is lower than enrollment due to factors such as students moving, dropping out, or staying home due to illness. The state uses a school district's ADA to determine its general purpose (revenue limit) and some other funding.

# **B**

## **Basic Aid**

The minimum general-purpose aid guaranteed by the state's Constitution for each school district in California. The amount is \$120 per pupil/ADA, with a minimum of \$2,400 for very small districts. In 2003 lawmakers decided that the funding schools receive from categorical programs could satisfy this guarantee.

## **Basic Aid School District**

The historical name for a district in which local property taxes equal or exceed the district's revenue limit. These districts may keep the money from local property taxes and still receive constitutionally guaranteed state basic-aid funding. Because of budget constraints in 2002-03, lawmakers decided to eliminate the \$120 per student based on average daily attendance (ADA) in basic aid, saying that the state met its constitutional obligation to these districts with other state funding from categorical programs. However, these districts – referred to by some legislators as "excess revenue" districts – were allowed to keep their excess property taxes.

## **Beginning Teacher Support and Assessment Program (BTSA)**

A program established with the enactment of Senate Bill 1422 in 1992. The purpose of BTSA is to implement cost-effective models for new teacher development in order to "transform academic preparation into practical success in the classroom, [and] to retain greater numbers of capable beginning teachers." The BTSA local programs are all consortia that include a college or university, a county office of education, one or more school districts, and at least one local teacher organization. Each BTSA program offers beginning teachers ongoing, consistent support from experienced colleagues at the school site. It also includes formative assessments (such as classroom observations, reflective journals, and portfolios) to help beginning teachers assess and improve their own teaching.

## **Benchmark**

A detailed description of a specific level of student achievement expected of students at particular ages, grades, or developmental levels. Benchmarks are often represented by samples of student work. A set of benchmarks can be used as checkpoints to monitor progress in meeting performance goals within and across grade levels.

## **Benefit Assessment District**

An area in which fees charged to property owners are used to provide a service of benefit to all fee payers, such as the maintenance of public parks and recreation areas. Districts must hold an election before fees are levied. It is also called a Maintenance Assessment District.

## **Bilingual Education**

An in-school program for students whose first language is not English or who have limited English skills. Bilingual education provides English language development plus subject-area instruction in the student's native language. The goal is for the child to gain knowledge and be literate in two languages. In 1998 Proposition 227 was approved by California voters. It limited non-English instruction. However, parents may petition a school for instruction in a student's native language.

## **Bilingualism**

The ability to read, speak, understand, and write well in two languages.

## **Block Grant**

An allotment of money that is the sum of multiple special-purpose funds combined into one. A block grant tends to have fewer restrictions on how the money is spent than the original, disparate funding streams had and it often combines funds that have similar purposes.

## **Bond Interest and Redemption Fund**

An account maintained on a local education agency's behalf by the county auditor and used for repayment of bonds.

## **Bond Measure**

A method of borrowing employed by school districts to pay for a large capital investment, used in much the same way as a person who takes out a mortgage to purchase a home. Since 2001, voters in a school district can authorize a local general obligation bond with a 55 percent "supermajority" vote. In the past, a two-thirds vote was required. Districts can choose to seek bond passage with either a two-thirds vote or a 55 percent vote that requires greater accountability measures. The principal and interest are repaid by local property owners through an increase in property taxes. A simple majority of state voters must approve a state general obligation bond, which is repaid by state taxes and has no impact on property tax rates.

## **Bonus/Performance Pay**

Extra money for school district employees who perform extra duties or are considered exemplary. In some states, performance pay is being offered as an incentive for teachers to improve their students' performance. In California, both employee pay and benefits are determined in collective bargaining, according to state law. (See performance incentive.)

## **Budget Act**

A constitutionally established, one-year statute for the state's budget appropriations. It is the only bill allowed to have more than one appropriation. The state Constitution requires that it be passed by a two-thirds vote of each house and sent to the governor by June 15 each year. The governor may reduce or delete, but not increase, individual items.

## **Building Fund**

A fund that districts must use only for buildings. The money comes from sources such as bonds and the sale/rental of property.

# **C**

## **Cafeteria Fund**

A separate fund used by many districts to track the income and expenses related to food service.

## **California Alternate Performance Assessment (CAPA)**

A test for students with severe disabilities who are unable to participate in the STAR program, even with accommodations. Rather than multiple-choice questions, CAPA is open-ended, with teachers assisting in recording the answers.

## **California Basic Educational Data System (CBEDS)**

Reports that contain statistics about schools, teachers, and students. CBEDS reports are collected from each school in the fall.

## **California Code of Regulations (CCR)**

Regulations that have been formally adopted by approximately 200 regulatory agencies in the state, including the State Board of Education.

## **California Department of Education (CDE)**

The CDE has several roles within the school finance system, including administering the numerous categorical programs created by both state and federal lawmakers and maintaining data related to the funding received by districts and county offices and the way those funds are spent. California's elected

superintendent of public instruction oversees the CDE and the State Board of Education acts as its policymaking body.

### **California Education Code**

A collection of all the laws directly related to California K-12 public schools. Ed Code sections are created or changed by the governor and Legislature when they make laws. Local school boards and county offices of education are responsible for complying with these provisions. The Ed Code is permissive, which means that school districts are free to take any action not specifically prohibited. Additional regulations affecting education are contained in the California Administrative Code, Titles 5 and 8, the Government Code, and general statutes.

### **California English Language Development Test (CELDT)**

A test for students whose primary language as reported by their parents is not English. These students take the CELDT upon initial enrollment and annually thereafter until it is determined that they have mastered English. At that point they are reclassified as fluent English proficient (FEP) and are no longer counted as part of a school's English learner (EL) population. The CELDT evaluates listening, speaking, reading, and writing skills.

### **California High School Exit Exam (CAHSEE)**

A state exam that California public high school students, beginning with the class of 2006, must pass in order to graduate. The exit exam is not a college entrance or honors exam. Instead, its purpose is to test whether students have mastered the academic skills necessary to succeed in the adult world. It is a pass-fail exam divided into two sections: English language arts (reading and writing) and mathematics. Sophomores, juniors, and seniors can take the test. Once students pass a section of the test, they do not take that section again.

### **California Physical Fitness Test**

A mandated statewide physical performance test administered during the spring to students in grades 5, 7, and 9. The assessment evaluates students' aerobic capacity, body composition, and muscular strength, endurance, and flexibility.

### **California Public Employees' Retirement System (CalPERS)**

A retirement fund required by state law. Classified employees and their employers (such as school districts and county offices of education) contribute. It is also referred to as Public Employees' Retirement System (PERS).

### **California School Information Services (CSIS)**

A voluntary data collection system created by California in 1997. Its goal is to enhance school districts' ability to collect data, transmit information, and transfer individual student records from school to school.

### **California Standards for the Teaching Profession (CSTP)**

Professional standards adopted by the California Commission on Teacher Credentialing in 1997 to guide teacher-preparation programs and new teacher assessments. These standards are organized around six interrelated categories of teaching practice: 1) engaging and supporting all students in learning; 2) creating and maintaining effective environments for student learning; 3) understanding and organizing subject matter for student learning; 4) planning instruction and designing learning experiences for all students; 5) assessing student learning; and 6) developing as a professional educator.

### **California Standards Tests (CSTs)**

Tests that are part of the Standardized Testing and Reporting (STAR) program and are based on the state's academic content standards: what teachers are expected to be teaching and what students are expected to be learning. They are primarily multiple choice and cover four subject areas: English language arts (grades 2-11), mathematics (grades 2-11), history/social science (grades 8, 10, and 11), and science (for grades 5, 8, 10, and high school students who are taking specific subjects like biology, chemistry, or integrated science). CSTs are criterion-referenced tests, and students are scored as "far below basic, below basic, basic, proficient, and advanced." The state goal is for every student to score at "proficient" or above. Only California students take these standards-based tests so their results cannot be compared to test scores of students in other states or nations.

## **California State Teachers' Retirement System (CalSTRS)**

A retirement fund required by state law. Certificated employees and education agencies (such as school districts and county offices of education) contribute to CalSTRS. It is also referred to as State Teachers' Retirement System (STRS).

## **California State University (CSU) System**

A four-year state university system. California operates three separate public systems for postsecondary education: two-year community colleges, the four-year California State University (CSU) system, and the most selective University of California (UC) system. There are 23 CSU campuses serving more than 400,000 students. CSU generally accepts the top one-third of high school graduates and all qualified community college transfers. Eligibility for high school seniors to enter either CSU or UC is based on the completion of 15 one-year college prep courses (referred to as A-G Courses), high school grades, performance on college-entrance exams, advanced coursework taken, and personal attributes.

## **California Work Opportunity and Responsibility to Kids (CalWORKS)**

A welfare program that gives cash aid and services to eligible needy California families. CalWORKS is a state program that is operated locally by county welfare departments.

## **Capital Outlay**

Money spent for major physical changes to a school such as new buildings, renovations, reconstruction, or certain new equipment. These investments in the physical structure of a school are expected to last for a number of years.

## **Categorical Aid/Categorical Programs**

Funds from the state or federal government granted to qualifying schools or districts for specific children with special needs, certain programs such as Class Size Reduction, or special purposes such as transportation. Special Education and Class Size Reduction are two of the largest state programs in terms of dollars. In general, schools or districts must spend the money for the specific purpose. This money is in addition to the funding schools receive for their general education program. Districts receive categorical aid in varying amounts but, on average, categorical funds represent about a third of school district income.

## **CBEST**

California Basic Educational Skills Test, which must be passed before a person can become a teacher or administrator in California.

## **Certificated/Credentialed Employees**

Employees who are required by the state to hold some type of teaching credentials, including most administrators and full-time, part-time, substitute, and temporary teachers. The requirements for a fully credentialed teacher include having a bachelor's degree, completing additional required coursework, and passing the California Basic Educational Skills Test (CBEST). However, teachers who have not yet acquired a credential but have an emergency permit are allowed to teach in the classroom and are counted in this category.

## **Charter School**

A public school operated independently under a performance agreement with a school district, a county office of education (COE), or the State Board of Education. Charter schools are funded on a per-pupil basis, freed from most state regulations that apply to school districts and COEs, usually able to hire their own teachers and other staff, and subject to closure if they fail to meet their promises for student outcomes. Charter schools were originally authorized in California in 1992 (Senate Bill 1448). Although their numbers have grown steadily since then, charter schools still constitute a small percentage of all public schools in California and serve an even smaller percentage of the state's students because charter schools tend to be relatively small.

## **Choice**

A term used to describe the right of parents to be able to choose where to send their children to school. Parents and others who support school choice have spawned the charter school, school voucher, and other school-reform movements. In accordance with a 1993 state law, California public school districts have

created intra- and interdistrict public school choice policies, whereby a student may choose to attend a participating school outside the student's neighborhood if space permits. Under the federal No Child Left Behind Act (NCLB), school districts must allow students to transfer out of consistently low-performing or persistently dangerous schools, as defined by the state.

### **Civil Rights Act of 1964**

Passed in 1964, legislation that prohibits discrimination on the basis of race or ethnicity by any program or activity that receives federal financial assistance. In years following, Title IX of the Education Amendments of 1972, Section 504 of the Rehabilitation Act of 1973, the Age Discrimination Act of 1975, and Title II of the Americans with Disabilities Act of 1990 included prohibitions on discrimination on the basis of gender, disability, and age.

### **Class Size Reduction (CSR)**

A program initiated in the 1996-97 school year for kindergarten through third grade. The state now has two programs that provide incentive funding for schools to reduce or maintain class sizes of no more than 20 students per teacher. One program covers kindergarten through third grade classes. A separate program supports smaller classes for core academic subjects in 9th grade.

### **Classified Employees**

School employees who are not required to hold teaching credentials, such as bus drivers, secretaries, custodians, instructional aides, and some management personnel.

### **Collective Bargaining**

A process for establishing a contract between a school district and its employee organizations. Senate Bill 160 (1975) defined the manner and scope of negotiations and mandated a state regulatory board. (See Public Employment Relations Board.)

### **Common Core State Standards (CCSS)**

The Common Core State Standards, often referred to as "Common Core" are a set of educational standards that describe what students should know and be able to do in English language arts and math in each grade from kindergarten through 12th grade. California is among the more than 40 states that have adopted them in an effort to establish clear, consistent educational standards across state lines. California students will begin to take standardized tests measuring their knowledge of the Common Core in spring 2015.

### **Community College**

A two-year college, also referred to as a "junior college." California operates three separate public systems for postsecondary education: two-year community colleges, the four-year California State University (CSU) system, and the most selective University of California (UC) system. In 2015, there were 112 community college campuses serving more than 2 million students. Anyone who is 18 years old or holds a high school diploma (or equivalent) is eligible to attend a community college. Students can transfer from community colleges to either the CSU or UC systems.

### **Comprehensive School Reform Demonstration Program (CSR)**

This federal program provided funding for schools to implement whole-school reform models chosen from a federally approved list. A subset of California schools receiving these funds were considered part of the Immediate Intervention/Underperforming Schools Program. Federal officials discontinued CSR (later renamed Comprehensive School Reform) in 2006.

### **Con App (Consolidated Application)**

The application districts can use to apply for about 12 state and federal categorical programs. Most, if not all, districts use the "con app" to secure funding from at least some of the programs on the application. These programs tend to be on roughly the same timeline and are relatively straightforward to apply for, such as the federal Title I program.

### **Consolidated Application**

See con app.

## **Consolidation**

The combining of two or more elementary or high school districts with adjoining borders to form a single district.

## **Consumer Price Index (CPI)**

A measure of the average change over time in the prices paid by urban consumers (about 87 percent of the total U.S. population) for a market basket of consumer goods and services. Salary adjustments and other costs can be linked to the CPI, which is sometimes used as a factor to measure inflation.

## **Content Standards**

Standards that describe what students should know and be able to do in core academic subjects at each grade level. New K-12 academic content standards were adopted by California in 1997. Because they are technically "voluntary," school districts may vary widely in the extent to which they have aligned their curriculum and teaching strategies to the new state standards. (See performance standards and standards-based reform.)

## **Core Academic Standards**

The basic academic standards that are assessed in the statewide testing system for K-12 public schools in California. They include English language arts, mathematics, science, and history/social science. The state's public universities include foreign languages and visual/performing arts as well as the subjects listed above in their core entrance requirements.

## **Corrective Action**

A plan to improve low-performing schools. Under the federal No Child Left Behind Act (NCLB), when a school or school district does not make adequate yearly progress (AYP), the state will place it under a corrective-action plan. That plan includes resources to improve teaching, administration, or curriculum. If failure continues, then the state has increased authority to make any necessary additional changes to ensure improvement.

## **Cost-of-Living Adjustment (COLA)**

An increase in funding for schools from the state or federal government due to inflation. In California, the law states that schools should receive a certain COLA based on the Implicit Price Deflator for State and Local Government Purchases of Goods and Services.

## **County Office of Education (COE)**

The agency that provides, in general, educational programs for certain students; business, administrative, and curriculum services to school districts; and financial oversight of districts. These services are affected by the size and type of districts within the county, the geographical location and size of the county, and the special needs of students that are not met by the districts. Each of California's 58 counties has an office of education.

## **Credentialing/Teacher Preparation**

A process, implemented by the state Commission on Teaching Credentialing (CTC), to certify that teachers are well prepared to enter the classroom. Most candidates must have earned a bachelor's degree in a noneducation major, passed the California Basic Educational Skills Test (CBEST), and demonstrated subject-matter competence by either passing approved college courses or the state's subject-matter exam. In addition, they must complete graduate coursework that includes classroom study and student teaching. At the end of this time, the candidate earns a Preliminary Credential, after which time the teacher has five years to earn the Professional Clear Credential by completing additional professional coursework. There are alternative routes to earning a credential, such as internship programs. (See emergency permit.)

## **Criterion-Referenced Test**

A test that measures specific performance or content standards, often along a continuum from total lack of skill to excellence. These tests can also have cut scores that determine whether a test-taker has passed or failed the test or has basic, proficient, or advanced skills. Criterion-referenced tests, unlike norm-referenced assessments, are not primarily created to compare students to each other. The goal is typically to have everyone attain a passing mark.

