

# K-12 EDUCATION

California provides instruction and support services to roughly 5.9 million students in grades kindergarten through twelve in more than 10,000 schools throughout the state. A system of 58 county offices of education, more than 1,000 local school districts, and more than 1,200 charter schools provides instruction in English, mathematics, history, science, and other core competencies.

The May Revision includes total funding of \$128.3 billion (\$78.4 billion General Fund and \$49.9 billion other funds) for all K-12 education programs.

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## CALIFORNIA FOR ALL KIDS

Historic revenues present an opportunity for the state to further support education and opportunity for all kids, recruit and retain a well-prepared educator workforce, and reinforce the fiscal stability of the public school system. The May Revision builds upon the Governor's Budget by including a comprehensive package of investments to support these priorities. The Administration's revised spending plan further accelerates the implementation of the California for All Kids plan, which is a whole-child support framework designed to target inequities in educational outcomes among students from different demographic backgrounds, and empower parents and families with more options and more services.

### **PROPOSITION 98**

Proposition 98 is a voter-approved constitutional amendment that guarantees minimum funding levels for K-12 schools and community colleges (collectively referred to as K-14 schools). The Guarantee, which went into effect in the 1988-89 fiscal year, determines funding levels according to multiple factors including the level of funding in 1986-87, General Fund revenues, per capita personal income, and school attendance growth or decline. The Local Control Funding Formula is the primary mechanism for distributing these funds to support all students attending K-12 public schools in California.

The Guarantee continues to be in Test 1 for 2020-21, 2021-22, and 2022-23. To accommodate enrollment increases related to the expansion of transitional kindergarten, the Governor's Budget proposed rebenching the Test 1 percentage to increase the percentage of General Fund revenues due to the Guarantee, from 38.03 percent to approximately 38.4 percent. The May Revision updates the increased Test 1 percentage from approximately 38.4 percent to approximately 38.3 percent.

The significant increase in revenues projected for 2020-21, 2021-22, and 2022-23 results in a corresponding increase in resources for K-14 schools. Proposition 98 is estimated to be \$96.1 billion in 2020-21, \$110.2 billion in 2021-22, and \$110.3 billion in 2022-23, representing a three-year increase in the minimum Guarantee of \$19.6 billion over the level estimated in the Governor's Budget. These funding levels include property tax decreases of \$32 million in 2020-21, \$659 million in 2021-22, and \$804 million in 2022-23.

### **PROPOSITION 98 RAINY DAY FUND**

The Governor's Budget projected a total of \$9.7 billion in total payments to the Public School System Stabilization Account between 2020-21, 2021-22, and 2022-23. Although General Fund revenues are projected to increase at May Revision, capital gains revenues have decreased as a share of total funds, bringing these required payments (and the total Account balance) to a total of \$9.5 billion.

There is a statutory cap of 10 percent on school district reserves in fiscal years immediately succeeding those in which the balance in the Account is equal to or greater than 3 percent of the total K-12 share of the Proposition 98 Guarantee. The balance of \$7.3 billion in 2021-22 triggers school district reserve caps beginning in 2022-23.

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## SCHOOL SYSTEM FISCAL STABILITY

### LOCAL CONTROL FUNDING FORMULA (LCFF)

The Governor's Budget included an LCFF cost-of-living adjustment of 5.33 percent, the largest cost-of-living adjustment since the creation of the formula. Further, the Governor's Budget proposed addressing declining enrollment as a result of the pandemic by allowing school districts to use the greater of current year or prior year average daily attendance or an average of the three prior years' average daily attendance to calculate LCFF funding. This proposal helps school districts mitigate the fiscal impacts due to declining enrollment, thereby better enabling them to serve their students from one year to the next.

