Los Angeles Unified School District (LAUSD) has one of the largest K-12 district operating budgets in the country. In the 2023-24 school year, the district allocated $18.8 billion across all funds and $12.9 billion in general funds to serve 420,454 students. Education budgets can be difficult to navigate but understanding the complex and technical process behind them is key to shaping state and district priorities, and ultimately, to making a difference at the ground level. Over the last year and a half, GPSN has explored the role that the LAUSD Board of Education and other policymakers have had on shaping the education policy landscape in Los Angeles. We’ve highlighted the work the district has done legislatively to push forward important reforms and highlighted what the research says about which of those reforms have been most impactful on students.

Our next installment of that series explores one of the most important levers of reform: the annual district budgeting process. We spoke with budgeting leaders across the district to better understand the process and where advocates can have the greatest impact on decisions. Join us as we follow the money from the state to the local level and offer practical tools to help education advocates inform LAUSD’s critical budget decisions that advance student equity at local schools.

Our Approach
We spoke with three budgeting experts across research organizations, LAUSD non-profits, and former LAUSD board staff about the statewide and local budgeting process, key players, equity, and advocacy opportunities. We included findings when corroborated by multiple interviewees or directly cited resources.

Top-down funding: State-to-school funding process

The majority of annual funding for K-12 public schools in California comes from the state budget. In 2020-21, state funding made up approximately 56 percent of K-12 districts and county offices of education budgets. The majority of district budgets are made up of state funding. Districts are also required to meet state requirements on many elements of their budget. One key element is the requirement of a balanced budget for the current year and a projected three-year budget.

This has implications for understanding how funding flows from the state to the district level. The reliance on state funding means California school districts are subject to the same ebbs and flows, and namely the high volatility of the overall state budget. Not only do they operate under the state’s quickly changing revenue system, but school district officials must also make decisions about future years with limited and often incorrect information on what level of funding will materialize in years two and three of their state-required balanced budget. These realities greatly influence the local budgeting process, timelines, and approaches school district officials take to balance their budgets. Understanding this and the subsequent details on how the money filters down from the state to the local level are critical to effectively influencing local education policy.

State Budget Process

More than 95 percent of state spending on K-12 education comes from the General Fund of the California state budget. The amount that school districts receive from the state changes every year, but Prop. 98 guarantees a minimum funding level for K-12, which correlates to the state budget and student attendance. The state, district and school budgeting processes happen simultaneously, so many critical decisions at the lower levels happen with incomplete information. For example, the LAUSD board approves its budget for the upcoming year in June, before the official state budget has been signed into law. Then, the district adjusts as needed following the official state budget and fall enrollment data.

Advocacy at the state level

Much of the advocacy at the state level focuses on how the state allocates non-LCFF dollars (learn more about this bucket of funds on page 2), which are discretionary for the state and open to influence each year. Building relationships with key players in the process is critical, primarily the staff at the governor’s office and on the legislative budget committee and subcommittee, as well as Department of Finance (DOF) staff. LAUSD also has a lobbying arm at the state level with significant influence.

The governor has major influence on the budget, via the initial proposal of the state budget, an opportunity to revise the budget after legislators review and adjust, and a veto opportunity at the end of negotiations.

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3 Internal GPSN Data Collection: Budgeting Expert Interview.


Following the money: Once the annual state budget is established, how does it flow to districts?

Most of the K-12 education funds provided by the state, along with local property taxes, are allocated through the Local Control Funding Formula (LCFF), a finance system that restructured the state’s education financing in 2013. In the 2020-21 budget, funds subject to the LCFF formula made up approximately two of every three dollars that K-12 districts and county offices of education received (See Figure 1: the State Aid and Local Property Taxes sections are the funds routed through the LCFF). The other third, not distributed through LCFF allocations but still subject to varying constraints, primarily came from federal funds, other local revenue, and other state revenue (e.g., lottery revenue).6

![Figure 1. THE MAJORITY OF K-12 EDUCATION FUNDING COMES FROM THE STATE REVENUES FOR K-12 SCHOOL DISTRICTS AND COUNTY OFFICES OF EDUCATION, 2020-21](image_url)
How does the Local Control Funding Formula work?
The LCFF is an equity-focused formula that allocates a base grant according to the number of K-12 students at each grade level, then supplements that base funding with additional grants where specific student groups are present: students from low-income families, English learners, and foster youth. If a student falls into multiple qualifying categories, the district only receives funding once for that student rather than receiving funding for each of the categories for which they are eligible (for purposes of the base grant). The grant levels are determined each year in the state budget, and are specific to the proportion and category of high-need students in each district. For the 2023-24 LAUSD budget, base funding from LCFF funding totaled $4.53 billion and supplemental/concentration grants totaled $1.6 billion. Other LCFF funding categories, including a Targeted Instructional Improvement grant and school transportation grant, added $576.4 million. In addition to more equitable fund distribution, the LCFF also increased the flexibility of district spending by unlocking funding that was previously tied to categorical aid programs, such as reading intervention initiatives or school renovations.

