Syllabus
[updated 3/21/14 for changes to EdSource website]

Education Doctorate Program
EdD 613 | Spring 2014

| EdD 613: Finance and Budget for Educational Leaders |

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Meeting times
Fridays 3/21, 4/11 from 5:30p to 9:30p
Saturdays 3/22, 4/12 from 8a to 5:30p

Office hours
Friday 3/21, 4/11 from 3p-5p
Wednesdays (except 3/12, 4/9) 3p-5p

Meeting location
AIRC 1007

Introduction
This course offers a basic understanding of the nature and role of budgeting and finance in the K-14 education sectors in California. Budgets are one of the most significant policy documents in the public domain. They reflect priorities, values, and power relationships. Although they have important technical aspects, budgets are fundamentally political statements. They reflect the choices that result from the political process and ultimately become issues in the electoral process.

Similarly, how we finance education reflects political processes and public priorities. In this course, we will learn how K-12 and community colleges are financed.

Course Objectives
This course:

- Analyzes two related topics with respect to public educational institutions: funding and internal budgeting; and
- Provides a state overview of the economics and finance of K-12 and higher education, including methods of financing public education and contemporary policy issues regarding school and community college finance in California.

At the end of EdD 613, a student who successfully completes the course will be able to:

- Understand basic budget- and finance-related economic concepts and analysis;
- Understand the socio-political environment related to budgeting and finance; and
- Understand basic budgeting concepts and budget analysis.
Format of Course
This course employs the seminar style. That means you come to class having done all of the assigned readings and are well prepared to participate in conversations about the materials you have read. There will be some lecture, but also discussions and small group work designed to further learning. If you have not done the reading, you will not be able to participate.

Course Grade
In this course, I expect you to actively participate in class discussions and activities, write short reflections on each of the required readings, and to write a briefing memo. You are encouraged to work together on your memos but each student must submit his or her own paper.

<table>
<thead>
<tr>
<th>Briefing memo (due April 21 by 10a to me via Turnitin)</th>
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<tbody>
<tr>
<td>Reading reflections (due the day the reading is due - <em>this means you have work due our first class meeting</em>)</td>
<td>20%</td>
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<tr>
<td>Participation</td>
<td>30%</td>
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*See attendance policy in Policies and Logistics section*

Briefing memo: You will complete one comprehensive paper for this class. The paper should be no more than 8 pages, typed, one-inch margins all around, and double spaced.

You are to write a briefing memo to a new board member for a specific K-12 or community college district, depending upon your focus. The memo helps the new board member to understand the California budget situation, the financing of K-12 or community colleges in CA, and the specifics of the district budget you choose. The use of graphical forms of budget data is strongly encouraged. People learn best when you give them pictures, words, and numbers. You should presume the board member is bright, but not knowledgeable about education budget and finance. This memo is the only orientation they will have before taking their seat and making decisions on fiscal matters.

The first portion of the briefing will be largely descriptive, explaining the context and specifics of the budget. The remaining portion will involve projecting into the future.

I will provide the rubric that I will use to assign your grade on this paper during class. Please pay close attention to what is listed there because that is exactly what I will be looking for.

I am happy to meet with students to discuss the paper and review outlines or drafts that are sent to me no later than 10a on Monday, April 14th (and I promise to return your draft by Friday, April 18th). This ensures that I have time to give your draft thoughtful feedback, and you have at least the weekend to make any changes I may recommend.

Submit your paper to me via Turnitin. All papers are due by Monday, April 21st at 10a. For every day that the paper is submitted late, 5 points will be deducted from what you would have received if submitted on time.
**Reading reflection:** The goal of the reading reflection is for me to get quick feel for your thoughts on the reading. I quickly review these at the start of class. For each required reading, you will write a reflection that answers the three questions:

1. What was the main point of the reading?
2. What was surprising?
3. What was confusing?

This reflection must be typed and a hard-copy turned in at the beginning of each class. This means, I will not accept emailed reflections, hand-written reflections, or late reflections. You may skip 3 reflections without any impact on your grade. I have noted with the reading assignments how many reflections are due. If you have any questions about if you need to do a reflection or for which readings, ask me. Misunderstandings on this do not give you a free pass to not complete the reflection. While there is no minimum or maximum on the length of the document, a typical reflection ranges from a few sentences to one page, double spaced.

**Participation:** Besides actively participating in class, you may increase your participation grade by submitting a one-sentence question that you have after completing the assigned reading for a class meeting. Submitting questions is not required to receive full credit for participation.

This question must be emailed to me no later than the day before the class (e.g. by Thursday for class on Friday; and by Friday for class on Saturday). While questions are welcome at any time, they will not receive credit for this boost in participation. Its form should follow:

**EMAIL SUBJECT:** Question for Class [DATE]
**TOPIC:** [Less than five word description of the topic asked about so that I know when to address in class]
**QUESTION:** [A one-sentence question on a topic from reading that requires further clarification.]

