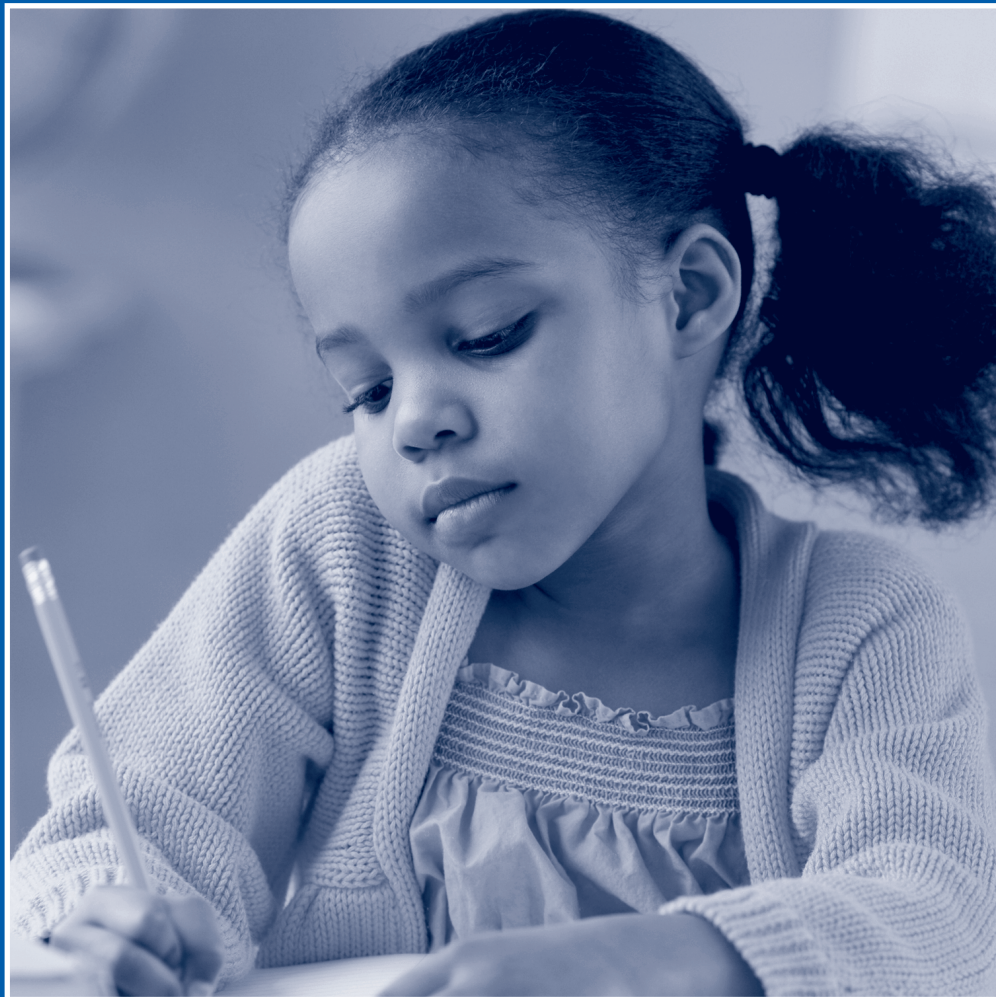


2009



**RESOURCE CARDS
ON CALIFORNIA SCHOOLS**

Table of Contents

Finance Data Card

Categorical Aid	1
Categorical Programs: State	2
Categorical Programs/NCLB: Federal.....	3
Facilities	4
Local Elections: General Obligation Bonds.....	5
Local Elections: Parcel Taxes	6
Rankings for California.....	7
Total Revenues for Education.....	8

Finance Background/General Background Card

Finance Background:

Budget Calendar.....	9
Proposition 13 and Gann Limit	10
Proposition 98.....	11
Revenue Limits for School Districts.....	12
Revenues for School Districts (Local Sources)	13
School Finance Chronology.....	14

General Background:

Charter Schools	15
Data Collection and Reporting	16
Governance of Public Schools.....	17
Instructional Materials	18
Selected Categorical Programs	19
Special Education	20

These cards give you fingertip access to the latest information about California's education system. They are separated into sections that cover related topics. Each section card includes references to more in-depth information found in EdSource full-length reports and shorter publications. (The shorter publications can generally be downloaded for free from our website.) You may order additional copies of these 2009 Resource Cards for \$10 each. Generous bulk discounts are also available. For ordering information, please contact the EdSource office at 650/917-9481 or go to our website: www.edsource.org

Staffing/Students/Performance Card

Staffing:

Administrators in California	21
Collective Bargaining.....	22
Teacher Credential Requirements.....	23
Teacher Demographics	24

Students:

English Learners.....	25
Enrollments.....	26
Student Demographics.....	27

Performance:

Academic Performance Index (API)	28
No Child Left Behind (NCLB).....	29
Program Improvement	30
Standardized Testing and Reporting (STAR) Program.....	31
STAR Data.....	32

High School/Postsecondary Education Card

High School:

California High School Exit Exam (CAHSEE).....	33
Graduation	34
High School Curriculum	35

Postsecondary Education:

College Eligibility.....	36
College Enrollments	37
Community College System	38
Community Colleges: The Students.....	39

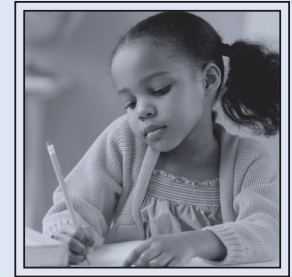
Index..... Inside Back Cover

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Finance Data



TOPIC	CARD
Categorical Aid	1
Categorical Programs: State	2
Categorical Programs/NCLB: Federal	3
Facilities	4
Local Elections: General Obligation Bonds	5
Local Elections: Parcel Taxes	6
Rankings for California	7
Total Revenues for Education	8

EdSource's website, www.edsource.org, offers a wealth of information about school finance data, including access to all of EdSource's publications, many of which can be downloaded for free.

Recent publications include:

- * *School Finance 2008–09: Fiscal Crisis Meets Political Gridlock (1/09)*
How California Compares: Demographics, Resources, Student Achievement (9/08)
- * *Keeping California School Districts Fiscally Healthy: Current Practices and Ongoing Challenges (4/07)*
Trends and Comparisons in California School Finance (1/07)

For data about every school and district in California, see the Education Data Partnership (Ed-Data) website: www.ed-data.k12.ca.us

* *Can be downloaded for free from the EdSource website: www.edsource.org*

Definition

Categorical aid is money from the state and federal government targeted to particular programs, such as K–3 Class Size Reduction, and to students with special needs, such as Special Education.

Funding

About one-third of total K–12 education funding comes from more than 85 state and federal categorical programs. Special Education is the largest categorical program. (See cards 2 and 3 for a list of those programs.) The money is granted according to formulas, incentives, and reimbursements, often tied to districts' student demographics. Some programs require a local match, and some are competitively awarded. With differing student populations and abilities to compete for funds, districts vary substantially in the amount and percentage of categorical funding they receive.

“Con App”

The state allows districts to apply for about two dozen state and federal categorical programs with a consolidated application or “con app.” Most, if not all, districts use the con app to secure funding from at least some programs on the application. Programs on the con app tend to be on roughly the same timeline and include large programs, such as federal Title I and state Economic Impact Aid.

Local Obligations and Flexibility

In 2001, Senate Bill 374 (O’Connell) increased the number of programs on the con app and streamlined districts’ planning requirements into a “Single Plan for Student Achievement.” Through the Categorical Program Monitoring (CPM) process, the California Department of Education (CDE) monitors the compliance of school districts and county offices of education (COEs) with state and federal categorical program requirements, including fiscal. This process also considers academic performance. CDE monitors in four-year cycles, meaning that one-quarter of local education agencies are reviewed each year.

Assembly Bill (AB) 825 (Firebaugh), passed in 2004, consolidated 26 categorical programs into six block grants: Pupil Retention, School Safety, Teacher Credentialing, Professional Development, Targeted Instructional Improvement, and School and Library Improvement. Each block grant may be spent for any of the purposes authorized in the programs that were consolidated, though some additional conditions apply. In the 2008–09 state budget adopted in September 2008, the affected programs represented about 12% of the state’s total annual categorical spending.

AB 825 authorizes districts to transfer up to 15% of funds from four of the block grants to any other categorical program for which a district is eligible. (No transfers from Pupil Retention or Teacher Credentialing block grants are allowed.) Districts are able to use these transferred funds to increase spending in any categorical program by up to 20%, thus allowing districts some flexibility to adjust program funding locally. Prior to transferring funds, a district or county office must discuss doing so at a public meeting.

Sunset

Some categorical programs have “sunset” or expiration clauses to encourage legislators to periodically review them. However, other categorical programs are created because of forces outside the Legislature, such as court orders or decisions. Funding for those programs continues even if legislators allow the pertinent laws and regulations to sunset.

STATE CATEGORICAL PROGRAM FUNDING 2008-09

(As approved in the 2008-09 state budget adopted in September 2008.)

	Millions		Millions
Special Education	\$3,116	Gifted and Talented Education (GATE)	\$55
Class Size Reduction (K-3)	1,815	Community Day Schools	52
Targeted Instructional Improvement Block Grant	1,070	Community-Based English Tutoring (CBET)	50
Economic Impact Aid	994	Physical Education Teacher Incentive Grants	42
Pupil Transportation	566	Standards for Preparation and Licensing of Teachers (Alternative Certification Program and California School Paraprofessional Teacher Training Program).....	34
Proposition 49 After-School Programs*	550	Instructional Support (includes Bilingual Teacher Training Assistance Program, Teacher Peer Review Program, and Reader Services for Blind Teachers).....	32
Regional Occupational Centers and Programs	483	Partnership Academies	23
Library Improvement Block Grant (includes library materials and school improvement programs)	463	Tobacco Use Prevention Education	19
Summer School/Supplemental Instruction	421	Foster Youth Services.....	19
Instructional Materials	418	School Safety Consolidated Competitive Grant	18
Quality Education Investment Act (QEIA)†	402	Education Technology	18
Deferred Maintenance.....	277	Early Mental Health.....	15
Professional Development Block Grant	273	Apprenticeship Program.....	13
High School Counseling (7th-12th grade).....	209	Certificated Staff Mentoring Program.....	12
Charter School Categorical Programs.....	190	Fiscal Crisis & Management Assistance Team (FCMAT) (includes California School Information Services Administration or CSIS).....	16
Child Nutrition	138	K-12 High Speed Network.....	10
Teacher Credentialing Block Grant (includes Beginning Teacher Support and Assessment)	129	County Office of Education <i>Williams</i> Settlement Audits	10
High Priority Schools Grant Program	114		
Arts and Music Block Grant.....	110		
Class Size Reduction (9th grade).....	101		
School Safety Block Grants.....	100		
Pupil Retention Block Grant (includes supplemental instruction, 10th grade counseling, dropout prevention programs, etc.).....	97		
Year-Round Education Grant Program	97		
Student Assessment	91		
California High School Exit Exam (CAHSEE) Intensive Instruction and Services ...	73		
English Learners	63		
CalSAFE (California School Age Families Education) Program	58		
Professional Development for Math and Reading	57		

Additional programs are funded for less than \$10 million.

Programs Outside K-12

Child Care and Development (includes preschool)	\$1,772
Adult Education (includes \$18.2 million for adult education in correctional facilities in 2008-09)	791

* Funded by a continuous appropriation, not the Budget Act.

† Appropriated in Senate Bill 1133 (2006), not the Budget Act. These funds are to be spent in 2008-09 but, for Proposition 98 accounting purposes, are counted toward the 2004-05 and 2005-06 fiscal years.

Data: Derived from CDE-provided data, the 2008-09 Budget Act, and other legislation.

Federal categorical funding makes up about 10% of California’s total K–12 education funding in 2008–09. Much of it comes from programs created by the Elementary and Secondary Education Act (ESEA) of 1965. The 2001 ESEA reauthorization—which became law in 2002—is called the “No Child Left Behind” Act. It modifies the original ESEA, as have previous reauthorizations. NCLB increases the federal focus on educationally disadvantaged pupils, including English learners and students who live in poverty. The law also emphasizes a standards-based reform agenda including: high academic standards for all students; extra support to help students and schools meet those standards; and greater accountability for the results, specifically as measured by student performance on standardized tests. NCLB also provides funds to prepare, train, recruit, and retain high quality teachers; support innovative programs such as charter schools; and create before- and after-school programs. The act was originally slated to be reauthorized in 2007, but Congress has not yet acted. NCLB continues in its current form until Congress passes reauthorizing legislation.

Federal support is also substantial for child nutrition, Special Education, and child care programs. (See cards 19 and 20.)

FEDERAL CATEGORICAL PROGRAM FUNDING, 2008–09*

NCLB Programs	Millions	Millions	
ESEA Title I – Extra Support for Students who Live in Poverty.....	\$2,037	ESEA Title IV – 21st Century Schools	\$198
Basic Grants	1,631	After-School Programs	170
School/LEA Improvement	190	Safe and Drug Free Schools and Communities	29
Migrant Education.....	136	ESEA Title V – Innovative Programs	6
Reading First	57	ESEA Title VI – Assessment Funding.....	23
Homeless Children Education (McKinney-Vento)	9	Other Federal Programs	
Even Start.....	8	Child Nutrition	\$1,756
Advanced Placement Fee Waiver	4	Special Education	1,174
Neglected and Delinquent Children	2	Child Care and Development Programs (includes CalWORKs).....	538
ESEA Title II – Improving Teacher and Administrator Quality	380	Vocational Education	138
Part A – Improving Teacher Quality.....	315	Adult Education.....	75
Education Technology.....	31	Charter School Grants	36
Math and Science Partnership Grants	23	Robert C. Byrd Honors Scholarships	5
Subject Matter Projects.....	10	CalServe K–12 Service Learning Initiative.....	2
Administrator (Principal) Training Program	2	Instructional Support (Rural and Low-Income Schools)	1
ESEA Title III – English Learners and Immigrant Students	175		

* The amounts listed in this table do not reflect additional federal funds provided to the state through the economic stimulus plan passed by Congress in mid-February. Go to www.edsource.org for updates as data become available.

Note: The programs listed above under ESEA titles do not always add up to the total because of rounding.

Data: Derived from CDE-provided data, the 2008–09 Budget Act, and other legislation.

Major Sources of Facility Funds

State Bonds Since 1998, voters have approved four large state bonds for new construction and modernization of K–12 schools: \$6.7 billion (1998), \$11.4 billion (2002), \$10 billion (2004), and \$7.3 billion (2006). Local districts typically provide matching funds.

Local General Obligation (G.O.) Bonds School districts may issue school construction bonds and levy property taxes to pay for them with voter approval. Since 2001, districts have had the choice of whether to seek two-thirds or 55% approval (see Card 13). Prior to 2001, districts needed two-thirds approval.

Based on the best available information, from 2001 through 2008, 538 districts sought 55% approval, and 449 (83%) of those elections succeeded. From 1986 through 2008, 940 districts sought two-thirds voter approval, and 516 (55%) were successful. Altogether, 1,478 G.O. bond elections were held in that period, and 965 (65%) passed. Local bond elections generated a total of about \$57.4 billion from 1998 through 2008. Bonds passed in 2008 account for 36% of that total amount. (See cards 5 and 13.)

Facility Districts Since 1998, school districts have been able to establish a School Facility Improvement District (SFID), which taxes just a portion of the district. Before July 2001, two-thirds voter approval was required. Since July 2001, districts have been able to seek either two-thirds or 55% approval. From 1998 through 2008, 42 SFID elections were held, based on the best available information. Of the 17 under the two-thirds requirement, three (18%) passed. Of the 25 under the 55% requirement, 21 (84%) passed.

Developer Fees School districts have the authority to levy developer fees on new construction or reconstruction. The money may be used only for facilities, including portable classrooms. The State Allocation Board adjusts the fees for inflation in even-numbered years. For 2008 and 2009, the maximum was set at 47 cents per square foot on commercial/industrial construction and \$2.97 per square foot on residential construction.

Projected Need

Enrollment Growth In 2005, K–12 enrollment in California dropped slightly, the first decline since 1980. That drop continued in 2006 and 2007. (See Card 26.) Some school districts, however, are still growing. Statewide, enrollment is expected to continue to decline modestly until 2010 when it is projected to begin increasing.

New Classrooms and Modernization In 2008, the California Department of Education (CDE) projected that from 2008 to 2013, the state would need to build over 23,000 new classrooms and modernize more than 37,000 classrooms. Together, CDE projects that about 1.4 million students will need new and remodeled classrooms during the five-year period. CDE bases its estimates on 25 students per K–6 classroom and 27 students per 7–12 classroom.