At May Revision, the 2022-23 cost-of-living adjustment is updated to 6.56 percent, now the largest cost-of-living adjustment in the history of LCFF. Additionally, to help local educational agencies address ongoing fiscal pressures, staffing shortages, and other operational needs, the May Revision includes \$2.1 billion ongoing Proposition 98 General Fund to increase LCFF base funding. This discretionary, ongoing increase is an important resource for all local educational agencies to mitigate the impacts of rising pension obligations, increased costs for goods and services, and other ongoing local budget concerns. Further, the May Revision includes \$101.2 million ongoing Proposition 98 General Fund to augment LCFF funding for county offices of education, which face similar cost pressures to school districts and charter schools.

During the 2021-22 school year, local educational agencies strived to maintain safe access to in-person instruction in public schools. However, the Delta and Omicron surges resulted in significant student and staff absences, and maintaining both in-person and distance learning educational options proved difficult with fewer staff and temporarily high demand for distance learning. To mitigate the fiscal impacts associated with increased absences during the 2021-22 academic year, the May Revision includes further fiscal protections for schools that experienced significant attendance declines in 2021-22 due to the impacts of the Delta and Omicron surges.

To minimize reductions in LCFF funding that would otherwise result due to increased absences, the May Revision proposes allowing all classroom-based local educational agencies to be funded at the greater of their current year average daily attendance or their current year enrollment adjusted for pre-COVID-19 absence rates in the 2021-22 fiscal year. Specifically, the May revision enables local educational agencies to utilize a modified version of 2021-22 average daily attendance to determine their 2021-22 LCFF allocations. The May Revision also proposes further modifying the three-year rolling

average to conform with this adjustment. The total ongoing costs associated with these policies is estimated to be \$3.3 billion ongoing Proposition 98 General Fund and \$463 million one-time Proposition 98 General Fund.

### **DISCRETIONARY BLOCK GRANT**

Local educational agencies have indicated that increasing operational costs, including increasing pension contribution costs, are challenging their operational capacities. To assist districts in responding to these external pressures, the May Revision includes \$8 billion one-time Proposition 98 General Fund in discretionary funds, allocated on a per-pupil basis. It is the intent of the Administration that schools will use these one-time funds for purposes, including, but not limited to, protecting staffing levels, addressing student learning challenges, and supporting the mental health and wellness needs of students and staff. Funds received by K-12 local educational agencies will offset applicable mandates debt owed to those entities.

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## **STUDENT-CENTERED SCHOOLS**

### **COMMUNITY SCHOOLS**

Community schools partner with education, county, and nonprofit entities to provide integrated health, mental health, and social services alongside high-quality, supportive instruction, with a strong focus on community, family, and student engagement. The 2021 Budget Act included \$3 billion Proposition 98 General Fund, available over several years, to expand and strengthen the implementation and use of the community school model to all schools in communities with high levels of poverty. This investment supports a whole-child framework for school transformation to guide local educational agencies in planning and implementing other recent state investments in universal nutrition, before/after school and summer school enrichment and care, universal transitional kindergarten, behavioral health supports, and other similar initiatives.

The Department of Education recently completed its review of first round applications for the community schools planning, implementation, and technical assistance grants. Although local educational agencies were somewhat limited in their ability to apply for funds by staffing issues related to the winter Omicron surge, demand for the funding exceeded expectations; for a \$400 million implementation grant round, the Department received applications requesting almost \$700 million. In addition to high demand in the first funding round, the Department projects a significant increase in applicants for future rounds of funding (as local educational agency staffing levels recover), and anticipates that the original \$3 billion allocation will not be sufficient to

meet demand. To this end, the May Revision includes an additional \$1.5 billion one-time Proposition 98 General Fund to expand access to the community schools grants to every eligible local educational agency that opts to apply on behalf of its high-need schools.

## **NUTRITION**

In 2020, the U.S. Department of Agriculture allowed states to apply for a waiver of certain requirements connected to the National School Lunch Program and School Breakfast Program. Specifically, California was granted a waiver of income eligibility requirements, which allowed schools to provide subsidized meals to all students regardless of income, and local educational agencies were allowed to receive reimbursement through the federal Seamless Summer Option, which provides a higher reimbursement for meals than the National School Lunch Program and School Breakfast Program. For the 2021-22 school year, schools claiming meals under the Seamless Summer Option received an even higher reimbursement equivalent to the Summer Food Service Program rate. These flexibilities are scheduled to expire on June 30, 2022.

