

# Excerpts from the 2024 Governor's Budget Workshop

Presented By:

Michelle Underwood

Vice President

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#### **Governor's Budget Themes**

- Governor Gavin Newsom measures a \$37.9 billion budget shortfall, due largely to 2022 tax collections well below the budget's assumptions
- The Governor's Budget proposal protects the education budget against the local impact of a nearly \$12 billion reduction in Proposition 98 resources that, if unmitigated, would undoubtedly harm our students and the cadre of professionals who dedicate their lives to teaching and supporting them
- Proposal attempts to ensure that the education profession remains an attractive career choice by removing obstacles to entry and enabling agencies to provide competitive wages
- Governor's focus is on students whose learning was and continues to be deeply impacted by the COVID-19 pandemic
- The Governor's Budget uses less pessimistic revenue assumptions than the Legislative Analyst's Office (LAO)

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# State Budget and the Economy

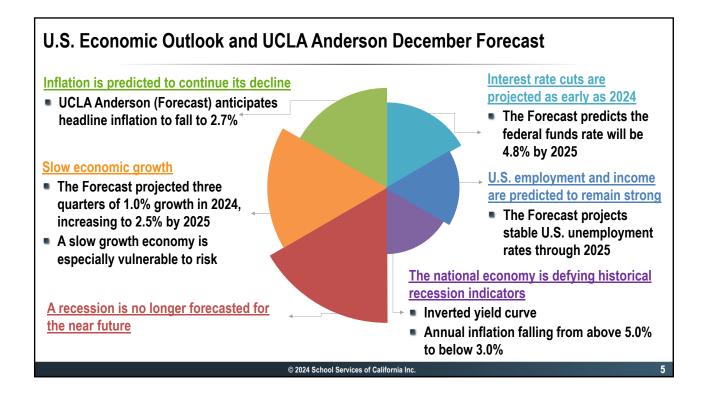
#### The State Budget and The Economy

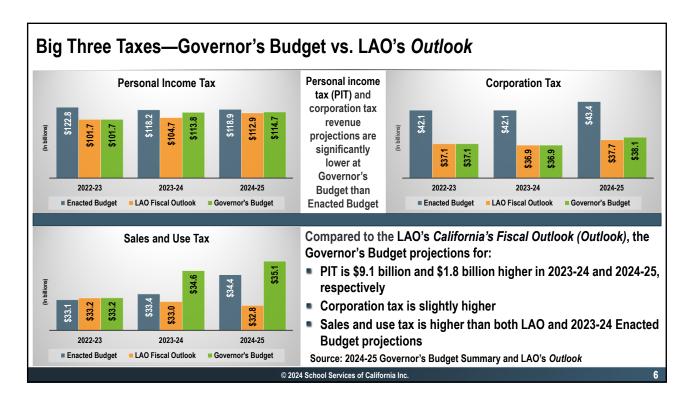
- Headline inflation is down year over year and is expected to decline further through the budget year
- Leading economists anticipate a reduction to interest rates later in 2024
- The national and state economies are in a slow growth pattern
- The Governor projects a \$37.9 billion budget deficit for 2024-25
- Budget-balancing measures include drawing down \$13.1 billion in reserves and \$5.7 billion from the Public School System Stabilization Account (PSSSA), along with borrowing, funding reductions in non-Proposition 98 areas, funding delays, deferrals to payroll and University of California/California State University, and tax revenue proposals
- A recession is no longer forecasted in 2024 or 2025 by most economists, but there are notable risks to the State Budget

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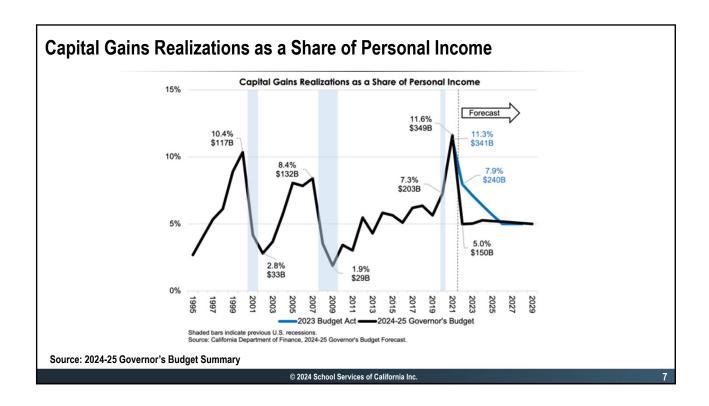
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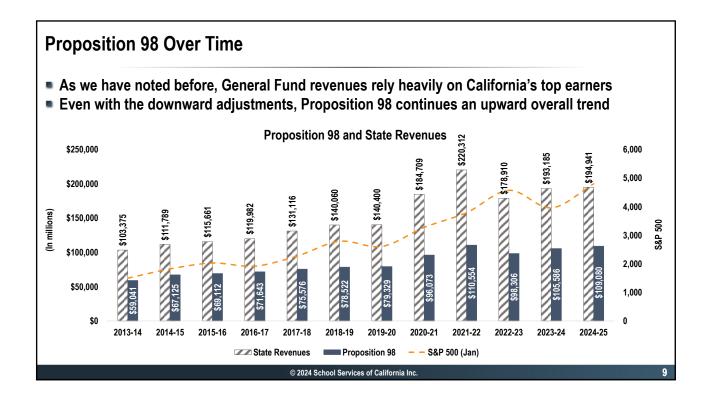