Multitrack, Year-Round Schools Some schools—most of them elementary—operate on a multitrack, year-round calendar in order to maximize facility capacity. In 2001–02, 976 schools serving about 1 million students (17% of total enrollment) were multitrack.* But as the table below shows, those numbers have been declining. The *Williams* lawsuit settlement (see Card 14) requires districts to phase out by 2012 “Concept 6” year-round programs, which provide 163 days of instruction instead of the standard 180 days.

MULTITRACK, YEAR-ROUND EDUCATION

Year	Number of Schools	Number of Students (% of Total Enrollment)
2007–08	446	442,201 (7%)
2006–07	578	569,969 (9%)
2005–06	690	700,141 (11%)

See: EdSource voter guides: *Proposition 47* (9/02), *Proposition 55* (1/04), and *Proposition 1D* (9/06)

Data: California Department of Education (CDE)
California Department of Finance (DOF)
State Allocation Board (SAB)

School Services of California, Inc.
League of Women Voters of
California—Smart Voter

* 2001–02 data were corrected on 3/25/09.

Below is a list of successful 2008 K–12 bond measures, based on the best available information. Only those for \$25 million or more are included. Go to www.edsource.org for a complete listing for 2008. Altogether, 116 out of 136 (85.3%) of bonds that required 55% voter approval passed in 2008. They raised \$20.6 billion. In addition, three out of four bonds that required a two-thirds vote passed in 2008, raising \$300 million. (See cards 4 and 13.) To see each district's election history, go to www.ed-data.k12.ca.us.

55% VOTE

District (County)	Millions	Date	Yes Vote
Acalanes Union High (Contra Costa)	\$ 93.0	11/08	64.3%
Alum Rock Union Elementary (Santa Clara)	179.0	6/08	80.0%
Beaumont Unified (Riverside)	125.0	11/08	62.0%
Beverly Hills Unified (Los Angeles)	334.0	11/08	64.9%
Bonita Unified (Los Angeles)	83.6	11/08	60.8%
Cajon Valley Union Elementary (San Diego)	156.5	2/08	63.8%
Center Joint Unified (Sacramento)	500.0	11/08	62.2%
Central Elementary (San Bernardino)	31.0	11/08	71.1%
Central Unified (Fresno)	152.0	11/08	63.4%
Ceres Unified (Stanislaus)	60.0	11/08	72.6%
Colton Joint Unified (San Bernardino)	225.0	11/08	73.5%
Cypress Elementary (Orange)	53.6	11/08	69.2%
Dry Creek Joint Elementary (Placer)	67.3	2/08	56.6%
East Side Union High (Santa Clara)	349.0	2/08	71.4%
El Dorado Union High (El Dorado)	66.3	6/08	56.2%
El Monte City Elementary (Los Angeles)	75.0	11/08	72.5%
El Monte Union High (Los Angeles)	148.0	11/08	74.2%
Enterprise Elementary (Shasta)	34.0	2/08	57.3%
Escondido Union High (San Diego)	98.0	11/08	59.0%
Fremont Union High (Santa Clara)	198.0	6/08	67.1%
Gilroy Unified (Santa Clara)	150.0	11/08	67.6%
Grossmont Union High (San Diego)	417.0	11/08	56.7%
Hayward Unified (Alameda)	205.0	6/08	72.2%
Lake Tahoe Unified (El Dorado)	64.5	11/08	59.4%
Lakeside Union Elementary (San Diego)	79.6	11/08	64.6%
Lemon Grove Elementary (San Diego)	28.0	11/08	72.9%
Long Beach Unified (Los Angeles)	1,200.0	11/08	72.1%
Los Angeles Unified (Los Angeles)	7,000.0	11/08	69.1%
Los Banos Unified (Merced)	44.0	2/08	65.3%
Los Nietos Elementary (Los Angeles)	31.1	6/08	71.8%
Manhattan Beach Unified (Los Angeles)	67.5	11/08	61.6%
Marysville Joint Unified (Yuba)	47.0	11/08	62.4%
Menifee Union Elementary (Riverside)	31.5	2/08	56.5%
Merced Union High (Merced)	149.4	11/08	62.6%

District (County)	Millions	Date	Yes Vote
Millbrae Elementary (San Mateo)	\$ 30.0	11/08	69.5%
Moorpark Unified (Ventura)	39.5	11/08	65.4%
Newman-Crows Landing Unified (Stanislaus)	25.0	11/08	64.2%
Oak Grove Elementary (Santa Clara)	125.0	11/08	75.0%
Oak Park Unified (Ventura)	29.4	11/08	57.0%
Oceanside Unified (San Diego)	195.0	6/08	71.3%
Palm Springs Unified (Riverside)	516.0	2/08	61.8%
Palo Alto Unified (Santa Clara)	378.0	6/08	77.6%
Pasadena Unified (Los Angeles)	350.0	11/08	74.5%
Patterson Joint Unified (Stanislaus)	50.0	11/08	66.4%
Placentia-Yorba Linda Unified (Orange)	200.0	2/08	56.9%
Pomona Unified (Los Angeles)	235.0	11/08	74.7%
Rancho Santa Fe Elementary (San Diego)	34.0	2/08	71.1%
Redlands Unified (San Bernardino)	65.5	2/08	66.4%
Redondo Beach Unified (Los Angeles)	145.0	2/08	65.9%
Rosemead Elementary (Los Angeles)	30.0	11/08	73.4%
Salinas City Elementary (Monterey)	80.0	6/08	63.9%
San Diego Unified (San Diego)	2,100.0	11/08	68.7%
San Gabriel Unified (Los Angeles)	65.0	2/08	70.1%
San Lorenzo Unified (Alameda)	83.0	11/08	74.5%
San Mateo-Foster City Elementary (San Mateo)	175.0	2/08	75.6%
Santa Paula Union High (Ventura)	39.0	11/08	70.4%
Sequoia Union High (San Mateo)	165.0	2/08	65.9%
South Bay Union Elementary (San Diego)	59.4	11/08	76.4%
Stanislaus Union Elementary (Stanislaus)	39.8	11/08	70.6%
Stockton Unified (San Joaquin)	464.5	2/08	68.3%
Torrance Unified (Los Angeles)	90.0	11/08	71.5%
Torrance Unified (Los Angeles)	265.0	11/08	74.4%
Upland Unified (San Bernardino)	103.0	2/08	60.3%
Val Verde Unified (Riverside)	43.4	6/08	69.1%
Victor Elementary (San Bernardino)	150.0	11/08	67.3%
Victor Valley Union High (San Bernardino)	500.0	11/08	67.9%
Wasco Union High (Kern)	33.5	6/08	65.2%
Westminster Elementary (Orange)	130.0	11/08	63.0%
Westside Union Elementary (Los Angeles)	63.5	11/08	62.9%
Whittier Union High (Los Angeles)	75.0	11/08	72.1%
William S. Hart Union High (Los Angeles)	300.0	11/08	60.6%
Windsor Unified (Sonoma)	50.0	2/08	61.5%

TWO-THIRDS VOTE REQUIRED FOR PASSAGE

District (County)	Millions	Date	Yes Vote
Centinela Valley Union High (Los Angeles)	\$ 98.0	11/08	70.8%
Santa Ana Unified (Orange)	200.0	6/08	68.8%

Data: EdSource
 School Services of California, Inc.
 League of Women Voters of California-Smart Voter



Local Elections: Parcel Taxes (Two-thirds Vote)

Card 6

Based on the best available information, from 1983 through 2008, districts have held 468 parcel tax elections. Of these, 250 (53%) passed, and another 180 (38%) achieved a majority vote but did not pass. In 2008, 73% succeeded. Those successful elections, listed below, were overwhelmingly in northern California and most often in suburban districts (with two notable exceptions—Oakland Unified and West Contra Costa Unified).

District (County)	Date	Yes Vote
Alameda City Unified (Alameda) \$120/parcel res.; 15¢ com./indus.-4 yrs. Offset state budget cuts; teachers.	6/08	66.9%
Bayshore Elementary (San Mateo) \$96/parcel-6 yrs. Programs, small classes, music, art, language, technology.	11/08	72.2%
Belmont-Redwood Shores Elementary (San Mateo) \$78/parcel-7 yrs. Programs, teachers.	11/08	71.8%
Berryessa Union Elementary (Santa Clara) \$79/parcel-5 yrs. Prevent cuts in programs; libraries, teachers, technology.	11/08	72.5%
Campbell Union High (Santa Clara) \$85/parcel-5 yrs. Restore state cuts; small classes, teachers, academics, music.	11/08	79.4%
Davis Joint Unified (Yolo) \$120/parcel; \$50 per dwelling for multidwelling parcels-3 yrs. Programs.	11/08	75.7%
Dublin Unified (Alameda) \$96/parcel-5 yrs. Academics, teachers, small classes.	11/08	72.6%
Evergreen Elementary (Santa Clara) \$90/parcel-5 yrs. Small classes, science, math, music, arts.	11/08	73.9%
Franklin-McKinley Elementary (Santa Clara) \$72/parcel-9 yrs. Teachers, small classes, counseling, tutoring, math, science.	11/08	73.6%
Kentfield Elementary (Marin) \$773.94/parcel-10 yrs. Programs, teachers, small classes, technology.	2/08	71.7%
Live Oak Elementary (Santa Cruz) \$84/parcel-9 yrs. Science, art, music, reading, math, libraries, small classes.	11/08	77.1%
Livermore Valley Joint Unified (Alameda) \$11.50 per month/parcel-5 yrs. Teachers, counselors, science, art, music.	11/08	76.5%
Los Gatos Union Elementary (Santa Clara) \$290/parcel-6 yrs. Teachers, small classes, programs.	6/08	84.0%
Martinez Unified (Contra Costa) \$50/parcel-5 yrs. Small classes, textbooks, technology, science, art, music.	11/08	69.6%
Mill Valley Elementary (Marin) \$193/parcel-4 yrs. Prevent budget cuts; teachers, library, P.E., small classes.	11/08	74.4%
Mountain View Whisman (Santa Clara) \$127/0-8,000 sq. ft up to \$1,016/44,000-plus sq. ft.-8 yrs. Reduce impact of state budget cuts; teachers, staff.	6/08	80.5%
Nicasio (Marin County) \$375/parcel-8 yrs. Small classes, teacher/staff pay raises, school operations.	6/08	71.9%
Oak Park Unified (Ventura) \$197/parcel-8 yrs. Reduce impact of state budget cuts.	6/08	82.8%
Oakland Unified (Alameda) \$195/parcel. Teachers, college prep and after-school programs, arts.	2/08	79.2%

District (County)	Date	Yes Vote
Pacific Grove Unified (Monterey) \$35/parcel-5 yrs. Programs, small classes, library and technology staff.	11/08	76.7%
Pacifica (San Mateo) \$96/parcel-5 yrs. Offset state budget cuts; teachers.	6/08	66.7%
Pittsburg Unified (Contra Costa) \$65/parcel-7 yrs. Technology, college prep/honors/AP classes, small classes.	11/08	72.3%
Ravenswood City Elementary (San Mateo) \$98/parcel-5 yrs. Teachers, programs.	2/08	78.2%
San Francisco Unified (San Francisco) \$198/parcel-20 yrs, adjusted for inflation. Increase teacher/staff pay.	6/08	69.0%
Santa Barbara Elementary (Santa Barbara) \$27/parcel-4 yrs. Offset state budget cuts; programs, music.	11/08	72.2%
Santa Barbara High (Santa Barbara) \$23/parcel-4 yrs. Offset state budget cuts; math, science, technology, arts.	11/08	71.3%
Santa Cruz City Elementary (Santa Cruz) \$105/parcel-9 yrs. Small classes, libraries, literacy.	2/08	80.2%
Santa Monica-Malibu Unified (Los Angeles) \$346/parcel. Teachers, small classes, libraries.	2/08	73.0%
West Contra Costa Unified (Contra Costa) \$.072 per sq. ft. of bldg area or \$7.20 per vacant parcel-5 yrs. Reading, writing.	11/08	79.6%

Continuation of Gann Limit Appropriation Increase*

Loma Prieta Joint Union Elementary (Santa Clara) \$150/parcel-4 yrs. Increase approved by voters in 2004.	2/08	74.1%
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* Continuations of Gann limit increases do not enact new taxes; instead, they renew permission to spend money from a previous parcel tax. There are conflicting opinions about whether districts must enact an override of their Gann limit in order to spend parcel tax revenue. Gann limit appropriation increases can be enacted for a maximum term of four years and require only a simple majority vote. Some districts enact permanent or long-term parcel taxes and renew their permission to spend the revenue every four years. (Gann limit increase elections are not included in the total parcel tax elections described above.)

Data: EdSource
School Services of California, Inc.
League of Women Voters of California—Smart Voter



	California's Rank in U.S.	California Average	U.S. Average	Top	Bottom
Teachers' salaries (2006–07)	1	\$63,640	\$50,758	\$63,640/California	\$35,378/South Dakota
Expenditures per pupil (2006–07)	24	\$9,124	\$9,565	\$16,540/District of Columbia	\$5,255/Arizona
Public school revenue (2005–06) per \$1,000 personal income in 2006	28	\$45	\$46	\$62/Vermont	\$26/District of Columbia
Per capita personal income (2006)	11	\$39,358	\$36,629	\$57,358/District of Columbia	\$26,908/Mississippi

Note: The numbers in this table are based on fall enrollment data. The District of Columbia is included among the states.

Data: National Education Association's *Rankings and Estimates*, 2008–09

Ratio of Staff to 1,000 Pupils by Position, Fall 2006–07	California's Rank in U.S.	U.S. Ratio	California Ratio	% of U.S. Ratio
Total school staff to students	50	127.0	91.5	72%
Professional (certified) staff to students	50	72.1	51.8	72%
District officials/administrators	44	1.2	0.5	39%†
School principals/asst. principals	48	3.1	2.2	71%
Guidance counselors	50	2.1	1.0	48%
Librarians	51	1.1	0.2	18%
All teachers	49	64.5*	47.9*	74%
Elementary Teachers (Grades 1–8)	29	49.4	48.2	98%
Secondary Teachers (Grades 9–12)	51	83.6	42.7	51%

* These numbers translate into a student/teacher ratio of 15.5 students to 1 teacher for the entire United States and 20.9 to 1 for California. Only Oregon and Utah have a higher student/teacher ratio than California. The numbers in this table are based on fall enrollment data and include pre-K public school students and their teachers. NCES estimated that there were 119,895 pre-K students and 7,387 pre-K teachers in California in 2006–07. If the pre-K students and teachers are not included, California's student/teacher ratio is 21.0 to 1.

† Although it appears the "district officials/administrators" percentage should be 42%, it is 39% because numbers that had not been rounded were used to calculate it. The number of district officials/administrators is relatively small, which can skew the results when rounded numbers are used.

Note: The District of Columbia is included among the states.

Data: National Center for Education Statistics (NCES) Common Core of Data 2006–07, 1/26/09

TOTAL REVENUES FOR K-12 EDUCATION

	2007-08		2008-09 Estimates from 2008-09 Budget*	
	(BILLIONS)		(BILLIONS)	
State Funds	\$43.1	60.1%	\$42.2	58.7%
Local Property Taxes	15.5	21.6%	16.5	23.0%
Federal Government	6.7	9.3%	6.8	9.5%
Local Miscellaneous	5.4	7.6%	5.4	7.6%
Lottery	0.9	1.3%	0.9	1.3%
Total	\$71.6		\$71.9	

* Funding for education is usually part of the Budget Act and follow-up legislation. Because of the loss of anticipated state revenues, substantial reductions to expenditures may occur in the 2008-09 school year.

Note: Due to rounding, the percentages do not equal 100% and the dollar amounts may not add up to the total.

Data: California Department of Education (CDE), 12/08

State aid comes mostly from California sales and income taxes, including about \$4.6 billion in 2008-09 not counted toward the Proposition 98 guarantee.

Property taxes are allocated to schools as determined by the state. (Cities, counties, and other agencies also receive some local property tax revenues.) The total includes \$2.5 billion not counted toward the Proposition 98 guarantee, such as \$2.1 billion in local debt service.

Federal aid is earmarked for special purposes, most notably the No Child Left Behind Act (NCLB), Child Nutrition, and Special Education. (See Card 3.)

Local miscellaneous includes such sources as community contributions, interest income, developer fees, and revenues from local parcel tax elections. Districts have very limited ways to supplement their revenue. (See Card 13.)

Lottery funding for 2008-09 is projected at about \$137 per student (based on average daily attendance) as of June 30, 2008, with \$118 in unrestricted revenues and \$19 to be used only for instructional materials.