The 2021 Budget Act included \$54 million ongoing Proposition 98 General Fund, and the 2022 Governor's Budget included an additional \$596 million ongoing Proposition 98 General Fund, to provide universal access to school meals for all K-12 students in California, beyond the expiration of the federal income eligibility waiver. The May Revision includes an additional \$611.8 million ongoing Proposition 98 General Fund to augment the state meal reimbursement rate sufficient to maintain meal reimbursement rates beginning in 2022-23. This higher rate of reimbursement will enable local educational agencies to continue offering higher-quality and more diverse meals for students. If the federal government extends the waiver that allows for the allocation of higher federal reimbursement rates, any unused state funding for rate increases in 2022-23 would instead be made available for school kitchen infrastructure grants.

## **EXPANDED LEARNING OPPORTUNITIES PROGRAM**

The 2021 Budget Act included \$1 billion ongoing and \$753 million one-time Proposition 98 General Fund as the first of a multi-year investment plan to implement expanded-day, full-year instruction and enrichment for all elementary school students, with a focus on local educational agencies with the highest concentrations of low-income students, English language learners, and youth in foster care. At the release of the 2021 Budget Act, the state projected that full fiscal implementation of the program—would not take place until 2025-26.

The 2022 Governor's Budget accelerated the implementation of this program by allocating an additional \$3.4 billion ongoing Proposition 98 General Fund to the Expanded Learning Opportunities Program, increasing total ongoing program funding to \$4.4 billion. The May Revision increases this investment by an additional \$403 million ongoing Proposition 98 General Fund, bringing the ongoing program total to \$4.8 billion, and full funding implementation (four years ahead of schedule) of \$2,500 for every low-income student, English language learner, and youth in foster care in the state.

Consistent with the implementation plan outlined in the Governor's Budget, beginning in 2023-24, local educational agencies will be required to offer expanded learning opportunities to all low-income students, English language learners, and youth in foster care, and local educational agencies with the highest concentrations of these students will be required to offer expanded learning opportunities to all elementary students.

### **COMMUNITY ENGAGEMENT INITIATIVE**

California's K-12 education accountability system is built on the foundation of local control. Specifically, local educational agencies must develop their annual spending plans—Local Control and Accountability Plans, or LCAPs—in partnership with members of their local communities, with the goal of improving student outcomes and closing achievement gaps. Developing and implementing successful LCAPs necessitates local educational agencies be skilled at, and authentic in, their engagement with students, families, staff, and other community members.

To build the capacity of local educational agencies to engage more effectively with their communities, the 2018 Budget Act included \$13.3 million one-time Proposition 98 General Fund, available over five years, to create the Community Engagement Initiative. This program, administered by the California Collaborative for Educational Excellence, disseminates best practices for school-community interaction through peer-to-peer coaching among local educational agencies, who work through an intentional process to improve community relational capacity. Thus far, the Initiative has reached several dozen local educational agencies.

The experience of the COVID-19 Pandemic has furthered the need for positive relationship building between schools and their communities. The May Revision scales up the initiative by providing an additional \$100 million one-time Proposition 98 to expand the reach of the program to hundreds of additional local educational agencies. Additionally, the work done by local educational agencies that participate in the initiative will align with work to build community schools, for which community engagement is a core value.