## **Curriculum**

The courses of study offered by a school or district. California has developed a set of standards that are intended to guide curriculum and instruction. The state also approves K-8 textbooks that reflect those standards. The ultimate decisions regarding school curriculum, however, are the responsibility of the local school board.

## **Curriculum Frameworks**

The blueprint for schools to use to implement the state-adopted content standards. In California, State Curriculum Frameworks are developed by the Curriculum Development and Supplemental Materials Commission, an advisory group, and adopted by the State Board of Education.

# **D**

## **Debt Service**

Expenditures made to pay both principal and interest on borrowed funds, including bonds.

## **Deferred Maintenance**

Major repairs or replacement of buildings and equipment. Declines in school funding over a number of years led many districts to delay preventive maintenance expenses in order to maintain education programs. As a result, some school facilities were left in a state of disrepair. The state provides some money to match local districts' funds for deferred maintenance. If districts develop a maintenance plan and set aside up to one-half of 1 percent of their general fund for deferred maintenance, the state matches that money. The money must go into a separate accounting fund.

## **Deficit Factor**

The percentage by which an expected allocation of funds to a school district or county office of education is reduced. The state may apply deficit factors to revenue limits and categorical programs when the appropriation is insufficient based on the funding formulas specified by law.

## **Developer Fees**

A charge per square foot on residential and commercial construction within a school district. These fees, charged both to developers of new properties and to property owners who remodel, are based on the premise that new construction will lead to additional students. Individual school districts decide whether to levy the fees and at what rate up to the maximum allowed by law. The maximum, adjusted for inflation every two years, is higher for residential than for commercial construction. Districts are required to substantiate the financial impact of new development and show that they have used the revenues to address that impact. Proceeds may be used for building or renovating schools and for portable classrooms.

## **Direct Services**

Services – including business, attendance, health, guidance, library, and supervision of instruction (K-8 only) – performed without cost by county offices of education for small districts, which are defined as fewer than 901 (elementary), 301 (high school), and 1,501 unified students based on ADA.

## **Direct Support Costs**

Services necessary to maintain instructional programs, including curriculum development, library, pupil support, transportation, and maintenance. Most support costs not initially identified with a program may be accumulated and then transferred at a later date as a direct support cost.

## **Disaggregated Data**

The presentation of data broken into segments, for example test scores for students from various ethnic groups instead of in the aggregate, for the entire student population. Often test data is broken into groups of students who are economically disadvantaged, from racial or ethnic minority groups, have disabilities, or have limited English fluency, thereby allowing parents and teachers to see how each student group is performing in a school.

## **District Governing Board**

The official name for the local school board.

## **Dropout**

A grade 7-12 student who left school prior to completing the school year and had not returned by Information Day (a day in October when students throughout the state and counted and enrollment is determined). Students are not considered dropouts if they receive a General Education Development (GED) or California High School Proficiency Examination (CHSPE) certificate, transfer to another high school or to a college, move out of the United States, are suspended or sick that day, or will be enrolling late.

## **Dropout Rate**

California uses two approaches for determining the number of students who drop out of high school. The one-year dropout rate is calculated using enrollment data submitted by school districts and simply indicates how many students in grades 7-12 districts reported as dropouts in a given year. The four-year derived dropout rate is an estimate of the percent of students who would drop out between ninth and 12th grade based on data collected for a single year.

# **E**

## **Early Assessment Program (EAP)**

Begun in 2004, the Early Assessment Program (EAP) was developed through a partnership between the California State University (CSU), the California Department of Education, and the California State Board of Education. High school juniors whose schools participate in EAP can choose to take expanded versions of CSTs in English language arts (including an essay) and math (algebra II and summative high school mathematics CSTs only) to determine their college readiness. The results are used by the CSU system to exempt students from college placement tests or let students know that they need additional preparation during their senior year. Growing numbers of California community colleges grant such exemptions as well.

## **Economic Impact Aid (EIA)**

State categorical funds for districts with concentrations of children who are transient, from low-income families, or need to learn English.

## **Education Article**

The article in the state's constitution that defines and describes the state's responsibility to provide public education for its citizens.

## **Elementary and Secondary Education Act (ESEA)**

The principal federal law affecting K-12 education. The No Child Left Behind Act (NCLB) is the most recent reauthorization of the ESEA. Originally enacted in 1965 as part of the War on Poverty, ESEA was created to support the education of the country's poorest children and that remains its overarching purpose. Congress must reauthorize it every 6 years. Each reauthorization of ESEA has made some changes, but NCLB was the most dramatic revision of the act since its creation. Its provisions represent a significant change in the federal government's influence in public schools and districts throughout the United States, particularly in terms of assessment and teacher quality.

## **Eligibility in the Local Context**

A program, which began in fall 2001, that guarantees the top 4 percent of students in the graduating class of every California high school eligibility for the University of California (UC) system if they have completed 11 specific college-prep courses by the end of their junior year. These courses include one history/social science, three English, three math, one laboratory science, and one foreign language, plus two other college prep (A-G) Courses. Students are admitted to a specific campus, though not necessarily their campus of choice. This policy was implemented to encourage students who have excelled academically in disadvantaged high schools to attend UC. (See Dual Admissions.)

## **Emergency Permit**

In California, a one-year permit issued to people entering the teaching profession who have not completed some of the legal requirements for a credential. Generally the intent is that the person will enroll in and complete an approved teacher preparation program. Emergency permit holders must have a college degree, pass the California Basic Educational Skills Test (CBEST), and have some subject-matter knowledge. The permit allows the person to work only in the hiring district. (See credentialing/teacher preparation.)

## **Encroachment**

The expenditure of a local education agency's general-purpose funds for mandated special-purpose programs in which the cost of providing the programs exceeds the state or federal funding provided.

## **English Language Acquisition Program (ELAP)**

A state program, along with the English Language and Intensive Literacy Program (ELILP), that funds selected schools to provide supplemental instruction, purchase special materials, and offer other services for English learners to improve their English language proficiency and literacy.

## **English Language and Intensive Literacy Program (ELILP)**

A state program, along with the English Language Acquisition Program (ELAP), that funds selected schools to provide supplemental instruction, purchase special materials, and offer other services for English learners to improve their English proficiency and literacy.

## **English Language Learner (ELL)**

See English learner (EL).

## **English Learner (EL)**

Students whose home language is not English and who qualify for extra help. EL students were formerly known as "Limited English Proficient" (LEP). (See CELDT and FEP.)

## **English Mainstreaming**

The practice of putting English learners in regular classrooms with no plan for translation or extra help. They are "mainstreamed." It is also known as "inclusion."

## **Enrollment**

A count of the students enrolled in each school and district on a given day in October. This is different from Average Daily Attendance (ADA), which is the average number of students who attended school over the course of the year. The number of pupils enrolled in the school is usually larger than the ADA due to factors such as students moving, dropping out, or staying home because of illness.

## **Equal Protection Clause of the 14th Amendment of the U.S. Constitution**

A clause in the U.S. Constitution that says that no state shall "deny to any person within its jurisdiction the equal protection of the laws." This "equal protection clause" has been used to challenge California's system of funding for public school students. For example, the *Serrano v. Priest* court case charged that a school finance system based on local property taxes did not provide children or taxpayers with equal protection under the law and was therefore unconstitutional.

## **Equalization Aid**

Funds allocated, on occasion, by the Legislature to address perceived inequalities and raise the funding level of school districts with lower revenue limits toward the statewide average based on size and type of district.

## **Equity**

The belief that state governments have an obligation to equalize students' access to educational opportunities and thus life chances. During the 1970s and 1980s, many state courts found great disparities in base per-pupil spending between high and low property-wealth districts. They mandated that these funding disparities be eradicated. In placing districts on a level playing field, the courts often invoked equal protection clauses in state constitutions.

## **Exceptional Needs**

Any needs beyond the average. These can include needs for disabled or gifted students.

## **Expenditures Per Pupil**

The amount of money spent on education by a school district or the state, divided by the number of students educated. For most purposes in California, the number of students is determined by average daily attendance (ADA). (See revenues per pupil.)

# F

## **Fair**

Without bias. A fair assessment is one that is without bias (such as socioeconomic or ethnic) and reflects what a child has been given a chance to learn. (See reliable and valid.)

## **Fees on New Development**

A charge per square foot on residential and commercial construction within a school district. These fees, charged both to developers of new properties and to property owners who remodel, are based on the premise that new construction will lead to additional students. Individual school districts decide whether to levy the fees and at what rate up to the maximum allowed by law. The maximum, adjusted for inflation every two years, is higher for residential than for commercial construction. Districts are required to substantiate the financial impact of new development and show that they have used the revenues to address that impact. Proceeds may be used for building or renovating schools and for portable classrooms. Districts can tax a portion of their districts, often new housing developments, by establishing a Mello-Roos Community Facility District or a School Facility Improvement District (SFID).

## **Fiscal Crisis and Management Assistance Team (FCMAT)**

A state-funded agency that provides fiscal advice, management assistance, training, and other related school business services, with a particular emphasis on districts facing fiscal insolvency. FCMAT operates from the office of the Kern County Superintendent of Schools under contract with the California Department of Education and the Governor's Office.

## **Fluent English Proficient (FEP)**

A designation that means a student is no longer considered as part of a school's English learner (EL) population.

## **Formative Assessment**

Any form of assessment used by an educator to evaluate students' knowledge and understanding of particular content and then to adjust instructional practices accordingly toward improving student achievement in that area. (See assessment.)

## **Free/Reduced Price Meals**

A federal program to provide food – typically lunch and/or breakfast – for students from low-income families. The number of students participating in the National School Lunch Program is increasingly being used as a way to measure the poverty level of a school or district population. The number of children in this program can affect schools' or districts' eligibility for grants or other funding aimed at helping lower-income families.

## **Funding Adequacy**

See Adequacy.

# G

## **Gann Limit**

A limit on the amount of tax money that state and local governments, including school districts, can legally spend. In November 1979, California voters approved the late Paul Gann's Proposition 4, which is called the Gann Limit. Senate Bill 1342, the implementing legislation, defined school district Gann limits in a way that has thus far minimized their impact.

## **General Fund**

The primary, legally defined fund used by the state and school districts to differentiate general revenues and expenditures from those placed in other funds for specific uses.

## **General Obligation Bonds (G.O. Bonds)**

A form of borrowing commonly used to fund school facilities. Local G.O. bonds, financed through an increase in local property taxes, can be used for renovating, reconstructing, and building new facilities and for acquiring, maintaining, and replacing equipment. School districts can seek either two-thirds or 55 percent voter approval. If

districts seek the 55 percent approval, they must meet additional accountability requirements. A simple majority of state voters can approve a state G.O. bond, which is repaid by state funds and has no impact on property tax rates. Although both state and local bonds are G.O. bonds, people often use the term "G.O. bond" to refer only to local bonds for school facilities.

### **General Purpose Funding**

Money granted to school districts for general purposes. California school districts receive general-purpose money based on a per-pupil revenue limit. They have discretion to spend this money as they see fit for the day-to-day operation of schools – including everything from salaries to the electric bill – within the constraints of certain laws and contracts with employees.

### **Gifted and Talented Education Program (GATE)**

A program that provides supplemental, differentiated, challenging curriculum and instruction to California public school students who are deemed by their districts to be intellectually gifted or especially talented in leadership or visual and performing arts.

### **Golden State Exams (GSE)**

Rigorous tests given to upper-grade students. Established in 1983, California's Golden State Exams were given to upper-grade students in a number of key academic subject areas. In 2003, the tests were limited to English language arts for 11th graders and mathematics for 9th-11th graders. The tests, which are aligned to state academic content standards, include both multiple-choice and written-response questions. State educators are considering using GSEs to determine placement in English and mathematics in the California State University (CSU) system.

### **Graduation Rate**

There are two approaches for determining the number of students who earned high school diplomas. One approach takes the number of graduates and divides it by graduates plus dropouts over the last four years. This method can overestimate the graduate rate because local schools often under-report the number of students who drop out. A second graduation rate calculation divides the number of graduates by the 9th grade enrollment four years prior. This method can underestimate the graduation rate in part because it does not account for students who graduated early, moved, or took alternative paths such as passing the California High School Proficiency Exam.

## **H**

### **Healthy Start**

A state grant program in which schools work with community organizations to provide children and families with access to health and human services, often at schools. The state approved the last round of new grants in 2002.

### **High Priority Schools Grant Program (HPSGP)**

A program created by state lawmakers in 2001-02 to support schools in the lower half of the state rankings (Deciles 1 through 5) based on the Academic Performance Index (API). However, the emphasis is on Decile 1 schools, which are at the bottom of the state's ranking system.

### **High School Exit Exam (HSEE)**

See California High School Exit Exam (CAHSEE).

### **High-Stakes tests**

Any tests that result in some kind of consequence for those who score low, some kind of reward for those who score high, or both. For example, students who pass a high school exit exam typically receive a diploma, while students who fail do not.

### **Highly Qualified Teacher**

According to the No Child Left Behind Act (NCLB), a teacher who has obtained full state teacher certification or has passed the state teacher licensing examination and holds a license to teach in the state, holds a minimum of a bachelor's degree, and has demonstrated subject area competence in each of the academic subjects in which the teacher teaches.



## **Immediate Intervention/Underperforming Schools Program (II/USP)**

A component of California's 1999 Public Schools Accountability Act (PSAA), II/USP is designed to provide assistance and intervention for schools in the bottom half of the API rankings and not meeting API improvement targets. Schools that fail to meet growth targets over time are subject to district or state interventions. Three cohorts of 430 schools were chosen – one each in 1999, 2000, and 2001 – for the three-to four-year program.

## **Impact Aid**

The federal program that provides funds to districts with children whose families live or work on federal property, such as military bases or Native American reservations. Funded through Title VIII of the No Child Left Behind Act (NCLB), this program is also called Public Law (PL) 81-874.

## **Implicit Price Deflator**

A measure of inflation used to compare expenditures over a period of time. The state uses the Implicit Price Deflator for State and Local Government Purchases of Goods and Services to calculate increases to revenue limits.

## **Inclusion**

The practice of placing students with disabilities in regular classrooms. Also known as “mainstreaming.”

## **Indirect Costs**

Agencywide general administrative costs, including fiscal, personnel/human, and data process services. Indirect costs benefit multiple objectives and cannot be readily identified with a particular final cost objective.

## **Individualized Education Program (IEP)**

A plan developed for a specific student that outlines what that student needs to learn in a specified period of time and what special services need to be provided based on the student's ability. Special Education students have IEPs that sometimes require exemptions from tests or accommodations for testing such as an exam in Braille.

## **Individuals with Disabilities Education Act (IDEA)**

A reauthorization in 1977 of the federal Education For All Handicapped Children Act of 1975. This law guarantees children with exceptional needs a free and appropriate public education and requires that each child's education be determined on an individual basis and designed to meet his or her unique needs in the least restrictive environment. It also establishes procedural rights for parents and children.

## **Inflation Factor**

An increase in funding for schools from the state or federal government to compensate for inflation. In California, the law states that schools should receive a certain cost-of-living adjustment (COLA) based on the Implicit Price Deflator for State and Local Government Purchases of Goods and Services, which is a measure of inflation used to compare expenditures over time.

## **Instructional Materials Funding Realignment Program**

A funding program created by the state in 2002-03 to pay for textbooks and related materials, including, in some cases, professional development and assessment materials. The IMFRP requires districts to provide standards-based materials for pupils by the start of the school year that begins within two years of the adoption of materials by the state for K-8 and by the district for 9-12.

## **International Baccalaureate (IB) Program and Examinations**

A rigorous, international program of study that originated in Switzerland. To be eligible for an IB exam, students must be enrolled in a school that has been accredited through the IB accreditation process and be taking the course for which they plan to take the exam. In the IB system, the exam will count for 75 percent of the course grade. Students can earn college credit from many universities for IB courses if their exam scores are high enough.

## **Intervention Programs**

In general, programs that provide extra support and resources to help improve student or school performance. In California, under the state's Public Schools Accountability Act (PSAA), schools that do not meet Academic Performance Index (API) growth targets within 12 months of implementation of an improvement plan are subject to local interventions such as the reassignment of school personnel, negotiation of site-specific amendments to collective bargaining agreements, or other changes deemed appropriate. Schools that do not meet growth targets or demonstrate "significant growth" within 24 months of implementation will be subject to state actions.