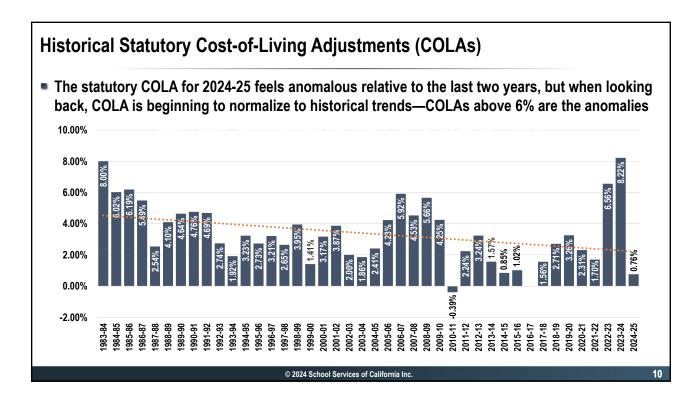




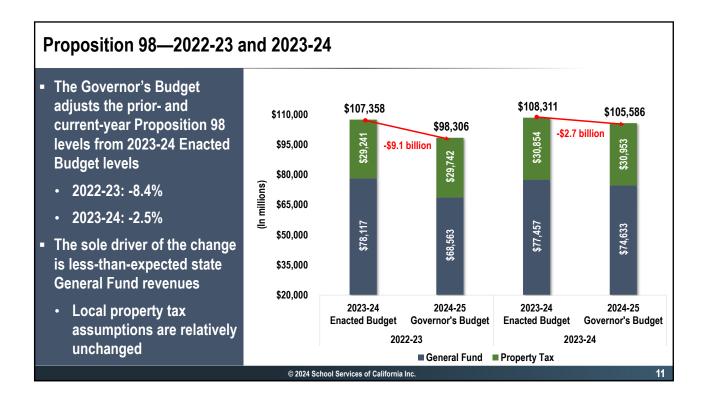


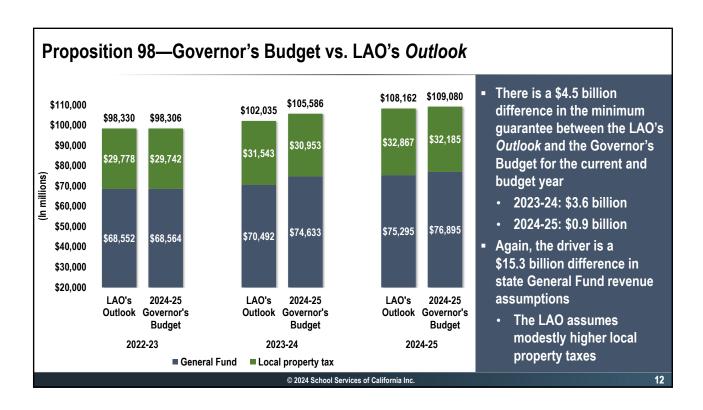






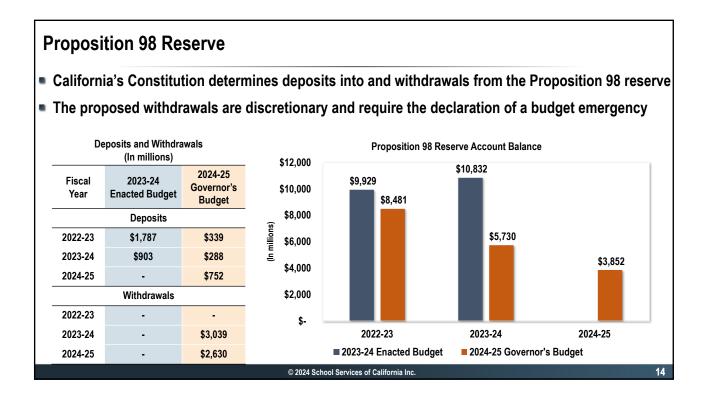




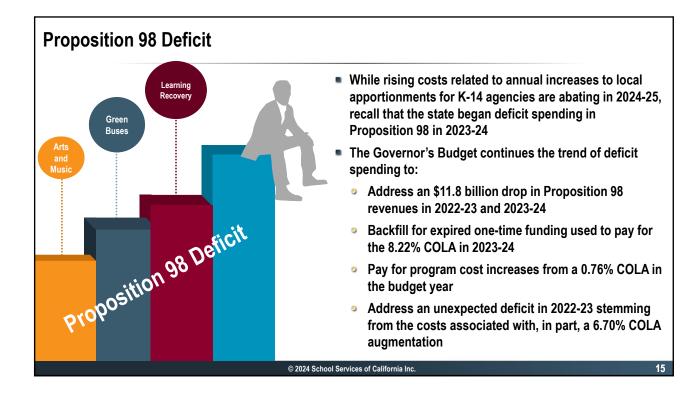




#### Proposition 98—Allocating Above the 2022-23 Minimum Guarantee 2022-23 Minimum Guarantee The treatment of the significant drop in (In millions) Proposition 98 in 2022-23 is critical \$110,000 Left unaddressed, it can create an increased state obligation in the future \$105,000 \$8,000 But an unmitigated cut in funding for a year that's already over would be \$100,000 untenable (if not impossible) for local \$107,358 educational agencies (LEAs) \$95,000 \$98,306 The Governor's Budget proposal enables LEAs to retain the additional \$90,000 2024-25 2023-24 funding in 2022-23 with the intention of Governor's Budget **Enacted Budget** accounting for it in the future © 2024 School Services of California Inc







#### The Risks to Proposition 98

#### **General Fund Condition**

The conditions that create volatility and vulnerabilities for state revenues pose risks for education funding

- Economic shocks
- Wall Street performance

#### COLA

2024-25 COLA of 0.76% assumes no increases in the costs of goods and services governments buy in the last quarter of 2023 and the first quarter of 2024 (not likely)

If COLA increases by May, it will exacerbate the Proposition 98 deficit



#### **Proposition 98 Deficit**

Spending beyond the means of Proposition 98 in the short-term creates risk for the out-years

The minimum guarantee may not be able to grow its way out of the deficit

#### **Key Budget Assumptions**

The assumptions that undergird the State Budget and Proposition 98 are critical for stable local planning

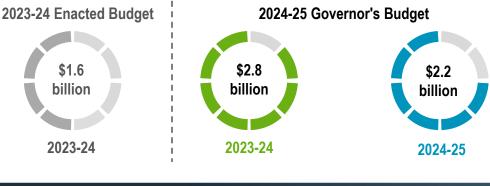
If revenues fall or costs rise, it will exacerbate the Proposition 98 problem

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#### **Local Control Funding Formula Overview**

- The Governor's Budget once again relies on one-time funding to meet the ongoing obligation to the Local Control Funding Formula (LCFF)
  - Of the proposed \$5.7 billion PSSSA withdrawals across the current and budget year,
     \$5.0 billion is proposed to be allocated for the purposes of supporting the LCFF



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#### 2024-25 LCFF Funding Factors