Proposition 98

This proposition guarantees a certain level of state aid and property tax funding for K-12 education and community colleges each year. (See Card 11.)

California State Lottery

In November 1984, voters approved the California State Lottery. A minimum of 34% of total lottery receipts must be distributed to public schools, colleges, and universities. The money is to supplement—not supplant—support for education. It must be used for the instruction of students with no funds spent for acquisition of real property, construction of facilities, financing of research, or any other noninstructional purpose. Since 1996-97, the lottery has provided less than 2% of K-12 education revenues. If education's share of the lottery revenue in a given year is higher than the amount provided in 1998-99, half of the overage is to be used only for instructional materials.

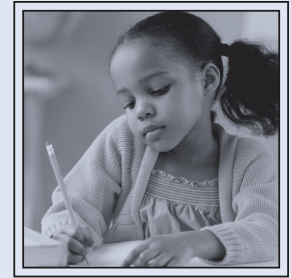
PER-PUPIL (ADA*) ALLOCATIONS FROM K-12 EDUCATION'S SHARE OF LOTTERY FUNDS

Year	Unrestricted Revenue	Instructional Materials	Total Allocation
2007-08	\$114.80	\$16.39	\$131.19
2006-07	121.88	22.75	144.63
2005-06	126.66	28.96	155.62
2004-05	119.94	22.47	142.41
2003-04	114.79	17.44	132.23

*ADA stands for average daily attendance.

Data: CDE, 12/08

Finance Background



TOPIC	CARD
Budget Calendar.....	9
Proposition 13 and Gann Limit	10
Proposition 98	11
Revenue Limits for School Districts.....	12
Revenues for School Districts (Local Sources).....	13
School Finance Chronology.....	14

EdSource’s website, www.edsource.org, offers a wealth of information about school finance and K–12 education policy issues, including access to all of EdSource’s publications, many of which can be downloaded for free.

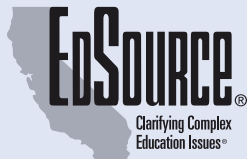
Recent publications include:

- * *School Finance 2008–09: Fiscal Crisis Meets Political Gridlock* (1/09)
How California Compares (9/08)
- * *Keeping California School Districts Fiscally Healthy: Current Practices and Ongoing Challenges* (4/07)
Trends and Comparisons in California School Finance (1/07)
- * *Q&A: The Basics of California’s School Finance System* (1/09)
(also in Spanish)
- * *Q&A: The School District Budget Process* (11/06) (also in Spanish)

General Background

TOPIC	CARD
Charter Schools	15
Data Collection and Reporting	16
Governance of Public Schools	17
Instructional Materials	18
Selected Categorical Programs	19
Special Education	20

- Making California’s New Data System Work: Quality Is Key* (2/09)
- California’s Emerging Education Data System: A Status Report* (10/08)
- California’s Charter Schools: 2008 Performance Update* (6/08) (An executive summary by the same title can be downloaded for free.)
- * *Policy Brief: California Charter School Policy Update: Legislators focus on facilities, financing, and governance* (6/07)
- Levers for Change: Opportunities to Strengthen California’s High School Curriculum* (5/07) (An executive summary by the same title can be downloaded for free.)



* Can be downloaded for free from the EdSource website: www.edsource.org

School District Dates

- January** District projects enrollments and staffing, begins developing budget for next fiscal year.
- March 15** Initial notice to lay off nonsupervisory certificated staff, such as teachers, librarians, and counselors, if necessary.
- May 15** Final notice to lay off teachers, et al., if necessary.
- * July 1** Deadline for district to hold public hearing, adopt budget, and file with county superintendent.
- * Within 45 days** of State Budget Act signing, district makes public any revisions to budget.
- August 15** Deadline for county superintendent to approve, conditionally approve, or reject district budget.

If Budget Disapproved:

- * September 8** District files revised budget with county superintendent's office.
- October 8** Budget Review Committee at the county office of education forms to make its recommendations.
- November 30** County superintendent develops and adopts fiscal plan/budget for district, using Budget Review Committee input.

* Districts may use a schedule with two sets of public hearings and budget adoptions. These budgets are also reviewed by the county superintendent.

Classified employees must be given 30 days notice if the local education agency does not intend to rehire them. Superintendents, assistant superintendents, and other senior management must be notified 45 days before their contract expires.

State Dates

- December 1** In even-numbered years, the first year of a two-year legislative session begins.
 - January 2** The second year of a two-year legislative session begins.
 - January 10** Governor submits proposed budget.
 - February** Legislative Analyst releases analysis of the governor's budget.
 - May** Governor issues "May Revision" to his/her proposed budget to reflect updated revenue and expenditure estimates.
 - June 15** Legislature faces state constitutional deadline to pass Budget Bill (rarely met). Governor must respond to Budget Bill within 12 working days after legislative approval or it becomes law.
- End of August/
Mid-September** Legislative session typically ends.
- End of September/
Mid-October** Governor faces deadline to sign or veto bills, some of which may have a budgetary impact (30 days after Legislature adjourns).

The fiscal year for public agencies, including school districts and county offices of education, is July 1 to June 30.

See: Budget Calendar at www.edsource.org/iss_fin_bud_calendar.html for a more detailed calendar.

Gann Limit on Spending Tax Revenues (1980)

Proposition 13: Definition

This initiative, passed by voters in June 1978, amended the California Constitution so that property taxes can be no more than 1% of assessed value. Annual increases in assessed value are capped at 2% or the percentage growth in the state's Consumer Price Index (CPI), whichever is less. (It has been less than 2% only a few times since 1977.) However, if owners sell or remodel their individual properties, the assessed value is typically raised.

Thus property owners who keep their property as is for many years pay much less property tax than their neighbors who have just bought or remodeled their properties.

Impact

Until 1978, property taxes furnished about two-thirds of education's revenues, with state funds providing much of the rest. Proposition 13 drastically reduced property taxes, which prompted the Legislature to backfill with state funds. The net result was a near reversal in the ratio of state to local funds. The governor and Legislature also began determining how local property taxes would be distributed to schools, cities, counties, and special districts.

Any annual increases or decreases in property tax revenues do not change the total amount of funding for most school districts because their state aid is adjusted to keep general purpose income within their revenue limits. (See Card 12.) In less than 10% of districts, however, property taxes exceed their revenue limits. These districts are allowed to keep this additional revenue.

Local voters can levy a tax on residential or commercial properties (called a parcel tax), but they cannot increase property taxes based on value. With voter approval, school districts can also levy taxes for general obligation (G.O.) bonds for school construction or renovation. Parcel taxes need a two-thirds majority to pass. But with the passage of Proposition 39 in 2000, G.O. bonds can be passed with a 55% majority. (See cards 4 and 13.)

Proposition 4: Gann Limit

This constitutional amendment, passed by voters in November 1979, is named after its sponsor, the late Paul Gann. It limits the amount of tax revenues that state and local governments, including school districts, can spend. The amount is adjusted annually for changes in per capita personal income and population, including enrollment in schools and community colleges. The amount can also be adjusted for transfers of responsibility between governmental units, and local voters can increase Gann limits. Certain expenditures—such as debt service, meeting federal or court mandates, qualified capital outlay, and addressing emergencies such as natural disasters—are exempted.

Only once, in 1986–87, did the state collect revenue exceeding its Gann limit and refund \$1.1 billion to taxpayers. As subsequently amended by Proposition 111 in 1990, if state tax revenues exceed the Gann spending limit for two consecutive years, half of the excess must be returned to taxpayers, and the other half goes to K–14 education.

Senate Bill 1342, the implementing legislation, defined school district Gann limits in a way that has thus far minimized their impact.

Mandated Programs or Services

The Gann limit requires the state to pay local government agencies, including school districts, the cost of implementing new mandated programs or services. In recent years, the state has deferred this reimbursement, providing instead a token minimum amount—\$1,000 per K–12 education mandate for the entire state. In November 2007, a lawsuit was filed to compel the state to pay districts and county offices of education for the costs of meeting state mandates. On Dec. 8, 2008, a San Diego Superior Court judge ruled that the state's deferral of reimbursements is unconstitutional. The state is expected to appeal the decision.

Provisions

This constitutional amendment, approved by voters in November 1988, took effect in the 1988–89 school year. As amended by Proposition 111 in 1990, it has four general provisions:

- Minimum funding guarantee for K–12 schools and community colleges based on three tests (see right column);
- Payment to K–14 education of 50% of the excess when state tax revenues exceed the Gann spending limit for two consecutive years (see Card 10), with the remaining 50% rebated to taxpayers;
- Annual School Accountability Report Cards (SARCs) to promote accountability for the dollars spent by local school boards; and
- “Prudent” state budget reserve.

Proposition 98 may be suspended for a year by a two-thirds vote of the Legislature and signature of the governor. Proposition 111 (1990) effectively raised the Gann limit, making it unlikely that the second provision will come into effect.

Impact

The calculation of the guaranteed amount is largely based on the condition of the state’s economy:

- In years of “normal” state revenue growth, K–14 education receives at least the same amount as the previous year, adjusted for changes in average daily attendance (ADA) and per capita (or per resident) personal income.
- When revenue growth from one year to the next is particularly low, K–14 education participates in the state’s losses according to specified “fair share” formulas.
- Following a “fair share” reduction that causes the Proposition 98 funding guarantee to lag normal growth, the state is obligated to eventually get K–14 funding back to the level it would have been if no reduction had occurred.

In practice, Proposition 98 has meant that education is entitled to the same amount that was allocated the previous year, plus adjustments for changes in statewide attendance and per capita personal income. This is generally referred to as Test 2 (see below). In difficult economic years, the state can provide a lesser amount as specified in Test 3. The shortfall must begin to be restored in a future year when state tax revenues grow faster than personal income.

The Tests, Suspension, and Maintenance Factor

Test 1—Currently about 41% of state General Fund revenues.

Test 2—Same amount as previous year, plus adjustments for changes in statewide attendance and per capita personal income. (This test has been used most often.)

Test 3—Used in difficult economic years. Same as Test 2 except the inflation adjustment is the annual change (increase or decrease) in per capita General Fund revenues plus one-half percent of the prior year’s Proposition 98 spending amount.

Suspension—Requirements of Proposition 98 can be suspended for a year with a two-thirds vote of the Legislature and concurrence of the governor. If they suspend Proposition 98, policymakers have great discretion as to the level of funding they provide.

Maintenance Factor—If Test 3 is used, or if Proposition 98 is suspended, total funding for schools and community colleges must eventually be reset as if Test 2 had been in effect. The additional funding must begin in the next year in which the percentage growth in per capita General Fund revenues exceeds the percentage growth in per capita personal income.

Total District Income

- General Purpose (Per-pupil Revenue Limit × ADA)
- + Special Purpose (Categorical Aid)
- + Miscellaneous Local & Other
- + Lottery

- = Total District Income

Average Daily Attendance (ADA)

ADA is the average number of students present each day of the school year. Since 1998–99 students with excused absences have not been included in ADA. Only students attending school are counted.

Revenue Limits

The revenue limit, the basic general purpose money allocated based on ADA, is calculated separately for each district. The concept of revenue limits was established by law in 1972. The per-pupil amount varies by type of district (elementary, unified, high school). Extra funding is given to districts defined as “small,” creating a total of six revenue limit categories. Small is fewer than 101 pupils (elementary), 301 students (high school), or 1,501 students (unified).

Revenue limit income is a combination of local property taxes and state money and accounts for about two-thirds of a typical district’s

revenues. Any increase in property taxes is offset by a reduction of state funds. Revenue limits were adjusted in 1998–99 to account for the new definition of ADA (see column 1). In 2008–09, statewide average per-pupil revenue limits by type of district are estimated to be \$5,847 (elementary), \$5,893 (unified), and \$6,994 (high school). (See the table at the bottom of column 1.)

Property Taxes and Basic Aid

In some districts, the amount of property taxes exceeds their revenue limit. In the past, they kept all of it and still received state “basic aid” of \$120 per student (based on ADA)—or a minimum of \$2,400 per district—according to the California Constitution. Because of budget constraints in 2002–03, lawmakers eliminated the \$120, saying that the state met its constitutional obligation to these districts with other state funding from categorical (special purpose) programs. Generally, fewer than 10% of districts are “basic aid” (or “excess revenue”) districts.

Serrano v. Priest and Funding Equity

This 1976 California Supreme Court decision called for per-pupil amounts of general purpose revenues for schools (revenue limits) to be equalized within certain parameters, one of which was the type of school district. By 1983, revenue limits were sufficiently equitable to satisfy the court order that called for the vast majority of students to attend school in districts with revenue limits within \$100 of one another. Subsequently, an inflation factor for that band was added. The allowable difference in revenue limits in 2008–09 is estimated to be more than \$450.

Cost-of-Living Adjustment (COLA)

The state usually grants a cost-of-living adjustment (COLA) to school districts for revenue limits and some categorical programs. The law ties the COLA to the current inflation rate, but the amount actually paid depends upon the legislative appropriation. In 2008–09, the budget enacted in September 2008 set aside \$247 million to cover a 0.68% COLA, which applied to districts’ general purpose funds (revenue limits) and to only one categorical program—Special Education.

STATEWIDE AVERAGE PER-PUPIL REVENUE LIMITS

District Type	2006–07 (Actual)	2007–08 (Estimated)	2008–09 (Estimated)
Elementary	\$5,556	\$5,808	\$5,847
Unified	\$5,600	\$5,854	\$5,893
High School	\$6,646	\$6,947	\$6,994

Data: California Department of Education (CDE), 12/08

School districts receive a portion of local property taxes plus funds from the state and federal governments. They also have a limited ability to raise additional revenues. Some of these locally generated revenues can be used as operating funds, but others must be spent on capital projects. For example, districts can raise money by selling or leasing unused school buildings or school sites, but the law usually requires that the funds be used for capital projects.

Operating Funds

Sources for operating funds include parcel taxes, community contributions, food service sales, and interest on investments.

Parcel Taxes

Although state law limits districts' ability to ask voters to increase tax rates on property, it does allow the collection of special taxes not related to property value (*non-ad valorem*) if two-thirds of the electorate in the district approves. (See Card 6 for a listing of recent parcel tax elections and historical data. See Card 10 for limits imposed by Proposition 13.)

School Foundations and Private Contributions

Some districts receive significant income from contributions or grants from individuals and local businesses. Based on reports to the California Consortium of Education Foundations (CCEF), more than 600 foundations have formed to support local schools in California. In 2007, foundations served about 4.5 million students and raised more than \$150 million, according to CCEF.

Capital Funds

State law allows districts to raise capital funds from general obligation bonds, school facility improvement districts, and developer fees. These revenues must be used to build or improve facilities.

General Obligation (G.O.) Bonds

As a result of the approval of Proposition 39 in November 2000 and related legislation, either 55% or two-thirds of local voters may authorize general obligation (G.O.) bonds. If districts choose to seek 55% voter approval, they face added requirements involving financial and performance accountability as well as limits on the amount of property tax increase they can request to repay the bonds. Prior to 2001, the approval threshold for all G.O. bonds was two-thirds. (See Card 5 for a listing of recent bond elections and Card 4 for historical data.)

School Facility Improvement Districts

School districts are also able to tax just a portion of their districts—often new housing developments—by establishing a School Facility Improvement District (SFID). An SFID is a general obligation bond based on the value of the property. A law passed in July 2001 allowed the voter-approval threshold for SFIDs to be either two-thirds or 55% (with added accountability provisions and financial limits). Prior to July 2001, a two-thirds vote was required. (See Card 4 for historical data.)

Developer Fees

Developer fees authorized by the school district governing board may be levied on new construction within a district. (See Card 4 for the maximum fee allowed.)