## **J**

### **J-200, J-380**

Financial (J-200) and program cost accounting (J-380) reports that school districts and county offices of education submit to the California Department of Education (CDE). When all districts converted to SACS (Standardized Account Code Structure). In 2003-04, CDE discontinued the J-200 and J-380 software.

### **J-90**

An optional salary information report that most districts and county offices of education submit to the California Department of Education (CDE). The main focus is teachers' salaries, but the J-90 also includes other certificated staff.

### **Joint Powers Agreement (JPA)**

An agreement among local education agencies (LEAs) (and/or sometimes the California Department of Education) to share services or responsibilities. A joint powers board made up of representatives of the LEAs governs the JPA.

### **Joint School Districts**

School districts with boundaries that cross county lines.

## **K**

### **K-14**

Kindergarten through community college.

## **L**

### **Large-Scale Assessments**

Tests, usually standardized, that are administered to a large population, such as all students within a state. The California Achievement Tests, Sixth Edition Survey (CAT/6), used in California, is an example of a large-scale assessment.

### **Legislative Analyst's Office (LAO)**

A nonpartisan office within the state government that gives fiscal and policy advice to the California Legislature. The LAO provides analyses of proposed and adopted state budgets and also offers the public information about state initiatives and ballot propositions.

### **Limited English Proficiency (LEP)**

See English learner.

### **Local Control and Accountability Plan (LCAP)**

A key accountability requirement of the state's Local Control Funding Formula (LCFF), the LCAP is a three-year plan, which every district must create and update annually with input from the community. The LCAP is intended to explain how the district will use state funds to improve educational outcomes for all students based on eight state priorities, with special attention to high-needs student who received additional money. The State Board of Education approved a template for the LCAP in January 2014. For more information, please see our Local Control Funding Formula Guide.

## **Local Control Funding Formula (LCFF)**

Signed into law on July 1, 2013, the Local Control Funding Formula, also known as “LCFF,” overhauls California's school finance system, replacing "revenue limits" and most "categorical funds" with a per-pupil base grant plus additional money for high-needs (low income, English learner, and foster youth) students. For more information about the new funding formula, please see our Local Control Funding Formula Guide.

## **Local Education Agency (LEA)**

A public board of education or other public authority within a state that maintains administrative control of public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a state. School districts and county offices of education are both LEAs. Sometimes charter schools function as LEAs.

## **Local Miscellaneous Revenues**

School funding from locally generated sources, such as community contributions, interest income, developer fees, and revenues from local parcel-tax elections.

## **Longitudinal Data**

Data that are tracked over time, for example achievement data for a specific student or group of students. In education, the ability to track students as they progress through the school system is seen as important for evaluating the contribution schools, specific programs, and teachers make to student performance, and for accurately tracking the progress of specific subgroups of students.

## **Lottery**

Gambling games approved by California voters in November 1984. The minimum of 34 percent of lottery revenues distributed to public schools, colleges, and universities must be used for educational purposes. Half of any increase of lottery income to school districts and community colleges – as compared to funding in the 1998-99 school year – must be used only for instructional materials. Lottery income comprises less than 2 percent of K-12 education funding annually.

# **M**

## **Mainstreaming**

The practice of placing students with disabilities in regular classrooms. It is also known as "inclusion." (See English mainstreaming.)

## **Maintenance Assessment District**

An area in which fees charged to property owners are used to provide a service of benefit to all fee payers, such as the maintenance of public parks and recreation areas. Districts must hold an election before fees are levied. It is sometimes called a “Benefit Assessment District.”

## **Mandated Costs**

School district expenditures that are required because of federal or state law, court decisions, administrator regulations, or initiative measures. Since the passage of Proposition 4 in 1979 (the Gann Limit), the California Constitution has required the repayment of mandated costs to school districts.

## **Master Plan for K-16 Education**

A long-term, strategic plan for a single, seamless system of education from prekindergarten through postsecondary education that will provide better schools and higher levels of student achievement in every school, college, and university, and will prepare students to enter the workforce. The main objectives of the plan are to focus the education system on student success and guide education policy and budget decisions over the next 20 years. This master plan has been in place since August 2002. For the most part, legislation to implement the plan has not been enacted.

## **Master Plan for Special Education (MPSE)**

California categorical program for the education of all children with disabilities, enacted in 1980 and modified frequently since then.

## **Mathematics and Reading Professional Development Program**

A program that enables districts to run their own professional development programs as long as they model their programs after the University of California (UC) Professional Development Institutes.

## **Mello-Roos Community Facility District**

A portion of a school district, often a new housing development, that can be taxed if two-thirds of property owners vote to approve it. Under Mello-Roos (or the Community Facilities District Act), which was passed in 1982, property owners pay a special tax that is not based directly on the value of the property.

## **Migrant Education**

Special federal funds for districts with students who are children of migrant workers.

## **Multiple Measures**

An approach that relies on more than one indicator to measure a student's academic strengths and weaknesses. Measures can include grades, teacher comments, collected samples of a student's work, and standardized test scores. Similarly, multiple measures can be used to evaluate school and school district performance. These might include students' standardized test scores, graduation rates, and dropout rates.

## **Multiple Subject Teaching Credential**

A credential required in California to teach elementary school. (See Reading Instruction Competence Assessment (RICA).)

## **Multitrack, Year-Round Education (MTYRE)**

Schools with classes that take place throughout the calendar year. Individual students attend school for 9 months, but on staggered schedules. Districts typically choose MTYRE to fully utilize school facilities. (A few districts have single-track, year-round education – in which students have shorter vacations spread throughout the year – for educational reasons.)

# **N**

## **National Assessment of Educational Progress (NAEP)**

A national test that is given to specific grade levels in specific subjects every other year. A small sample of students representative of the state are tested. NAEP test scores can be compared to national averages. California participates in NAEP, though not all states do. (See NAEP under Nationally Administered Tests.)

## **National Board Certification**

A certificate, awarded by the National Board for Professional Teaching Standards, attesting that a teacher possesses the skills and knowledge of accomplished teaching and meets the National Board standards. To earn a certificate, the teacher must complete a rigorous two-part assessment. The candidate must build a portfolio that provides evidence of good teaching practice. Portfolios include videotapes of classroom teaching, lesson plans, student work samples, and self-evaluative essays. In addition, a candidate participates in a day-long evaluation of his or her knowledge of curriculum design, good teaching practice, assessment of student learning, and subject matter. The two-step process takes approximately one academic year, and most candidates spend about 120 hours on assessment activities.

## **National School Lunch Program**

A federal program to provide food – typically lunch and/or breakfast – for students from low-income families. The number of students participating in this free/reduced price meal program is increasingly being used as a way to measure the poverty level of a school or district population. The number of children in this program can affect schools' or districts' eligibility for grants or other funding aimed at helping lower-income families.

## **Nationally Normed Assessment**

A test that has been administered to a national control group that reflects the demographic profile of the target population (e.g., 4th graders) throughout the country. The scores of all subsequent test-takers are then compared against the scores of this control (or "norming") group. (See Norm-Referenced Assessment.)

**NCLB Title I**

A federal program that provides funds for educationally disadvantaged students, including the children of migrant workers. Funding is based on the number of low-income children in a school, generally those eligible for the free/reduced price meals program. Title I is intended to supplement, not replace, state and district funds. The funds are distributed to school districts, which make allocations to eligible schools according to criteria in the federal law. Schools receiving Title I monies are supposed to involve parents in deciding how those funds are spent and in reviewing progress. Title I used to be called "Chapter One." Part A provides basic grants for school improvement, while Part B focuses on helping schools improve their reading programs. Parts C through I provide funding for a variety of purposes, including advanced placement programs and dropout prevention. (See No Child Left Behind Act (NCLB), Schoolwide Programs, and Targeted Assistance Programs (TAPs).)

**NCLB Title II**

A section of the federal No Child Left Behind Act (NCLB) that provides funding to prepare, train, and recruit high-quality teachers and principals. It also includes grants to integrate technology into the classroom.

**NCLB Title III**

A section of the federal No Child Left Behind Act (NCLB) that provides funding for language instruction for English learner (EL) and immigrant students. This funding is on top of any Title I funding a school might receive. It includes specific assessment and parent notification requirements.

**NCLB Title IV**

A section of the federal No Child Left Behind Act (NCLB) that provides grants for out-of-school programs aimed at keeping students safe and supporting academic achievement. Title IV includes funding for the 21st Century Community Learning Centers and the Safe and Drug Free Schools and Communities programs.

**NCLB Title IX**

A section of the federal No Child Left Behind Act (NCLB) that covers general provisions and contains some additions and revisions to previous reauthorizations of the Elementary and Secondary Education Act (ESEA). NCLB is the 2002 reauthorization of ESEA.

**NCLB Title V**

A section of the federal No Child Left Behind Act (NCLB) that promotes informed parental choice and innovative programs by providing grants to support innovative programs (Part A) and public charter schools (Part B). It also includes an incentive program to help charter schools meet their facility needs.

**NCLB Title VI**

A section of the federal No Child Left Behind Act (NCLB) that provides funding to promote flexibility and accountability. Part A provides funds for states to improve the quality, validity, and reliability of their testing systems. It also allows districts to transfer funds among certain titles to most effectively meet student needs. Part B provides extra grant funds and flexibility to school districts that are located in rural areas and serve fewer than 600 students.

**NCLB Title VII**

A section of the federal No Child Left Behind Act (NCLB) that covers Indian, Native Hawaiian, and Alaska Native Education.

**NCLB Title VIII**

A section of the federal No Child Left Behind Act (NCLB) that provides impact aid to school districts with children whose families live or work on federal property, such as military bases or Native American reservations.

**NCLB Title X**

A section of the federal No Child Left Behind Act (NCLB) that includes repeals, redesignations, and amendments to other statutes.

## **Necessary Small Schools**

Schools that need to have small populations, usually because they are in sparsely populated areas or serve special populations (such as Juvenile Court schools). These schools receive extra funding because they cannot realize economies of scale.

## **No Child Left Behind Act (NCLB)**

The 2002 reauthorization of the Elementary and Secondary Education Act (ESEA). Originally passed in 1965, ESEA programs provide much of the federal funding for K-12 schools. NCLB's provisions represent a significant change in the federal government's influence in public schools and districts throughout the United States, particularly in terms of assessment, accountability, and teacher quality. It increases the federal focus on the achievement of disadvantaged pupils, including English learners and students who live in poverty, provides funding for "innovative programs" such as charter schools, and supports the right of parents to transfer their children to a different school if their school is low-performing or unsafe.

## **Norm-Referenced Assessment**

An assessment in which an individual or group's performance is compared to a larger group. Usually the larger group is representative of the cross-section of all U.S. students. (See Nationally Normed Assessment.)

# O

## **Object Codes**

In school district budgets, object codes are used to classify revenues and expenditures. For revenues, the object code identifies the general source and type of funds. For expenditures, it identifies the type of item or service being purchased.

## **Office of Public School Construction (OPSC)**

The agency that implements and administers the School Facility Program and other programs of the State Allocation Board (SAB). OPSC also verifies that all school districts applying for state funding to modernize or build new facilities meet specific criteria based on the type of funding requested.

## **Opportunity To Learn (OTL)**

The standards that measure the extent to which key educational resources – such as experienced teachers, adequate materials, rigorous courses, and safe, clean, uncrowded facilities – are provided at a school site. Providing an "opportunity to learn" helps abolish the achievement gap by making sure students and school staff have what they need to be successful at high levels. In the broadest sense, it means encouraging learning and development by making up the difference between what the most and the least privileged children have.

## **Other Outgo**

Outlays for debt service, transfers between funds within a district, and transfers to other agencies.

# P

## **Parcel Tax**

In California, an assessment on each parcel of property – not based on assessed value – that must be approved by two-thirds of the voters in a school district. When proposing parcel tax elections, districts indicate how the money will be used. Money from parcel tax elections is generally used for educational programs, not for school construction or renovation, which is normally financed through a general obligation bond measure.

## **Parent/School Compact**

Under the No Child Left Behind Act (NCLB), a written agreement of shared responsibility that defines the goals and expectations of schools and parents as partners in the effort to improve student achievement.

## **Per Capita Personal Income**

Total personal income from all sources prior to taxation, divided by the number of residents in, for example, a state.

## **Percentile Ranks**

One way to compare a given child, class, school, or district to a national norm. Students in the first percentile are outranked by everyone who took the test. Students in the 99th percentile outrank everyone. Students at the 50th percentile are exactly in the middle. Percentiles are ranks, not scores. The California Achievement Tests Sixth Edition Survey (CAT/6) is a nationally normed test used in California.

## **Performance Assessment**

A test that requires students to generate a response to a question rather than choose it from a set of possible answers provided for them. Examples of performance assessments (also sometimes referred to as “alternative or authentic assessment”) include essay questions, portfolios, and demonstrations. (See Assessment.)

## **Performance Incentive**

Any incentive, monetary or other, used to encourage teachers, administrators, and other school staff to increase the academic achievement of their students. (See Bonus/Performance Pay.)

## **Performance Standards**

Standards that describe how well or at what level students should be expected to master the content standards. For example, while content standards may say that all 8th graders should learn algebra I, performance standards would say what level of mastery of algebra I is necessary for promotion to the next grade (or for achievement with honors). (See Content Standards and Standards-Based Reform.)

## **PL 81-874 (Public Law 81-874)**

The federal program that provides funds to districts with children whose families live or work on federal property, such as military bases or Native American reservations. (See Title VIII.)

## **PL 94-142 (Public Law 94-142)**

A federal law that mandates a "free and appropriate" education for all children with disabilities. (Also see Individuals with Disabilities Education Act (IDEA).)

## **Portfolio Assessment**

A collection of various samples of a student's work. A student portfolio assessment can include writing samples, examples of how the student solved mathematical problems, results of scientific experiments, etc. The evaluation of this work, typically done by a classroom teacher, can be conducted systematically based on established content and performance standards. (See Assessment.)

## **Position Control**

A function that coordinates and authorizes positions in accordance with established district policies and procedures. This function is useful for budget development and the preparation of salary projections within a district.

## **Preliminary Credential**

A credential that can be earned by both administrators and teachers after they complete a number of requirements. The Preliminary Credential is valid for 5 years, during which time the teacher or administrator is expected to pursue a Professional Clear Credential. Among other requirements for a Preliminary Credential, teachers must earn at least a bachelor's degree, pass the CBEST, and complete an approved teacher-preparation program. Among other requirements for a Preliminary Credential, administrators must pass the CBEST, complete at least 3 successful years in teaching or pupil services, and complete an approved program of administrator preparation or internship. However, in 2002, the state offered administrators a fast-track alternative: the School Leaders Licensure Assessment (SLLA). In addition, administrative services interns can obtain a Preliminary Credential by participating in an approved, one-year in-service training program.

## **Principal Apportionment**

Funding from the State School Fund for school districts, county offices of education, and charter schools. The Advance Principal Apportionment is certified by the superintendent of public instruction in July of each school year, followed by the First Principal Apportionment (P1) in February, and the Second Principal Apportionment (P2) in June.

## **Principal Training Program**

A program, created by California's Principal Training Act (Assembly Bill 75), that provides districts with incentive funding to offer professional development for school site administrators using State Board of Education-approved providers. The Principal Training Program consists of three modules: Leadership & Support of Student Instructional Programs; Leadership & Management for Instructional Improvement; and Instructional Technology to Improve Pupil Performance.

## **Professional Clear Credential**

A credential that can be completed after obtaining a Preliminary Credential. Teachers and administrators have five years to complete the requirements for a Professional Clear Credential. For teachers, those requirements include participation in a formal induction program. For administrators, those requirements include an individualized, approved course of advanced study and two full-time years as a California school administrator.

## **Professional Development**

Programs that allow teachers or administrators to acquire the knowledge and skills they need to perform their jobs successfully. Often these programs are aimed at veteran teachers to help them update their skills and knowledge. Researchers have found that effective professional development focuses on academic content and requires adequate time, resources, and working conditions. Examples in California are the University of California (UC) Professional Development Institutes and Mathematics and Reading Professional Development Program. (See Principal Training Program.)