0.76% estimated statutory COLA applied to the base grants and transitional kindergarten (TK) and home-to-school transportation add-ons

Grade span adjustments (GSAs) applied as percentage increases to the base grants

- Grades TK-3—10.4%
- Grades 9-12—2.6%



Unduplicated pupil percentage (UPP)—LEA's enrolled students who are English learners, free or reduced-price meal program eligible, or foster youth

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**GSA** 

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**UPP** 

# State Categorical Programs Receiving COLA The Governor's Budget includes \$65 million to fund the 0.76% COLA for the Equity Multiplier and the following programs: Adults in Correctional Facilities American Indian Early Childhood Education Program Child Nutrition American Indian Education Child Nutrition Youth in Foster Care

#### **Equity Multiplier—2024-25 Investment**

 The Governor's Budget maintains the investment introduced as part of the 2023-24 Enacted Budget

2024-25 investment, inclusive of 0.76% COLA: \$302.3 million

All other eligibility and allocation provisions remain the same

#### **Eligibility**

LEAs, excluding nonclassroombased charter schools, with schools with a <u>prior-year</u> nonstability rate >25% and a prioryear socioeconomically disadvantaged pupil rate >70%

#### **Allocation**

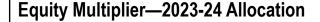
Funding allocated per student, using school's total <u>prior-year</u> adjusted cumulative enrollment

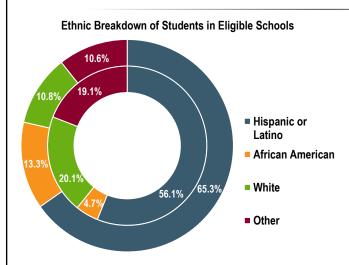
Minimum of \$50,000 per eligible school

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Source: Inner ring—2022-23 California Longitudinal Pupil Achievement Data System (CALPADS) enrollment, statewide

Outer ring—2022-23 CALPADS enrollment, Equity Multiplier eligible schools

- Nearly 1,000 eligible schools across more than 400 COEs, school districts, and charter schools
  - Includes 89 schools in 59 school districts that do not receive LCFF concentration grant funds
- Total enrollment across qualifying schools, as of October 2022: approximately 190,000
- Total adjusted cumulative enrollment, 2022-23: almost 280,000
- 2023-24 per pupil estimate: \$1,052.48
  - Funding per pupil will differ in 2024-25 based on the number of eligible schools and students, as well as increased funding due to the 0.76% estimated statutory COLA