See: *Proposition 39: Relying on a Super-Majority To Approve Local Bond Measures*, EdSource (9/00)

Data: California Consortium of Education Foundations (CCEF)

- 1972 Senate Bill (SB) 90** Established revenue limits—a ceiling on the amount of general purpose money each school district can receive per pupil. (The amount of property taxes in some districts exceeds their revenue limits. See Card 12: “Property Taxes and Basic Aid.”)
- 1976 Serrano v. Priest** California Supreme Court ruling on a 1968 lawsuit alleging that the system of school finance was inequitable. (See Card 12.) The state Legislature responded with Assembly Bill (AB) 65 in 1977 and made other changes with AB 8 in 1979.
- 1978 Proposition 13** Constitutional amendment limiting property tax rates and increases. (See Card 10.)
- 1979 Assembly Bill (AB) 8** Funding structure for schools after Proposition 13, with a revised formula for dividing property taxes. Created the “Serrano squeeze” by restricting the revenue-limit growth rate of high-revenue districts. (See Card 12.)
- 1979 Gann Limit** Constitutional limit on spending at every level of government, including school districts. It also prohibited the state from creating unfunded mandates. (See Card 10.)
- 1981 AB 777** Included revisions to school finance formulas, procedures for requesting waivers from portions of the Education Code, and consolidation of some categorical programs at the local level.
- 1983 SB 813** Major reform law to improve California schools through such programs as mentor teachers, longer school day/year, higher beginning teachers’ salaries, more rigorous graduation requirements, and statewide curriculum standards.
- 1984 Lottery** Constitutional amendment creating the California State Lottery, with a percentage of revenues for public education. (See Card 8.)
- 1988 Proposition 98** Constitutional amendment guaranteeing a minimum funding level for schools. (See Card 11.)
- 1990 Proposition 111** Altered Gann limits to allow government spending to keep pace with growth in per capita income. It also amended Proposition 98. (See Card 11.)
- 1991 AB 1200** Put county offices of education in charge of reviewing districts’ financial statements and certifying their financial viability. (See Card 9.) It also created the state Fiscal Crisis & Management Assistance Team (FCMAT). AB 2756 (2004) required the state to update oversight standards and strengthen the district budget review process.
- 1996 SB 1777** Instituted incentive payments to reduce class size in grades kindergarten through third. (See Card 19.)
- 2000 Proposition 39** Reduced approval threshold for local school district general obligation bonds to 55% “yes” vote, with some additional regulations. (See Card 13.)
- 2001 SB 982** Response to a court ruling that California should pay for extra Special Education mandates. (See Card 20.)
- 2004 Williams v. California** Lawsuit, originally filed in 2000, charged that the state had failed to give thousands of children the basic tools necessary for their education. The 2004 settlement included accountability measures, extra financial support, and other help for low-performing schools. It also required all schools to report the condition of their facilities, teacher misassignments and vacancies, and textbook availability.

Definition

A charter school is a public school governed by a contract (“charter”) between the school’s operators and a chartering authority (typically a school district but also a county office of education or the State Board of Education). The charter describes such topics as the school’s instructional approach, employer/employee relations, and the student outcomes for which it will be held accountable.

Charter schools may be newly established or converted from an existing school. They are usually created and run by teachers, parents, a community-based group, or a charter management organization (CMO). CMOs typically provide a unifying vision and some degree of operational authority for multiple charter schools. According to EdSource research from 2007 and 2008, charters run by CMOs tend to serve greater percentages of disadvantaged students than other charters and traditional public schools, and CMO-run charters tend to achieve substantially higher student test scores.

Charter schools typically are more independent of their chartering authorities than “regular” public schools are of their districts, and charters are exempt from most of the state’s education laws. However, charter schools must be nondiscriminatory, participate in state testing, and comply with the federal No Child Left Behind Act (NCLB). (See cards 29 and 30.)

Charters are generally granted for five years and are renewable. They can be revoked if the school fails to comply with the contract terms or meet academic objectives.

Funding

Charter schools receive general purpose funding and categorical revenues through their chartering agency or directly from the state. In addition, state loans and federal grants are available for start-up costs.

The amount of general purpose funding a charter school receives depends on the grade level of the students. For 2008–09, the per-pupil amounts ranged from an estimated \$5,624 for grades K–3 to \$6,813 for 9–12, as enacted in the state budget in September 2008. Additional funding comes in three forms:

- 1) A discretionary block grant that consolidates funding from about 45 categorical programs;
- 2) Discretionary funds for educationally disadvantaged students (English learners and low-income students, with double funding for students who fit both categories); and
- 3) Individual programs not included in either of the above block grants, with the same requirements that apply to districts.

Charter schools can also secure support for facilities in a number of ways. Proposition 39 (2000) requires districts to provide charter schools that serve 80 or more in-district students with “sufficient” facilities that are “furnished and equipped” and reasonably close to where the charter school wishes to locate. State bond funds can also be used for construction of charter schools, and the state provides charters serving large percentages of poor students up to \$750 per student for rent or lease costs.

Major Laws

1992—Charter Schools Act or Senate Bill (SB) 1448 (Hart): Initiated charter schools in California, limiting the number to 100.

1998—Assembly Bill (AB) 544 (Lempert): Made several policy changes, such as greatly expanding the cap on the number of charter schools, specifying conditions under which a charter petition could be denied and a charter could be revoked, and requiring charter teachers to hold the same credentialing documentation required of teachers in other public schools.

2003—AB 1137 (Reyes): Created new performance requirements and required more oversight by chartering authorities.

2005—AB 740 (Huff): Made the categorical block grant amount more predictable and gradually raised it from about \$287 per pupil in 2005–06 to \$500 in 2007–08, with annual cost-of-living adjustments.

2007—SB 537 (Simitian): Required a study of the cost of school oversight by chartering agencies, which can now charge a school up to 1% of state funding received or up to 3% if the agency provides rent-free facilities.

CALIFORNIA CHARTER SCHOOLS

Year	Number of Schools	Enrollment* (% of State Enrollment)
2007-08	688	252,645 (4.0%)
2002-03	418	158,942 (2.5%)
1997-98	125	48,101 (0.8%)
1993-94	31	10,761 (0.2%)

* Data are not available for a few schools each year.

Data: California Department of Education (CDE), 2/2/09

California Data Sources

The state collects and reports data about public education for a variety of purposes. These data include information about:

- Students (e.g., demographics, enrollment, achievement, and dropout and graduation rates);
- Staffing (e.g., demographics, staff-student ratios, credentials, and salaries); and
- Schools and districts (e.g., funding, class size, and student performance).

Data and Statistics, California Department of Education (CDE)

CDE's website provides two ways to access data from its Data and Statistics section: downloadable data files and prepared reports. Data files allow people to work with the source data behind the reports. www.cde.ca.gov

CDE's DataQuest service provides prepared reports on demographics, staffing, testing, and accountability at the school, district, county, and state levels based on user queries. <http://data1.cde.ca.gov/dataquest>

The Ed-Data website enables users to generate reports, comparisons, and trend information with CDE data on students, staffing, accountability, and district financials. www.ed-data.k12.ca.us

The California School Finder website, launched by Gov. Arnold Schwarzenegger in partnership with Google and Microsoft, helps

parents locate schools and find information about their rankings and course offerings. www.schoolfinder.ca.gov

California School Information Services (CSIS)

A state-funded effort that operates independently of the California Department of Education, CSIS assigns unique statewide student identifiers (SSIDs) and collects data from district student-information systems using that number. CSIS also manages the Best Practices Cohort to help improve local data capacity. Participation in CSIS is voluntary.

National Data Sources

National Center for Education Statistics (NCES)

NCES is the primary federal entity that collects and analyzes education data from the United States and other nations on demographics, finance, staffing, school characteristics, and student performance. www.nces.ed.gov

National Education Association (NEA)

A national organization of teachers and other education professionals, NEA collects and reports enrollment, expenditure, class size, teacher salary, and other data at the state and national level. www.nea.org

SchoolDataDirect

Formerly known as School Matters, SchoolDataDirect is a national source of states' education data and allows users to download state education data from the site. The

website offers easy-to-use analytic tools, and it operates under the guidance of the new State Education Data Center (SEDC), a service of the Council of Chief State School Officers. www.schooldatadirect.org

Longitudinal Data System

California is building a data system that will maintain a wealth of information on individual students over time. This will make it possible to understand more about the characteristics of students who are succeeding, the effectiveness of the educational programs they participate in, and the qualifications of their teachers.

In 2002, the state passed legislation creating the California Longitudinal Pupil Achievement Data System (CALPADS) in order to comply with No Child Left Behind (NCLB) reporting requirements. (See Card 29.) The system coordinates with CSIS.

Key milestones include:

- **June 2005:** CSIS assigned nonpersonally identifiable numbers (SSIDs) to all students.
- **Fall 2006:** Districts used SSIDs to report enrollment data to CDE.
- **Fall 2007:** Districts used SSIDs to report graduates and dropouts to CDE.
- **December 2007:** State awarded IBM the contract to develop CALPADS.
- **2008–09:** IBM is scheduled to complete CALPADS development, and pilot testing is expected to begin.
- **2009–10:** California is scheduled to implement CALPADS statewide.

Federal

The federal government influences the governance of public schools primarily through requirements that the state must meet in order to receive funding for special purposes. The most notable of these are Special Education and the No Child Left Behind Act (NCLB). (See cards 20, 29, and 30.) Some federal laws—such as accessibility requirements for disabled students and anti-discrimination statutes—also affect schools.

State

Funding for public education in California is almost entirely controlled by the state government. In addition:

- **The Governor and Legislature** can make laws that influence every facet of school operations. (However, charter schools are free from most provisions of the Education Code. See Card 15.)
- **California's Secretary of Education** is appointed by the governor to advise the governor on education matters.
- **The Superintendent of Public Instruction (SPI)** is elected by the voters and administers the day-to-day operations of the California Department of Education under the policies of the State Board of Education. The SPI also advocates for the public K–12 school system and drafts regulations to implement new laws. The State Board must approve these regulations.

- **The State Board of Education (SBE)** is appointed by the governor with the approval of the state Senate. It is the governing body for the California Department of Education. The SBE is responsible for approving curriculum frameworks, textbooks, statewide assessments, and standards for student performance. It acts as a court of appeals for local decisions (e.g., school district reorganization).

- **The California Department of Education (CDE)** administers and enforces state education laws; advises school districts on legal, financial, and program matters; and collects, analyzes, and disseminates financial, demographic, performance, and other data about public education, including data necessary to satisfy the requirements of NCLB.

Local

Every school district has a publicly elected board, which is responsible for governing and managing local schools within the limits of state and federal law. Together with school district administration, the **School Board** is responsible for many fiscal, personnel, and instructional policies, such as adopting the budget, hiring or firing the superintendent, and negotiating with **employee unions**. (See Card 22.)

As head of a school, the **principal** often works as both a manager and a leader. The principal is responsible for helping teachers improve student academic achievement, developing a positive school culture, and managing personnel and operations effectively.

The role of the **School Site Council** and other parent groups varies based on district practice and programs at the school. Site councils in schools with selected state and federal categorical programs develop the Single Plan for Student Achievement for their schools. The plan addresses how the categorical funds will be used to improve academic performance.

County

All 58 county offices of education (COEs) in California are operated by a superintendent and board, but the methods for selecting the members of the governance team vary. In general, county offices provide business, administrative, and curriculum services to school districts; financial oversight of districts and charter schools; and support for and oversight of low-performing schools.

COEs also provide educational programs for certain students, such as classes for homeless students and pregnant minors. By law, some statewide programs, such as Juvenile Hall, are offered only by county offices. In other cases, both county offices and school districts provide similar services, such as Career Tech education and Special Education for students with disabilities.

COE services are affected by the type of districts within the county, the location and size of the county, and the special needs of students that are not met by districts within the county. Generally, county offices provide more services to smaller districts.

Definition

Instructional materials include textbooks, technology-based materials (e.g., software), workbooks, science kits, and tests.

Instructional Materials Sufficiency Requirement

Senate Bill 550 (Vasconcellos, 2004), passed to implement part of the settlement of the *Williams* class action lawsuit (see Card 14), requires every school to provide sufficient instructional materials so that each pupil, including English learners, has materials for class and to take home. Students, parents, teachers, or members of the general public may file a complaint if instructional materials are insufficient.

School districts must hold an annual public hearing to determine whether all students in the district have sufficient instructional materials, and school accountability report cards (SARCs) must indicate whether a school has met the sufficiency requirement. At the start of each school year, county superintendents must also inspect schools that are in the bottom 30% of Academic Performance Index (API) rankings and are *not* in an intervention program to make sure those schools have sufficient instructional materials.

Adoption of K–8 Instructional Materials

The State Board of Education (SBE) adopts instructional materials in most subjects with advice from an 18-member Curriculum Commission. The commission evaluates and recommends materials based on criteria described in curriculum frameworks that the SBE adopts every six to eight years. The materials adoption process is as follows:

- Publishers submit materials for consideration to the SBE.
- The Curriculum Commission oversees an evaluation process with three concurrent steps:
 - 1) Materials undergo “social content review” to ensure that they accurately portray the cultural and racial diversity of American society and do not contain inappropriate company logos or references to commercial products.
 - 2) Doctorate-level experts, educators, parents, and others review materials for usability, accuracy, and alignment to SBE-adopted academic content standards, which specify what students in each grade should know.
 - 3) The public comments on submitted materials.
 - The SBE holds a “primary” materials adoption.
 - In two to four years, the SBE holds a “follow-up” adoption to broaden the selection of materials and allow publishers to modify unaccepted materials so they meet the evaluation criteria.

The SBE adopts standards-based instructional materials for English language arts, mathematics, science, history/social science, health, and visual and performing arts. It also adopts materials for some foreign languages. (Foreign language currently does not have state content standards, though the state has adopted a curriculum framework.) For a list of these instructional materials, go to: www.cde.ca.gov/ci/cr/cf

Grades 9–12

The SBE does not adopt instructional materials for grades 9 to 12. Instead, districts select their own, using SBE-adopted curriculum frameworks and “standards maps” for guidance. (Standards maps show how materials align with the state’s standards.)

Funding for Instructional Materials

In 2002–03, the state created the Instructional Materials Funding Realignment Program (IMFRP), which received \$418 million in the 2008–09 Budget Act passed in September 2008. 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. Under certain circumstances, the SBE can grant a waiver of that deadline. Districts may use some IMFRP funding on related costs—such as professional development and supplemental or assessment materials—after they take specific actions. The state lottery also provides funding earmarked for instructional materials. (See Card 8.)

The funding listed for the following categorical programs reflects what was approved in the 2008–09 state budget adopted in September 2008. Because of the loss of anticipated state revenues, substantial reductions could occur in the 2008–09 school year.

Class Size Reduction

K–3 Class Size Reduction (\$1.815 billion)

Class Size Reduction (CSR), an incentive program to reduce class sizes in early grades, began in 1996. Participating schools receive funding for each K–3 classroom with a pupil-teacher ratio of about 20 to one. Districts must collect information for evaluating the program. CSR classes must be conducted in separate classrooms to ensure funding. Schools may elect either to provide a full school day with small classes or a half-day (with partial funding). In 2007–08, 1,713,304 students (92.0% of K–3 enrollment) participated in the program, compared with 1,724,024 (92.5% of K–3 enrollment) the year before.

9th Grade Class Size Reduction (\$101 million)

In 1997–98, the state authorized funding to reduce class sizes in one or two grade 9 classes. The first class must be English. The second must be another core academic subject—mathematics, science, or history/social science. Average class size must be no larger than 20, with no single class larger than 22. In 2007–08, about 950 schools in 265 districts were in the high school program, according to the California Department of Education.

Child Nutrition (federal, \$1.756 billion; state, \$138 million)

Child nutrition programs in California include school breakfast, lunch, and summer food, as well as fresh fruit and vegetable grants. The U.S. Department of Agriculture administers the national program. School breakfast and lunch programs are operated on a reimbursement basis, with money coming from the state and federal government. Students are eligible for meal benefits if their households receive food stamps, CalWORKs, or other benefits. They are also eligible based on annual income guidelines, which for 2008–09 are, for a family of four, \$27,560 for free meals and \$39,220 for reduced-price meals.

Targeted Instructional Improvement Block Grant

(\$1.070 billion)

This grant is a consolidation of funding previously provided for desegregation. After fulfilling court-ordered desegregation requirements, a district may spend the money to provide instructional improvement for the lowest-achieving students. Schools given these funds in the past continue to receive them. More than 500 districts currently get funding through this grant.

Economic Impact Aid (\$994 million)

EIA provides funds to support additional programs and services for English learners and other educationally disadvantaged students.

Proposition 49: After-School Education and Safety Program (\$550 million)

Proposition 49, passed by voters in 2002, greatly increased and made permanent California's financial commitment to before- and after-school programs for students in elementary and middle schools. The measure modified and expanded one of the state's existing academic enrichment programs.

Quality Education Investment Act (\$402 million)

The QEIA grew out of a settlement of a lawsuit against the state regarding education funding in 2004–05 and 2005–06. Schools in the bottom 20% of the Academic Performance Index (API) rankings were eligible to apply in March 2007 for QEIA funding. In return for the funds, participating schools must meet annual benchmarks for ratios of pupils to teachers and counselors, teacher qualifications and experience, and API growth targets (improvement goals). From 2008–09 through 2013–14, the schools will receive \$500 for each K–3 pupil, \$900 for each pupil in grades 4–8, and \$1,000 for each 9th–12th grader.

For more information on federal and state categorical programs, see cards 1, 2, 3, 18, 20, 29, and 30.

