

BSEP

Berkeley Schools

EXCELLENCE PROGRAM

Understanding the Teacher Template
A Brief History of Class Size — Jay Nitschke
January 29, 2020 — BSEP P&O Meeting

Prop 13 and the erosion of public school funding

Proposition 13 (officially the “People's Initiative to Limit Property Taxation”) is an amendment of the Constitution of California approved by California voters on June 6, 1978.

After Prop 13 was passed, public school funding in California declined dramatically. According to the 1986 Ballot H Argument, Berkeley School funding was 20% less in real terms (after inflation) in 1986 than in 1977.

BSEP Begins: The 1987-88 School Year

The Berkeley Schools Enrichment Project (as it was known then) measure passed in November 1986 with 77.9%. Funds were allocated for:

- Reducing Class Size and Maintaining Program Diversity (50%)
- School Enrichment Programs, including Before-and-After School Programs (20%)
- Books, Instructional Supplies, and Educational Equipment (15%)
- Building and Grounds Improvements (15%)

A BSEP Original: Monica Thyberg

The original BSEP Manager — from 1986 to 2011 — was Monica Thyberg, whose careful shepherding through the years made BSEP what it is today.

BSEP: Measure H of 1986

Starting from scratch, there was much debate about the Bylaws — as many as 9 members of the original P&O were lawyers. There were no precedents for a school funding measure.

At the time there was no measure supporting the Maintenance Department, so a significant amount of the measure went to School Maintenance.

Originally, each of the 4 purposes were kept in separate funds (rather than one Fund [04] with separate resources, as they are today):

- 04 Class size & Maintaining program diversity
- 05 Site “Enrichment” Funds
- 06 Instructional Materials
- 07 Facilities Improvements

In the beginning ...

Public records are scant for classes sizes in the first century of the Berkeley Public Schools.

Generally, class size before BSEP were in the 30s. Often, there was a classroom aide assigned to Kindergarten classes. Anecdotally, many of these classified positions performed “family engagement” type activities in addition to helping the teacher in the classroom.

Class Size — There is no “Right” Size

There is nothing special about any specific class size — whether 20:1, 26:1, 28:1, 30:1 etc.

Class size research is sparse — and what there is, is quite old. The most quoted research is of a Tennessee study in the 1980's: Project STAR (Student/Teacher Achievement Ratio), which defined small class size as 13 to 17 students.

1996 – Gov. Wilson enacts 20:1 K-3 CSR in CA

In 1996, California enacted a K-3 CSR program to reduce class size from 30 to 20 throughout the state.

Berkeley was one of the few districts with the ability to fund this at all grades immediately, thanks to BSEP.

N.B. Policies designed to affect one dimension of a student's educational experience are likely to affect others as well. Unintended consequences of California's CSR policy statewide included an increase in class size in grades 4 and 5 and the use of multi-grade classrooms.

“Fiscal emergency”– An out clause for the Board

The original 1986 measure and the 1994 measure had class sizes at 25 in elementary (K-6) and 27 in secondary (7-12).

Remember that until 1994 “reconfiguration”, Berkeley schools were divided among K-3, 4-6, 7-8, 9th (at West Campus), and 10-12 schools. In reality, 26 & 28 were the de facto standard.

In 1994, the BSEP Measure language stated that the General Fund would fund K-6 at 32:1 and Grades 7-12 at 35:1, except:

“The district has the authority to modify these staffing ratios set forth only in the case of a ‘severe fiscal emergency’ as shall be declared by a ⅔ vote of the School Board.”

Difficulty for the General Fund to support 32 & 35

In years following, rising costs meant the District’s General Fund (GF) could not support its portion of class size reduction at 32 and 35, and a Severe Fiscal Emergency was declared for several years.

The situation became more and more dire — Cathy Campbell, the former head of the teachers’ union (BFT) recalls having 37 in a class at Willard, well before BSEP was set to be renewed in November 2006.

This led to the “bridge” measure - the two year Measure B of November 2004 increased BSEP by 80%, providing more money for class size reduction. In 2006, BSEP Measure A folded in the purposes of the two prior measures, and was renewed for 10 years.

Measure A of 2006

“The goals for the class sizes to be achieved with these revenues are District-wide Average Class Sizes of **26:1** for grades K-5, **28:1** for secondary schools, and **18:1** for continuation high school and other opportunity programs. Average class sizes in K-3 grades shall be reduced to **20:1** as long as state class size reduction funds are provided for that purpose at a level not less than currently funded by the State.”

Measure E1

In 2012, the state changed its K-3 class size reduction goals from 20:1 to **24:1**, and decreased the class size funding.