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#### Fluctuating Statutory COLAs From the Department of Finance

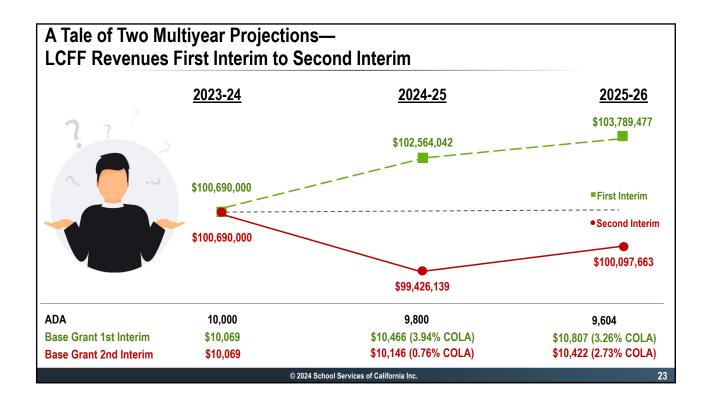
- The changing statutory COLA is NOT related to the state's financial health
  - Rather, the statutory COLA is computed using federally aggregated metrics
- The statutory COLA is a calculated percentage, but the Governor and Legislature must still determine whether there is sufficient money to fund the statutory COLA
- The significant projected decline in 2024-25 is the result of two primary factors:
  - Reversal in price increases that occurred in 2022
  - Revisions to historical data points

	2024-25	2025-26	2026-27
January 2024	0.76%	2.73%	3.11%
June 2023	3.94%	3.29%	3.19%
Percentage Point Decrease	-3.18	-0.56	-0.08

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Planning Factors								
		2023-24	2024-25	2025-26	2026-27	2027-28		
DOF¹ Planning COLA		8.22%	0.76%	2.73%	3.11%	3.17%		
California CPI		3.36%	2.83%	2.70%	2.72%	2.72%		
CalSTRS <sup>2</sup> Employer Rate		19.10%	19.10%	19.10%	19.10%	19.10%		
CalPERS <sup>3</sup> Employer Rate		26.68%	27.80%	28.50%	28.90%	30.30%		
Unemployment Insurance		0.05%	0.05%	0.05%	0.05%	0.05%		
California I attam	Unrestricted per ADA	\$177.00	\$177.00	\$177.00	\$177.00	\$177.00		
California Lottery	Restricted per ADA	\$72.00	\$72.00	\$72.00	\$72.00	\$72.00		
Mandate Block Grant	Grades K-8 per ADA	\$37.81	\$38.10	\$39.14	\$40.36	\$41.64		
(District) <sup>4</sup>	Grades 9-12 per ADA	\$72.84	\$73.39	\$75.39	\$77.73	\$80.19		
Mandate Block Grant	Grades K-8 per ADA	\$19.85	\$20.00	\$20.55	\$21.19	\$21.86		
(Charter)	Grades 9-12 per ADA	\$55.17	\$55.59	\$57.11	\$58.89	\$60.76		
Department of Finance <sup>2</sup> Californ	•	System, <sup>3</sup> Califor	nia Public Empl	oyees' Retireme	nt System,			



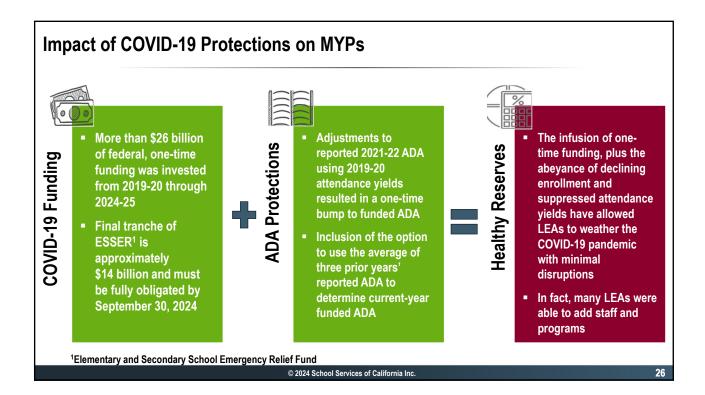
#### Minimum Wage—Future Forecast

- The minimum wage increased to \$16.00 on January 1, 2024, and SSC projects an increase of about 40¢-50¢ each January thereafter
- Employers should review city or county ordinances to determine if any local minimum wage standards apply

Minimum Wage <sup>1</sup>	Effective Date: >25 Employees	Effective Date: ≤25 Employees	Exempt Minimum Salary (Weekly)	Exempt Minimum Salary (Monthly)	Exempt Minimum Salary (Annually)
\$15.50/hour	January 1, 2023		\$1,240	\$5,373	\$64,480
\$16.00/hour	January	1, 2024	\$1,280	\$5,547	\$66,560
\$16.50/hour	January 1, 2025		\$1,320	\$5,720	\$68,640
\$16.90/hour	January 1, 2026		\$1,352	\$5,859	\$70,304
\$17.30/hour	January 1, 2027		\$1,384	\$5,997	\$71,968
\$17.70/hour	January 1, 2028		\$1,424	\$6,171	\$74,048
\$18.20/hour	January	1, 2029	\$1,464	\$6,344	\$76,128

¹Minimum wage is tied to the U.S. CPI for Urban Wage Earners and Clerical Workers, but is rounded and capped at 50¢ per year

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#### Impact of COVID-19 Protections on MYPs

- Questions that LEAs should be able to answer heading into 2024-25
  - The answers, or lack thereof, will have a significant impact on an LEA's finances

When do the ADA protections stop providing a financial benefit?