**Policies and logistics**
- Please complete all readings listed for the class date prior to coming to class.
- Attendance is required for the class. Each four-hour session missed will result in a whole grade reduction for this portion of your grade (e.g. from A to B). Being late results in a 1/3 grade reduction for this portion of your grade.
- If you have a disability and require accommodations, you need to provide disability documentation to SSWD, Lassen Hall 1008, (916) 278-6955. Please discuss your accommodation needs with me after class or during my office hours early in the semester.
- Please no cell phones or web surfing in class. If laptops are being abused in class, I may prohibit their use for all.

**Getting help**
If there are concepts or ideas covered in a class session that you do not understand, it is important to your overall success in the course that you get these misunderstandings resolved as soon as possible. You can do this by talking to your fellow classmates (I encourage you to form study
groups or electronic study networks), visiting me in office hours, sending an e-mail question to me at jez@csus.edu, or phoning me at one of the numbers listed above. Questions, comments, and discussion about material assigned for a class are always encouraged during that class. Other questions will be answered in the manner discussed above. Office hours are also open for suggestions on how I teach, a general discussion of K-12 or community college education policy, the Doctorate in Educational Leadership Program at Sacramento State, or your career plans.

**Academic Honesty**

I take plagiarism and other acts of academic dishonesty very seriously. I reserve the right to fail students that are academically dishonest and escalate the case to the University. Note that academic dishonesty can be grounds for dismissal from the university. Details are available at the University Policy Manual found at http://www.csus.edu/umanual/AcademicHonestyPolicyandProcedures.htm. Plagiarism is one case of academic dishonesty, and here is an excerpt from the manual on plagiarism:

Plagiarism: Plagiarism is a form of cheating. At CSUS plagiarism is the use of distinctive ideas or works belonging to another person without providing adequate acknowledgement of that person's contribution. Regardless of the means of appropriation, incorporation of another's work into one's own requires adequate identification and acknowledgement. Plagiarism is doubly unethical because it deprives the author of rightful credit and gives credit to someone who has not earned it. Acknowledgement is not necessary when the material used is common knowledge. Plagiarism at CSUS includes but is not limited to:

1. The act of incorporating into one's own work the ideas, words, sentences, paragraphs, or parts thereof, or the specific substance of another's work without giving appropriate credit thereby representing the product as entirely one's own. Examples include not only word-for-word copying, but also the "mosaic" (i.e., interspersing a few of one's own words while, in essence, copying another's work), the paraphrase (i.e., rewriting another's work while still using the other's fundamental idea or theory); fabrication (i.e., inventing or counterfeiting sources), ghost-writing (i.e., submitting another's work as one's own) and failure to include quotation marks on material that is otherwise acknowledged; and

2. Representing as one's own another's artistic or scholarly works such as musical compositions, computer programs, photographs, paintings, drawing, sculptures, or similar works.

**Classroom decorum**

I expect our class to support and nurture teaching and learning. This means we must be respectful of each other. In this course, we grapple with difficult and controversial topics. Even if you disagree with me or a classmate, you must do so respectfully. The goal of this course is to learn and develop further as scholars and practitioners. I hope that there will not be any incidents of disruptive behavior, but in case there are, I will follow the university policy in handling such disruptions. The university policy can be reviewed at http://www.csus.edu/umanual/student/STU-0112.htm.

**Use of Turnitin**
The briefing memo assignment will be submitted via Turnitin. Below is the University required blurb on the use of Turnitin:

Consistent with Sacramento State’s efforts to enhance student learning, foster honesty, and maintain integrity in our academic processes, instructors may use a tool called Turnitin to compare a student’s work with multiple sources. The tool compares each student’s work with an extensive database of prior publications and papers, providing links to possible matches and a ‘similarity score’. The tool does not determine whether plagiarism has occurred or not. Instead, the instructor must make a complete assessment and judge the originality of the student’s work. All submissions to this course may be checked using this tool.

Students should submit papers to Turnitin assignments without identifying information included in the paper (e.g. name or student number), the system will automatically show this info to faculty in your course when viewing the submission, but the information will not be retained by Turnitin.

Required text
Click here to order from amazon.com

The bookstore has stocked the book and the library has made an electronic version of the book available online. I will send information over on how to access it once I receive them.

This text is higher education focused but applies well to K-12. I didn’t want to assign two texts, and higher education is a bit more complex than K-12, so we are using a higher education text. We will discuss how higher education budget and finance differs from K-12.

Note that many of these websites I send you to have links to related articles. Feel free to click around websites and read more. If you happen upon anything that you found particularly interesting or useful, please share with the class.