The District maintained its commitment to the **20:1** size through 2016 (the end of the BSEP Measure A), but that led to budget shortfalls in some of the other BSEP-funded programs. Page 2 programs were reduced, and some costs were picked up by the General Fund.

Measure E1 continued

After extensive community conversations, the decision was made to adjust our elementary grades to eliminate the 20/26 imbalance, beginning with the new BSEP measure in the 2017-18 year, with the goal of achieving a **school-wide** average class size of **23** by the sixth year of the measure.

Our elementary class sizes are smaller than almost every other school district in the area.

The BUSD Teacher Template: Key to Class Size

- In January, the Admissions Department projects enrollment for the next school year for each grade, school and program.
- The Teacher Template shows enrollment for each grade, and calculates the General Fund and BSEP contribution to the FTE (classroom teacher staffing), including release time and necessary rounding up factors.
- Average teacher compensation is used to estimate the cost to BSEP, along with average cost of substitutes and “direct costs”
- A transfer of expenses from BSEP to the General Fund is made when actual costs are determined.

What level does the district fund at now?

Many funding numbers can be found on the TT.

What level does the General Fund fund at?

In 2019-20: 34 & 36

What level does BSEP fund at? Depends on grade and applicable measure.

BERKELEY UNIFIED SCHOOL DISTRICT FY 2019-20 CLASS SIZE REDUCTION FTE PLANNING DOCUMENT DRAFT v2019-02-28						
GRADE LEVEL	STAFFING ENROLLMENT BY GRADE STUDENTS	GENERAL FUND * CLASS SIZE FTE	Meas. E1 CBR FTE	Meas. E1 Necessary CBR FTE	Meas. E1 CBR FTE	Meas. E1 CBR FTE
ELEMENTARY SCHOOL		34 :1	18 :1			
TK	129	3.75	3.38	-0.17		
Kindergarten	678	20.11	22.4	1.62		
Grade 1	729	21.44	22.85	1		
- Release Time and adjustment		21.44	10.25	0.94		
Grade 2	667	19.62	22.3	1		
- Release Time and adjustment		19.62	9.51	3.33		
Grade 3	699	20.56	22.3	1		
- Release Time		20.56	14.29	1.10		
3 Adjustments		20.56	9.29			
Grade 4	700	20.59	28 :1	0.33		
- Release Time ** and adjustment		20.59	1.01	0.09		
Grade 5	698	20.53	28 :1	0.32		
- Release Time **		20.53	1.01	0.09		
5 Adjustments		20.53	3.66	8.58		
K-5 TOTAL		142.84	88.54	77.12		
Grade K-5 Special Day Class	5	0.15	0.13	0.00		
Release time Special Day Class		0.02	0.02	0.02		
MIDDLE SCHOOL		34 :1	28 :1			
Grade 6	746	21.72	28 :1	0.43		
- Release Time		21.72	1.19			
Grade 6 Necessary Adjustments		21.72	5.92			
Grade 7	705	20.50	28 :1	0.33		
- Release Time **		20.50	1.01	0.09		
Grade 8	735	21.44	28 :1	0.29		
Grade 7-8 Adjustments		21.44	7.00	0.29		
6-8 TOTAL		72.88	20.81	0.71		
Grade 6-8 Special Day Class	12	0.42	0.38	0.38		
Release time Special Day Class		0.07	0.06	0.06		
HIGH SCHOOL		34 :1	28 :1			
Grade 9	744	21.44	28 :1	0.98		
Grade 10	728	21.44	28 :1	0.98		
Grade 11	747	21.44	28 :1	0.98		
Grade 12	665	19.56	28 :1	0.98		
Grade 9-12 Special Day Class	29	0.87	0.96	0.96		
BTA	77	2.57	2.56	2.56		
Grade 9-12 Adjustments		2.57	0.09	0.09		

Release Time

is time a teacher has without students

In secondary, each full-time teacher teaches 5 classes and has 1 "prep period."