## **Proficiency**

Mastery or ability to do something at grade-level. In California, students take California Standards Tests (CSTs) and receive scores that range from "far below basic" to "advanced." The state goal is for all students to score at "proficient" or "advanced."

## **Program Improvement**

An intervention under the No Child Left Behind Act (NCLB). Schools and districts that receive federal Title I funds enter Program Improvement when – for two years in a row – they do not make adequate yearly progress (AYP) toward the goal of having all students become proficient in English language arts and mathematics by 2013-14. Each state, with federal approval, sets measurements of what is considered AYP each year. Once a school makes AYP for two years in a row, it can leave Program Improvement. NCLB lists a series of increasingly serious interventions for schools that remain in Program Improvement. These begin with revising a plan for the school and giving parents the option to transfer their students to schools that are not in Program Improvement, with transportation provided. The second year adds providing professional development to teachers and staff and offering tutoring to students from low-income families. If a school hasn't made adequate yearly progress in four years, it could face significant restructuring or takeover in the fifth year. Schools that do not receive Title I funds are not subject to Program Improvement even if they do not make AYP.

## **Property Tax**

A tax on local residential and commercial property that is part of a school district's income based on a formula set by the Legislature and signed by the governor in 1978. These taxes, which vary by district, are part of the district's revenue limit income. (See Revenue Limit.)

## **Proposition 13**

An amendment to the California Constitution passed by voter initiative in June 1978 that limits property taxes to no more than 1 percent of full assessed value (plus any additional rates approved by local voters, such as general obligation bonds). Annual increases in assessed value are capped at 2 percent or the percentage growth in the state's Consumer Price Index (CPI), whichever is less. For individual properties, the assessed value is also raised when new construction or the sale of property occurs (with a few exceptions). Proposition 13 and implementing legislation caused a shift in support for schools from local property taxes to state general funds. Local voters can levy a uniform dollar tax per parcel of land, but they cannot increase property taxes based on value with one exception. In 1986, authority for school districts to levy taxes for general-obligation (G.O.) bonds for school construction or renovation was reinstated. Because Proposition 13 drastically reduced property taxes, they are no longer the major source of school funding. Until 1978, property

taxes furnished about two-thirds of education's revenues. Proposition 13 caused a nearly exact flip-flop when the Legislature bailed out school districts with state funds. The governor and Legislature also took over the allocation of local property taxes to schools, cities, counties, and special districts.

### **Proposition 30**

A California ballot measure approved by voters on November 6, 2012, by a margin of 55 to 45 percent, Prop. 30 helped prevent further cuts to education by temporarily raising the personal income tax for California residents with an annual income over \$250,000 and increasing in the state sales tax by 0.25 percent. For more information, see our Prop. 30 infographic.

### **Proposition 39 (2000)**

An amendment to the California Constitution passed by voter initiative in November 2000. It added the option of a lower voter-approval threshold (55 percent vs. two-thirds) for local school district general-obligation (G.O.) bonds. If districts choose to seek 55 percent instead of two-thirds approval, they have added requirements involving financial and performance accountability.

### **Proposition 49**

An amendment to the California Constitution passed by voter initiative in November 2002. It modified and expanded the existing state after-school programs. Beginning in 2004-05, any funding increases to the After School Education and Safety Program must come from outside of Proposition 98 funds. Without voter approval, lawmakers can only reduce funding to the program if they also reduce Proposition 98 funds by the same percentage.

### **Propositions 98 and 111**

Voter-approved initiatives that amended the California Constitution in 1988 and 1990 to guarantee a minimum amount of funding from property and state taxes for K-14 (kindergarten through community college) education each year. This guarantee of a minimum funding level is unique in the nation. The propositions included formulas for calculating the guarantee under different economic conditions. Proposition 98 also mandated School Accountability Report Cards (SARC) that cover at least 13 required topics such as test scores, dropout rates, and teacher qualifications. (Other topics have since been added.)

### **Public Employees' Retirement System (PERS)**

A retirement fund required by state law. Classified employees and their employers (such as school districts and county offices of education) contribute. It is also referred to as California Public Employees' Retirement System (CalPERS).

### **Public Employment Relations Board (PERB)**

A five-person board appointed by the governor that regulates collective bargaining between public employees (including school district and county office of education employees) and employee organizations.

### **Public Schools Accountability Act (PSAA)**

A law that outlines a comprehensive process for measuring schools' academic performance and ranking schools based on that performance. When schools fall short of the expectations, the state may intervene, first with assistance and later with sanctions. The PSAA, which was enacted in 1999, has three main components: the Academic Performance Index (API), the Immediate Intervention/Underperforming Schools Program (II/USP), and the Governor's Performance Award Program (GPA).

### **Pupil Weighting**

A system of distributing funds – through the state to districts, county offices of education, or schools – that provides more or less money based upon the educational or social conditions of students in a school or district.

### **Pupil-Teacher Ratio**

The total student enrollment divided by the number of full-time equivalent teachers. This ratio is usually smaller than average class size because some teachers, such as reading specialists, work outside the classroom. The pupil-teacher ratio is the most common statistic for comparing data across states.

# R

## **Raw Score**

The number of questions answered correctly on a test, particularly a multiple-choice test. Because the test questions are not equally difficult, this information is of limited use.

## **Reading Instruction Competence Assessment (RICA)**

An assessment that teachers must pass to receive a Multiple Subject Teaching Credential: a requirement for teaching elementary school in California.

## **Regional Occupational Center/Regional Occupational Program (ROC/ROP)**

A center or program established by a school, district, group of districts, or county office of education that provides training for entry-level jobs, job-related counseling, and upgrading of skills for youths 16 and older and some adults. Collectively, they offer courses in more than 100 different career areas as diverse as forensic science, engineering, manufacturing, technology, automotive technology, graphic design, digital pre-press, and health care.

## **Rehabilitation Act of 1973 (Section 504)**

A law that says that no qualified person shall, on the basis of a disability, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity that receives or benefits from federal financial assistance. The Office for Civil Rights of the Department of Education (OCR) enforces this law for all elementary, secondary, and postsecondary schools. The OCR prohibits specific discriminatory activities, such as the assignment of students with disabilities to segregated classes or facilities. (In elementary and secondary schools, students with disabilities may be assigned to separate facilities or courses only when such placement is necessary to provide them equal educational opportunity and when the separate facilities and services are comparable to other facilities and services.)

## **Reliable**

In testing, a measure of consistency. For example, if someone took the same test on two different days, scores on both tests should be similar. (See Fair and Valid.)

## **Reserves**

Funds set aside in a school district budget to provide for future expenditures, to offset future losses, for working capital, or for other purposes.

## **Restricted/Unrestricted**

In the General Fund budget, the designation of a revenue or expenditure as being for specific (restricted) or general (unrestricted) purposes. Some revenue limit sources may be posted as restricted and some categorical program sources (such as K-3 Class Size Reduction) may be posted as unrestricted.

## **Retention**

The act or policy of holding students back from advancing to the next grade level if they do not meet established performance standards. (See Social Promotion.)

## **Revenue Limit**

The amount of general purpose money districts receive per pupil (ADA) from a combination of state taxes and local property taxes. Categorical aid for specific programs and students is granted in addition to revenue limit income. The Legislature came up with the revenue limit concept to create a more equal distribution of monies for schools. Originally, revenue limits were calculated for each district based on historical spending patterns and varied considerably.

## **Revenues Per Pupil**

The total amount of revenues from all sources allocated to K-12 education, divided by the number of students as determined, most often, by average daily attendance (ADA). The formula for revenues per pupil is based on the amount budgeted by the state rather than on what is actually spent by districts and the state to provide services. (See Expenditures Per Pupil.)

# S

## **Sampling**

In education research, administering a test to and analyzing the test results of a set of students who, as a group, represent the characteristics of the entire student population. Based on their analysis of the data of the representative sample, researchers, educators, and policymakers can infer important trends in the academic progress of an individual or group of students.

## **SAT**

A test administered by the national College Board and widely used throughout the country as a college entrance examination. National and state averages of scores from the SAT I Reasoning Test (formerly called the Scholastic Aptitude Test) are published annually. In California, the University of California system uses an index of SAT I and SAT II (math, English, and a third subject that a student chooses) test scores plus a student's grade point average for admission to its campuses for freshmen. The SAT I is also required for some students seeking admission to the California State University system.

## **SAT-9**

See Stanford-9.

## **Scaled Score**

An adjustment of raw scores that differentiates among the test items by, for example, giving more weight to hard questions and less weight to easy questions across all grade levels. Unlike other types of scores, the scaled score has the same meaning in terms of achievement for each grade, making it the best indicator of a student's growth from one year to the next.

## **School Accountability Report Card (SARC)**

An annual report on specified aspects of a school's operation, which is required as part of Proposition 98. Other state legislation and the federal No Child Left Behind Act (NCLB) also require SARCs. (See Propositions 98 and 111.)

## **School Assistance and Intervention Team (SAIT)**

A group of people knowledgeable in school leadership and curriculum assigned to work with a school that has not made an acceptable level of academic progress while in the Immediate Intervention/Underperforming Schools Program (II/USP) or under the High Priority Schools Grant Program (HPSGP).

## **School Board**

A locally elected group, usually between three and seven members, who set fiscal, personnel, instructional, and student-related policies. The number of board members relates to the size of the district. A school district governing board also provides direction for the district, hires and fires the district superintendent, and approves the budget and contracts with employee unions. By law, every school district in California is governed by a locally elected school board.

## **School District**

A local education agency directed by an elected local board of education that exists primarily to operate public schools. In California, there are three types of school districts: elementary, high school, and unified. An elementary district is generally kindergarten through eighth grade (K-8), high school is generally grades 9 through 12, and unified is kindergarten through 12th grade (K-12).

## **School Facility Improvement District (SFID)**

A portion of a school district that is taxed through a general obligation (G.O.) bond based on the value of the property and approved by the voters in that portion of the district being taxed. When SFIDs were created in 1998, they required two-thirds voter approval. In July 2001, the Legislature added the option of a 55 percent voter approval threshold with the additional accountability provisions of Proposition 39. Typically, SFIDs involve new housing developments that create additional facility needs for the school district.

## **School Foundation**

A tax-exempt organization – also referred to as an education foundation – established to raise funds and receive gifts and grants in support of a school district or an individual school.

## **School Improvement Program (SIP)**

A plan for an improved education program developed by a school site council composed of staff, parents, and students (high schools only). Initiated in the late 1970s, SIP programs are in the vast majority of California schools. SIP is one of the few categorical programs that provides discretionary money directly to schools. Typical uses are for instructional aides, classroom materials, technology, and staff development.

## **School Leaders Licensure Assessment (SLLA)**

A fast-track credentialing process created in 2002 in order to encourage more educators to become administrators in California. For the Preliminary Credential, candidates can instead pass the School Leaders Licensure Assessment (SLLA).

## **School Site Council**

Parents, students (high schools only), teachers, and other staff selected by their peers to prepare a school improvement plan and to assist in seeing that the planned activities are carried out and evaluated. Such a council is required when a school receives funding for a School Improvement Program (SIP) or through Title I.

## **Schoolwide Programs**

A program that uses Title I money to support comprehensive school improvement efforts and to help all students, particularly low-achieving and at-risk students, meet state standards at particular schools. To qualify as a Title I schoolwide program, at least 40 percent of a school's students must be considered low income. Schoolwide programs can provide Title I services and support to all of the children in the school, regardless of income level. Schoolwide programs have more flexibility than targeted assistance programs (TAPs) when using Title I funds. For example, schools operating schoolwide programs can combine Title I funds with other federal, state, and local funding to finance a more comprehensive approach to improving student achievement.

## **Scientifically Based Research**

Research that involves the application of rigorous, systemic, and objective procedures to obtain reliable and valid knowledge relevant to educational activities and programs.

## **Scope of Bargaining**

The range of subjects negotiated between school districts and employee organizations during collective bargaining. In California, scope includes matters relating to wages, hours, and working conditions. The Public Employment Relations Board (PERB) is responsible for interpreting disputes about scope.

## **Section 504**

A section of the federal Rehabilitation Act of 1973 that protects "handicapped" individuals from discrimination based on their handicap by employers, educational institutions, or programs that receive federal funds. Section 504 defines an "individual with a handicap" more broadly than the Individuals with Disabilities Act (IDEA) and in some circumstances provides additional rights not available under IDEA. (See Rehabilitation Act of 1973.)

## **Seniority**

A statutory system for protecting the job security of employees with the longest periods of service in a district or county office of education. With few exceptions, the seniority list is used to determine which employees will be the first to be laid off or rehired.

## **Serrano Band**

A specific range of per-pupil funding. Under the *Serrano v. Priest* case, the courts required the California Legislature to reduce differences in general-purpose funding to \$100 per student adjusted annually for inflation, called the Serrano band. The Serrano band was about \$350 per student in 2004. The *Serrano v. Priest* court case began in 1968 and was one of the first lawsuits to challenge the U.S. tradition of funding public schools through local property taxes, saying that approach was unconstitutional based on equal

protection under the law. The case was settled in the mid-1970s. The Serrano band is based on a system of "revenue limits" or general-purpose funding allocated on a per-pupil basis to provide for the day-to-day operation of the school district. Categorical aid for special programs or students is excluded. The court accepted different revenue limits for large and small elementary, high school, and unified districts, effectively creating six separate Serrano bands. The guiding principle was that high school programs were costing more to operate and thus needed a higher level of funding per pupil. Small school districts also receive more funds because they cannot take advantage of some of the economies of scale their larger counterparts enjoy.

### **Serrano v. Priest**

A California court case-begun in 1968 and settled in the mid-1970s-that challenged the inequities created by the U.S. tradition of using property taxes as the principal source of revenue for public schools, saying the wide discrepancies in school funding because of differences in district wealth represented a denial of equal opportunity. In response, legislators passed Senate Bill 90 in 1972, creating the revenue limit system that put a ceiling on the amount of general-purpose money each district could receive.

### **Sheltered English Immersion**

An approach to learning English that features instruction in English for students who are at least intermediate speakers of English. Teachers use specific techniques to make the subject understandable to those still learning English.

### **Shortfall**

An insufficient allocation of money, requiring an additional appropriation or resulting in a deficit.

### **Significant Subgroup**

A group of students based on ethnicity, poverty, English learner status, and Special Education designation. Under both California and federal accountability rules, various data must be reported for significant subgroups of students. To be considered "significant," a subgroup must include either 100 students or a smaller number if they represent at least 15 percent of the overall school population. For the state's Academic Performance Index (API), the smaller number is 30. Under the federal No Child Left Behind Act (NCLB), the smaller number is 50.

### **Single Plan for Student Achievement**

A required plan for schools that participate in any state or federal program included in the state's consolidated application. The plan, which is developed by the school site council, must describe how the school will spend the funds received through the consolidated application to improve student achievement. The school district governing board must review and approve the plan. This replaced the disparate plans required for some state and federal programs.

### **Single Subject Credential**

A credential required to teach middle or high school in California.

### **Small Districts**

For revenue limits, an elementary district with fewer than 101 students (based on average daily attendance or ADA), a high school district with fewer than 301 students based on ADA, and a unified (K-12) district with fewer than 1,501 students based on ADA. For some other purposes, a small elementary district is defined as fewer than 901 (ADA). In California, more than 40 percent of districts have fewer than 1,000 students.

### **Social Promotion**

The policy of promoting students from one grade to the next with their age group rather than based on the student's performance. (See Retention.)

### **Socioeconomically Disadvantaged**

Students whose parents do not have a high school diploma or who participate in the free/reduced price meal program because of low family income.

## **Spanish Assessment of Basic Education, Second Edition (SABE/2)**

A norm-referenced assessment required for all Spanish-speaking students in grades 2-11 who have been enrolled in California schools for less than one year. SABE/2 is part of STAR. It covers Spanish language arts and mathematics. Students are compared to a sample of students from the 12 states with the highest numbers of Spanish-speaking students (including California). Based on this comparison, students will receive percentile ranks for each subject. Districts may choose to bear the cost of administering the test to additional Spanish-speaking students because they believe it will more accurately reflect what basic skills and content the student has learned as opposed to how well they understand test questions written in English. Standards-based Tests in Spanish (STS) are now given to the students who used to take SABE 2;

## **Special Education**

Programs to identify and meet the educational needs of children with emotional, learning, or physical disabilities. Federal law requires that all children with disabilities be provided a free and appropriate education according to an Individualized Education Program (IEP) from infancy until 21 years of age.