What impact has LCFF had on equitable student outcomes?
The goal of the LCFF system is to bring additional funding to higher-need students, sometimes called the Targeted Student Population (TSP). However, since LCFF funds are allocated by district, rather than school, funds may not end up at the schools that triggered the high-needs allocation in the first place. An investigation into LCFF fund distribution found that about 55 cents of every dollar of LCFF funding is spent at the school that generated the higher-need funding, indicating that LCFF funding does reach the intended students, but not perfectly.

Non-state funding sources
School district budgets also draw funds from local revenue sources and federal funding. In 2020-21, almost a quarter of K-12 funding came from local property taxes (which are routed through LCFF, the same funding formula as state funding), over 13 percent came from federal funds (including Title I, II, and III and COVID-19 related funding), and another six percent from other local revenue sources (e.g., parcel taxes, fees and local bond issuances). These non-property tax local revenues offer a higher degree of local control.

WeBudget. Budget Basics. https://www.webudgetla.org/budget-basics/


10 WeBudget. Budget Basics. https://www.webudgetla.org/budget-basics/

Money at the local level: Once districts and county offices have their funding, what’s the process?

Districts and schools determine their budgets at the same time the state develops the annual budget. The state gives districts a budget interim report in December with early projections. After the governor’s budget proposal is released in early January, school principals learn what they will likely be receiving, and they construct their budgets with that information. Districts begin drafting their budget and Local Control and Accountability Plan (LCAP) once they receive the principals’ budget projections. The LCAP is a district-wide plan published annually, identifying funding to support district strategies and programs. These outline how districts will spend LCFF funds in support of high-need students over the following three years, and the drafting process in April-June is an opportunity for advocacy engagement via public meetings. These drafts are updated after the state’s revision in May and the board finalizes and approves them in June. This is when principals make final staffing and program decisions for their school sites. They may receive some changes from the governor’s office and the legislature during this time but must determine allocations months before anything is finalized at the state level. By the time the state is confirming its priorities and what it will be funding, one LAUSD expert suggested “95 percent of the district’s budget is [already] complete.” The official state budget must be signed into law so the fiscal year, and thus the next cycle, can start July 1.

What’s determined at the district level?

Much of the funding school districts receive is non-discretionary, meaning it is already allocated for specific use across programs, teachers or buildings; or is restricted, meaning limited to specific student populations. However, there are some discretionary funds at both the district and school level that allow for more local control. Some state funding is unrestricted, meaning it can be spent for any purpose according to district choices. Local funds outside of the LCFF, like local bonds for capital projects, such as school renovations, are under local control. The district can also determine priorities that inform or restrict school budgets (e.g., adding acceleration days). Staffing choices are another area that is largely under district control.

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12 Internal GPSN Data Collection: Budgeting Expert Interview.
13 Ibid.
14 WeBudget. Budget Basics. https://www.webudgetla.org/budget-basics/
15 Internal GPSN Data Collection: Budgeting Expert Interview.
16 Ibid.
19 WeBudget. Budget Basics. https://www.webudgetla.org/budget-basics
21 Internal GPSN Data Collection: Budgeting Expert Interview.
Early in each annual budget process, school principals are informed of anticipated enrollment at their school for the upcoming cycle in a process called E-cast (enrollment forecast), which then informs district staffing levels per school.\(^{23}\)

Because most schools in LAUSD qualify for Title I given their diverse student bodies (in the 2021-22 school year, 94% of district schools qualified), these funds are not distributed as they may be in other districts with smaller numbers of Title I schools.\(^{25}\)

Budget experts shared that this reality of a majority high-need set of schools influencing budget equity is also true for the district’s general fund. One budget expert noted that within the district general fund, “there’s essentially no equity...in terms of different student circumstances, historical outcomes, or any consideration of marginalized groups.” To the extent there is a consideration of equity in the general fund in terms of the concentration of students of color, the budget expert points out that essentially all LAUSD schools meet the threshold for additional funds, meaning there is little differentiation within the district in this respect. Given the high rate of need across the district, simply relying on Title I status or simple measures of need (e.g., proportion of LCFF Targets Student Population) does not provide an adequate basis to equitably differentiate resources for students facing the greatest concentration of needs.