The benefits of the 2021-22 ADA protection will not extend past 2024-25, but the option of using the prior three years' average will continue to be a financial safeguard for some LEAs experiencing declining enrollment

Is the LEA on track to spend the remainder of the federal pandemic dollars?

While managing a shortfall in state revenues, no LEA should be in the position of returning one-time federal dollars

Are the current expenditures of federal pandemic dollars for one-time or ongoing costs?

Many LEAs added staff with the one-time pandemic funds, and now that the funding is expiring, prudent planning should determine the outcome of those services

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#### **Local Reserve Cap Compliance**

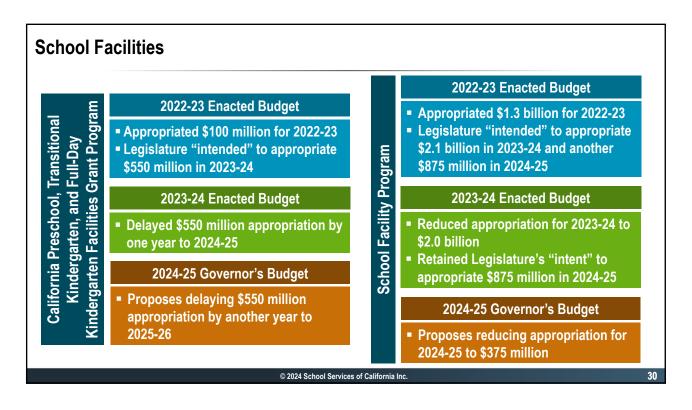
EC § 42127.01—In a fiscal year immediately after a fiscal year in which the amount in the PSSSA is equal to or exceeds 3% of the combined total of General Fund revenues appropriated for school districts, a school district budget that is adopted or revised shall not contain a combined assigned or unassigned ending General Fund balance that is in excess of 10%

- Assigned and unassigned balances within the Special Fund for Other than Capital Outlay (Fund 17) must also be included within the 10% reserve cap
- The California Department of Education (CDE) should notify LEAs in March 2024 if the limit on school district reserves will be in effect for 2024-25
- The reserve cap requirement does not apply to small school districts (those with ADA fewer than 2,501 pupils) or basic aid school districts pursuant to EC § 42127.01(c)

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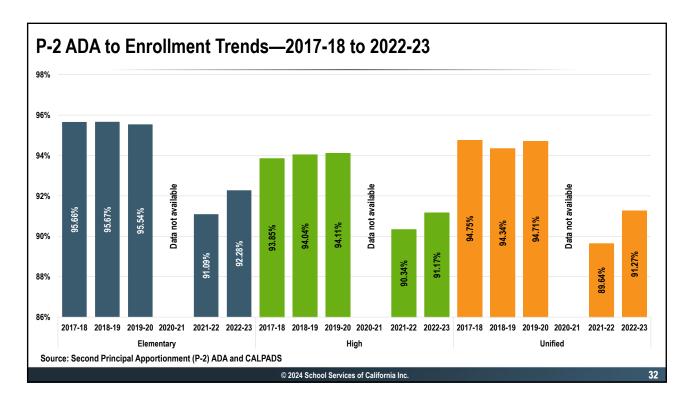


#### **Local Reserve Cap** Law limits local school district reserves to 10% in Proposition 98 Reserve Balance and Percent of K-12 Share of Proposition 98 the subsequent fiscal year when certain conditions \$9,000 \$8,481 are met \$8,000 The Governor's Budget reflects: \$7,000 Deposits of \$339 million in 2022-23, \$5,730 \$6,000 \$288 million in 2023-24, and \$752 million in \$5,000 2024-25 \$3,852 \$4,000 8.6% Discretionary withdrawals of \$3.0 billion in 5.4% 2023-24 and \$2.7 billion in 2024-25 \$3,000 3.5% \$2,000 An account balance of \$5.7 billion in \$1,000 2023-24 makes the reserve cap operative for 2024-25 \$0 2023-24 2024-25 2022-23 © 2024 School Services of California Inc.