## **Special Education Local Plan Area (SELPA)**

A regional group for purposes of administering Special Education services effectively and efficiently. Districts are organized into SELPAs: some are countywide, a single large district, or part of a district, and some combine several smaller districts.

## **Specialist Credential**

A credential required for those who teach reading, Special Education, or instruction of English learners.

## **Split Roll**

A system of taxing business and industrial property at a different rate from residential property.

## **Standardized Account Code Structure (SACS)**

A comprehensive system of accounting and reporting school district revenues and expenditures. As of 2003-04, all school districts use SACS, which gives them a variety of ways to track and report financial information, including by specific programs and functions.

## **Standardized Test**

A test that is in the same format for all takers. It often relies heavily or exclusively on multiple-choice questions. The testing conditions – including instructions, time limits, and scoring rubrics – are the same for all students, though sometimes accommodations on time limits and instructions are made for disabled students. Reporting of scores to parents, students, or schools is the same. The procedures used for creating the test and analyzing the test results are standardized.

## **Standardized Testing and Reporting (STAR) Program**

A statewide testing system that was enacted in 1997 and required the State Board of Education to select one nationally published test for second- through 11th-grade public school students and to publicize school district and state scores on the Internet in July every year. STAR now has three elements: 1) California Standards Tests (CSTs), which are based on the state's academic content standards; 2) California Achievement Tests, Sixth Edition Survey (CAT/6), a nationally normed, standardized, multiple-choice, basic-skills test that is given only to third and seventh graders; and 3) *Aprénda 3, La prueba de logros en español, Tercera edición*, a norm-referenced test that is administered to Spanish-speaking English learners who have been in school in the United States fewer than 12 months when tested or who were receiving instruction in Spanish regardless of how long they have been in school in the United States. The *Aprénda 3* is gradually being replaced by a designated primary language test. California only administers tests in Spanish for this purpose. That test is known as the Standards-based Tests in Spanish (STS). Student achievement on certain STAR tests largely determine a school's statewide ranking.

## **Standards**

Degrees or levels of achievement. The "standards movement" began as an informal effort grown out of a concern that American students were not learning enough and that American schools did not have a rigorous curriculum. The U.S. Congress adopted this concept more formally with its 1994 reauthorization of the federal Title I program. (See also Content Standards and Performance Standards./;.)

## **Standards-Based Reform**

A recent shift in education policy and school reform toward reaching consensus on and establishing standards for what students need to know and be able to do at each grade or developmental level. While the momentum for standards-based education is well on its way, tension still exists over how much influence national, state, or local policy makers should have over setting the standards. Although a strong backlash to national control continues, a growing number of states are taking on this responsibility, including California.

### **Stanford-9 (SAT-9)**

A test, also called the SAT-9, that is officially known as the "Stanford Achievement Test, Ninth Edition Form T" and is published by Harcourt Brace Educational Measurement. It is a standardized, nationally normed, multiple-choice test that measures basic skills in math, reading English, and other areas. The Stanford-9 was adopted by California in 1997 for a five-year period as its statewide student performance test in grades 2-11. It was replaced by the CAT/6 in 2003. (See Standardized Testing and Reporting (STAR) Program.)

### **State Allocation Board (SAB)**

A regulatory agency that controls most state-aided capital outlay and deferred maintenance projects and distributes funds for them.

### **State Education Agency (SEA)**

The agency primarily responsible for the supervision of a state's public elementary and secondary schools, such as the California Department of Education (CDE).

### **State Fiscal Stabilization Fund (SFSF)**

Part of the American Recovery and Reinvestment Act or federal stimulus. The education component of this fund is the largest, and California's share was \$3.243 billion. The federal government expects states to use these one-time funds to prevent layoffs and promote reform in four areas under ARRA.

### **State Superintendent of Public Instruction (SPI)**

Elected on a statewide, non-partisan ballot, the superintendent of public instruction (also called the state superintendent) is in charge of running the California Department of Education. County offices of education are required to inform the state superintendent of approval or disapproval of all school district budgets.

### **State Teachers' Retirement System (STRS)**

A retirement fund required by state law. Certificated employees and education agencies (such as school districts and county offices of education) contribute to STRS. It is also referred to as California State Teachers' Retirement System (CalSTRS).

### **Sunseting**

The termination of statutes and regulations (but not necessarily the funding) for a categorical program. A schedule for the Legislature to consider the sunset of most state programs is part of the laws that created the programs.

### **Supplemental Grants**

Money given to some school districts by the state, typically to districts that are less challenged than those receiving Economic Impact Aid (EIA). In some districts these grants supplement revenue limits, while in others they go to specific programs.

### **Supplemental Services (under NCLB)**

Additional learning opportunities, such as tutoring services, that must be provided to students from low-income families who are attending schools that have not met annual performance goals for two years in a row under the No Child Left Behind Act (NCLB). Parents can choose the appropriate services for their child from a list of approved providers. The school district pays for the services. (See Adequate Yearly Progress.)

### **Systemic Reform**

See standards-based reform.

# T

## **Targeted Assistance Programs (TAPs)**

Programs that operate at schools not eligible for, or those choosing not to run, a schoolwide program under Title I. Using Title I money, TAPs provide services only to eligible children identified as having the greatest educational need. School staff members determine which services and activities will be provided to which students. Non-Title I students are not eligible to receive Title I services in a TAP school.

## **Teacher Peer Assistance and Review Program (PAR)**

A law, enacted in March 1999, that encourages designated consulting teachers to assist as well as be involved in the performance evaluation of their peers. Each district develops implementation details of the program through their collective bargaining process. The local program is overseen by a joint teacher-administrator peer review panel, which selects consulting teachers for the program and makes recommendations to the school board about participants in the program.

## **Teaching as a Priority (TAP)**

A state program created in 2000-01 that provided funding so districts could offer teachers incentives to work in low-performing schools. On the advice of the education community, lawmakers eliminated the program in 2003-04 because the program was generally seen as not having the level of impact lawmakers had hoped it would.

## **Tenure**

A system of due process and employment guarantee for teachers. After serving a two-year probationary period, teachers are assured continued employment in the school district unless carefully defined procedures for dismissal or layoff are successfully followed.

## **TIMSS (Third International Mathematics and Science Study)**

A third attempt by educators to compare achievement in mathematics and science across nations. Although criticized by some as lacking reliability, it is the largest, most recent, and best-controlled study of its sort. TIMSS administered tests to students in 26 countries at grade 4 and 41 countries at grade 8. Depending on the specific test, it was administered to up to 21 countries at the final year of secondary school. (It is called the final year because, in many instances, it does not correspond to 12th grade in the United States.)

## **TRANS (Tax Revenue Anticipation Notes)**

Short-term loans that school districts can use to address a cash flow problem created when expenditures must be incurred before tax revenues are received.

## **Transitional Bilingual Education**

A teaching approach that uses the child's native language only to the extent necessary to help him or her learn English and subject matter. Bilingualism is not a goal, and little or no effort is made to develop or maintain the child's home language.

## **Tuition Tax Credit**

A reduction in state or federal income tax to offset a specified amount of money for private education tuition.

# U

## **Unification**

Joining together of all or part of an elementary school district (grades K-8) and high school district (grades 9-12) to form a new unified school district (grades K-12) with a single governing board.

## **Unionization**

Joining together of two or more elementary or high school districts to form a single elementary (grades K-8) or high school district (grades 9-12).

## **University of California (UC) System**

The most selective of three public systems for postsecondary education in California. Those three systems include: two-year community colleges, the four-year California State University (CSU) system, and the most selective University of California (UC) system. In 2015, UC had 10 campuses with an enrollment of more than 236,000. UC traditionally accepts the top 12.5 percent of high school students and qualified community college transfers. Eligibility for high school students to enter is based on the completion of 15 one-year college prep courses (referred to as A-G Courses), high school grades, performance on college-admissions exams, advanced coursework taken, and personal attributes. Beginning in fall 2001, the top 4 percent of students in the graduating class of every high school are eligible for UC if they have completed 11 specific college-prep courses by the end of their junior year. Under this program, called Eligibility in the Local Context, students are admitted to a specific campus, though not necessarily their campus of choice. Beginning in fall 2003, the Dual Admissions policy gives students who rank between 4 percent and 12.5 percent at their high schools provisional admission to a specific UC campus after first attending a community college. The student must also have completed any nine college-prep courses by the end of 11th grade. These two policies are meant to encourage students who have excelled academically in disadvantaged high schools to attend UC.

## **V**

### **Valid**

An adjective that describes the efficacy of a test. Tests can have content validity, criterion validity, construct validity, consequential validity, and face validity. A test has content validity if it measures what it says it is measuring. Criterion validity, also called “predictive validity,” occurs if a test predicts something that the test administrators are interested in predicting. For example, the SAT is meant to predict freshman grades in college. Construct validity is used to measure psychological constructs such as intelligence, anxiety, or self-esteem. If a test measures these constructs as it says it is measuring them, it has construct validity. Consequential validity refers to the consequences of a test or inferences made from the test. For example, the consequence of a number of students failing a test may be that teachers change their curriculum. A test has face validity if it appears appropriate or relevant to the test-taker. If a test does not have face validity, the test is compromised and that can affect other kinds of validity as well. (See Fair and Reliable.)

### **Value-added systems of accountability**

Models that attempt to measure the value added by an individual teacher or school to students' performance over time. Usually this is done through data analysis comparing a student's test scores to the same student's scores from the previous year. The improvement in the score over what would normally be expected is considered to be the value added by the school or teacher.

### **Vergara v. California**

In 2012, a non-profit organization, Students Matter, filed Vergara v. California: a lawsuit claiming five teacher employment laws disproportionately hurt poor and minority children by forcing on them the state's worst-performing teachers. In June 2014, a California judge struck down all five laws, including a permanent employment statute, informally known as “tenure,” giving teachers due-process rights after two years of probation; three statutes that outline complex procedures to dismiss teachers; and the layoff statute, known as “LIFO” for “Last In, First Out,” mandating layoffs by seniority with some exceptions for teachers with hard-to-find expertise. The state and the state's two largest teachers unions plan to appeal the decision.

### **Voucher**

A promise of payment from the state for all or part of a student's education expenses at a school of the student's choice. This term is generally used for the certificates or promises that governments provide public school students so they can attend private schools of their choice.

## **W**

### **Waiver**

Permission from the State Board of Education (SBE) to set aside the requirements of an Education Code provision or administrative regulations upon the request of a school district. The code specifies which laws can be waived.

## **Williams v. California**

A lawsuit, filed in 2000, that became a class action lawsuit in 2001. The plaintiffs in Williams argued that the state has a constitutional duty to ensure basic educational equality and contended that California has failed in that duty by not providing thousands of students in public schools with "bare-minimum necessities," defined as textbooks, trained teachers, and safe, clean, uncrowded facilities. The lawsuit further argued that low-income students and students of color are the most likely to bear the burden of inadequate resources. In August 2004, a tentative settlement was reached that included accountability measures (such as empowering county superintendents to intervene in the lowest-performing schools) and about \$1.2 billion to make facilities repairs, buy textbooks, create a statewide facilities inventory, and continue the High Priority Schools Grant Program for low-performing schools. Legislation enacted in September 2004 provided the programmatic details and funding necessary to implement the settlement.

# Glossary of Legislative Terms

## A

### **ACROSS THE DESK**

The official act of introducing a bill or resolution. The measure is given to the Chief Clerk or his or her representative at the Assembly Desk in the Assembly Chamber or to the Secretary of the Senate or his or her representative in the Senate Chamber. It then receives a number, is sent to the State Printer, and becomes a public document available in the bill room. Amendments are also “put across the desk.”

### **ACT**

A bill passed by the Legislature and approved by the Governor.

### **ACTION**

Disposition of any question before the Legislature.

### **ADJOURN IN MEMORY (AIM)**

A Member may request that the Assembly or Senate session be adjourned in the memory of a person. This request must be in writing and shall be read by the Presiding Officer prior to the adjournment of session.

### **ADJOURNMENT**

Termination of a meeting, occurring at the close of each legislative day upon the completion of business, accomplished by a successful motion to end session, with the hour and day of the next meeting being set prior to adjournment.

### **ADJOURNMENT SINE DIE**

Literally, “adjournment without day,” meaning no days left; final termination of the two-year legislative session. Regular or special sessions of the Legislature are adjourned sine die at midnight on November 30 of each even-numbered year.

### **ADMINISTRATIVE PROCEDURE ACT (APA)**

A statute containing required procedures for rule-making and administrative hearings. (Chapter 3.5, 4, and 5 [commencing with Section 11340] of Part 1 of Division 3 of Title 2 of the Government Code.)

### **ADOPTION**

Approval or acceptance of motions, amendments or resolutions.

### **ADVISE AND CONSENT**

Confirmation by the Senate of certain appointees of the Governor.

### **AMENDMENT**

An alteration made, or proposed to be made, in a bill, motion, resolution or clause, by adding, changing, substituting or omitting language. Amendments must be submitted to Legislative Counsel for drafting.

### **AUTHOR’S AMENDMENTS (Before Committee Hearing)**

Amendments submitted by the author of the bill to the committee and submitted to the Desk by the Chair of the committee to which the bill has been referred. Permits the adoption of the amendments by the House without the benefit of a committee hearing and recommendation.

### **AUTHOR’S AMENDMENTS (At Committee Hearing or on the Floor)**

Amendments in Committee or on the Floor that are supported by the author.

### **COMMITTEE AMENDMENTS**

Amendments proposed by a Committee or a Committee member in a Committee hearing. Adopted by roll call vote of the Committee. May or may not be hostile.

**HOSTILE AMENDMENTS (At Committee Hearing or on the Floor)**

Amendments proposed by another Member in Committee or on the Floor that are not supported by the bill's author.

**ANALYSIS OF THE BUDGET BILL**

The Legislative Analyst's comprehensive examination of the Governor's Budget; available to legislators and the public about six weeks after the budget is submitted by the Governor to the Legislature.

**APA RULEMAKING PROCEDURES:** Procedures set forth in the Administrative Procedure Act that generally require state agencies, when adopting regulations, to give public notice, receive and consider public comments, submit their regulations and supporting rule-making files to the Office of Administrative Law for review, and publish the regulations in the California Code of Regulations (see California Code of Regulations and Rule-Making).

**APPEAL**

A parliamentary procedure for challenging the decision of a presiding officer.

**APPORTIONMENT**

Division of the State into districts from which state and federal legislative representatives are elected (see reapportionment).

**APPROPRIATION**

The amount of money set aside for a specific purpose and designated from a specific source, such as the General Fund or the Environmental License Plate Fund.

**APPROPRIATIONS LIMIT**

Established by Proposition 4, which was passed by voters in 1979 (Article XIII B, California Constitution), the appropriations limit is the maximum amount of tax proceeds that State or local governments may appropriate in a fiscal year. The limit is adjusted annually but is based on 1986–87 appropriations.

**APPROVED BY THE GOVERNOR:**

Indicating the signature of the Governor on a bill passed by the Legislature.

**ARCHIVES**

Location and contents of public records kept by the Secretary of State, including copies of all measures considered at each session, journals, committee reports, and documents of historic value.

**ASSEMBLY**

The House of the California Legislature, consisting of 80 Members, elected for two-year terms, from districts apportioned on the basis of population.

**ASSISTANT CHIEF CLERK**

Assists in the supervision and coordination of the operation of the proceedings and actions of the Assembly; performs the duties of the Chief Clerk in his or her absence.

**AUTHOR**

A Member of the Legislature who introduces a legislative measure.

**B****BICAMERAL**

A Legislature consisting of two Houses.

**BILL**

A draft of a proposed law introduced by a Member of the Legislature (Assembly Bill 4000-AB 4000, Senate Bill 1-SB 1).

