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Leadership Requires Innovative Thinking

2013-2014



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or

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2013

Georgia School Superintendents Association

What Is The Georgia School Superintendents Association?

The Georgia School Superintendents Association is one of Georgia's oldest education-based professional organizations. Founded in 1921 as the "City School Association," GSSA has grown from an all-volunteer service organization into a dynamic and pro-active player in Georgia's public education scene. As the state chartered organization representing the American Association of School Administrators (AASA), GSSA also provides leadership and representation at the national level for matters of public education.

Serving members by providing timely and effective communications, quality contemporary professional development activities and programs, representation before local, state, and national legislative bodies, system-level and individual consultation, liaison activities with other professional associations, and public education policy research capabilities, GSSA is a leader among advocates for public education in Georgia. With a primary goal of enhancing the educational opportunities for all of Georgia's 1.6 million public school children, GSSA proudly accepts its role as a leader in Georgia public education.

What Is Our Mission?

GSSA is committed to all of Georgia's public school children. We accept as our mission the role of chief advocate for these children. We are dedicated to the premise that *all* children can be successful in school. Our goal is to transform ideas into action — helping schools become exciting places of learning that can make a difference in the lives of Georgia's future leaders.

Membership

Current membership classifications in the Georgia School Superintendents Association are as follows:

Regular Member — restricted to local school system superintendents

Cabinet Member — members of the superintendent's leadership team, e.g. deputy, associate, or assistant superintendents, directors, etc.

Associate Member — system/building personnel (other than superintendent), college & university personnel, Georgia Department of Education personnel, others

Affiliate Member — businesses with a demonstrated interest in education

Retired Member — retired superintendents

Honorary Member — retired GSSA presidents and other retired superintendents or others whose qualifications and outstanding contributions to the profession or to GSSA merit such designation

Programs

The Georgia School Superintendents Association provides the following on-going programs for professional development.

Superintendent Institute® Series - 50 course hours of instruction designed to enhance knowledge and understanding of essential management skills required to administer today's local public school systems

GSSA Professional Development Workshops - Half-day and one-day workshops with a specific focus and customized curriculum dealing with public school administration and improvement of personal leadership skills

Conferences and Seminars - One-day or multi-day programs focused on topical issues

Superintendent Professional Development Program®(Co-sponsored with Georgia Department of Education and the Georgia Power Foundation) - Two-year, limited enrollment program of intense preparation for the local school system superintendency. Participants must meet eligibility requirements and commit to full participation in eight quarters of instruction.

District Office Professional Development Program – A relatively new program focused on the development of the supportive personnel culture and working environment which provides action to the district goals and superintendent's vision.

Communications

The Georgia School Superintendents Association utilizes a variety of effective and state-of-the-art communications programs to enhance member knowledge and awareness for public education initiatives in Georgia and the nation.

GSSA Information Network - A sophisticated network of communications tools to expedite communications to and from members. These tools consist of the following:

- ◆ E-mail/Twitter
- ◆ WWW Home Page (<http://www.gssanet.org>)
- ◆ Electronic forum participation

Publications - GSSA publishes a variety of materials to inform members of public education trends, initiatives, policies, and procedural changes. Materials include:

- ◆ *SBOE Action* (monthly report on State Board of Education activity)
- ◆ *Report from The Capitol* (produced daily during the Georgia General Assembly, with a summary report at the end of the session)
- ◆ Monographs and briefs on topical issues impacting public education



Position Statements

I. Beliefs of the Georgia School Superintendents Association

The Georgia School Superintendents Association (GSSA) believes all children can be successful in school. We believe it is the responsibility of all citizens to participate actively to ensure that a successful educational experience is provided for all children.

- ☐ **The Association believes** that local school superintendents create an environment in the communities they serve which ensures a quality education program for all students. The leadership provided by local school superintendents is crucial to ensuring an effective and efficient system of schools in each community in our state. Local school superintendents are and must continue to be advocates for children and consider the best interests of students in all their actions.
- ☐ **The Association believes** that competent and caring individuals should be employed to teach in the schools of our state to achieve the goal of an appropriate educational experience for all children.
- ☐ **The Association believes** that safe schools with structured discipline are crucial to the establishment of a positive school environment, and that such a healthy school climate is essential to improvement in student achievement.
- ☐ **The Association believes** that all superintendents should participate in personal and professional learning opportunities to improve their leadership capacity.