Other funding areas focus more on equity. The Student Equity Needs Index (SENI) 2.0 measures the relative need of schools across the district, using high-need student group populations (foster youth, homeless youth, English learners, and low-income students) and other indicators such as suspension rates and course assessment results. LAUSD uses SENI rankings to distribute a total of

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\(^{24}\) Internal GPSN Data Collection: Budgeting Expert Interview.

\(^{25}\) Analysis based on the Title I California Department of Education allocation files and Public School Director in 2021-22.
$700 million (plus additional carry-over funds) among schools.\textsuperscript{26} This is a substantial increase from the first version of SENI, which was $282 million, and before that, only $20 million.\textsuperscript{27} This is inarguably a substantial growth in equitable fund allocation in LAUSD over time. The highest-need school in the district now receives roughly three times as many SENI dollars per student as the lowest-need school. While SENI has substantially improved equitable funding, there are high-need students at all schools, including those categorized as low-need by the SENI formula.\textsuperscript{28} Transparency around SENI allocations has improved over time, as the district began publishing more budgets online, including school-level SENI scores and allocations to help families understand why and how much money schools receive.\textsuperscript{29}

However, SENI is only a small portion of the district budget. The $700 million SENI allocation in the 2023-24 budget makes up 3.7% of the $18.8 billion budget, which is otherwise largely allocated on a per student basis, without differentiation based on need.

LAUSD also has control of funding some district-wide programming; this is where the district has additional flexibility to target funds towards advancing equity. One expert suggested that at the school level, there’s been an additional push for more transparent and inclusive practices by principals around budget decisions, relying more on Local School Leadership Councils and needs assessments.\textsuperscript{30} At the district level, another suggested there has been a push for more transparency with the strategic plan.\textsuperscript{31}


\textsuperscript{27} Educators for Excellence. Equitable Funding Policy Breakdown. https://e4e.org/equitable-funding-policy-breakdown; Internal GPSN Data Collection: Budgeting Expert Interview.


\textsuperscript{29} Internal GPSN Data Collection: Budgeting Expert Interview.

\textsuperscript{30} Ibid.

\textsuperscript{31} Ibid.
This is the largest area of flexibility for schools. Principals have discretion over SENI dollars, but the recommended practice is to garner input from stakeholders. If a school is a community school under LAUSD’s definition, then the School Leadership Council also plays a role in the decisions on SENI dollars.  

Districts have some discretion with those but are subject to strict federal guidelines and tied to specific goals for certain students (e.g., English learners). The same applies to special education funding. School plans for these dollars are outlined in School Plan for Student Achievement documents, proposed by the principal and then determined annually by school site councils.  

By far the biggest share is allocated to schools mostly as staff positions rather than dollars (staffing numbers, substitutes, general supplies); there is very little flexibility, short of layoffs. Those positions are also informed by LAUSD commitments to United Teachers Los Angeles (UTLA) and other collective bargaining partners.

Budget advocacy at the district level

Experts stressed the importance of engaging in advocacy before the public meetings in the spring. By that point, much of the budget has been determined and there is limited room for influence. The earlier in the cycle advocates engage, the better — and just as critically, the process should be viewed as a year-round effort. Though much of the critical attendance data that shapes the schools’ and thus district’s budget are not analyzed until January, leaders are looking ahead to the upcoming budget cycle as soon as the current one goes into effect July 1, if not well before then. Experts suggest advocates should be looking one year ahead at all times, and really start engaging in direct advocacy and amplifying their message for the upcoming budget in the September-December period.  

Fall advocacy is important for influencing the draft budget published in February and when the budget approval process begins. Advocacy after that point can only hope to effect changes rather than influencing the initial draft budget.

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32 Internal GPSN Data Collection: Budgeting Expert Interview.  
35 Ibid.
School-Level Process
Once funds have filtered through the allocation channels to a school site, the remaining discretionary choices are limited by the constraints of each pot of money and happen at a much smaller scale. Most school-level decisions revolve around services, equipment or staff.36

Advocacy at the school level
Pushing for things at the district level makes the most sense when the goal is for decisions to trickle down. But one expert noted that if things aren’t also being advocated for at the local school level, district and school priorities might not match.