## PRE-KINDERGARTEN EDUCATION

Providing every child with access to pre-kindergarten education before they begin school is a key component of improving equity in public education. Parent choice in the type of preschool education that their child receives is equally important, and the state has made significant recent investments in both transitional kindergarten and State Preschool. Building upon these investments, and to support implementation of the expansion of transitional kindergarten while maintaining access to State Preschool and providing parents with choice, the May Revision includes the following investments and programmatic changes:

- **State Preschool Family Fee Waivers**—For the 2022-23 school year, providing \$10.8 million one-time Proposition 98 General Fund and \$10.8 million one-time non-Proposition 98 General Fund to waive the family share of cost for children participating in the State Preschool Program.
- **State Preschool Funding Hold Harmless**—For the 2022-23 school year, allowing State Preschool contractors to receive full funding allocated to them pursuant to their state contracts, regardless of student attendance.
- **State Preschool Program adjustment factors for students with disabilities and dual language learners**—Increasing the costs to support revised State Preschool Program adjustment factors for students with disabilities and dual language learners from \$197.8 million Proposition 98 General Fund and \$110.6 million General Fund to \$201.8 million Proposition 98 General Fund and \$140.6 million General Fund, respectively.
- **Local Assignment Option for Transitional Kindergarten Teachers**—To temporarily increase the pipeline of qualified transitional kindergarten teachers, allows teachers with preschool teaching permits who hold bachelor's degrees that meet basic skills requirements and are enrolled in coursework leading to be assigned as the teacher of record in a credential to teach transitional kindergarten. This flexibility is proposed to sunset on June 30, 2026.

Additionally, the May Revision adjusts the costs to expand eligibility for transitional kindergarten, from all children turning five-years-old between September 2 and December 2 to all children turning five-years-old between September 2 and February 2, beginning in the 2022-23 school year, from \$639.2 million at the Governor's Budget to \$614 million General Fund at the May Revision.



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## **INVESTMENTS IN A WELL-PREPARED EDUCATOR WORKFORCE**

### **TEACHER AND SCHOOL COUNSELOR RESIDENCIES**

An important foundation of a whole-child centered school transformation effort is a well-prepared workforce of teachers and school counselors. To increase the pipeline of teachers and school counselors, the May Revision provides \$500 million one-time Proposition 98 General Fund to expand residency slots for teachers and school counselors. The May Revision also proposes statute to enable school counselor, social worker, and psychologist candidates to be eligible for the Golden State Teacher Grant Program, which provides incentives to individuals to consider earning a credential and serving at a priority school in California for four years, within eight years after completing a preparation program.

### **EDUCATOR SUPPORT FOR SCIENCE, TECHNOLOGY, ENGINEERING, AND MATHEMATICS (STEM) INSTRUCTION**

Future economic growth in California depends upon a workforce well-prepared to drive innovation, especially in the sciences. STEM coursework can also inspire students by engaging them in hands-on, inquiry-based projects that stimulate curiosity and encourage persistence. Reflecting the importance of this area of study, the state recently updated the Next Generation Science Standards (2013), the Science Framework for California Public Schools (2016), and the California Computer Science Standards (2018), and is engaged in work to update the California Math Frameworks and the California Preschool Learning Foundations.

To support educators in providing effective STEM instruction that engages and inspires students, the May Revision includes \$85 million one-time Proposition 98 General Fund to create Pre-K through 12 grade educator resources and professional learning to implement the Next Generation Science Standards, the California Math Framework, the California Computer Science Standards, and the math and science domains of the California Preschool Learning Foundations. These funds will also support the alignment of other state STEM educator support initiatives (i.e., UC Subject Matter Projects, Early Math Initiative, etc.) with this work, to create a cohesive statewide continuum of instructional supports for all STEM educators. Additionally, the May Revision also includes \$300 million one-time Proposition 98 General Fund to augment resources available to local educational agencies for professional learning through the Educator Effectiveness Block Grant, with a priority for STEM educator supports.



Finally, the 2021 Budget Act included \$5 million one-time General Fund for an institute of higher education or non-profit organization to create a computer science component of the Educator Workforce Investment Grant program (EWIG). EWIG grantees are members of the statewide system of support and develop educator training in strategies for providing high-quality instructional learning experiences aligned to state standards. The May Revision provides an additional \$15 million one-time General Fund, available over three years, to continue the work of the EWIG in computer science, and an additional \$15 million one-time Proposition 98 General Fund, available over three years, to continue the work of the EWIG in areas of special education and support for English Learners.