Some budget and finance websites you might find useful

General California
Legislative Analysts’ Office
www.lao.ca.gov

California Budget Project
www.cbp.org

K-12
Legislative Analysts’ Office
www.lao.ca.gov

Ed Source
www.edsource.org
Ed-Data
http://www.ed-data.k12.ca.us

Getting Down to Facts: A Research Project Examining California’s School Governance and Finance Systems
http://cepa.stanford.edu/gdtf/overview

Strategic School Funding for Results
http://www.schoolfundingforresults.org/

**CC/higher ed**
Legislative Analysts’ Office
www.lao.ca.gov

Community College League’s Budget Advocacy Action Center
www.ccleague.net

Delta Cost Project
www.deltacostproject.org

Institute for Higher Education Leadership & Policy
http://www.csus.edu/ihelp/
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<tr>
<th>Date &amp; topic</th>
<th>Overview of lesson</th>
<th>Required readings</th>
<th>Guest lecture</th>
<th>Reflections due</th>
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<tbody>
<tr>
<td><strong>A bit of background on how we got here</strong></td>
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| Friday 3/21/14 | In EdD 603, we touched a bit on California finance and California’s on-going budgeting and finance woes. In this evening, we will dig further into how we got here. | (1) The budget process (a review from California Politics book from EdD 603)  
[http://www.dof.ca.gov/fisa/bag/process.htm](http://www.dof.ca.gov/fisa/bag/process.htm)  
(2) *California Budget Challenge by Next 10*  
Click through each page linked on the left. Don’t take the challenge yet. We’ll do that in class.  
(3) “Cal Facts” – read California’s Economy, State-Local Finances, K-12, and Higher Education sections  
[http://lao.ca.gov/reports/2013/calfacts/calfacts_010213.pdf](http://lao.ca.gov/reports/2013/calfacts/calfacts_010213.pdf)  
(4) “California’s Budget”, PPIC, January 2013 (2 pgs)  
[http://www.ppic.org/content/pubs/jt/JTF_Budget0114JTF.pdf](http://www.ppic.org/content/pubs/jt/JTF_Budget0114JTF.pdf) | None | 4 |

| **How we fund K-12 and Community Colleges** | | | | |
| Saturday 3/22/14 | **K-12.** We will discuss how California finances its K-12 system, how it impacts educational processes and outcomes, and what other states are doing and alternatives for California to consider. | **School finance basics**  
(1) “Finance System”, EdSource  
**note this is before the major changes in school finance that the Local Control Funding Formula brought about, but it’s important to understand the basics of how things were before (and some of it still stands)**  
[https://cepa.stanford.edu/sites/default/files/2-Timar(3-07).pdf](https://cepa.stanford.edu/sites/default/files/2-Timar(3-07).pdf)  
*This paper is a bit dated, but gives a good foundation. Main updates since this paper are Prop 30 and the Local Control Funding Formula, which we cover below.* | Edgar Cabral, Legislative Analyst’s Office on the Local Control Funding Formula, 10a. Bio:  
[http://www.lao.ca.gov/Staff/Assignments/322](http://www.lao.ca.gov/Staff/Assignments/322) | 9 |
<table>
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<tr>
<th>Afternoon</th>
<th>Community Colleges. We will focus on higher education finance: how it’s</th>
<th>Overview of higher education finance in California</th>
<th>Kevin Woolfork, CDE, formerly CPEC will share</th>
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<tr>
<td></td>
<td><strong>Overview of higher education finance in California</strong></td>
<td>(1) Dollars and Sense: Analysis of Spending and Revenue Patterns to Inform Fiscal Planning for California Higher Education, IHELP, 2011</td>
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<td><strong>LAO Brief:</strong></td>
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<td><a href="http://www.lao.ca.gov/Publications/Detail/2797">http://www.lao.ca.gov/Publications/Detail/2797</a></td>
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<td><strong>Ed Source LCFF website. Please read all links in LCFF section. This is a good summary and shows some specific district examples, which can be helpful:</strong></td>
<td><a href="http://edsource.org/local-control-funding-formula-guide">http://edsource.org/local-control-funding-formula-guide</a></td>
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<td><strong>Regulations and LCAPs</strong></td>
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<td><strong>West Ed’s Power Point at the State Board meeting provides an overview of the regulations and new Local Control Accountability Plans:</strong></td>
<td><a href="http://lcff.wested.org/lcff-powerpoint-presentation-from-january-16-2014-state-board-of-education-meeting/">http://lcff.wested.org/lcff-powerpoint-presentation-from-january-16-2014-state-board-of-education-meeting/</a></td>
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<td><strong>West Ed document has some high-level information on the regulations and LCAPs, written as an FAQ:</strong></td>
<td><a href="http://lcff.wested.org/overview-of-lcff-regulations/">http://lcff.wested.org/overview-of-lcff-regulations/</a></td>
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financed, the relationship to student performance, and the “iron triangle” that college administrators face.