#### **Instructional Continuity** The Governor's Budget proposes several instructional continuity measures **Instruction for Emergencies** Attendance Recovery Time **Allow for Saturday** For emergencies lasting **Encourages LEAs** Hybrid/Remote Instruction longer than 5 days, LEAs school, intersessional to provide additional school, and hybrid/remote would be required to before/after school offer instruction options for attendance students unable to Remote instruction or attend school in person Generates ADA-Support to enroll in a based funding neighboring LEA Mitigates chronic absenteeism The Governor's Budget proposes \$6 million one-time Proposition 98 funding to research and develop models of hybrid learning to support attendance and to develop a methodology for more detailed absence data reporting to the state Note: Additional details regarding the impact to instructional time, attendance accounting, and compulsory education requirements is expected in trailer bill language © 2024 School Services of California Inc.





#### **Expanded Learning Opportunities Program**

- There are no cuts, nor a COLA, proposed to the Expanded Learning Opportunities Program (ELO-P) for 2024-25
- And while the 2023-24 Enacted Budget did not include cuts, many LEAs may see a reduction in their total ELO-P amount this year

# 2022-23 State Investment in ELO-P Was \$4 billion

- Rate 1 LEAs: \$2,750 per pupil for LEAs with UPP ≥75%, in accordance with statute
- Rate 2 LEAs: \$2,054 per pupil for LEAs with UPP <75%
- Rate 2 determined by first subtracting the total amount for all Rate 1 schools, with remaining amount distributed per the formula to Rate 2 schools

# 2023-24 State Investment in ELO-P Remained \$4 billion

- Rate 1 LEAs: \$2,750 per pupil for LEAs with UPP ≥75%, in accordance with statute
- Rate 2 LEAs: \$1,803 per pupil for LEAs with UPP <75%</li>
- Rate 2 decreased by \$251.54 from 2022-23 because of a 3.27% statewide increase in classroom-based ADA in grades TK-6 used in the funding calculation, and no increase to the state budget allocation for the program













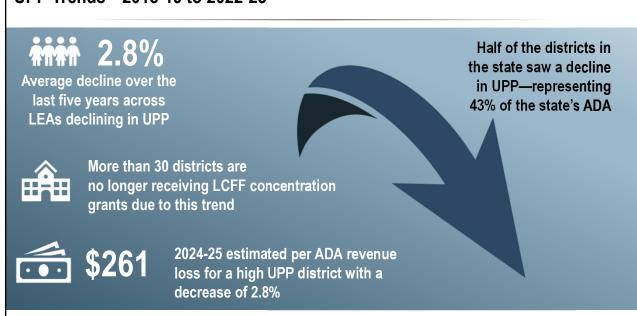


Prior-year classroom-based Prior-year for LEA

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#### UPP Trends—2018-19 to 2022-23



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#### **Home-to-School Transportation Funding**

- Home-to-school transportation entitlements are calculated as reimbursement for 60% of transportation costs, less the LCFF add-on, which receives the 0.76% COLA
  - If the LCFF add-on exceeds the reimbursement, LEAs will still receive the full LCFF add-on
  - Capital outlay and nonagency expenditures are excluded from reimbursement
- Funding is allocated to school districts and COEs—effective 2023-24, districts in which all schools have been converted to charter schools are not eligible for funding
- Requirements will be audited—an audit finding could result in a disallowance and funding owed to the state



#### **Home-to-School Transportation Plan**

- An annually adopted Transportation Service Plan is required in order to receive reimbursement
  - The plan was to be adopted by April 1, 2023, and each year updated by April 1, primarily about the following fiscal/school year
- Plan must:
  - Include priority for planned services for students in grades TK-6 and low-income students
  - Describe how transportation will be accessible to students with disabilities and homeless youth
  - Describe how unduplicated students may access free transportation
  - Be developed in consultation with staff, regional transit authorities, local air pollution control districts, air quality management districts, parents, and students and adopted in an open meeting with opportunity for in-person and remote public comment

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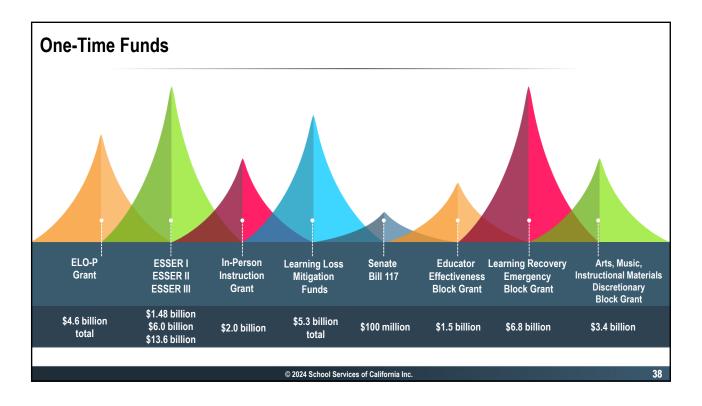