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Elementary Prep Time

Starting 2018-19 weekly prep (release) time changed
 Grades 1-3: increased 1 → 4
 Grades 4-5: decreased 5 → 4

Cost increase:
 ~\$600,000 to GF
 ~\$400,000 to BSEP

Compare SY18 to SY20

BERKELEY UNIFIED SCHOOL DISTRICT					
FY 2017-18 CLASS SIZE REDUCTION FTE PLANNING DOCUMENT					
GRADE LEVEL	STAFFING ENROLLMENT BY GRADE	GENERAL FUND CLASS SIZE FTE	Meas. E1 CSR FTE	Meas. E1 Necessary FTE	Meas. E1 CSR FTE
ELEMENTARY SCHOOL					
TK	131	3.55	3.43	-0.25	
Kindergarten	690	20.02	19.36	0.64	
Grade 1	690	34.1	20.1	14.0	
- Release Time and adjustment		0.31	0.37	0.03	
Grade 2		21.09	14.76	6.33	
- Release Time and adjustment		0.84	0.59	1.30	
Grade 3	730	34.1	20.1	14.0	
- Release Time		0.86	0.60	0.26	
3 Adjustments		24.1	23.1	-1.56	
Grade 4	762	22.41	6.90	15.51	
- Release Time ** and adjustment		4.48	1.38	-0.37	
Grade 5	725	21.32	6.56	14.76	
- Release Time **		4.28	1.31	0.14	
5 Adjustments		141.68	78.70	0.29	75.00
Grade K-5 Special Day Class	5	0.15	0.13	0.00	0.13
Release time Special Day Class		0.03	0.03	0.00	0.03
MIDDLE SCHOOL					
Grade 6	760	21.11	6.03	15.08	
- Release Time		4.22	1.21	1.03	
Grade 6 Necessary Adjustments		38.1	28.1	10.0	
Grade 7	709	23.63	6.76	16.87	
Grade 8	688	22.93	6.56	16.37	
Grade 7-8 Adjustments		71.89	20.56	1.36	21.92
Grade 6-8 Special Day Class	15	0.53	0.47	0.00	0.47
Release time Special Day Class		0.11	0.09	0.00	0.09
HIGH SCHOOL					
Grade 9	788	39.25	7.50	31.75	
Grade 10	822	20.75	5.92	14.83	
Grade 11	572	19.08	5.45	13.63	
Grade 12	647	21.57	6.17	15.40	25.04
Grade 9-12 Special Day Class	85	2.53	2.54	0.00	2.84
BTA	76	2.53	2.54	0.00	2.54
Grade 9-12 Adjustments				0.24	0.24

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“Support for Teaching” portion of High Quality Instruction Budget

- Professional Development
- Program Evaluation (BREA)
- Expanded Course Offerings
- Classroom Support

BERKELEY UNIFIED SCHOOL DISTRICT					
FY 2019-20 CLASS SIZE REDUCTION FTE PLANNING DOCUMENT					
DRAFT v2019-02-28					
GRADE LEVEL	STAFFING ENROLLMENT BY GRADE	GENERAL FUND CLASS SIZE FTE	Meas. E1 CSR FTE	Meas. E1 Necessary FTE	Meas. E1 CSR FTE
TOTALS					
Elementary School	4,303	126.56	61.11	65.8	77.27
- Release Time		16.45	7.58		
Middle School	2,196	69.14	20.01	0.71	21.96
- Release Time		4.21	1.24	0.00	
High School	2,989	99.64	30.89	0.09	31.08
	9,489	316.00	120.93	9.39	130.32
BSEP/MEAS E1 PROJECTED EXPENSE FOR CSR					
FTE Ave Compensation	102,740	\$32,465,800	\$12,424,300	\$864,300	\$13,388,600
Sub Ave Compensation	\$1,900	\$606,400	\$229,800	\$17,800	\$247,600
Direct Support - revised	\$4,230	\$1,336,700	\$511,600	\$39,700	\$551,200
Preliminary Measure E1 Transfer	108,870	\$34,402,900	\$13,165,600	\$1,021,800	\$14,187,400
FTE 2018-19 Budget					
FTE based on CSR Formula		120.93	\$13,165,600		
Necessary FTE to achieve class size ratios		9.39	\$1,021,800		
Transfer from BSEP to GF for CSR		130.32	\$14,187,400		
Discretionary					
Expanded Course Offerings - BHS and Middle Schools (including Subs and Direct Support)		7.60	\$90,800		
Professional Development			1,463,900		
Evaluation			575,300		
Classroom Support: TWI at Sylvia Mendez	0.6 FTE	0.60	69,000		
Classroom Support BHS Universal 9th Grade	5.0 FTE	5.00	566,700		
Classroom Support IB Coordinator	0.4 FTE	0.40	51,700		
Unallocated Reserve Teacher Transfer			425,000		
Total Discretionary		13.60	\$4,032,400		
Total projected BSEP/Measure E1 expense		143.92	\$18,218,800		
Indirect Costs @ 5.31%			\$ 967,471		
TOTAL EXPENDITURE BUDGET			\$ 19,187,271		

Questions?

If you think of them later, email bsep@berkeley.net