**BILL ANALYSIS**

A summary of the purpose, content, and effect of a proposed measure or amendment, prepared for committee or floor proceedings.

**BILL DIGEST**

The legal synopsis of a measure; prepared by Legislative Counsel (see Digest and Legislative Counsel).

**BLUE PENCIL**

The California Constitution grants the Governor "line item veto" authority to reduce or eliminate any item of appropriation from any bill including the Budget Bill. In the 1960's the Governor actually used an editor's blue pencil for the task (see line item veto).

**BOND BILL (General Obligation Bonds)**

A bill authorizing the sale of State general obligation bonds to finance specified projects or activities; the measure subsequently must be approved by the voters.

**BUDGET ACT**

The Budget Bill after it has been signed into law by the Governor.

**BUDGET BILL**

The spending proposal for the next fiscal year submitted by the Governor and considered by both houses of the Legislature.

**BUDGET CHANGE PROPOSAL (BCP)**

A document prepared by a State agency and submitted to an agency secretary and the Department of Finance to propose a budget change to the baseline budget; used in preparing the Governor's Budget.

**BUDGET TRAILER BILL**

See "Trailer Bill."

**BUDGET YEAR**

The next fiscal year that begins July 1 and concludes on June 30; the year following the current fiscal year.

**C****CALIFORNIA CHANNEL (CAL-SPAN)**

The cable television channel that televises Assembly and Senate proceedings.

**CALIFORNIA CODE OF REGULATIONS**

The official compilation of regulations legally adopted by State agencies and filed with the Secretary of State; the recognized source of California administrative law.

**CALL OF THE HOUSE**

The procedure used to compel attendance of Members and to require those in attendance to remain in the Chamber.

**CALL THE ABSENTEES**

Order by the Presiding Officer directing the reading clerk to read the names of Members who have not responded to a roll call.

**CAPITAL OUTLAY**

Funds to be spent acquiring, improving or constructing fixed assets.

**CAPITOL PRESS CORPS**

Members of the press who are responsible for covering events in the Capitol.

**CASTING VOTE**

The deciding vote the Lieutenant Governor may cast in the case of a tie vote in the Senate.

**CAUCUS**

(1) A closed meeting of the legislators of one political party. (2) A group of legislators who meet formally because of their interest in specific issues (e.g., Rural Caucus, Women's Caucus, Latino Caucus, Black Caucus, etc.).

**CAUCUS CHAIR**

A Member selected to serve as chair, with duties as prescribed by his or her caucus.

**CAUCUS SECRETARY**

An officer of the party caucus whose duties are prescribed by the caucus.

**CHAIR**

A designation of the current presiding officer, usually in the context of a committee hearing.

**CHAMBER**

The Assembly or Senate Chamber where Floor Sessions are held.

**CHAPTER**

After a bill has been signed by the Governor, the Secretary of State assigns the bill a Chapter Number, for example, "Chapter 123, Statutes of 1998," which subsequently may be used to refer to the measure.

**CHAPTERING OUT**

When, during a calendar year, two or more bills amending the same code section become law, the bill enacted last (with a higher chapter number) becomes law and prevails over ("chapters out") the code section in the bill or bills previously enacted. Chaptering out can be prevented with the adoption of "double jointing" amendments (see conflict, double jointing).

**CHECK-IN SESSION**

On non-Floor Session days, legislators are required to "check-in" with the Chief Clerk or Secretary of the Senate to be added to the roll for attendance purposes. A quorum must be recorded in order for legislative business to be transacted.

**CHIEF ADMINISTRATIVE OFFICER**

The chief Assembly staff person responsible for Assembly administrative, fiscal, personnel, and business affairs; reports to the Assembly Rules Committee.

**CHIEF CLERK**

A nonpartisan non-Member officer of the Assembly elected by the majority of the membership at the start of each two-year session as the Assembly's legislative officer and parliamentarian.

**COAUTHOR**

Any member of either house, with the agreement of the author of a bill, may add his or her name on that bill as a coauthor, usually indicating support for the proposed legislation.

**CODES**

Bound volumes of law organized by subject matter. The code sections to be amended by a bill are referred to in the title of the bill.

**COLA**

Cost-of-living adjustment.

**COMMITTEE CHAIR**

A Member selected by the Speaker to preside over the proceedings and actions of a specific committee.

**COMMITTEE OF THE WHOLE**

The entire Assembly or Senate sitting as a committee to consider any matter properly presented to it.

**COMPANION BILL**

An identical bill introduced in the other House. This procedure is less common in the California Legislature than in Congress.

**CONCURRENCE**

Approval by the House of origin to changes made to a bill while it was in the second House (e.g., Assembly approval of Senate amendments to an Assembly bill). If concurrence is denied, the bill is eligible to be sent to a two-house conference committee (see conference committee).

**CONCURRENT RESOLUTION**

A measure that can be introduced in either House, but must be approved by both Houses and filed with the Secretary of State to take effect. The Governor's signature is not required. These measures usually involve the business of the Legislature (e.g., adoption of the Joint Rules).

**CONDITION OF THE FILE**

When permitted by the Speaker (in the Assembly) or the President pro Tempore (in the Senate), a Member may make a brief statement at the close of a Floor session, to argue why it may be inadvisable for the Assembly or Senate to adjourn. The statement may be no longer than two minutes in the Assembly. The Senate has no time limit.

**CONDITIONAL (OR CONTINGENT) EFFECT** – The effect of a bill, or portion thereof, is made dependent upon the occurrence of a specified event

(e.g., passage of another measure, securing a federal waiver, receipt of revenues, etc.) (see contingent enactment language).

**CONFEREES**

Members appointed to a conference committee.

**CONFERENCE COMMITTEE**

A joint Assembly and Senate committee composed of six legislators, three from each House. The conference committee meets in public session to reconcile differences between the Assembly and Senate versions of a measure. Three Assembly conferees are chosen by the Speaker; three Senate conferees are chosen by the Senate Rules Committee.

**CONFERENCE REPORT**

Amendments agreed upon by a majority of a conference committee. Two Members from each House must agree on the conference report in order for the report to be considered by the Houses (see Conference Committee).

**CONFIRMATION**

The process of approving gubernatorial appointments to executive departments and many boards and commissions.

**CONFLICT**

During a calendar year, when two or more bills amend the same code section, they are said to be in conflict. Technical amendments must be taken to each bill prior to its approval by the Legislature in order to ensure that all changes proposed by the enacted bills take effect (see chaptering out, double jointing).

**CONSENT CALENDAR**

A group of noncontroversial bills passed by a committee to another committee or the full Assembly or Senate. Bills may be placed upon the Consent Calendar if they are reported to the Floor with that recommendation and (1) have received no "no" votes in committee and (2) have had no opposition expressed by any person present at the hearing.

**CONSTITUENT**

A person who resides within the district of a legislator.

**CONSTITUTIONAL AMENDMENT**

A resolution changing the language of the State Constitution, adopted by a two-thirds vote of the Legislature or presented by initiative. It requires an affirmative vote of the majority of the electorate to become effective.

**CONSULTANT**

A professional committee staff person.

**CONTINGENT ENACTMENT LANGUAGE**

Connects two bills so that one bill will not become operative unless another bill also takes effect (see conditional effect).

**CONVENE**

To assemble a meeting. The Legislature generally convenes twice a week.

**CURRENT YEAR**

The current state fiscal year—that is, the fiscal year we are in now. The State fiscal year begins on July 1 and ends the following June 30.

**D****DAILY FILE**

The official document published by each House showing bills eligible for Floor action that day; it also includes a schedule of committee hearings and Officers and Committees of the House.

**DAILY JOURNAL**

A publication produced by each House for each legislative day that contains the official record of the Floor Session, vote information, motions, parliamentary inquiries, and letters of legislative intent (see Journal).

**DEADLINES**

The dates by which bills must be introduced, heard and enacted. Established by the Constitution, and by Assembly, Senate, and Joint Rules.

**DELEGATED AUTHORITY**

Power granted by the Legislature to a State agency to implement or enforce a statute, including the power to adopt regulations.

**DESK**

The desk at the front of the Chamber where much of the clerical work of the body is conducted. Also, a generic term for the staff and offices of the Chief Clerk of the Assembly and the Secretary of the Senate.

**DESK IS CLEAR**

A statement by the Presiding Officer, prior to a motion to adjourn, meaning there is no further business.

**DIGEST**

Prepared by the Legislative Counsel, it summarizes the effect of the proposed bill on current law (see Bill Digest and Legislative Counsel's Digest).

**DISTRICT**

The area of the State represented by a legislator. Each district is determined by population and is known by a number. There are 40 Senate districts and 80 Assembly districts.

**DISTRICT BILL**

Legislation introduced specifically on behalf of a legislator's district, generally affecting only that district.

**DO PASS**

An affirmative recommendation made by a committee; moves a bill to the Floor or to the next committee, as specified, without amendment.

**DO PASS AS AMENDED**

An affirmative recommendation made by a committee; moves a bill to the Floor or to the next committee, as specified, providing the language of the bill is changed as specified.

**DOUBLE JOINTING**

Double jointing refers to technical amendments necessary when two or more bills propose to amend the same code section (i.e., are in conflict). Double jointing prevents the problem of chaptering out (see Chaptering Out, Conflict).

**DOUBLE REFERRED**

Legislation referred by Rules Committee to two policy committees for hearing. Both committees must approve the measure to keep it moving in the process. This is typically used for issue areas that overlap the jurisdiction of more than one policy committee.

**DROPPED**

When an author has decided not to pursue the passage of a bill.

**E****EFFECTIVE DATE**

As specified by the Constitution, the date when a law takes effect. The date is usually January 1 of the following year, unless the bill is an urgency measure or specifies another date.

**ENACTING CLAUSE**

The phrase at the beginning of each bill: "The people of the State of California do enact as follows:"

**ENACTMENT OR ENACTED INTO LAW**

The act of passing legislation involves both Houses. A bill moves through the legislative process and, if agreed upon by both houses, is sent to the Governor. If the Governor signs the bill or allows it to become law without his signature, it is enacted into law.

**ENACTMENT DATE**

The date the Governor signs a bill.

**ENGROSSED BILL**

Whenever a bill is amended, the printed form of the bill is proofread to make sure all amendments are inserted properly. After being proofread, the bill is "correctly engrossed" and is therefore in proper form.

**ENGROSSING AND ENROLLING**

A nonpartisan unit in each House responsible for proofreading all forms of measures. The unit also prepares and delivers bills to the Governor for consideration.

**ENGROSSMENT**

The process of comparing the printed bill to ensure it is identical to the original and to verify that any amendments have been correctly inserted.

**ENROLLED BILL**

Whenever a bill passes both Houses of the Legislature, it is ordered enrolled. Upon enrollment, the bill is again proofread for accuracy and then delivered to the Governor. The enrolled bill contains the complete text of the bill with the

dates of passage certified by the Chief Clerk of the Assembly and the Secretary of the Senate.

**ENROLLMENT**

Occurs when bills are filed with the Governor and resolutions are filed with the Secretary of State, after they have been accepted by both Houses.

**EXECUTIVE SESSION**

A committee meeting restricted to committee members and specifically invited guests.

**EXEMPT FROM REVIEW BY THE OFFICE OF ADMINISTRATIVE LAW**

A statutory provision exempting a state agency from the Administrative Procedure Act requirement to submit proposed regulations and their supporting rule-making file to the Office of Administrative Law for review. Other APA requirements apply. (See APA rule-making procedures).

**EXEMPT FROM THE ADMINISTRATIVE PROCEDURE ACT**

A statutory provision exempting a state agency or its regulations from compliance with all standards and procedures set forth in the Administrative Procedure Act.

**EXPUNGE**

A motion to delete from the record any reference to a specific action. The motion must be made on the day the vote is taken.

**EXTRAORDINARY SESSION**

A special legislative session called by the Governor to address only those issues specified in the proclamation. Measures introduced in these sessions are numbered chronologically with a lower case “x” after the number (e.g., AB 28x); they take effect generally the 91st day after adjournment of the special session.

## F

**FILE NOTICE**

Bills that are scheduled for a committee hearing must be listed in the Daily File for not less than four days prior to the hearing. Two days’ notice is required if a bill is subsequently heard by another committee.

**FILE NUMBER**

The number assigned to a measure in the Assembly or Senate Daily File. The file number changes each day as bills move on or off the Daily File. File numbers are assigned to measures on second and third reading and unfinished business. Legislation is taken up on the Assembly or Senate Floor in chronological order according to file number. Items considered on the Floor are referred to by file number.

**FINAL HISTORY**

The publication printed at the end of every session showing the final disposition of all measures.

**FINANCE LETTER**

A proposal made by the Director of Finance to the chairs of the budget committees in each House to amend the Budget Bill and the Governor’s Budget from the form submitted January 10, in order to reflect a revised plan of expenditure.

**FIRST READING**

The initial introduction of a bill. The clerk assigns it a number and reads its title and sends the bill to be printed. The bill is then referred by Rules committee to a standing committee for a future hearing.

**FISCAL BILL**

Any measure that contains an appropriation of funds or requires a state agency to spend money for any purpose or results in a substantial loss of revenue to the state. The Legislative Counsel determines which bills are fiscal bills, pursuant to Joint Rule 10.5. The designation appears at the end of the Legislative Counsel's Digest. Fiscal bills must be heard by the Assembly and Senate Appropriations Committees in addition to the appropriate policy committees in each House.

**FISCAL COMMITTEES**

The committees in each house that consider appropriations: Appropriations and Budget Committees. All fiscal bills are referred to a fiscal committee. The budget bill is referred only to the Budget Committee. Most other fiscal bills are heard by the Appropriations Committee if they have been approved by policy committees. If the fiscal committee approves the bill, it usually then moves to the Floor.

**FISCAL DEADLINE**

The date by which all bills with fiscal implications must be reported out of fiscal committee. Any fiscal bill missing the deadline is considered "dead" unless it receives a rule waiver allowing further consideration.

**FISCAL YEAR**

The 12-month period during which a budget is in effect. The State fiscal year begins July 1 and ends June 30 of the following year. The federal fiscal year begins October 1 and ends September 30 of the following year.

**FLOOR**

(1) That portion of the Assembly or Senate Chamber reserved for Members and officers of the Assembly or Senate and other persons granted the privilege of the Floor. (2) The term used to describe the location of a bill or the type of session, connoting action to be taken by the House. Matters may be said to be "on the Floor."

**FLOOR ANALYSIS UNIT**

A nonpartisan unit in the Chief Clerk's office which is responsible for editing the bill analyses that are prepared by committee staff. The packet of analyses is then made available for Members to reference during Floor Sessions.

**FLOOR MANAGER**

The legislator responsible for taking up a measure on the Floor; usually the bill's author in the house of origin and a Member of the other house designated by the author when the bill is heard there. The name of the Floor Manager in the second house appears in parentheses after the author's name in the Daily File.

**FLOOR PASS**

No visitor may observe the Assembly or Senate from the rear of the Chamber without a pass. Assembly passes are issued by the Speaker's office; Senate passes are issued by the President pro Tempore's office. Passes are not required for the viewing area in the gallery above the chambers.

**FOREIGN AMENDMENTS**

Amendments not drafted by the Legislative Counsel Bureau.

**FOUR-DAY FILE NOTICE**

Joint Rule 62(a) requires bills set for hearing in the committee of first reference to be noticed in the Daily File for four days prior to hearing. Subsequent committees of reference require a Daily File notice of two days.

## G

### **GALLERY**

The balconies of the chambers from which visitors may view proceedings of the Legislature.

### **GERMANE**

Referring to whether a proposed amendment is relevant to the subject matter in the bill. Legislative Counsel may opine on germaneness, but the determination of germaneness is decided by the Presiding Officer, subject to an appeal by the membership.

### **GOVERNOR'S BUDGET**

A spending plan for the State presented annually by the Governor in January, for consideration by the Legislature; compiled by the Department of Finance, in conjunction with state department heads.

### **GOVERNOR'S REORGANIZATION PLAN**

A proposal to reorganize the functions within the Executive Branch, subject to approval by the Legislature.

### **GRANDFATHERING**

A legal exemption whereby a situation is governed by an old law while a new law applies to all future, similar situations.