Advocates should engage with schools in the fall, just as with the district. School leaders need to be aware of their community’s needs well before they start developing their budget and advocating for their schools at the district level. One expert noted that priorities vary across schools, so that’s where local level engagement is important. There is increased flexibility at this level, especially at schools with larger carry-over dollars.

Who are the key players at the school level?
Principals oversee the budget and make decisions at the school level. School Site Councils and English Learner Advisory Committees both play a role in informing the school budget, and in some cases, approving it; so they are also important groups for advocates to know.37

What are the key avenues to engage?
As the district moves further along in the process each year, the budget is increasingly determined. Once allocation projections go out to schools in February (a huge portion of the overall district budget), budget flexibility drastically decreases. As one expert noted, short of an emergency, the district is unlikely to pull money back from schools once promised. This means that by the time the district starts to draft its official budget in March, and then discuss in public board meetings starting in April and LCAP community hearings in May, the opportunity for advocacy efforts to impact a large portions of the budget is diminished. LAUSD will still be determining some district-wide program budgets and priorities, which advocates could seek to affect; but the billions already allocated to schools will be largely closed off to further influence. This does not mean that engaging with those public meetings is not critical. It does mean earlier engagement provides more opportunity to truly influence the budget.38

This context of money promised as shaping the budget from January through May is important to keep in mind along with the overall state requirements budgeting timeline. As shared earlier in the brief, school districts make decisions about the current year and the following two years in each budget cycle. These projections are reviewed and approved or revised by state county offices of education. In short, engaging earlier in the annual cycle (potentially the fall) may still not be sufficient to really influence major elements of the budget because decisions for future years are shaped by the projections that occur annually.

36 WeBudget. Budget Basics. https://www.webudgetla.org/budget-basics/
37 Internal GPSN Data Collection: Budgeting Expert Interview.
38 Ibid.
What does budget advocacy look like in practice?

**Safety:** Student safety is one area for which schools receive money from the district. The amount is based on how many students a school has, and that school will have discretion over whether to use those funds to purchase a campus aid, a safety officer and/or Pupil Services and Attendance (PSA) counselor. Advocates at the school site will make this decision.

**Classrooms:** Another district focus is reducing class sizes. Advocates will provide testimony, research and influence to support various options, such as reducing one child out of every class or concentrating reduction at the third, fourth and fifth grades to increase literacy.

The exception is for advocacy around board resolutions, which operates on a different timeline. Officially, LAUSD focuses more on the budget ahead of the state’s final allocation and the board’s approval of the budget in June. An LAUSD Board resolution on a budget issue for the upcoming budget year would likely not occur until those April-May meetings. So, while relationship building should still be ongoing, advocates should plan for the strongest pushes in that avenue to occur in spring.

At the district level, there are two key avenues advocates can explore to build relationships and influence budget decisions: the superintendent’s office and local board members. One expert suggested that advocates seek to set up quarterly meetings with the superintendent’s office to hear about the budget from them and cultivate a relationship as thought partners.

Board members have a strong platform of oversight and influence on budget decisions, and advocates can leverage this by encouraging them to align on certain decisions, ask tough and informed questions in meetings, and be more transparent. Demonstrating significant expertise on the budget, even only in one specific area, is one way to boost credibility in these meetings. While these offices are often perceived as operating independently from the district, advocates can gain the attention of the district by clearly establishing their position on a certain issue and developing influential relationships with board members. This should happen alongside media attention-generating and coalition building.

**Who are the key players at the district level?**

Aside from the superintendent and their office, and any current board members, there are several budget-specific district roles to consider. The budget director oversees a hierarchy of fiscal specialists and managers who help schools follow budget protocol, as well as analysts. Above the budget director is the chief financial officer (CFO) and deputy CFO (AF). See Addendum for key contacts in the district.
5 Tips for Education Advocacy That Move the Needle

1. **Advocates should engage year-round.** For the upcoming annual budget, heavy engagement should take place between September and December. Attempts to influence larger elements of the budget, such as how staffing formulas take place or any policy that influences large portions of funding, should be done on a multi-year timeframe. This is true for everything but board resolution goals, which should happen in the spring approaching the April-May board activity.

2. **Expertise on the budget facts and details,** even a specific area of budget expertise, will lend credibility to and influence advocates. There is often a lack of public clarity on budget decisions, which means developing this expertise will set you apart. However, advocates who are successful at coalition building around an issue and developing key relationships can make a difference without being technical experts.

3. **Advocates should build ongoing relationships and allies** with board members and their staff, the superintendent’s office, and their budget designates at the district level.