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<th>Budgets, budgets, and more budgets</th>
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<td><strong>Friday 4/11/14</strong></td>
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<td><strong>(1)</strong> Budgets and Financial Management in Higher Education, Margaret J. Barr, George S. McClellan (entire book)</td>
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and previous memos to decision makers about the budget.

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<tr>
<th>Date</th>
<th>Activity</th>
<th>Reading</th>
<th>Notes</th>
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<tr>
<td>Saturday 4/12/14</td>
<td>Continue internal budgeting</td>
<td>No new readings</td>
<td>Dr. Angelo Williams, Assistant Executive Director, California School Boards Association (and CSUS EdD Program alum) will be joining us to help us read and think about K-12 budgets in the era of LCFF. Bio: <a href="http://www.csba.org/About/StaffDetail.aspx?ID=161997&amp;TYPE=EXE">http://www.csba.org/About/StaffDetail.aspx?ID=161997&amp;TYPE=EXE</a>, 10a-12p</td>
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OPTIONAL READINGS

Class 2 (3/22/14): How we fund K-12 and Community Colleges
Morning: K-12.

“Inputs and Student Achievement: An Analysis of Latina/o-Serving Urban Elementary Schools”, Julian Vasquez Heilig, Amy Williams, and Su Jin Jez, 2010
http://webpages.csus.edu/~jezs/Inputs_Student_Achievement.pdf

"School District Fiscal Oversight and Intervention”, LAO, 2012
http://lao.ca.gov/laoapp/PubDetails.aspx?id=2622

From LAO:
This report provides an overview and assessment of the state's comprehensive system for monitoring the fiscal condition of school districts. Under this system, County Offices of Education review the fiscal condition of school districts at several points during the year and provide additional support for districts showing signs of fiscal distress. In the most serious case—when a district no longer appears able to meet its financial obligations—the state provides the district with an emergency loan and assumes administrative control. Our review indicates that the oversight system has been effective in preserving school district fiscal health and preventing districts from requiring an emergency loan. Most notably, during the more than 20 years the new system has been in effect, 8 districts have received emergency state loans whereas 26 districts required such loans in the 12 years prior to the new system. Additionally, the number of districts experiencing fiscal distress has increased in tight budget times, but without a corresponding increase in the number of emergency loans required. This suggests the system’s structure of support and intervention is serving a critical early warning function—allowing districts to get the help they need while fiscal problems tend to be smaller and more manageable. Given its effectiveness, we recommend preserving the existing system, as it has shown to be a vital tool for fostering the ongoing fiscal well-being of districts.


From LAO:
This report analyzes the Governor's 2014-15 Proposition 98 budget proposals. The Governor’s 2014-15 budget includes $11.8 billion in Proposition 98 spending increases (attributable to 2012-13, 2013-14, and 2014-15). Of that amount, the Governor dedicates $6.7 billion to paying off outstanding one-time obligations and $5.1 billion for ongoing programmatic increases. We believe the Governor's plan is a reasonable mix of one-time and ongoing spending—eliminating the largest outstanding one-time obligation and significantly increasing ongoing programmatic support for schools and community colleges. The Governor's Proposition 98 wall of debt plan also includes a reasonable multiyear approach to paying off all outstanding school and community college obligations one year before the expiration of Proposition 30 revenues. Our report also analyzes the Governor's specific proposals for career technical education, student assessments, and independent study programs. Though we think these proposals generally have merit, we offer various recommendations for refining them.
LCFF website put together by West Ed. It has some tutorial videos for those who would prefer audio/video rather than reading.
http://lcff.wested.org/lcff-channel/

The approved regulations and LCAP template. The spending regulations are a bit tedious:
http://www.cde.ca.gov/re/lr/rr/documents/lcffamendedemergencyregs.doc

**Afternoon: Community Colleges.**
Revenues: http://www.deltacostproject.org/pdfs/Revenue_Trends_Production.pdf


“Connecting the Dots Between Learning and Resources”, Jane Wellman, 2010
http://learningoutcomesassessment.org/documents/Wellman.pdf
Excerpt from introduction: To get a better handle on what is known and the much that remains to be discovered, this paper presents a conceptual approach for analyzing the relation of spending to student success, followed by an examination of what the existing research says about the topic. Since there is so little work directly on the topic of learning and resource use, this paper searches other areas of work for threads that might be sturdy enough to be woven into a fabric of knowledge about learning and resources. The paper concludes by recapping the research themes and by suggesting directions for future work.

http://www.highereducation.org/reports/Policy_Practice_2010/GPGPII.pdf
From website: This report revises and updates the 2007 report, Good Policy, Good Practice. It is a resource for policy makers and educators seeking examples of programs and policies to improve college access, completion rates, and cost effectiveness.