#### **Universal School Meals Program**

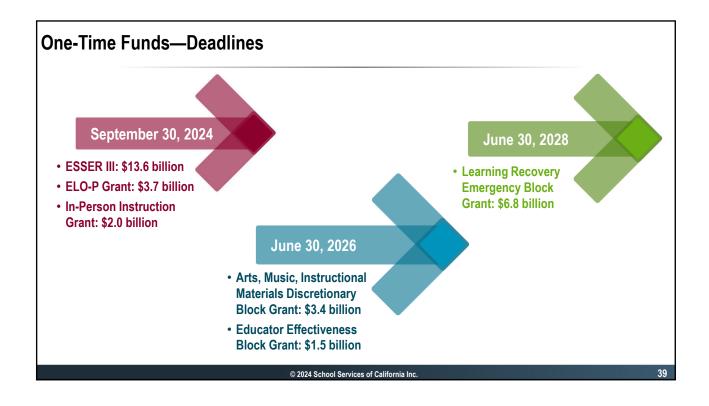
- In addition to applying the statutory COLA, the Governor proposes an increase of \$122.2 million ongoing to fully fund the universal school meals program in 2024-25
  - The state projects that over 845 million meals will be served in 2024-25
- Reminder: LEAs are required to provide breakfast and lunch to students that request a meal, free of charge
- In order to receive reimbursement under the program, your LEA must participate in both the National School Lunch Program and the School Breakfast Program

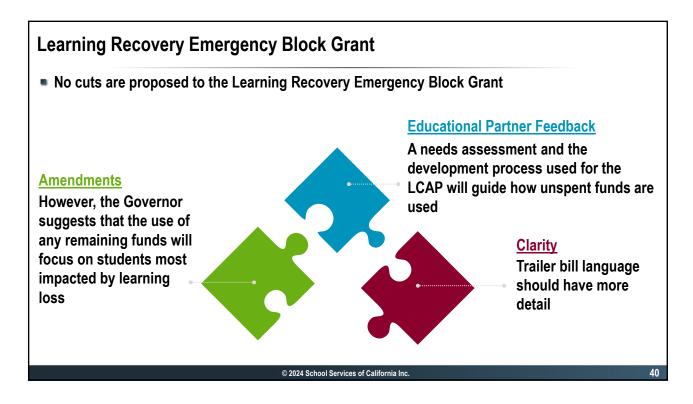


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# **Employment Considerations**

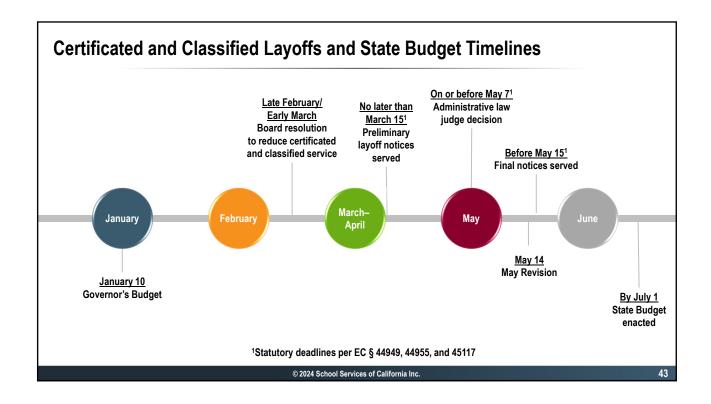
#### **Evaluating the Need for March 15 Notices**

- LEAs that provided compensation increases and hired staff with temporary funding either need to identify ongoing funding and/or prepare for reductions effective in 2024-25
  - Especially in LEAs with declining enrollment
- Can current staff be reassigned to help alleviate the staffing shortage affecting the LEA?
- Identify attrition and retirement trends
  - "Intent to Return" forms and incentivizing early notices of retirement may decrease the number of March 15 notices to be distributed

Increased student needs and operational demands drove staffing levels during the pandemic

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#### **Newly Enacted Employment Legislation—School Employees Certificated Employee Training Occupational Safety School Related Transportation** AB 5 (Zbur, Statutes 2023) SB 553 (Cortese, Statutes 2023) SB<sup>1</sup> 88 (Skinner, Statutes 2023) **Pupil Transportation: Driver** The Safe and Workplace Violence: Restraining Orders Qualifications and Workplace Violence Prevention Plan **Supportive Schools Act** Beginning with the 2025-26 school Starting July 1, 2025, establishes Starting July 1, 2024, requires year, requires all certificated new requirements for drivers who employers to implement and maintain employees that serve students in provide school-related transportation an effective workplace violence grades 7-12 to receive at least one services for compensation prevention plan (WVPP) that includes hour of training annually on LGBTQ+ requirements to maintain incident Applies to all drivers who are cultural competency logs and provide specified trainings compensated to drive students (LEA By July 1, 2025, the CDE must employees, contractors, or **Employers must provide initial** develop an online delivery platform training when the WVPP is first contracted by any entity with LEA and curriculum established and annually thereafter funding) LEAs required to provide training Does not apply to LEA employees Beginning January 1, 2025, during paid time and maintain when transportation is for school authorizes a union representative to records activity that doesn't exceed 40 hours seek a temporary restraining order on per school year <sup>1</sup>Senate Bill behalf of the employee(s) © 2024 School Services of California Inc.