### **GUT AND AMEND**

When amendments to a bill remove the current contents in their entirety and replace them with different provisions.

## H

### **HANDBOOK**

The 3" x 5<sup>3</sup>/<sub>4</sub>" hardbound edition of California Legislature published for each two-year legislative session. It contains indexed versions of the Assembly, Senate, and Joint Rules; biographies of Members; and other useful information. The handbook is published by the Assembly Chief Clerk and Secretary of the Senate for their respective houses.

### **HEARING**

A committee meeting convened for the purpose of considering and acting upon or gathering information on a specific subject.

### **HELD IN COMMITTEE**

When a bill fails to get sufficient votes to pass out of committee, it is held in committee.

### **HELD UNDER SUBMISSION**

An action taken by a committee when a bill is heard in committee and there is an indication that the author and the committee members want to work on or discuss the bill further, but there is no motion for the bill to progress out of committee.

This does not preclude the bill from being set for another hearing.

### **HELD WITHOUT RECOMMENDATION**

An action taken by a committee when a bill is heard in committee and there is no indication that the committee wants the bill to progress out of committee. There is no motion for the bill to progress out of committee. This does not preclude the bill from being set for another hearing.

**HELP DESK**

The place to call with questions about the hardware or software of the legislative computer network.

**HIJACK**

An action to delete the contents of a bill and insert entirely new provisions. May occur with or without the author's permission.

**HISTORY**

A publication that gives a comprehensive list of all actions taken on every bill. It is published in weekly volumes by each house.

**HOUSE**

Refers to either the Senate or the Assembly in California.

**HOUSE OF ORIGIN**

The House in which a measure begins; the Assembly is the House of Origin for all Assembly measures. As opposed to the "Second House"—the house which hears measures following the House of Origin.

**HOUSE RESOLUTION**

A measure by the Assembly used for stating policies, such as the House Rules, and expressing views of the House. House Resolutions require adoption by a majority vote of the Assembly.

**I****INACTIVE FILE**

The portion of the Daily File containing legislation that is ready for floor consideration, but, for a variety of reasons, is dormant. An author may move a bill to the inactive file if he or she wishes to take it up at a later date. Once a bill is on the inactive file, one day's public notice is needed to place it back on the agenda.

**INITIATIVE**

A method of lawmaking that requires a vote of the people instead of a vote of the Legislature in order for a measure to become law. To qualify for a statewide ballot, statutory initiatives must receive signatures of voters equal to 5% of the votes cast for all candidates for Governor at the last gubernatorial election. Constitutional amendment initiatives must receive signatures equal to 8% of the same number of votes.

**INQUIRY SYSTEM**

A computer system designed by the Legislative Data Center which allows nearly immediate access to information on bill text, analyses, Daily File, Legislative Index, Daily Journal, California Constitution, legislative rules, and the California Codes.

**INTERIM**

The period of time between the adjournment of the first year of the biennium and the reconvening of the second year of the biennium.

**INTERIM STUDY**

The assignment of the subject matter of a bill to the appropriate committee for study during the interim recess.

## J

### **JOINT COMMITTEE**

A committee composed of equal numbers of Assembly Members and Senators.

### **JOINT RESOLUTION**

A resolution expressing an opinion about an issue pertaining to the federal government; forwarded to Congress for its information. Joint resolutions require the approval of both the Assembly and Senate but do not require approval by the Governor.

### **JOINT SESSION**

The Assembly and Senate meeting together, usually in the Assembly chamber. The purpose is to receive special information such as the Governor's State of the State Address.

### **JOURNAL**

The official chronological record of the proceedings of each House. The Journal is the minutes of the meetings of the House, printed daily. At the end of session, the Journal is certified, indexed, and bound (see Daily Journal).

## L

### **LAW**

Rules of conduct determined by the people through their elected representatives or by direct vote.

### **LAY ON THE TABLE**

A motion to set aside a matter (e.g., amendments) before the house which may not be taken up again during Floor session. The motion is not debatable.

### **LEGISLATIVE ADVOCATE**

A person engaged to present views of a group or organization to legislators. Commonly called lobbyists.

### **LEGISLATIVE ANALYST**

Staff director of the Joint Budget Committee. The Legislative Analyst provides a thorough, nonpartisan analysis of the fiscal impact of the Governor's Budget.

### **LEGISLATIVE COUNSEL**

The attorney for the Legislature, elected jointly by both houses. The Legislative Counsel and his or her legal staff is responsible for drafting all bills and amendments, preparing a digest (summary) of each bill, providing legal opinions, and generally representing the Legislature in legal proceedings.

### **LEGISLATIVE COUNSEL'S DIGEST**

A brief summary of the changes the proposed bill would make to current law. The digest is found in the beginning of each bill (see Bill Digest).

### **LEGISLATIVE DATA CENTER**

Department within the Office of Legislative Counsel that maintains the database in which legislation is drafted and amended; the Inquiry System, used to track and report legislation; and the computer systems used by Members and staff in their legislative work. Also provides technological support to the Legislature.

### **LIEUTENANT GOVERNOR**

The President of the Senate; designated by the State Constitution to preside over the Senate and cast a vote only in the event of a tie. If the Governor cannot assume his or her duties or is absent from the State, the Lieutenant Governor

assumes the role of the Executive for the remainder of the term or during the absence.

**LINE ITEM VETO**

See Blue Pencil.

**LOBBYIST**

An individual who seeks to influence the outcome of legislation or administrative decisions. The law requires formal registration as a lobbyist if an individual is paid \$2,000 or more in any calendar month, or spends one-third or more compensated time in any calendar month, engaging in activities to influence the outcome of legislation or administrative decisions. State employees who lobby for state agencies are not required to formally register but are still subject to the lobbyist gift limits.

**LOBBYIST DIRECTORY**

A Directory of Lobbyists, Lobbying Firms, and Lobbyist Employers. Photos and addresses of lobbyists are included with a list of the clients they represent. Employers of lobbyists are listed alphabetically. This directory is available on-line at the Secretary of State's web site.

**LOWER HOUSE**

The Assembly.

## M

**MAJORITY FLOOR LEADER**

In the Assembly, the Majority Floor Leader is an officer of the Assembly appointed by the Speaker. He or she represents the Speaker on the floor and, in conjunction with the Presiding Officer, expedites Assembly Floor proceedings through parliamentary procedures such as motions and points of order. The Majority Floor Leader works directly with the Speaker pro Tempore, other members of the majority party's leadership team, and the Minority Leader, to facilitate positive interaction between the Members during floor sessions. In the Senate, the Majority Leader is a party leader chosen by the majority party caucus.

**MAJORITY POLICY LEADER**

The Assembly Majority Policy Leader performs duties assigned by the Speaker, including assisting the Speaker in the development and implementation of the policy goals and objectives for the Assembly.

**MAJORITY OF THE HOUSE**

Quorum requirement of one more than half of the qualified members sitting at that time. For example, if there are four vacancies in the Assembly, 39 members would make a majority of the house.

**MAJORITY OF THOSE PRESENT AND VOTING**

A vote threshold determined by the number of members voting at that time. For example, if 40 members are voting on the adoption of amendments, a minimum of 21 "aye" votes would be necessary to adopt the amendments.

**MAJORITY VOTE**

A vote of more than half of the legislative body considering a measure. The full Assembly requires a majority vote of 41 and the full Senate requires 21, based on their memberships of 80 and 40, respectively.

**MAJORITY WHIP**

A member of the majority party's leadership team in the Assembly or Senate, responsible for monitoring legislation and securing votes for legislation on the Floor.

**MASON'S MANUAL**

The definitive reference manual for parliamentary procedure, unless specifically covered by the Legislature's own written rules. Most parliamentary situations are covered by the State Constitution, Joint Rules or Assembly Rules.

**MAY REVISION**

The updated estimate of revenues and expenditures, submitted by the Governor no later than May 14; replaces the estimates contained in the Governor's Budget submitted in January.

**MEASURE**

Any bill, resolution, or constitutional amendment that is acted upon by the Legislature.

**MESSAGES FROM THE GOVERNOR**

Official communications from the Governor that are read into the record.

**MINORITY FLOOR LEADER**

Elected by the caucus having the second largest house membership. Generally responsible for making motions, points of order, and representing the minority caucus on the floor.

**MINORITY WHIP**

A member of the minority party's leadership team in the Assembly or Senate, responsible for monitoring legislation and securing votes for legislation on the Floor.

**MINUTES**

An accurate record of the proceedings (see Journal).

**MOTION**

A formal request for action made by a legislator during a committee hearing or Floor Session.

**MOTION TO RECONSIDER**

A parliamentary procedure which, if adopted, reverses an action previously taken and returns the question before the body for another vote.

**MOTION TO RE-REFER**

This motion is utilized to send a measure from one committee to another. A motion to re-refer a bill or resolution from one committee to another committee may be made during the regular order of business. Debate is allowed as to the propriety of the re-referral, and requires 41 or more votes in the Assembly, 21 or more votes in the Senate.

**MOVE A CALL**

A parliamentary procedure that delays the announcement of the vote on a measure. This action gives a member additional time to gain more support or opposition to a bill. All calls must be "lifted" before the House adjourns that day.

**MOVE THE PREVIOUS QUESTION**

A motion made to end debate on a measure.

# N

## **NONFISCAL BILL**

A measure having no financial impact on the state and, therefore, not required to be heard in an Assembly or Senate fiscal committee as it moves through the legislative process. Nonfiscal bills are subject to later legislative calendar deadlines than fiscal bills.

# O

## **OATH OF OFFICE**

An oath taken by members-elect prior to being seated and embarking upon official duties.

## **OFFICE OF ADMINISTRATIVE LAW (OAL)**

The independent executive branch agency charged with reviewing state agency rulemaking and regulations for compliance with procedures and standards set forth in the rulemaking portion of the Administrative Procedure Act (APA).

## **OFFICERS**

Members or non-Members of the Legislature who are elected by the membership of their respective Houses at the beginning of each Session. Assembly Member officers include the Speaker and Speaker pro Tempore. Non-Member Assembly officers include the Chief Clerk and the Sergeant-at-Arms. Senate Member officers include the President pro Tempore; non-Member Senate officers include the Secretary of the Senate and the Sergeant-at-Arms.

## **ON CALL**

A roll call vote in a committee or in an Assembly or Senate Floor Session before it has been concluded and, therefore, has not been formally announced. Members may continue to vote or change their votes as long as a measure remains on call. Calls are usually placed at the request of a bill's author in an effort to gain votes. Calls can be lifted by request at any time during the committee hearing or Floor Session, but cannot be carried over into the next legislative day (see Move a Call).

## **ON FILE**

A bill on Second or Third Reading or Unfinished Business awaiting Concurrence; listed in the Assembly or Senate Daily File.

## **ON THE FLOOR**

Describing the state of being in the Assembly or Senate Chambers, where legislation is considered by the full Assembly or Senate.

## **OUT OF ORDER**

A parliamentary ruling by the presiding officer of a committee or the house that an action is not properly before the body or relevant to its discussion and, therefore, cannot be discussed at that moment.

**OVERRIDE** – An effort to reverse a Governor's veto by a vote of two-thirds of the members of each house. A successful override requires 54 votes in the Assembly and 27 votes in the Senate.

# P

## **PARLIAMENTARY INQUIRY**

A question posed by a Member during a committee hearing or Floor Session. A Member must be recognized for this purpose and the question is then answered by the committee chair or presiding officer.

## **PARLIAMENTARIAN**

Under Assembly Rule 32, the Chief Clerk is the Parliamentarian of the Assembly, responsible for advising the house on legislative procedures.

## **PASSAGE**

Favorable action on a measure before either House.

## **PASS AND RETAIN**

When a bill stays on File until the next day without penalty. If a Member wishes to wait an additional day before taking up a bill, the Member may ask the House for unanimous consent to pass and retain his or her bill on File until the next legislative day.

## **PASS ON FILE**

When the House refuses to “Pass and Retain” a measure on the agenda, it is “Passed on File.” Although the bill remains on the agenda for the next day, if it is not taken-up the second time, it will automatically be placed on the inactive file.

## **PASS TEMPORARILY**

A measure temporarily skipped on the agenda. If the bill’s author does not take-up the measure by the end of the day, it may be penalized or retain its place on File by unanimous consent. (See Pass on File.)

## **PER DIEM**

Literally means “per day.” It is the daily expense money rendered to legislators.

## **POINT OF ORDER**

A parliamentary procedure used by a Member to bring attention to a possible violation of the rules. The presiding officer then makes a ruling on the validity of the point of order.

## **POLITICAL REFORM ACT OF 1974**

Proposition 9 created the Fair Political Practices Commission (FPPC) to enforce political campaign, lobbying, and conflict of interest laws in the state of California, similar to what the Federal Elections Commission does at the federal level. Part of these reforms included creation of gift limits, lobbyist reporting requirements, and regulation of state official fundraising activities. Any bills that amend this Act have a two-thirds vote requirement for passage, and are subject to a 12-day waiting period before final passage of each house. See Elections Code, Sections 81012.

## **PRESIDENT OF THE SENATE**

The State Constitution designates the Lieutenant Governor as President of the Senate, allowing him or her to preside over the Senate and cast a vote only in the event of a 20–20 tie.

## **PRESIDING OFFICER**

The Member who presides over a legislative Floor Session. In the Assembly, the presiding officer can be the Speaker, Speaker pro Tempore, or any other Assembly Member appointed by the Speaker. In the Senate, the presiding officer can be the President, the President pro Tempore, or any other Senator appointed by the President pro Tempore.

**PRESS CONFERENCE**

A presentation of information to a group of reporters. Capitol press conferences are frequently held in the Governor's press room, Room 1190 of the State Capitol.

**PREVIOUS QUESTION**

If a Member seeks to cut off all further debate on a measure, he or she can move the previous question and force the body to vote immediately on the issue.

**PRINCIPAL COAUTHOR**

A Member of either the house of origin or the second house, singled out to share credit as a coauthor below the author of a measure.

**PRIVILEGE OF THE FLOOR**

Permission given by the presiding officer to view the proceedings from the Floor of the chamber, rather than from the gallery. Members make this request on behalf of constituents and guests.

**PUT OVER**

When action is delayed on a legislative measure until a future date without jeopardy to the measure.

**Q****QUASI-LEGISLATIVE**

The term applied to the action or discretion of public administrative officers or agencies to make law, primarily through rulemaking.

**QUORUM**

The minimum number of legislators needed to begin conducting official business in committee or on the Floor. A quorum is one more than half of the entire body.

**QUORUM CALL**

Transmitting the message that Members are needed to establish a quorum so proceedings can begin.

**R****READING**

Presentation of a bill before the House by reading its title. The Constitution requires a bill's title to be read three times in each House prior to its passage. A bill is either on First, Second, or Third Reading until it is passed by both Houses (see Title).

**REAPPORTIONMENT**

Redistricting the State for election; completed every ten years following the national census.

**RECESS**

(1) An official pause of any length in a committee hearing or Floor Session that halts the proceedings for a period of time but does not have the finality of adjournment. (2) A break of more than four days in the regular Session schedule such as the Spring Recess.

**RECONSIDERATION**

A motion that, if carried, allows a measure that failed or passed to be heard again in committee or on the Floor.

**REFERENDUM**

The method, used by members of the public, by which a measure adopted by the Legislature may be submitted to the electorate for a vote. A referendum petition must be signed by electors equal to five percent of the total vote for all gubernatorial candidates in the last gubernatorial election.

**REFERRAL**

Bill referrals are made by the Assembly and Senate Rules Committees to standing committees of their respective Houses.

**RE-REFERRAL PURSUANT TO A.R. 77.2 OR S.R. 29.10**

A bill that has been substantially amended may be re-referred to a committee by the Assembly Speaker (A.R. 77.2) or Senate Rules Committee (S.R. 29.10). Under these rules, the presiding officer of either house can re-refer a bill to committee without consent from the body. A motion to object is out of order.

**REGULATION**

A rule made by a state agency to carry out a legislative or administrative mandate. Must meet specified standards for adoption. A legally adopted regulation has the force of law (see Administrative Procedures Act).

**RESOLUTION**

An opinion expressed by one or both houses which does not have the force of law. Concurrent and joint resolutions are voted on by both houses but do not require the Governor's signature.