Data: Derived from CDE-provided data, the 2008–09 Budget Act, and other legislation.

Almost 11% of students in California receive Special Education services each year. In 2007–08, schools served 677,875 special-needs students. Of those, 297,933 had a specific learning disability, making up close to half (44%) of those enrolled in Special Education. More than a quarter (26% or 176,256) of Special Education students had a speech or language impairment, and 43,113 (6%) had mental retardation. Altogether, there are 13 categories of disabilities, including visual, orthopedic, or other health impairment; emotional disturbance; autism; hard of hearing, deaf, or deaf-blind; traumatic brain injury; and multiple disability.

The Education for All Handicapped Act, Public Law 94-142 (1975)

This federal law required states to provide special services to children with exceptional needs. It also established procedural rights for parents and children. Congressional reauthorization and some changes to the renamed federal Individuals with Disabilities Education Act (IDEA) were last enacted in 2004.

California's Master Plan for Special Education, Senate Bill 1870 (1980)

Under this plan, each district must provide free, appropriate education to all qualifying individuals, ages infancy through 21, who live within its boundaries. In addition, an assessment (with parental permission) and a program plan (IEP or Individualized Education Program) are required for each special-needs child. The goal is to place students in the “least restrictive environment” in regular classrooms as much as possible (called “mainstreaming” or “inclusion” if for a full day).

Funding in California

About \$3.1 billion of state funds and \$1.2 billion of federal funds were allocated for Special Education in the 2008–09 budget enacted in September 2008. However, these amounts do not include additional funds the state will receive from the economic stimulus plan passed by Congress in mid-February.

Since 1998–99, Special Education funding has been based on the total number of students in K–12 public schools rather than on the number of Special Education students and the services they receive. Money is allocated by regional SELPAs (Special Education Local Plan Areas) to districts and programs serving qualified students. In 2007–08, SELPAs received between \$593.14 and \$1,057.25—an average of \$642.28—for every K–12 student based on average daily attendance (ADA). Members of the SELPA agree on how much each district will receive according to the programs it operates and the students it serves. School districts are also expected to provide their share of funding, typically making up the difference between the SELPA-distributed funds and the actual cost of services.

In 2001–02, the state settled a 1980 lawsuit brought by the Riverside County Office of Education, approving a \$100 million permanent increase in Proposition 98 base funding (see Card 11), a one-time General Fund allocation of \$270 million, and an additional \$25 million payment annually from 2001–02 through 2010–11.

Despite the increases, the state's share of Special Education funding has been declining compared to the federal contribution. In 1996–97, California contributed 88% of Special Education funds (not counting district monies). Ten years later, the state's share had dropped to 73%. This is partly due to a change in policy. The state used to give a cost-of-living adjustment (COLA) based on both the state and federal contributions to Special Education. Beginning in 2005–06, the state only pays a COLA for its share of the funds. In 2006–07, that meant that Special Education's COLA was about 70% of what it would have been if the state had included federal funds in determining the allocation.

In 2004–05, the state changed its approach to funding Special Education students who are placed in public or private group homes, licensed children's institutions, or other residential facilities by establishing a set amount based on the level of care required and expanding eligibility for these funds to public agencies.

Data: California Department of Education (CDE), 12/08
Legislative Analyst's Office (LAO)
School Services of California, Inc.

Staffing

TOPIC	CARD
Administrators in California	21
Collective Bargaining	22
Teacher Credential Requirements	23
Teacher Demographics	24

EdSource’s website, www.edsource.org, offers a wealth of information about staffing, students, and performance, including access to all of EdSource’s publications, many of which can be downloaded for free.

Recent publications include:

How California Compares: Demographics, Resources, Student Achievement (9/08)

Staffing

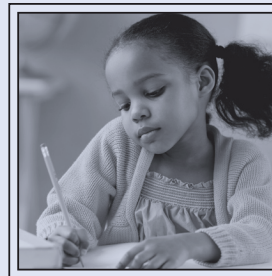
- * *Math and Science Teachers: Recruiting and Retaining California’s Workforce* (1/08)
- * *Superintendents and Principals: Charting the Paths to School Improvement* (11/07)

Students

- * *Raising African American Student Achievement: California Goals, Local Outcomes* (5/08)
(An executive summary by the same title can also be downloaded for free.)
- * *English Learners in California: What the Numbers Say* (3/08)

Performance

- California’s Charter Schools: 2008 Performance Update* (6/08)
(An executive summary by the same title can be downloaded for free.)
- Math and Science Education for the California Workforce: It Starts with K-12* (1/08)
(An executive summary by the same title can be downloaded for free.)
- * *Similar English Learner Students, Different Results: Why Do Some Schools Do Better?* (9/07)
Worthy Goals, Limited Success: Intervention Programs in California (2/07)
- * *Similar Students, Different Results: Why Do Some Schools Do Better?* (6/06)

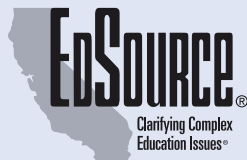


Students

TOPIC	CARD
English Learners	25
Enrollments	26
Student Demographics	27

Performance

TOPIC	CARD
Academic Performance Index (API)	28
No Child Left Behind (NCLB)	29
Program Improvement	30
Standardized Testing and Reporting (STAR)	
Program	31
STAR Data	32



* Can be downloaded for free from the EdSource website: www.edsource.org

TOTAL ADMINISTRATORS 2007-08

59.0% Female; 41.0% Male	28,655
Average Years of Education Service	19.2
Average Years in District	13.3

RACIAL AND ETHNIC DISTRIBUTION 2007-08

African American	8.1%
Asian/Pacific Islander	3.8%
Filipino	0.8%
Hispanic/Latino	17.7%
Native American/Alaskan	0.6%
White	68.0%
Multiple/No Response	0.9%

Note: The percentages do not add up to 100% due to rounding.

Data: California Department of Education (CDE), 11/25/08

Administrator Preparation

Currently, California offers two credentials for administrators—the Preliminary Administrative Services Credential and the Professional Clear Administrative Services Credential. In 2002, lawmakers passed Senate Bill 1655 (Scott), which streamlined the credentialing process.

Preliminary Credential Requirements

To obtain a preliminary administrative credential, candidates must pass the California Basic Educational Skills Test (CBEST); possess a valid credential as a teacher, specialist (such as in reading or math), or pupil services provider (such as a counselor, social worker, or psychologist) and have completed three successful, full-time years in that role. In addition, they must do one of the following:

- 1) Complete a program in administrative services accredited by the California Commission on Teacher Credentialing (CTC).

- 2) Complete a CTC-accredited, one-year internship offered by a college or university.
- 3) Pass the School Leaders Licensure Assessment.

When candidates complete the preliminary credential program, they receive a certificate of eligibility. Once they find employment as an administrator, they exchange the certificate for the preliminary credential, which is valid for five years.

Fully Credentialed Administrator

An administrator who has a preliminary credential and has completed two years as a successful full-time administrator must do one of the following to earn a professional clear credential:

- 1) Complete a CTC-accredited college- or university-based program.
- 2) Complete the Administrator Training Program.
- 3) Meet Master of Fieldwork Performance Standards through a CTC-accredited program. This requires candidates to show that they have reached a level of administrative competence that merits recommendation for the credential.
- 4) Complete an alternative program approved by the CTC.

Valid for five years, the professional clear credential can be renewed upon completion of additional professional growth and service requirements.

Administrators from Outside California

Administrators who have completed an out-of-state administrator program and have met the basic credential and service requirements referenced above qualify for a preliminary credential. If, in addition, they have been an administrator for three or more years, they qualify for a professional clear credential.

Training Program for Chief Business Officers (CBOs)

In 2005–06, lawmakers established the CBO Training Program in school finance, school operations, and leadership for chief business officers.

Collective bargaining is a procedure, regulated by law, for negotiating an employment contract between a school district and employee representatives. California school districts bargain with their unions in a process that can range from adversarial to cooperative.

Success with collective bargaining in the private sector led to passage of the 1965 Winton Act, which required districts and teachers to “meet and confer” on subjects of mutual interest. Ultimate authority, however, rested with the local school board.

Senate Bill 160 (Rodda)

This law established collective bargaining for K–16 (kindergarten through university) employees in 1975, replacing the Winton Act. The law gave employees the right to unionize, and it required school districts to recognize the duly elected unions as the sole bargaining agents and to negotiate only with them. Assembly Bill 631, which took effect on Jan. 1, 2000, allows for the provisions of the Rodda Act to be applied to charter school employees.

Employees in a bargaining unit (usually a school district) select one organization as exclusive representative. The largest unions for certificated employees are California Teachers Association (CTA), California Federation of Teachers (CFT), and United Teachers of Los Angeles (UTLA). For classified employees, the largest are California School Employees Association (CSEA), American Federation of School, County, and Municipal Employees (AFSCME), and Service Employees International Union (SEIU).

Negotiations in private between representatives of the union and the governing board result in a binding contract (for a maximum of three years). Some districts use alternatives to the traditional collective bargaining process, such as trust agreements.

Scope

The topics for negotiations (“scope of bargaining”) include “matters relating to wages, hours of employment, and other terms and conditions of employment,” such as benefits, leave and transfer policies, safety conditions, class size, evaluation procedures, and

grievance procedures. Additional items have been added through court cases, PERB (Public Employment Relations Board) decisions, and the law (e.g., longer school day/year).

The “sunshine clause” of Senate Bill 160 requires that initial proposals be presented for public comment before negotiations begin and that financial consequences be made public before the school board signs a contract.

Effective Jan. 1, 2001, all employees must join the selected union or pay a service fee. Previously, this so-called “organizational security” was subject to negotiation.

In addition, a government code section added in 2004 requires that the superintendent and chief business official of a school district certify in writing that the costs incurred by the district under the proposed collective bargaining agreement can be met during the term of the agreement. This certification, which is submitted to the county superintendent, must also itemize any budget revisions necessary to meet the costs of the agreement.

PERB (Public Employment Relations Board)

Established by Senate Bill 160, this board consists of five members appointed by the governor. They decide matters in dispute, especially about the scope of collective bargaining. PERB also establishes rules regarding various types of disputes, including:

- Unfair labor practices;
- Impasse, mediation, and fact-finding processes if negotiations break down; and
- Strike actions by employee groups and “work to rule” (a situation in which union members adhere strictly to the minimum work required by the collective bargaining agreement).

Court Ruling on Strikes

In May 1985 the California Supreme Court ruled that strikes by public employees are legal unless the public safety is threatened (*County Sanitation District No. 2 v. Los Angeles County Employees Association*).

Teaching Credentials

Types of teaching credentials include:

- Multiple-subject: for elementary or middle school.
- Single-subject: for middle or high school.
- Specialist: for reading, Special Education, or instruction of English learners.

Fully Credentialed Teacher

To receive a preliminary credential in California, which is valid for five years, a person must:

- Earn at least a bachelor's degree.
- Pass the California Basic Educational Skills Test (CBEST) or other approved basic skills test.
- Demonstrate subject-matter knowledge in the subject(s) the individual plans to teach.
- Participate in a state-approved, teacher-preparation program.

To receive a “clear” credential, a teacher must complete a beginning teacher induction program. Clear credentials can be renewed every five years. National Board for Professional Teaching Standards certification can also be used to obtain a clear credential.

Mentoring and Professional Development

Beginning Teacher Support and Assessment (BTSA) provides a formal induction program for teachers during their first two years in the profession. The state and federal governments also support other professional development programs, including a block grant.

New Teaching Performance Assessment

As of July 1, 2008, all state-approved, teacher-preparation programs must include a teaching performance assessment (TPA) component that candidates for the multiple- or single-subject credential must pass.

Highly Qualified Teachers

Under the federal No Child Left Behind Act (NCLB), all teachers in core academic areas—English, math, science, social sciences, arts, and foreign languages—must be “highly qualified.” They must hold a bachelor's degree and either have a credential in the subject they teach or be enrolled in an alternative credentialing program (such as an internship) for up to three years. Teachers hired before July 1, 2002, were able to certify their subject-matter competency through the High, Objective, Uniform State Standard of Evaluation (HOUSSE) process. Under HOUSSE, a supervisor evaluates a teacher based on a state-adopted rubric.

Alternative Pathways

If a district is unable to recruit suitable credentialed staff, special permits may be issued to teachers who are not yet fully credentialed:

- The Short-term Staff Permit (STSP) serves to fill acute staffing needs and requires the holder to have earned a bachelor's degree, passed the CBEST, and acquired a specified level of subject-matter knowledge. The permit is good for up to one year; an individual can be issued only one STSP in a lifetime.
- Prerequisites for the Provisional Internship Permit (PIP) are the same as for the STSP, but employers must verify that they have conducted a diligent search for a credentialed teacher or an intern and must help the permit holder get into an internship program. The PIP may be renewed once if the person has taken all appropriate subject-matter exams and not passed.

In addition, the CTC can waive certain requirements for individuals with private school or out-of-state teaching experience.

Internships, pre-internships, and CalStateTEACH programs allow individuals to hold paid teaching positions while completing their preparation (www.calstateteach.net).

Instructional Aides

Paraprofessionals who are supported by federal Title I funds must have *either* completed two years of college *or* passed a district test unless they act primarily as translators.

A Shortage of Qualified Teachers

In California, an estimated 19,637 teachers were hired for 2008–09. The demand for teachers is especially high in certain urban and inland areas and in subjects such as math and science. There is a serious shortage of Special Education teachers.

In 2007–08, 294,898—or 95.0%—of teachers were fully certified. Another 10,301 teachers (3.3%) were in classrooms under special permits. In addition, 11,010 (3.5%) were preinterns or interns in university or district-sponsored programs. The state also issued 1,157 waivers (0.4% of teachers) to districts for a variety of reasons, allowing them to staff specific classrooms with less than fully credentialed teachers or those teaching “out of field”—meaning they have a credential in a subject different from the one they are teaching. (Because some teachers hold more than one type of credential, these numbers add up to more than the total number of teachers.)

Under the federal No Child Left Behind Act (NCLB), all teachers in core academic areas—English, math, science, social sciences, arts, and foreign languages—were supposed to have met NCLB’s minimum definition of “highly qualified” by June 2006. (See Card 23.) However, California did not meet this deadline—nor did any other state. In California in 2007–08, 7.7% of all NCLB core academic classes were taught by teachers who did not meet the highly qualified criteria. Many of the teachers certified as highly qualified are preinterns or district/university interns who are not fully credentialed. In June 2008, the U.S. District Court in San Francisco upheld this approach despite a lawsuit arguing that teachers-in-training should not be considered highly qualified.

Data: California Department of Education (CDE), 12/08
Conditions of Education in California 2008, Policy Analysis for California Education (PACE)

TOTAL TEACHERS 2007–08

72.3% Female; 27.7% Male	310,361
Average Years of Teaching	12.8
Average Years in District	10.6

RACIAL AND ETHNIC DISTRIBUTION 2007–08

	Teachers	
African American	13,594	4.4%
Asian/Pacific Islander	16,787	5.4%
Filipino	4,418	1.4%
Hispanic/Latino	50,051	16.1%
Native American/Alaskan	1,712	0.6%
White	219,501	70.7%
Multiple/Not Reported	4,298	1.4%

TEACHING ASSIGNMENTS 2007–08

	FTE* Teachers	Average Class Size
Self-Contained (usually elementary)	132,266	46.6%
Middle & High School Courses	106,324	37.5%
Career Technical Education	4,980	1.8%
Special Education	26,172	9.2%
Advanced Placement	3,307	1.2%
International Baccalaureate	288	0.1%
Other Instruction-Related	10,202	3.6%

* Full-time equivalent. FTE does not necessarily equal the total number of teachers because more than one teacher’s time may be counted toward the hours equivalent to full time. For example, two half-time teachers equal one FTE.

Data: CDE, 12/08

CALIFORNIA'S ENGLISH LEARNERS 2007–08

Primary Language	Number of ELs	% of All ELs
Spanish	1,320,981	85.1%
Vietnamese	34,712	2.2%
Filipino (Pilipino or Tagalog)	22,389	1.4%
Cantonese	21,551	1.4%
Hmong	19,715	1.3%
Korean	16,799	1.1%
Others (more than 50 languages)	116,944	7.5%
Total	1,553,091	

In 2007–08, 24.7% of California's students were classified as English learners. An additional 18.7% came from families in which English was not the primary language, but the students had been initially classified or reclassified as fluent English proficient (FEP).