#### **Newly Enacted Employment Legislation—School Employees**

#### **Classified Compulsory Leaves**

# AB 472 (Wicks, Statutes of 2023) Compulsory Leaves of Absence: Compensation

- In a school or a community college district, if a classified employee returns to service after a period of involuntary leave of absence following a finding in favor of the employee, then the district must pay the employee their full compensation for the period of involuntary leave
- These provisions must not reduce any entitlement to paid leave

#### **School Nurse Hiring Options**

# AB 1722 (Dahle, Statutes of 2023) Pupil Health: Credentialed School Nurses

- Allows, until January 1, 2029, an LEA to hire a licensed vocational nurse who is supervised by a credentialed school nurse if a diligent search has been conducted for a suitable credentialed school nurse
- LEA must seek approval from governing board prior to hiring and must document that a diligent search for a credentialed nurse has been conducted

**School District Governing Boards** 

#### SB 494 (Newman, Statutes of 2023)

School District Superintendents and Assistant Superintendents: Termination

- Prohibits the governing board from taking action to terminate a superintendent or assistant superintendent without cause at a special or emergency meeting of the governing board
- This prohibition is also active within 30 days of a board first convening after an election in which at least one member has been elected or recalled

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#### **Employment Legislation—New Employee Leave Laws**

#### The new year brings two new employee leave laws, effective January 1, 2024

# SB 616 (Gonzalez, Statues of 2023)

- Increases the amount of minimum paid sick leave currently afforded to employees under existing law from three to five days
- Significant revision:
   employee is entitled to no
   less than 40 hours of
   accrued sick leave or paid
   time off by the 200th
   calendar day of employment
   or each calendar year, or in
   each 12-month period

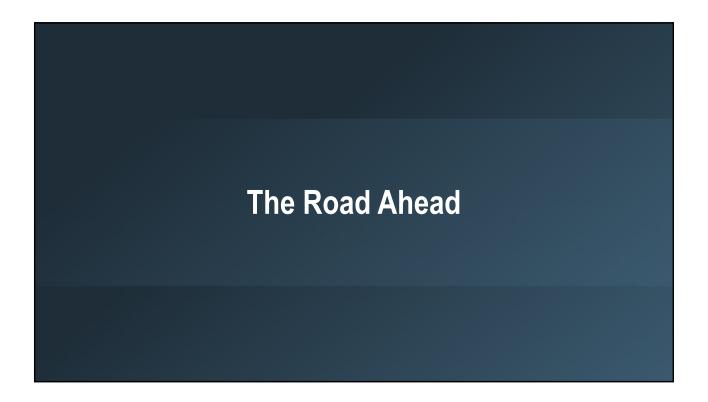


SB 848 (Rubio, Statutes of 2023)

- Provides up to five days of reproductive loss leave for employees who experience a reproductive loss event
- Defines "reproductive loss event" as a failed adoption, failed surrogacy, miscarriage, stillbirth, or an unsuccessful assisted reproduction
- Leave may be unpaid, but employee may use accrued leave
- Employees are eligible after 30 days of employment

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#### The Budget and Election Year Politics

- In addition to the presidential election, all 80 Assembly seats and half the 40 Senate seats are on the ballot
- Legislators will do their best to protect their voting constituencies against the effects of a negative budget

Due to term limits, experienced legislative budget negotiators Anthony Rendon and Toni Atkins (D-San Diego) are out—replaced by Speaker Robert Rivas (D-Salinas) and incoming Senate President pro Tempore Mike McGuire (D-Healdsburg)



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# Assembly Budget Committee chairs are also new

- Assemblymember Jesse
   Gabriel (D-Encino) replaces
   Assemblymember Phil Ting
   (D-San Francisco) as chair of
   the Assembly Budget
   Committee
- Assemblymember David Alvarez (D-San Diego) has been tapped to replace Assemblymember Kevin McCarty (D-Sacramento) as the chair of the Assembly Budget Subcommittee No. 3 on Education Finance



#### The Budget and Election Year Politics

- Senator McGuire will succeed Senator Atkins as Senate President pro Tempore on February 5, 2024
- Atkins will leave the Legislature at the end of 2024 due to term limits and she did not want to remain the Senate leader during her final year
- McGuire, whose district sprawls from the Oregon border to the Golden Gate Bridge, will be the first Senate leader from Northern California in nearly a decade



We expect McGuire to make changes to committee chair assignments once he assumes the post; however, no changes have been announced

McGuire's term as the Senate leader will be short-lived as he will be termed out of office at the end of the 2026 legislative year

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#### The Road Ahead

- Despite a multibillion-dollar budget deficit, the Governor is calling for limited early action on issue areas not affecting education
- The next steps in the process are controlled by the Legislature, which has the responsibility to vet the Governor's proposals during budget hearings over the next several weeks and months
  - This process coincides with the release of further details on the Governor's Budget proposals, included in trailer bill language, which is usually released at the beginning of February
  - The LAO and public also get to weigh in with their feedback and counterproposals
  - This process prepares legislators to respond quickly after the next official State Budget checkpoint—the May Revision

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