**ROLL CALL**

A vote of a committee or the full Assembly or Senate indicating the vote of each Member present and voting (as opposed to a "voice vote"). Committee roll calls are conducted by the committee secretary, who calls each Member's name in alphabetical order with the Chair's name called either first or last. Assembly Floor roll calls are conducted electronically with each Member pushing a button from his or her assigned seat. The green button designates "aye" and the red button designates "no." Senate roll calls are conducted by the Reading Clerk who reads each Senator's name in alphabetical order; the Senator voices his or her vote.

**RULEMAKING**

The exercise of power granted by the Legislature to a state agency to adopt regulations to implement, interpret, or make specific the law enforced or administered by it, or to govern its procedure.

**RULES**

Those standards and procedures which govern the operation of either or both Houses. There are Standing Rules of the Assembly, Standing Rules of the Senate, and Joint Rules.

**RULE WAIVER**

A specific exception sought from the Assembly, Senate, or Joint Rules by an Assembly Member or Senator; formal permission must be sought and received.

# S

## **SECOND READING**

Each bill introduced must be read by title three times before final passage; this is the first order of business on the Daily File. The House approves or denies committee recommendations at Second Reading, usually without debate or vote.

## **SECOND READING FILE**

The portion of the Daily File that lists measures that have been reported out of committee. Measures which will be going to the Floor for consideration will stay on the Second Reading File for one day (without amendments) or two days (with amendments) before moving to Third Reading.

## **SECRETARY OF THE SENATE**

Principal parliamentarian and record keeper for the Senate; elected by Senators at the beginning of each two-year Session. The Senate Secretary and his or her staff are responsible for publishing the Senate daily and weekly publications.

## **SERGEANT-AT-ARMS**

Staff responsible for maintaining order and providing security for legislators. The Chief Sergeant-at-Arms in each House is elected by a majority of the Members of that House at the beginning of every legislative session.

## **SESSION**

The period during which the Legislature meets. The California legislative session is biennial—it occurs over a two-year period.

## **SHORT COMMITTEE**

Lacking a sufficient number of members of the committee; less than a quorum.

## **SINE DIE**

Final adjournment. Literally, “without days,” the end of session (see Adjournment Sine Die).

## **SPEAKER**

The highest ranking officer of the Assembly; usually elected by the Assembly Members at the beginning of each two-year legislative session. The Speaker or his or her designee presides over Floor Session. The Speaker’s powers and duties are established in the Assembly Rules.

## **SPEAKER PRO TEMPORE**

The Speaker pro Tempore is appointed by the Speaker. He or she is an officer of the House who presides over Floor Sessions in the absence of the Speaker. As the presiding officer, the Speaker pro Tempore guides the Members through the daily business of the house, responds to parliamentary inquiries, and issues rulings on points of order when necessary.

## **SPECIAL ORDER OF BUSINESS**

Occasionally a bill is of such importance that advanced notice is given about when it will be considered in the full Assembly, Senate, or committee. A request for a Special Order of Business may be made during a Floor Session by requesting unanimous consent to set the bill as a special order on a specific date and time. This assures adequate time for debate and allows all Members the opportunity to be present. When a bill will be heard as a Special Order of Business in committee, it is so noticed in the Assembly Daily File.

## **SPONSOR**

The legislator, private individual, or group who developed a piece of legislation and advocates its passage.

**SPOT BILL**

A bill that amends a code section in a nonsubstantive way. A spot bill may be introduced to ensure that a germane vehicle will be available at a later date. Assembly Rules provide that a spot bill cannot be referred to a committee by the Rules Committee without substantive amendments.

**STANDING COMMITTEES**

Created pursuant to Assembly Rules, the Standing Committees consider legislation, the state budget, and internal legislative matters, as determined by their jurisdictions. Jurisdictions are set by the Assembly Rules Committee. Standing Committees must meet specific standards for notice, analyses, quorums, and voting (see Fiscal Committees).

**STATE AUDITOR**

Works at the direction of the Joint Audit Committee. The Auditor General audits the financial condition of State agencies.

**STATE MANDATE**

Chapter 1406, Statutes of 1972, first established the requirement for the State to reimburse units of local government for all costs mandated by the State. These costs may result from either legislative acts or administrative regulations that impose a new program or demand an increased level of service in an existing program. Proposition 4 of 1979 (Gann Initiative) incorporated this requirement into Section 6 of Article XIII B of the State Constitution.

**STATUTES**

The compilation of all enacted bills, chaptered by the Secretary of State in the order in which they become law.

**STOP THE CLOCK**

The term used to describe the process of continuing business after a time deadline has passed.

**SUBCOMMITTEE**

A subgroup of a full committee, composed of committee Members from both parties.

**SUMMARY DIGEST**

Brief summaries of each piece of legislation passed in the two-year session; prepared by Legislative Counsel. Measures are listed in the order they were signed into law.

**SUNSET DATE**

A date included in a measure which causes the act to “sunset,” or become ineffective, after a certain date.

**SUPPLEMENTAL DAILY FILE**

Like the Daily File, Supplemental Files serve as the agenda for Floor sessions. During legislative deadlines, supplemental files may be published in addition to the Daily File, in order to expedite the business of the house. These supplemental files usually consist of concurrence items and/or measures from committee reported out the same day. By producing supplemental files, the house can take up business immediately instead of waiting for the overnight printing of a new agenda for the next day’s session. Supplemental files differ slightly in appearance from Daily Files, as they are usually printed on standard copier paper instead of bound newsprint. Several supplemental files may be produced for a single floor session during periods of heavy workloads.

**SUSPENSE FILE**

A bill or set of bills, with a fiscal impact, set aside in Appropriations Committee by a majority of Members present and voting. These bills may be heard at a later hearing.

**T****TABLE**

To set aside. Typically used to dispense with, or set aside, amendments to a bill rather than vote “aye” or “no” on them. A motion to table is nondebatable and, once made, must be voted upon. **TAX LEVY** – Any bill that imposes, repeals, or materially alters a state tax. Legislative Counsel determines whether a bill is a tax levy and so indicates this information in the title, digest, and body of the bill. Tax levies have slightly different legislative deadlines than do other measures.

**TERM LIMITS**

The Term Limits Initiative, Proposition 140, was passed by the voters in 1990. It limits Assembly Members to three two-year terms and Senators and statewide Constitutional officers to two four-year terms.

**THIRD HOUSE**

Refers to Lobbyists.

**THIRD READING**

Each bill introduced must be read three times before final passage. Third reading is the stage at which bills are eligible for Floor debate and final vote.

**THIRD READING ANALYSIS**

A summary of a measure ready for Floor consideration. It summarizes the bill including its most recent amendments and information regarding how Members voted on the measure when it was heard in committee (see Floor Analysis Unit).

**THIRD READING FILE**

The portion of the Daily File that lists the bills that are ready to be taken up for final vote on the Assembly or Senate Floor.

**THIRD SET**

The third date scheduled by a committee for hearing a bill after two prior settings as requested by the author. If the measure is not successfully moved from committee after its third set, it is dead. Hearing date changes made by the committee chairperson do not count toward the set total.

**THIRTY-DAY PROVISION**

The 30-day waiting period following a bill’s introduction before a bill may be heard or acted upon by the Legislature. The waiting period is required by the State Constitution and the Joint Rules, and can be waived by a three-fourths vote (60 in the Assembly; 30 in the Senate).

**TITLE**

That portion of a measure which identifies the subject matter of a measure and the code sections it will affect (see Bill Title).

**TOMBSTONE**

Specification in a bill that the act will be named for a state legislator.

**TRAILER BILL (or BUDGET TRAILER BILL)**

Legislation that implements specific changes to the law in order to enact the State Budget. Generally, a separate “trailer bill” is needed for each major area of budget appropriation, such as transportation, human services, education, revenue, etc. These bills are generally negotiated as part of the entire budget package each fiscal year.

## U

### **UNANIMOUS CONSENT**

The consent (permission) of all those Members present, absent any objection, debate, or vote; for example, unanimous consent granted to suspend the four-day File notice requirement to hear a bill in committee.

### **UNDERGROUND REGULATION**

An agency regulation that should have been, but was not, adopted following procedures set forth in the rulemaking portion of the Administrative Procedure Act (commencing with Government Code Section 11340). Such regulations are invalid.

### **UNFINISHED BUSINESS**

The section of the Daily File that contains bills pending concurrence in amendments taken in the second House, vetoed by the Governor, conference reports, and certain other motions.

### **UPPER HOUSE**

The Senate.

### **URGENCY CLAUSE**

Language in a bill which states the bill will take effect immediately upon enactment. A Floor vote on the urgency clause must precede a vote on the bill. A two-thirds vote is required for adoption of the clause and for passage of the bill.

### **URGENCY MEASURE**

A bill affecting the public peace, health, or safety and requiring a two-thirds vote for passage. An urgency bill becomes effective immediately upon enactment.

### **USUAL CURRENT EXPENSES**

A term used to describe legislation that appropriates the necessary expenses of the various departments of the state government. Under the Constitution, such bills take effect immediately upon their enactment.

## V

### **VETO**

The formal action of the Governor disapproving a measure by returning it to its House of origin. The Governor's veto may be overridden by a two-thirds vote of each House. The Governor can also exercise a line-item veto, where the amount of an appropriation is reduced or eliminated, while the rest of the bill is approved. A line-item veto may also be overridden by a two-thirds vote in each House (see Blue Pencil).

### **VOICE VOTE**

A vote that requires only an oral "aye" or "no" with no official count taken. The presiding officer determines whether the "ayes" or "noes" carry.

## W

### **WEEKLY HISTORY**

A weekly publication that gives a comprehensive list of all actions taken on every bill during that week. It is published by each House (see History).

### **WHIP**

A party officer charged with monitoring Floor activity of caucus Members.

### **WITHDRAW FROM COMMITTEE**

A Floor vote to compel the discharge of a bill from committee.

**W.O.R.F.**

An acronym for the term “without reference to file.” Since the rules of both houses require bills to be listed on the day’s agenda, a measure that is not listed in the official agenda would have to be taken up “without reference to file.” The Assembly or Senate may suspend the rules to take up a “WORF” item.



# Glossary of Internet Terms

**ARPANet**

An experimental network established in the 1970s on which the Internet is based, but no longer exists.

**Dial-up**

A connection made from your computer to an Internet computer by way of a modem and a telephone.

**Directory**

A listing of a collection of files related by topic.

**Electronic Mail**

Method of on-line communication for sending and receiving messages and files of information.

**Electronic Mail List**

A list that an individual voluntarily signs up to be on to receive notices regarding the legislative information system.

**File**

A document containing related information.

**File Transfer Protocol (FTP)**

Internet tool that allows you to send and retrieve files of information over the Internet.

**Internet**

Worldwide computer network made up of many interconnected networks.

**InterNIC**

An Internet information service (800-444-4345).

**Modem**

A device that connects your computer to a telephone line in order to send and receive information by way of the Internet.

**Network**

A collection of computers linked together to allow the exchange of information.

**README file**

On-line help file that contains information on how to retrieve files of legislative information.

**Service Providers**

Commercial (for a fee) services that provide direct access or access through electronic mail to the Internet.

**Sub-directory**

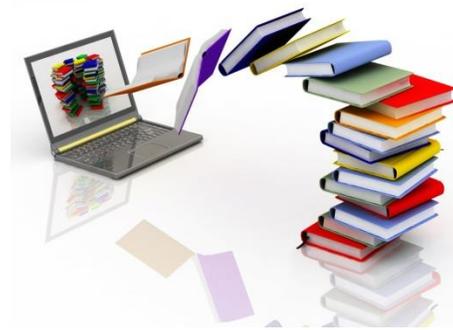
Any directory that is subordinate to a higher and more general directory.

**Uniform Resource Locator (URL)**

The standard way to give the address of any resource on the Internet that is part of the World Wide Web (WWW). The URL for Official Legislative Information for the State of California is: <http://www.leginfo.ca.gov>



# Useful Websites



## *PTA Resources*

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**CALIFORNIA STATE PTA website:** [www.capta.org](http://www.capta.org)

**Legislation Action Report:** E-news summary of actions taken on legislation of interest to California State PTA, including general bill information and positions taken by California State PTA.

**Legislative Alerts:** E-news updates on current legislative and other measures and issues that affect children and youth. Also provides opportunities to take action in support of PTA positions. Subscribe at [www.capta.org](http://www.capta.org)

**Sacramento Update:** E-newsletter addresses state and federal legislation issues that affect California's children and youth. Sent by email to California State PTA Board of Managers, District presidents and interested PTA members. Subscribe at [www.capta.org](http://www.capta.org)

**Advocacy Leadership Guide:** A new resource designed specifically with district and council level advocacy chairs in mind to support your advocacy efforts. Download the guide at <http://downloads.capta.org/temp/AdvocacyLeadershipGuide.pdf>.

**Legislation Conference:** A two-day visit to Sacramento that includes the latest information from legislators and key officials about important matters affecting children and families and visits with the legislators who represent your community.

### General PTA and Leadership Information

**PTA in California:** The official newsletter of California State PTA.

**PTA Connects:** A monthly e-newsletter sent by email to PTA leaders with tips and reminders for running your PTA.

**Leadership Essentials:** E-news sent regularly to PTA leaders with timely information and reminders about issues, tasks and responsibilities of PTA leaders at any level.

**California State PTA Toolkit:** A comprehensive guide for all PTA leaders that includes a section on Advocacy.

**NATIONAL PTA website:** [www.pta.org](http://www.pta.org)

### Advocacy Tab

Information on National PTA position statements and federal legislative and policy agenda.

**Advocacy Toolkit:** Guide with strategies for advocating with federal legislators.

**PTA Takes Action Network:** E-mail updates on federal policy and action alerts.

**Our Children:** National PTA magazine.

## *Other Helpful Resources*

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### **Lawmakers**

California Governor's Office [www.gov.ca.gov](http://www.gov.ca.gov)  
California State Legislature [www.legislature.ca.gov](http://www.legislature.ca.gov)  
California State Senate [www.senate.ca.gov](http://www.senate.ca.gov)  
California State Assembly [www.assembly.ca.gov](http://www.assembly.ca.gov)  
The White House [www.whitehouse.gov](http://www.whitehouse.gov)  
US Senate [www.senate.gov](http://www.senate.gov)  
US House of Representatives [www.house.gov](http://www.house.gov)



### **Informational Sites**

California Budget Project [www.cbp.org](http://www.cbp.org)  
California Legislative Information [www.leginfo.ca.gov](http://www.leginfo.ca.gov)  
Children Now [www.childrennow.org](http://www.childrennow.org)  
ED100 [www.Ed100.org](http://www.Ed100.org)  
EdSource [www.edsource.org](http://www.edsource.org)  
Educational Data Partnership [www.ed-data.k12.ca.us](http://www.ed-data.k12.ca.us)  
Legislative Analyst Office [www.lao.ca.gov](http://www.lao.ca.gov)  
Congressional Budget Office [www.cbo.gov](http://www.cbo.gov)  
EdWeek [www.edweek.org](http://www.edweek.org)  
Library of Congress, Federal Legislation <http://thomas.loc.gov/home/thomas.php>  
National Center for Educational Statistics [www.nces.ed.gov](http://www.nces.ed.gov)

### **Policy Implementation**

California Department of Education [www.cde.ca.gov](http://www.cde.ca.gov)  
U.S. Department of Education [www.ed.gov](http://www.ed.gov)  
California State Department of Finance [www.dof.ca.gov](http://www.dof.ca.gov)



### **Voting information**

California Secretary of State [www.sos.ca.gov](http://www.sos.ca.gov)  
Smart Voter (League of Women Voters) [www.smartvoter.org](http://www.smartvoter.org)  
Your County Registrar of Voters (see SOS website for listing)

### **Media Information**

Sacramento Bee [www.sacbee.com/news/politics-government](http://www.sacbee.com/news/politics-government)  
Rough and Tumble [www.rtumble.com](http://www.rtumble.com)  
Maddy Daily [www.maddyinstitute.com/news/maddy-daily](http://www.maddyinstitute.com/news/maddy-daily)  
Your local newspaper