Data: California Department of Education (CDE), 12/08

Chronology

- 1974** U.S. Supreme Court *Lau v. Nichols* decision ruled that districts must address linguistic deficiencies of language minorities.
- 1976** Assembly Bill 1329, Bilingual/Bicultural Education Act, required schools with 10 or more children in the same grade with the same foreign language to offer bilingual instruction. Subsequently amended and revised.
- 1987** Bilingual education laws were allowed to expire, but districts must comply with the intent of the federal *Lau* decision.
- 1998** Proposition 227, approved by California voters, limited non-English instruction. However, parents may petition a school for instruction in a student's native language.
- 2006** California established a pilot research program to identify best practices in instruction for English learners (ELs). In 2007–08, the state granted a total of \$20 million to 44 local education agencies for the program.

Funding

Programs for English learners are funded by both federal and state sources, principally Title III of the federal No Child Left Behind Act

(NCLB) and state Economic Impact Aid, augmented with local district funds. The total amount spent to teach English learners is difficult to determine because of the flexibility schools have in the use of some funding sources.

English Language Development

Assessment: English learners are students whose primary language—as reported by their parents—is not English and whose district has not reclassified them as “fluent English proficient.” They take the California English Language Development Test (CELDT) upon initial enrollment and annually thereafter until they are reclassified fluent English proficient (RFEP). The CELDT evaluates skills in listening and speaking (grades K–12) and reading and writing (grades 2–12). In 2007–08, 369,967 students took the CELDT for initial identification.* Another 1,334,786 students previously identified as English learners took the CELDT for annual assessment of their progress toward fluency.

NCLB Requirements: California has set benchmarks—called annual measurable achievement objectives (AMAOs)—for ELs in three areas. The first two pertain to progressing toward and attaining English proficiency. Beginning in 2008–09, districts were expected to have 51.6% of their ELs meet their individual annual growth target and 30.6% attain English proficiency as measured by their CELDT results. By 2013–14, 59% of each district's ELs should make their annual target, and 39% should attain proficiency. The third area is the annual measurable objective (AMO) used to determine adequate yearly progress (AYP). (See Card 29.) NCLB also requires states to develop standards-based tests in students' native languages to the extent practicable.

Standards: In 1999, the state adopted English language development (ELD) standards in listening, speaking, reading, and writing.

Instructional Materials: In order for their K–8 reading/language arts textbooks to be considered for state adoption, textbook publishers must include a daily instructional component designed for ELs.

* Includes 68,708 students (18.6%) who tested proficient and were classified as initially fluent English proficient (IFEP).

K-12 ENROLLMENT

	2004-05	2005-06	2006-07	2007-08
Public Schools	6,322,141	6,312,436	6,286,943	6,275,469
Grades K-8	4,385,127	4,337,791	4,289,762	4,259,749
Grades 9-12	1,937,014	1,974,645	1,997,181	2,015,720
Private Schools*	591,056	594,597	584,983	564,734
Total	6,913,197	6,907,033	6,871,926	6,840,203

* Includes schools with six or more students. About three out of four private school students are in grades K-8, compared with about two of three public school students.
Data: California Department of Education (CDE) (DataQuest, Elementary Education Office), 12/10/08

TYPES OF DISTRICTS 2007-08

	Number
Elementary Districts (K-8)	556
High School Districts (9-12)	86
Unified Districts (K-12)	331
Total	973

Data: Education Data Partnership (Ed-Data), 12/11/08

SIZE OF DISTRICTS 2007-08

	% of Districts*	% of Students
Fewer than 500 Students	31%	1%
500 to 999	11%	1%
1,000 to 14,999	47%	38%
15,000 to 49,999	9%	39%
50,000 and more	1%	21%

* Includes county offices of education, state special school districts, and State Board of Education-authorized charter schools. Percentages may not add to 100% due to rounding.
Data: CDE, 12/11/08

Enrollment is the number of students registered in each school and district on a given day in October. The number of pupils enrolled in the school district is usually larger than the average daily attendance (ADA), which is the average number of students who attended school during the year. Enrollment and ADA are both used for funding purposes, depending on the program.

As the table shows, statewide enrollment is declining in grades K-8 and increasing slightly in high school grades. Enrollment in public schools overall is declining modestly but is projected to begin increasing again by 2010. Almost 60% of the counties throughout California are facing declining enrollment, including almost all of the counties in the northernmost part of the state. Enrollments are starting to stabilize and grow slightly in many San Francisco Bay Area counties, which had been experiencing declining enrollments. Enrollment is also growing in the southernmost part of the state (south and east of Orange County) as well as in counties scattered throughout the central part of California.

The number and percentage of students in private schools has declined slightly during the past few years, with almost 8.3% attending private schools in 2007-08.

California has three types of school districts: elementary (usually kindergarten through grade 8), high school (typically grades 9 to 12), and unified (kindergarten through grade 12). The number of districts usually changes annually because of consolidations or mergers.

In 130 districts, a total of 1,208 schools enrolling more than 909,000 students (14% of total public school enrollment) were on a year-round calendar in 2007-08. Most schools that have year-round programs—75%—are elementary schools.

CALIFORNIA STUDENTS RACIAL AND ETHNIC DISTRIBUTION

	2004-05		2005-06		2006-07		2007-08	
African American	505,221	8.0%	495,017	7.8%	477,776	7.6%	466,141	7.4%
Asian/Pacific Islander	550,083	8.7%	557,558	8.8%	549,232	8.7%	555,946	8.9%
Filipino	163,151	2.6%	165,572	2.6%	165,480	2.6%	167,385	2.7%
Hispanic/Latino	2,961,104	46.8%	3,003,716	47.6%	3,026,956	48.1%	3,056,616	48.7%
Native American/Alaskan	51,821	0.8%	50,758	0.8%	48,383	0.8%	47,543	0.8%
White	1,981,547	31.3%	1,915,491	30.3%	1,849,078	29.4%	1,790,513	28.5%
Multiple/No Response	109,214	1.7%	124,324	2.0%	170,038	2.7%	191,325	3.0%
Total Enrollment	6,322,141		6,312,436		6,286,943		6,275,469	

SPECIAL PROGRAMS

English Learners (ELs)	1,591,525	25.2%	1,570,424	24.9%	1,568,738	25.0%	1,553,091	24.7%
Special Education (Age 0-22)	681,969	10.8%	683,178	10.8%	679,648	10.8%	677,875	10.8%
Gifted & Talented (GATE)	481,958	7.6%	501,230	7.9%	512,698	8.2%	527,020	8.4%
Free/Reduced-price Meals*	3,127,202	49.9%	3,164,384	51.1%	3,149,361	50.8%	3,118,053	50.9%

* Students enrolled in this federal program are included even if they attend nonpublic schools. The state also uses a different total enrollment figure (6,120,803 in 2007-08) to determine the percentage of students participating in this program.

Note: In the first table, the percentages may not add to 100% due to rounding.

Data: California Department of Education (CDE) (DataQuest), 12/11/08

Special Programs

For information on English learners and Special Education, see cards 25 and 20, respectively.

Gifted and Talented Education (GATE) programs provide a challenging curriculum to students deemed by districts to be intellectually gifted or especially talented in leadership or visual and performing arts. In 2008-09, GATE programs operated in 791 districts.

About half of the student population in 2007-08 qualified for the **National School Lunch Program**, a federal program that provides free and reduced-price meals based on parent or guardian income. In 2007, the governor approved a law requiring schools receiving state meal reimbursement funding to eliminate fried foods and artificial trans fats. According to the California Department of Education (CDE), the new standards align with the 2005 Dietary Guidelines for Americans, which recommend keeping total fat intake between 20% and 35% of total calories, with most fats coming from foods such as fish, nuts, and vegetable oils.

The API is a single-number indicator of the performance of a school's students on state Standardized Testing and Reporting (STAR) program tests administered each spring. (See cards 31 and 32.) High schools also include test scores of students who took the California High School Exit Exam (CAHSEE) throughout the year. (See Card 33.)

API scores are used to rank each school among all schools in the state of the same type (elementary, middle, or high) and, separately, among the 100 schools most similar in student demographics, teacher qualifications, and other factors. The rankings are 10 performance levels (deciles) that range from 1 (lowest) to 10 (highest).

Each year, schools receive a "Base API" between 200 and 1,000 and a growth target. API scores are in two-year cycles with Base API scores coming out in the first school year and Growth API scores in the second year.

APIs are calculated for the entire school and for "numerically significant subgroups" of

students based on ethnicity, economic status, and whether they are English learners or require Special Education services. Schools and subgroups with API scores below the state's performance target of 800 are expected to progress each year by 5% of the difference between their Base API score and 800 or by five points, whichever is greater.

Components of the API

Scores from several tests are used to compute schools' and subgroups' API scores. Different tests have different weights, and these weights are altered when the tests included in the index change. However, the weights are always the same for the Base and Growth scores within one API cycle.

API COMPONENT WEIGHTS IN "TYPICAL" SCHOOLS FOR 2008/2009 API CYCLE

	K-5	6-8	9-12
California Standards Tests (CSTs)			
English Language Arts	56%	52%	27%
Math	38%	34%	18%
Science	6%	7%	23%
Social Science	N/A	7%	14%

California High School Exit Exam (CAHSEE)*

English Language Arts	N/A	N/A	9%
Math	N/A	N/A	9%

* Test results from several administrations of the CAHSEE throughout the school year are included in a high school's API score.

Note: The state has eliminated the norm-referenced test, CAT/6. It will not be included in the 2008/2009 API cycle.

Data: California Department of Education (CDE), 12/08

Weights can also vary somewhat from school to school within the same level and API cycle, depending on which tests are taken and the percentage of students taking each test. The table in column 2 shows the weight of each component for "typical" elementary, middle, and high schools.

API RESULTS Median Scores on Base API

	Elementary	Middle	High
2007	768	730	707
2006	758	725	700
2005	751	714	692
2004	730	697	660

Note: These tables exclude schools in the Alternative Schools Accountability Model (ASAM), Special Education schools, and small schools (fewer than 100 scores).

Data: CDE, 2/26/09

% of Schools Meeting All API Growth Targets

	Elementary	Middle	High	Overall
2008*	59%	46%	37%	53%
2007*	51%	35%	27%	45%
2006	58%	44%	36%	53%
2005	68%	67%	68%	68%

* Years 2007 and 2008 reflect new, higher targets for schools and subgroups.

Note: Tests used for the API can vary from cycle to cycle. Subject weights can vary by school. See the explanation under "Components of the API."

Data: CDE, 9/08

SAMPLE API CYCLE CALENDAR

Spring 2008	Students take STAR tests and the CAHSEE.*
Spring 2009	2008 Base API scores, based on spring 2008 tests, come out.
Spring 2009	Students take STAR tests and the CAHSEE.*
August 2009	2009 Growth API scores, based on spring 2009 tests, come out.

* The CAHSEE is administered several times a year.

School District API

In 2003-04, the state began compiling API scores for local education agencies (districts and county offices of education). These scores are used to meet federal accountability requirements. (See Card 29.)

Under the federal No Child Left Behind Act (NCLB)—signed into law in January 2002—all students are expected to be proficient in reading and math by 2013–14. “Proficient” in California means: 1) elementary and middle school students scoring proficient or advanced on California Standards Tests (CSTs) in English language arts and math; 2) for high schools, 10th graders scoring the equivalent of about 75% in English and 70% in math on the California High School Exit Exam (CAHSEE)—more than needed to pass.

Adequate Yearly Progress (AYP)

The state has set annual benchmarks (called annual measurable objectives, or AMOs) for the percentage of students who should be proficient in English and math in order for schools, districts, and the state to make adequate yearly progress (AYP) toward the 100% proficiency goal. The targets (AMOs) for 2007–08 include:

- Elementary/middle schools and elementary districts: 35.2% proficient in English, 37.0% in math.
- High schools (9–12) and high school districts: 33.4% proficient in English, 32.2% in math.
- Unified (K–12) districts, county offices of education, and high school districts that include students from lower grades: 34.0% proficient in English, 34.6% in math.

In 2007–08, the state’s performance targets began to rise sharply, and they will continue to do so until 2013–14. All “significant subgroups” of students based on ethnicity,

poverty, disabilities, and status as English learners must achieve these or adjusted (for disabled students) targets. For the 2007–08 school year, to have made AYP schools must also have: 1) tested 95% of students in each significant subgroup; 2) had an Academic Performance Index (API) score of at least 620 or increased it by one point; 3) for high schools, achieved a graduation rate of at least 83.0% or shown improvement under one of two formulas. In 2007–08, California as a state did not make AYP because it missed six of the 46 AYP criteria, including not meeting the graduation rate target of 83.0%. The state graduation rate* used for AYP purposes was 80.6%.

*The rate is determined by dividing the number of graduates by the number of 1) graduates plus 2) dropouts from the previous four years.

District AYP

To make AYP, districts must: 1) meet their AMOs districtwide for all significant subgroups; 2) reach a districtwide minimum API score, which was 620 in 2007–08, or have at least one point growth in their API; 3) have a 95% test participation rate districtwide and for all significant subgroups; and 4) meet the graduation rate criterion districtwide if they have high schools.

AYP RESULTS BY DISTRICT TYPE Percent of Districts that Made AYP

	Elementary	High (9–12)	Unified*	All Districts
2007–08	55.8%	32.4%	20.2%	40.2%
2006–07	67.2%	58.1%	35.5%	54.3%

* Also includes high school districts with lower grades (such as 7–12) and county offices of education.

Data: California Department of Education (CDE), 12/08

AYP RESULTS BY SCHOOL TYPE Percent of Schools that Met AMOs

	Elementary	Middle	High	All
2007–08	58.8%	34.9%	73.9%	58.9%
2006–07	78.4%	46.7%	87.3%	75.8%

Percent of Schools that Made AYP

2007–08	57.4%	33.7%	48.2%	51.6%
2006–07	76.2%	44.0%	58.5%	67.1%

Note: Includes alternative schools, direct-funded charter schools, and small schools (fewer than 100 scores).

Data: CDE, 12/08

SUBGROUPS’ RESULTS ON TESTS USED FOR AYP 2007–08

Groups	% Proficient in English (met target of 34.0%)	% Proficient in Math (met target of 34.6%)
All Students	48.2% (yes)	51.0% (yes)
African American	35.5 (yes)	34.0 (no)
Asian	71.8 (yes)	78.8 (yes)
Filipino	65.7 (yes)	67.7 (yes)
Hispanic/Latino	34.6 (yes)	40.0 (yes)
Native American/Alaskan	42.4 (yes)	42.5 (yes)
Pacific Islander	45.9 (yes)	49.2 (yes)
White	66.2 (yes)	64.8 (yes)
Socioeconomically Disadvantaged	33.8 (no)	39.7 (yes)
English Learners	29.0 (no)	38.6 (yes)
Students with Disabilities	24.1 (no)	27.5 (no)

Note: Students who because of their disability are unable to take the CSTs or CAHSEE take alternative examinations called the California Alternative Performance Assessment (CAPA) and/or the California Modified Assessment.

Data: CDE, 2/26/09

Program Improvement for Schools

Only schools that receive federal Title 1 funds under the No Child Left Behind Act (NCLB) can be placed in Program Improvement (PI). (See Card 29.) Schools enter Year 1 of PI if they do not make “adequate yearly progress” (AYP) for two years in a row:

- in the same content area (English or math—schoolwide or for any numerically significant subgroup); or
- on the same indicator (Academic Performance Index or high school graduation rate) schoolwide.

Consequences become more severe with each year that a school does not make AYP. They begin with actions such as notifying parents of the school’s status, allowing students to transfer to a school not in PI, and providing tutoring and teacher professional development. By Year 4, the district and school must develop a plan to restructure the school that will be implemented in Year 5. In 2008–09, 23% of all California schools were in PI, and more than two-thirds of those were facing corrective action (Year 3) or restructuring (years 4–5).

If a school in PI makes its AYP goals, it retains its current PI status—Year 1, 2, 3, or 4. If it makes AYP for two years in a row, it is released from PI. In 2007–08, 103 schools left PI while 267 entered the program. Schools that had been in Program Improvement the longest—those in Year 5—were the least likely to leave. Only seven out of 577 Year 5 schools left PI in 2007–08.

SCHOOLS IN PI

2008–09	Elementary	Middle	High	Total
Number of Schools*	5,973	1,469	2,413	9,855
Number of Title I Schools**	4,113	872	1,039	6,024
Title I Schools in Program Improvement				
Year 1	179	54	88	321
Year 2	255	46	68	369
Year 3	247	73	73	393
Year 4	183	46	36	265
Year 5†	491	343	81	915
Total	1,355	562	346	2,263

Note: In 2008–09, 69% of elementary, 59% of middle, and 43% of high schools received Title I funding.

* Includes all schools that get an AYP report.

** Includes alternative schools and small schools.

† Some schools have been in “Year 5” restructuring for more than one year.