### **SCREENING FOR DEVELOPMENTAL DISABILITIES**

As evidenced by recent investments in early learning, early literacy, and special education services for young children, the Administration is committed to providing educators with the tools necessary to identify developmental disabilities in children, and provide them with appropriate support services, as early as possible. Significant evidence supports the importance of identifying and providing intervention and supports for children with disabilities early in life to maximize academic and other life outcomes. To that end, the Administration has made multiple investments over the last several years in initiatives that incorporate more identification strategies into public preschool assessment (via the Desired Results Developmental Profile) and in partnership with the University of California San Francisco is creating a dyslexia screening tool that is appropriate for students from diverse language backgrounds. Once these tools have been validated, it is the intent of the Administration that all educators across the state have access to them, that they be broadly utilized, and educators trained in how to use them appropriately to identify students with dyslexia and other processing disorders so that students can receive appropriate reading intervention in the early grades.

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### **K-12 SCHOOL FACILITIES**

The Kindergarten through Community College Public Education Facilities Bond Act of 2016 (Proposition 51), approved by voters in November 2016, authorized \$7 billion in state General Obligation bonds to support K-12 school facilities construction. These funds support new construction, modernization, retrofitting, career technical education, and charter school facility projects. The Governor's Budget allocated the remaining Proposition 51 bond funds—approximately \$1.4 billion—to support school construction projects and included approximately \$1.3 billion one-time General Fund in 2022-23 and

\$925 million one-time General Fund in 2023-24 to support new construction and modernization projects through the School Facility Program.

The May Revision increases that investment by an additional \$1.8 billion General Fund, allocating \$2.2 billion one-time General Fund in 2021-22, \$1.2 billion one-time General Fund in 2023-24, and \$625 million one-time General Fund in 2024-25 to support new construction and modernization projects through the School Facility Program. The Administration's plan assumes the Office of Public School Construction continues to process applications according to its existing capacity.

The May Revision also includes approximately \$1.8 billion one-time Proposition 98 General Fund for schools to address outstanding school facility maintenance issues. These funds will enable local educational agencies to repair and restore classrooms, multipurpose areas, and school grounds and upgrade and/or replace inefficient and outdated cooling, heating, water, and other energy and resource systems to create greener educational spaces.

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### OTHER SIGNIFICANT ADJUSTMENTS

- **Classified School Employee Summer Assistance Program**—An increase of \$80 million ongoing Proposition 98 General Fund for the Classified School Employee Summer Assistance Program, which provides supplemental pay for classified staff during intersessional months when they are not employed.
- **Expanded Learning Opportunities Program Infrastructure**—An increase of \$63 million one-time Proposition 98 General Fund, for a total of \$1 billion one-time Proposition 98 General Fund, to support Expanded Learning Opportunities Program infrastructure, with a focus on integrating arts and music programming into the enrichment options for students.
- **Categorical Program Cost-of-Living Adjustments**—An increase of \$62.1 million Proposition 98 General Fund to selected categorical programs for 2022-23 to reflect a change in the cost-of-living factor from 5.33 percent at the Governor's Budget to 6.56 percent at the May Revision.
- **K-12 Teacher Residency Program Technical Assistance Center**—An increase of \$20 million one-time Proposition 98 General Fund to Support a K-12 Teacher Residency Program Technical Assistance Center.

- **Accelerated Reading Support**—An increase of \$15 million one-time Proposition 98 General Fund over three years to support 6,000 teachers in completing the coursework necessary to receive a supplementary state certification in reading and literacy.
- **Center on Teaching Careers**—An increase of \$1.7 million one-time Proposition 98 General Fund to the Tulare County Office of Education to support the educator recruitment work of the Center on Teaching Careers.
- **California School for the Deaf-Riverside: Athletic Complex Replacement and Expansion**—An increase of \$2.5 million General Fund for the study and preliminary plans phases of an overall \$43.1 million General Fund project to replace all outdoor sport fields (football, track, softball, and baseball) and add a stand-alone practice soccer field at the Riverside School for the Deaf. The existing fields date to the opening of the school in the 1950s.