4. For state-level advocacy, the two key paths to success are: **consistent relationship-building with the governor’s office staff** in order to put forth issues on the governor’s January proposal; and **relationship building with legislative budget committee and education subcommittee staff** to advance issues on the budget that don’t make it into the governor’s proposal. Those meetings should start happening no later than August for an issue on next year’s budget in order for it to be on the radar and on meeting agendas.

5. **Choose up to two issues** on which to deeply engage, but be prepared to work within hot button issues when possible.
## Timeline

### State

**July**

- July 1: New fiscal year begins.
- Legislature may continue to pass amendments to adopted budget or other budget-related bills to increase the size and scope of the original budget.

**,July - Dec**

- State agencies develop baseline budgets, the Governor makes final decisions and the Department of Finance (DOF) prepares the Governor’s budget proposal. Legislative leaders develop their budget priorities.

**District**

- **July - Dec**
  - Members of the public can meet with the governor’s administration during this period.
  - District revisits its budget once the state budget is official, if needed.

**School**

- **State level, July-Dec**
  - State sends districts first budget interim with projections so the district can start planning its budget.

- **School principals** submit updated enrollment numbers to inform resource allocation. This can open additional funding if enrollment is higher than expected, or force layoffs if staffing allocation is reduced instead.

- **December**
  - LAUSD encourages principals to conduct initial stakeholder feedback and needs assessment in advance to inform their February-March budget process, since they have to move quickly once they get their predicted allocation.

**Advocacy**

- **State level, July-Dec**
  - Members of the public can meet with the governor’s administration during this period.

- **School**
  - Advocates should look to engage with schools’ budget stakeholder feedback process.

- **School**
  - District budget re-approval once actual dollars are released.
January 10: Deadline for Governor to propose budget for upcoming fiscal year.

(Jan-mid May) State budget committee hearings to review the governor’s proposals.

District offices support school budget development.

State sends districts second interim with another projection; districts can confirm if they are on track to get expected funds.

(March-April) LAUSD budget drafting begins once school principals submit their budgets. Some schools may not get through their approval until April; bigger schools with more complicated budgets are often given more time but all schools have at least a week with their allocation.

School board meeting discussions of the budget take place. Typically, the budget process closes in April.

(February-March) Principals at individual schools learn how much funding they will receive from the district central office and make initial budget decisions.

(School level, Feb-March) Principals develop their budgets, with input from committees and approval from School Site Councils.

Schools start their hiring process once the district approves its budget.

Members of the public can comment on the LCAP and overall budget hearing at the district level. In LAUSD, the Parent Advisory Committee and District English Learner Advisory Committee are also opportunities for the public to provide feedback on the district budget.
May 14: Deadline for Governor to release May Revision
(Mid-May-June) Legislature finalizes its version of the budget and meets with the Governor.

After the May revision is released, the district may adjust its budget.
(May-June) LCAP community hearings hosted to share new information.

June 15: Legislature must pass a budget bill for the upcoming fiscal year by midnight.

Budget and LCAP adopted by the school board.
Deadline for principals to make staffing and program adjustments.

(State level, mid-May-June) Members of the public can meet with legislative or Governor’s administration staff to discuss the revision.
(District level) Advocates can attend LCAP hearings.
Addendum: Key District Contacts 2023-24

The California Department of Education keeps a directory for each school district. You can access LAUSD's here.

Superintendent: Alberto Carvalho
https://www.lausd.org/superintendent
superintendent@lausd.net
(213) 241-7000

Chief Financial Officer: David Hart
https://www.lausd.org/Page/1679
cbo-info@lausd.net
(213) 241-7888

Budget Director: Tony Atienza
https://www.lausd.org/budget
budget-info@lausd.net
(213) 241-2100

School Fiscal Specialists
Look up by region: https://www.lausd.org/Page/18257

Board of Education
• District 1: Dr. George McKenna
• District 2: Dr. Rocio Rivas
• District 3: Scott Schmerelson (Board Vice President)
• District 4: Nick Melvoin
• District 5: Jackie Goldberg (Board President)
• District 6: Kelly Gonez
• District 7: Tanya Ortiz Franklin
• Student Board Member: Karen Ramirez
https://www.lausd.org/boe

Office of Government Relations
https://www.lausd.org/Page/2123

School Specific
• Principals: look up school principals, which board district and member a school falls under, and other budget and student information using the LAUSD School Directory
• School Site Council and English Learner Advisory Committee: look up via school website