Data: California Department of Education (CDE), 12/08

Program Improvement for Districts

If for two consecutive years a district (or county office of education) does not make AYP in the same content area districtwide or for any numerically significant subgroup, that district enters PI. But districts are exempt from PI if they can show that students in any of three specific grade spans (3–5, 6–8, or 10) have in either year met the AYP indicator that the district as a whole failed.

During the first year of PI, districts are expected to revise their existing plan for Title I dollars and get support from a county office of education or some other external entity.

If the agency fails to make AYP for a second year, it must implement its revised Title I plan, with technical assistance from the California Department of Education (CDE).

If a district does not improve after two years in PI, it enters the “corrective action” phase in Year 3. CDE then imposes sanctions, such as replacing staff, restructuring, or abolishing the district. In order to exit PI, a district must make AYP for two consecutive years.

California introduced PI for local education agencies (LEAs) in August 2004. By September 2008, the state had identified 242 LEAs (out of 931 receiving Title I funds) for PI, including 145 LEAs in Year 3.

District Assistance Intervention Team

Many districts reaching Year 3 of PI choose or are required to work with a state-sponsored District Assistance Intervention Team (DAIT). A DAIT is a team of county office of education or other education professionals who provide targeted technical assistance and support to help districts exit PI status. The DAIT works with the district to examine current practices, evaluate the effectiveness of those practices, conduct needs assessments, and implement actions to address those needs. The State Board of Education decides that some districts must work with a DAIT provider. A DAIT does not take the place of the other NCLB-related sanctions described above.

Statewide Testing Program

California students in grades 2–11 participate in the Standardized Testing and Reporting (STAR) program each spring. Parents and schools receive individual student scores. Results for schools, districts, counties, and the state are posted on the Internet each summer. Based on their student test results, schools are given an Academic Performance Index (API) score and are ranked. The results are also used to determine whether schools have made “adequate yearly progress” (AYP) under the federal No Child Left Behind Act (NCLB).* (See cards 28, 29, and 30.) In 2007–08, the STAR program consisted of:

- **California Standards Tests (CSTs)**, based on the state’s academic content standards—what students are supposed to learn.
- **California Achievement Tests, Sixth Edition (CAT/6 Survey)**, a norm-referenced test of basic skills that compares students’ performance with a national sample. Only 3rd and 7th graders take the CAT/6. Policymakers eliminated the CAT/6 test beginning in 2008–09 as a cost-saving measure.
- **Standards-Based Tests in Spanish (STS) and Aprenda, La prueba de logros en español, Tercera edición (Aprenda 3)**, which assess Spanish-speaking English learners who are receiving instruction in Spanish or who have been enrolled in a U.S. school for less than 12 months when testing begins.

* For high schools, API scores reflect STAR and California High School Exit Exam (CAHSEE) scores. AYP results are based primarily on CAHSEE scores.

STS are Spanish-language, multiple-choice tests in reading/language arts and math for students in grades 2–7. Aprenda 3 is a norm-referenced test in Spanish for students in grades 8–11.

Special Education Students

Most students with disabilities participate in STAR according to requirements in their Individualized Education Program (IEP). The IEP may call for accommodations, such as a large-print version of an exam, which do not change the test. Or it may require modifications, such as allowing the use of a calculator, which do alter the test. The state also has alternative assessments for students with disabilities who cannot take the CSTs even with testing accommodations/modifications:

- **California Alternate Performance Assessment (CAPA)** includes tests based on the building blocks of California’s academic content standards for students in grades 2–11 who have significant cognitive disabilities.
- **California Modified Assessment (CMA)** includes tests based on modified achievement standards for students with disabilities in grades 3–8 whose IEP team has determined that neither the CAPA nor the CST is the appropriate assessment.

California Standards Tests (CSTs)

The state has set performance levels for student results on the CSTs. Test scores are described as: far below basic, below basic, basic, proficient, and advanced. (For test results, see Card 32.)

- **English Language Arts:** Tests reading, vocabulary, and other language arts for grades 2–11. Grades 4 and 7 also take a writing test.
- **Mathematics:** Grades 2–11. In each of grades 2–7, all students take the same grade-level math test. For grades 8–11, the test depends on which math course, such as Algebra I, the student is taking. Students who have previously completed Algebra II take the High School Summative Math CST.
- **History/Social Science:** Grades 8 and 11. The grade 8 test assesses cumulative social science knowledge from grades 6–8; the grade 11 test focuses on U.S. History. There is also a CST in World History for those who have taken the course.
- **Science:** A comprehensive test for grades 5 and 8; a life science CST for grade 10. High school students also take CSTs for specific subjects, such as chemistry.

Early Assessment Program (EAP)

High school juniors whose schools participate in EAP can choose to take expanded versions of CSTs in English (including an essay) and math (Algebra II or Summative High School Mathematics) to determine college readiness. The results (see Card 32) are used by the California State University system to exempt students from college placement tests or let students know that they need additional preparation.

Senate Bill 946 (Scott), passed and signed into law in 2008, also allows—but does not require—community colleges to use EAP tests to exempt students from placement testing beginning in 2009–10.

Each spring, California students in grades 2–11, including English learners, participate in the Standardized Testing and Reporting (STAR) program. The major component of STAR is the California Standards Tests (CSTs), which are aligned to the state’s academic content standards. (See Card 31.)

California Standards Tests Performance Levels in 2008

The state’s goal is for all students to score at the “proficient” or “advanced” level.

PERCENT SCORING PROFICIENT OR ADVANCED											
Grades	2	3	4	5	6	7	8	9	10	11	
English Language Arts											
English Language Arts	48	38	55	48	47	49	45	49	41	37	
(percent taking test)	(99)	(96)	(96)	(96)	(99)	(99)	(98)	(97)	(97)	(96)	
History/Social Science <i>Grade 8 is a cumulative test, and grade 11 covers U.S. History. Students in grades 9–11 who are in World History classes take that test.</i>											
History/Social Science							36			38	
(percent taking test)							(98)			(93)	
World History								36	33	9	
(percent taking test)								(8)	(87)	(6)	
Science* <i>Grades 5 and 8 are cumulative tests. High school students take a life science CST in grade 10 and subject-based CSTs at the end of their courses. State standards do not delineate a specific course order.</i>											
Science				46			52		40		
(percent taking test)				(96)			(98)		(94)		
Biology								52	35	39	
(percent taking test)								(34)	(50)	(21)	
Chemistry								44	41	25	
(percent taking test)								(1)	(21)	(27)	
Earth Science								31	23	28	
(percent taking test)								(29)	(7)	(9)	
Physics								30	36	47	
(percent taking test)								(2)	(2)	(10)	

* Some students take Integrated Math and Integrated Science. To find those test results and more detailed information about STAR, go to: <http://star.cde.ca.gov>

Grades	2	3	4	5	6	7	8	9	10	11	
Mathematics* <i>Once students reach 8th grade, their CSTs are based on the courses they take. The shaded boxes indicate the course-taking guidelines recommended by the state standards.</i>											
Mathematics	59	61	61	51	44	41					
(percent taking test)	(99)	(97)	(96)	(96)	(99)	(91)					
General Math							31	18			
(percent taking test)							(43)	(15)			
Algebra I						80	42	18	9	5	
(percent taking test)						(5)	(51)	(53)	(27)	(14)	
Geometry							84	43	12	6	
(percent taking test)							(4)	(23)	(33)	(18)	
Algebra II							69	66	36	11	
(percent taking test)							(<1)	(4)	(22)	(24)	
High School Summative								79	68	43	
(percent taking test)								(<1)	(4)	(21)	

Data: California Department of Education (CDE), 10/08

EARLY ASSESSMENT PROGRAM 2008 (EAP)

Through the EAP, high school juniors can take expanded CSTs to determine college readiness for the California State University (CSU) system. (See Card 31.) Altogether, 352,943 juniors participated in the EAP English language arts test in 2008, and 147,885 juniors took the EAP math test.

	English Language Arts	Mathematics
Ready for College	17%	13%
Ready for College (Conditional)*	N/A	42%
Not College Ready	82%	44%
Participation Rate of Eligible Students†	79%	70%

* Conditional means that students need to take an additional math course during their senior year to be considered college-ready by CSU.

† Juniors are eligible for the English language arts EAP test if they took the English CST. They are eligible for the math if they took either the Algebra II or Summative High School Mathematics CST.

Note: Percentages may not add up to 100% due to rounding.

Data: Early Assessment Program (EAP), 10/08

High School

TOPIC	CARD
California High School Exit Exam (CAHSEE)	33
Graduation	34
High School Curriculum.....	35

EdSource's website, www.edsource.org, offers a wealth of information about high school and postsecondary education issues, including access to all of EdSource's publications, many of which can be downloaded for free.

Recent publications that address these issues are listed below (High School) and to the right (Postsecondary Education).

Math and Science Education for the California Workforce: It Starts with K-12 (1/08) (An executive summary by the same title can be downloaded for free.)

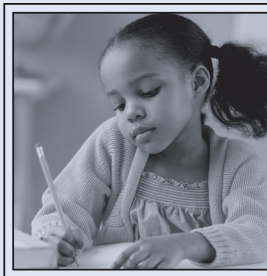
* *Why Study Math and Science? (1/08)*

Levers for Change: Opportunities to Strengthen California's High School Curriculum (5/07) (An executive summary by the same title can be downloaded for free.)

* *The California High School Exit Exam Gets Real (2/06)*

* *About to Graduate from High School: Consider Career Education Opportunities (4/06)*

* *The Evolution of Career and Technical Education in California (6/05)*



Postsecondary Education

TOPIC	CARD
College Eligibility.....	36
College Enrollments	37
Community College System.....	38
Community Colleges: The Students	39

* *High School to Community College: New Efforts to Build Shared Expectations (11/08)*
(An executive summary by the same title can also be downloaded for free.)
Quality. Access. Low Cost. Can California's Community Colleges Do It All? (3/05)
(An executive summary by the same title can be downloaded for free.)

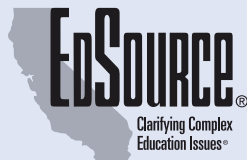
The following publications are available in English and Spanish:

* *A Guide to California's Community Colleges (12/08)*

* *Community College: A first step to a bachelor's degree (12/08)*

* *A Guide to CSU Admissions Policies (4/05)*

* *A Guide to UC Admissions Policies (4/05)*



* Can be downloaded for free from the EdSource website: www.edsource.org

Public high school students must pass the California High School Exit Exam (CAHSEE) in order to graduate. The test is based on California's academic content standards. The English language arts section tests state standards for grades 9 and 10 and includes one writing exercise. The math section covers standards for grades 6 and 7 and Algebra I. Students first take the exit exam in the spring of their sophomore year. Students have multiple chances to pass the test before graduation. A student who passes one section of the test does not take that section again.

The 10th grade results are used to help determine whether high schools have made adequate yearly progress (AYP) under the federal No Child Left Behind Act (NCLB). (See Card 29.) Test scores from 10th through 12th grades are used as part of the calculation for high schools' Academic Performance Index (API) scores. (See Card 28.)

Between 2005 and 2007, 65% of all 10th graders passed the CAHSEE. In 2008, the passing rate rose to 69%.

By the time they were due to graduate (May 2008), an estimated 432,495 students or 90.4% of the class of 2008 had passed the exit exam, according to HumRRO, independent evaluators of the CAHSEE. Students in Special Education programs are included in these figures (see below).

Students with Disabilities

Students with disabilities must be allowed to take the exit exam with any accommodations (such as large-sized print) or modifications (such as the use of a calculator) specified for testing in their individualized education programs (IEPs) or Section 504 plans. An exemption that allowed students with disabilities who met certain requirements to graduate without passing the CAHSEE expired for the class of 2008. These students are included in all columns of the table below.

CALIFORNIA HIGH SCHOOL EXIT EXAM PASSING RATES

	All Students	Female	Male	African American	Asian	Hispanic/Latino	Native American	White	Economically Disadvantaged	English Learners	Special Education*
Class of 2008											
Percent Passing by Grade 10	65%	68%	62%	46%	83%	52%	61%	81%	51%	27%	21%
Percent Passing by Grade 11	78%	80%	76%	63%	89%	69%	75%	89%	67%	49%	34%
Percent Passing by Grade 12	90%	92%	89%	80%	96%	86%	89%	96%	85%	73%	54%
Percent Who Had Passed One Year After Scheduled Graduation											
Class of 2006	92%	93%	92%	85%	96%	87%	N/A	98%	87%	78%	49%
Class of 2007	94%	95%	94%	90%	97%	90%	N/A	99%	90%	80%	50%

* Students in the classes of 2006 and 2007 in Special Education programs who had not passed the CAHSEE by the end of 11th grade were allowed to meet the CAHSEE requirement in other ways.

Data: *Independent Evaluation of the CAHSEE: 2008 Evaluation Report* by Human Resources Research Organization (HumRRO). Passage rates are determined by dividing the students in each class who passed the CAHSEE in grades 10, 11, and 12 by those same students plus those who are still attempting to pass the CAHSEE in grade 12. The results are estimates.

Graduation Course Requirements

California students must pass a minimum number of courses to graduate. School districts, however, can require more than the minimum. State-required courses include:

- Three years of English;
- Two years of math (including Algebra I);
- Three years of social studies (including U.S. history and geography; world history, culture, and geography; a semester in American government and civics; and a semester in economics);
- Two years of science (including biological and physical science);
- One year of visual or performing arts or foreign language;
- Two years of physical education unless exempted.

Graduation and Dropout Rates

The California Department of Education defines dropouts as students expected—based on their previous year’s enrollment—to be in grades 7–12 but who are not enrolled on Information Day (the day in October when schools report data to the state). High school graduates are students who received a high school diploma by meeting all state and local graduation requirements and by passing the California High School Exit Exam (CAHSEE). (See Card 33.) Students who withdraw (e.g., transfer to a private school) or complete high school but do not graduate (e.g., receive a GED) are not counted as graduates or dropouts.

Graduate and dropout counts are inherently estimates because it is difficult to follow every student who leaves a school. California reports several different calculations of high school completion for different purposes. The one-year dropout rate tracks how many students in a given year have left school. The statewide one-year dropout rate was 5.5% in 2006–07. The state estimates a four-year dropout rate using one year’s data and creating an adjusted four-year derived rate. In 2006–07, this rate was 21.1%.

The graduation rate attempts to measure what percentage of a group of 9th graders graduate from high school in four years. Under the federal No Child Left Behind Act (NCLB), the graduation rate is determined by dividing the number of graduates by the number of 1) graduates plus 2) dropouts from the previous four years. California’s graduation rate using this method was 80.6% in 2006–07. To make adequate yearly progress

under NCLB (see Card 29) in 2007–08, high schools must have had a graduation rate of 83.0% (for the class of 2006–07) or have improved based on one of two formulas.

California traditionally calculates graduation rates differently—by dividing the number of graduates by the ninth-grade enrollment four years prior (9th grade to graduate rate). Using this formula, the 2006–07 graduation rate was 67.7%. In addition, the state estimates that about another 11.2% of the class of 2006–07 withdrew or completed high school but did not drop out or graduate.

Dropout rates for 2006–07 are slightly higher than in 2005–06 in part because of a change in the way data were reported. California now counts graduates and dropouts individually using statewide student identifiers (SSIDs) instead of aggregate counts. So the four-year derived dropout rate was 13.8% in 2005–06 compared with 21.1% in 2006–07.

SSID GRADUATION AND DROPOUT RATES BY ETHNICITY 2006–07

	African American	Asian	Filipino	Hispanic/Latino	Native American/Alaskan	Pacific Islander	White	Multiple/No Response	Overall
9th Grade to Graduate Rate	55.3%	90.0%	85.4%	55.7%	58.3%	68.2%	77.8%	129.9%*	67.7%
Adjusted Four-Year Derived Dropout Rate	35.8%	9.0%	10.6%	26.7%	28.1%	24.8%	13.3%	26.8%	21.1%

* There are a number of reasons why the graduation rate estimate for this group is more than 100%. It could indicate that many students’ ethnicities were not reported consistently between 9th grade and graduation. It could also reflect that a disproportionate number of students in this category moved to California after 9th grade compared with those who left the state.

Data: California Department of Education (CDE), 1/26/09

College Preparatory

Every high school must offer the sequence of classes—called the “a–g” courses—that are part of the admissions requirements to California’s four-year public universities. (See Card 36.)

Advanced Placement (AP) Courses: These courses offer college-level material to high school students. Students who score a 3 (of 5) or higher on AP exams at the end of the course may receive college credit. Based on College Board data, statewide about 18% of 11th and 12th graders took at least one AP exam in 2007–08. (A small number of high schools offer international baccalaureate or IB courses with exams that can also qualify for college credit.) Students who earn a “C” or above in AP or IB courses can often receive additional points in their grade-point averages.

California State University’s Expository Reading and Writing Course (ERWC): A task force of high school and CSU faculty has developed a full-year English course for high school juniors and seniors that prepares them for college. In 2008–09, about 200 high schools have adopted the program. Other schools have integrated parts of it within existing courses, according to CSU.

Career Technical Education (CTE)

Traditionally, career preparation courses were distinct from academic courses, but that is changing. The California Department of Education (CDE) defines CTE as “a multiyear sequence of courses that integrates core academic knowledge with technical and occupational knowledge to provide students with a pathway to postsecondary education and careers.”

In May 2005, the State Board of Education (SBE) adopted the California Career Technical Education Model Curriculum Standards for grades 7–12. In January 2007, the SBE adopted a new CTE curriculum framework, which is grouped into six general career areas: agriculture; business and marketing; health and human services; home economics and technology; industrial and technology education; and arts, media, and entertainment technology.

Regional Occupational Centers and Programs (ROCPs): Created in 1967, ROCPs serve students on a regional basis. Statewide, courses are available in more than 100 career areas. High school students frequently spend part of the school day in a traditional academic program and the other part in an ROCP. Each year, the state’s 74 ROCPs serve about 460,000 high school students age 16 or older, according to CDE. ROCPs are governed by county offices of education, joint powers agreements among districts, or individual school districts. In 2008–09, the state appropriated \$483 million* for ROCPs for high school and adult students.

Tech Prep Programs: Typically run by community college districts, these programs combine two or more years of high school with two years of postsecondary education to prepare students for higher-wage employment and/or further education. California has 80 Local Tech Prep Consortia that include all 110 community colleges and about 1,200 high schools, county offices of education, and ROCPs. In 2008–09, the federal Perkins Act provided almost \$11.3 million* for curricula and professional development.

Multiple Pathways

The multiple pathways approach rejects the historic division of the high school curriculum into two tracks, one for college-bound students and another focused on career preparation. Advocates say that high schools can provide curricula that prepare students for postsecondary education and for a career after high school.

CTE and College Prep: The University of California (UC) began in the mid-1980s to approve CTE programs and courses that met its course criteria. In 2008–09, about 25% of CTE courses met the “a–g” college prep requirements, according to CDE.

Career or Partnership Academies: Academies are school, district, and local industry partnerships that provide integrated academic and CTE instruction. In 2008–09, CDE reports, the state provided \$31.5 million* to support 370 Partnership Academies, which served about 42,000 grade 10–12 students of whom at least 50% were at risk of dropping out of school.

* Based on the state budget adopted in September 2008.

Postsecondary Public Education in California

California operates three separate public systems for postsecondary education: two-year community colleges (see cards 38 and 39), the four-year California State University (CSU) system, and the more selective four-year University of California (UC) system.

Eligibility for Admissions to UC and CSU

High school graduates' eligibility to enter either system is based on the successful completion of 15 one-year college prep (referred to as "a-g") courses, high school grades, performance on college admissions exams, advanced coursework (see Card 35), and personal attributes. Periodically, both CSU and UC change their eligibility requirements and their admissions review process and criteria. For example, UC raised its minimum grade point average (GPA) from 2.8 to 3.0 for California residents beginning with the class entering in fall 2007. The GPA is based on all "a-g" courses taken in 10th and 11th grades. (See Card 31 about CSU's college-readiness test called **Early Assessment Program**.)

Required College Prep Courses ("a-g")

- (a) Two history/social science (world and U.S.);
- (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;
- (g) One elective from the above subjects.

Eligibility in the Local Context (ELC)

Under ELC, the top 4% of each California high school's graduating senior class—based on their grades in college preparatory classes—are granted admission to UC. The program, which began in fall 2001, is designed to attract students from schools that historically have sent few graduates to UC. Data from UC show that 21.7% of the 2008 public high school graduates who enrolled in UC in fall 2008 did so through this program.

College Admissions Tests

CSU requires either the SAT I (critical reading, mathematics, and writing) or the ACT Assessment (English, math, reading, and science). CSU does not use scores from the SAT writing section or the ACT Writing Test results in its admissions process.

UC requires either the SAT I or the ACT Assessment plus the ACT Writing Test. In addition, UC requires SAT II Subject Tests in two of the following subject areas: foreign language, higher math, history and social studies, English, or science.

In 2008, 48% of California's graduating seniors took the SAT compared with the U.S. rate of 45%, according to the College Board.

AVERAGE SAT SCORES 2008			
	Critical Reading	Math	Writing
California	499	515	498
U.S.	502	515	494

Data: College Board, 1/26/09

In 2008, 17% of California's graduating seniors took the ACT (U.S. rate: 43%), according to ACT. The average composite score for California was 22.2 compared with the U.S. average of 21.1.

CSU/UC ELIGIBILITY RATES BY ETHNIC GROUP		
(based on successful completion of "a-g" courses)		
	2001-02	2006-07
African American	25.3%	26.5%
Asian	57.4%	59.8%
Filipino	43.6%	45.7%
Hispanic/Latino	21.8%	25.2%
Native American/Alaskan	22.7%	23.6%
Pacific Islander	26.4%	28.1%
White	40.1%	39.5%
Multiple/No Response	23.4%	35.4%
Total Eligible	34.6%	35.5%

Data: California Department of Education (CDE), 1/20/09

CALIFORNIA'S PUBLIC COLLEGE SYSTEMS

	Number of Campuses 2008-09	Undergraduate Enrollment Fall 2002	Undergraduate Enrollment Fall 2007
Community Colleges	110	1,747,933	1,722,890
California State Univ. (CSU)	23	356,058	380,469
Univ. of California (UC)	10	154,979*	167,693*

* These totals include health sciences majors, (324 students in 2002 and 374 students in 2007), who are often excluded in UC enrollment figures.

Data: California Community Colleges, CSU, UC, 1/20/09

In fall 2007, 51% of California's public high school graduates went to UC, CSU, or a California community college. The California Master Plan for Higher Education specifies that UC accept the top eighth and CSU the top third of state high school graduates (including those who are UC-eligible) who apply on time.

FALL 2007 COLLEGE-GOING RATES

of the California Public High School Graduating Class of 2007

University of California (UC)	California State University (CSU)	California Community Colleges
7.5%	12.1%	31.4%

Data: California Postsecondary Education Commission, 1/20/09

Admission and Enrollment Rates

Admission rates are the number of all first-time freshmen admitted divided by the number who applied. About half of those admitted to UC or CSU actually enroll.

The universitywide UC rate masks the differences among the campuses. In fall 2007, Los Angeles (24%) had the lowest acceptance rates and Merced (90%) the highest. UC's overall admission rate of 87% occurs because most applicants apply to more than one campus. CSUs also have a wide range, with Dominguez Hills accepting only 35% of applicants and three campuses accepting 78% in fall 2007.

FALL 2007 ADMISSIONS AND ENROLLMENT

(California Residents* Who Applied, Were Admitted, and Enrolled as First-Time Freshmen)

	Applied	Admitted	Admission Rates	Enrolled
UC	74,496	65,088	87.4%	33,577
CSU	149,246	113,628	76.1%	53,744

The data in the table above include high school seniors from public and private schools. The CSU enrollment includes 2,197 out-of-state and international students. Data: UC Office of the President and CSU (Statistical Reports), 1/20/09

In November 1996, voters passed Proposition 209, which forbade state agencies and educational institutions from granting preferential treatment to anyone on the basis of race, sex, color, ethnicity, or national origin. It first affected the fall 1998 freshman class when African American, Latino/Chicano, and Native American student admission rates at UC fell substantially. UC established a program in 2001, Eligibility in the Local Context, to address the issue of underrepresented students. (See Card 36.) Admission rates for these three groups have risen in recent years, and by 2007 they were beginning to approach 1997 levels. Overall, UC admission rates have been increasing gradually since 1998, with the exception of a dip in 2004.

UC ADMISSIONS RATES BY ETHNICITY

Fall 1997, 2002, and 2007

	African American	Asian/ East Indian/ Pakistani	Filipino	Latino/ Chicano	Native American	White	Other/ Unknown
2007	71.3%	90.8%	87.1%	81.2%	85.4%	90.2%	89.1%
2002	67.0%	87.4%	84.0%	79.8%	81.6%	88.7%	85.1%
1997	72.7%	85.2%	79.2%	82.8%	86.3%	81.8%	83.1%

Data: UC Office of the President, 1/20/09

The California Community Colleges are open to all adult students in the state who want to attend. The colleges serve almost three-quarters of California's public higher education students through:

- Courses leading to an associate degree in academic and technical fields and/or to transfer to a four-year university;
- Training or certificate programs in health, high-technology, and other occupational fields;
- Basic skills courses for students who need additional academic preparation before taking college-level courses; and
- Continuing education for the general community.

Configuration

California's 110 community colleges are organized into 72 districts. District sizes vary—in fall 2007, from nine colleges and 140,022 students in Los Angeles Community College District to one college and 1,780 students in Feather River Community College District in Plumas County.

Each district has a locally elected board with members who serve four-year terms. Local community colleges have autonomy to make decisions about administration, curriculum, and site issues within the constraints established by state law and system regulations. For instance, colleges choose which placement exams are used to advise local students about course-taking, contingent on approval from the system office.

The California Community Colleges Chancellor's Office and the 17-member Board of Governors in Sacramento govern the system within the context of that local flexibility. They manage disbursement of funds, ensure that state mandates are met, and serve as liaisons among campuses.

The Board of Governors and the chancellor receive feedback on major decisions from the Consultation Council. This 18-member council—which includes representatives from various community college constituencies and organizations—is the formal means through which local districts provide input and advice on the formation of policy for the system as a whole.

APPROPRIATIONS FOR COMMUNITY COLLEGES

A state formula determines how much funding community college districts receive. Revenues generated from student fees currently account for about 3% of total revenues for the system. Those fees are used to offset state aid to community college districts and do not directly improve funding for individual campuses.

	2007-08		2008-09	
	Millions		Millions	
State	\$4,496	52%	\$4,688	53%
Local*	3,382	39%	3,440	39%
Student Fees†	284	3%	290	3%
Federal	266	3%	258	3%
State Lottery	155	2%	167	2%
Total	\$8,583		\$8,843	

* Local includes local property taxes and other local funds.

† For California residents in 2008-09, fees were \$20 per unit.

Note: The 2008-09 figures are based on the state budget enacted in September 2008. In addition, percentages may not add up to 100% due to rounding.

Data: California Department of Finance (DOF), 12/08
Legislative Analyst's Office (LAO), 12/08

STUDENT ENROLLMENT FEES

Term	Enrollment Fee per Unit
Fall 1999	\$12
Spring 2000–Spring 2003	11
Fall 2003–Spring 2004	18
Fall 2004–Fall 2006	26
Spring 2007–Spring 2008	20

Data: LAO, 12/08

California Community Colleges: Making Them Stronger and More Affordable,
The National Center for Public Policy and Higher Education, March 2007

Eligibility/Academic Standards

Students must be high school graduates or at least 18 years old for regular enrollment in a California community college. Although the vast majority of students are California residents, each district has its own policy as to whether out-of-state residents can attend.

The community colleges are open-access institutions. However, the colleges expect students to be prepared academically if they hope to succeed in college-level courses. Policies for determining whether students need further academic preparation in reading, writing, and/or mathematics vary among local community college districts. The colleges frequently use assessments and other measures to advise students about placement.

If a student is assessed as unprepared for college-level study in English or mathematics, the student may be advised to enroll in one or more basic skills courses. Basic skills credits do not apply toward a college degree, and they cannot be transferred to University of California (UC) or California State University (CSU).

Beginning in fall 2009, all incoming students who want to earn an associate degree will be required to pass both Intermediate Algebra and transfer-level Freshman Composition or their equivalents. Students may also fulfill these requirements through assessment.

Enrollment/Demographics

In fall 2007, about 35% of the student body was white, 30% Hispanic/Latino, 13% Asian/Pacific Islander, 7% African American, 3% Filipino, and 1% Native American/Alaskan Native. The rest were other ethnicities or unknown.

According to the California Community Colleges Chancellor's Office data system, about 19% of all community college students are 19 years old or younger and hold a high school diploma, meaning they probably entered community college directly out of high school.

In fall 2007, 61% of all California high school graduates who enrolled directly in public higher education chose a community college, with African Americans (66%), Native Americans (67%), and Latinos (70%) the most likely to do so.

Almost two-thirds of students who receive a bachelor's degree at CSU transferred from a community college, according to the California Postsecondary Education Commission. At UC, transfer students make up about one-third of all bachelor's degree recipients.

Dual Enrollment/Middle College High School

Dual enrollment programs enable high school students to take courses for college credit and are intended to increase student participation and success in postsecondary education. In fall 2007, about 58,000 community college students were considered special admit students who were also enrolled in K-12 schools.

Middle College High School (MCHS) allows at-risk students to attend a high school located on a community college campus, take college courses, and receive extra counseling. Currently, 13 community college campuses in California offer MCHS programs that serve nearly 2,000 students.

STUDENT DEMOGRAPHICS/COURSE LOADS, FALL 2007

Student Enrollment	1.72 million
19 Years Old and Younger	25%
20-24 Years Old	27%
25-39 Years Old	26%
40 Years and Older	22%
Full-Time (12 units or more)	26%
Part-Time	60%
Noncredit Only	13%

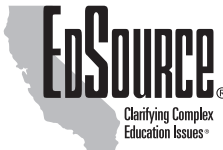
Note: Percentages may not add up to 100% due to rounding and a small number of students whose ages are not known. Course load calculations do not include 954 students enrolled in zero units.

Data: California Community Colleges Chancellor's Office (CCCCO), 12/08

Index

Card	Card		
Accountability	28, 29, 30, 32	High School Curriculum.....	18, 35
ADA (Average Daily Attendance).....	12	High School Exit Exam.....	33, 34
Administrators in California	21	High School Graduation	34
After-School Programs.....	2, 19	Instructional Materials.....	18
API (Academic Performance Index).....	28	Local Elections: General Obligation Bonds, Parcel Taxes.....	4, 5, 6, 13
AYP (Adequate Yearly Progress).....	29, 30	Local Sources of Revenue	13
Basic Aid	12	Lottery	8
Bonds.....	4, 5, 13	Multiple Pathways.....	35
Budget Calendar	9	National Board Certification (Teacher).....	23
California English Language Development Test (CELDT).....	25	National Data Sources	16
California Standards Tests (CSTs).....	31, 32	No Child Left Behind Act (NCLB)	3, 23, 24, 25, 29, 30
Career Technical Education.....	35	Parcel Taxes	6, 13
Categorical Aid.....	1, 2, 3, 19	PERB (Public Employment Relations Board).....	22
Charter Schools	15	Program Improvement (under NCLB)	30
Child Nutrition	2, 3, 19	Property Taxes.....	8, 10, 12, 38
Class Size Reduction (CSR).....	19	Proposition 13.....	10
COLA (Cost-of-Living Adjustment).....	12	Proposition 98.....	8, 11
Collective Bargaining.....	22	Pupil-teacher Ratio	7
College Admissions Tests (SAT, ACT).....	36	Quality Education Investment Act (QEIA).....	19
College Eligibility (UC, CSU)	36	Racial and Ethnic Distribution of Students.....	27
College Enrollments	37	Racial and Ethnic Distribution of Teachers	24
Community College Students, System	38, 39	Rankings for California	7
Data Collection and Reporting.....	16	Revenue Limits.....	12
Demographics, Student.....	27	Revenues.....	8, 12, 13
Demographics, Teacher.....	24	School District Income	12, 13
Developer Fees	4, 13	School Districts, General Information.....	26
Dropout Rates.....	34	School Finance Chronology	14
Early Assessment Program (EAP).....	31, 32	<i>Serrano v. Priest</i>	12, 14
Economic Impact Aid (EIA).....	2, 19	Special Education.....	20, 27, 31, 33
English Language Development.....	25	Special Student Populations	20, 25, 27, 31, 33
English Learners (ELs).....	25, 27	Standardized Testing and Reporting (STAR) Program, Data.....	28, 31, 32
Enrollments, College.....	37	Student Demographics	27
Enrollments, K-12.....	26	Targeted Instructional Improvement Block Grant	2, 19
Equity (Funding)	12	Teacher Credential Requirements	23
Facilities	4, 13	Teacher Demographics	24
Foundations and Contributions	13	Teaching Assignments	24
Funding	1-8, 12, 13	Tests and Scores.....	25, 28, 29, 31, 32, 33
Gann Limit.....	10		
General Obligation Bonds	4, 5, 13		
Governance of Public Schools.....	17		





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