II. Improvement of Student Achievement

GSSA believes that student learning should be the focus of every initiative to strengthen public education in Georgia. We have identified the following issues as those which are critical to the quality of our schools and the improvement of student achievement in our state.

2.1 Appropriate expectations and standards for student achievement

GSSA supports the implementation of the Common Core Georgia Performance Standards and seeks to maximize every opportunity to ensure that the state's curricular standards are effectively implemented in every school. To that end, GSSA urges an allocation of resources dedicated to the professional learning needed by teachers to insure that a fully-trained staff is well-prepared to teach the curriculum.

2.2 Assessment of student achievement

GSSA recommends that initiatives continue at the state and local level to determine appropriate student educational expectations and accurate methods of assessing and reporting student achievement. Georgia's student assessment system is used to make critical judgments about student learning, teacher performance, and school accountability ratings through the state's College and Career Ready Index; thus, it is of paramount importance that the system be based upon instruments that are valid and reliable and whose cut scores are set using statistically appropriate methodology.

2.3 Helping all students to realize their potential

GSSA is committed to the goal of helping all students succeed. We recognize there are students who are at greater risk of falling behind unless specialized programs and services are provided to meet their needs. The state must place a high priority on securing and allocating resources to provide required services for at-risk students while helping all students to realize their full potential.

2.4 School improvement initiatives

GSSA encourages active support for school improvement initiatives. Comprehensive programs of targeted assistance to under-performing schools have the potential to make significant contributions toward helping those schools make progress. Adequate state funding for these programs is a priority.

2.5 Resources for the classroom

GSSA supports equal access and a commitment to targeting new state support for direct instructional costs of all types of digital resources that support instruction. We recommend the state place a high priority on the investment needed to cover increased costs for digital material and equipment, all formats of textbooks, classroom consumable materials and supplies, media materials, and replacement of instructional equipment.

- ☐ State funds for the various formats of textbooks represent less than one fourth of the cost incurred by local school systems. To keep abreast of inflation, textbooks and other direct instructional cost components should receive an adjustment in each fiscal year. No increase in the amount earned per student has been appropriated for the classroom since FY 1999.
- ☐ From FY 2003 through FY 2014, funds for digital materials for instructional were cut to levels below what the state deemed adequate for support of these resources.
- ☐ A renewed commitment to an adequate level of support for K-12 educational technology (both instructional and administrative) is needed. GSSA recommends that the state provide funds on an annual basis to assist local systems with the ongoing expenses related to technology (e.g. license renewals, installation, maintenance, insurance) as well as updating of digital hardware, software, and courseware. Addressing infrastructure needs such as bandwidth, is critical in assisting school systems in our state in accessing the many digital resources now available through the state's Longitudinal Data System.
- ☐ As student interest and participation in virtual schooling continues to increase, teachers must be provided training in the use of digital resources. Technology has become one of the core costs of providing public education programs and services, and it should be reflected in the allocation of funds.

2.6 Student Information

GSSA supports the GDOE's longitudinal data system and supports the partnership between the SDOE and local systems as both work to improve the timeliness and accuracy of data used to support student and local system progress. The GDOE is expanding the use of the longitudinal data system, strongly supported by GSSA and the Vision for Public Education in Georgia, for its anticipated benefit for improving student achievement.

2.7 Accountability for improved student learning

Educators should be fully involved in continued refinement of the state's educational accountability plan. An accountability plan should stress support for system and school initiatives to improve student achievement. Any accountability requirements imposed by the state should be coordinated with criterion-referenced tests that measure appropriate content standards for the K-12 curriculum. The determination of acceptable student performance should not be based on a single measurement or indicator; rather, such determination should be made based on multiple measures included in the State Department of Education's accountability system known as the College and Career Ready Performance Index. This is the model that will credit both students and their teachers for the students' academic growth during a school year. Norm-referenced tests should play no role in a plan of educational accountability.

III. Funding for Public Education

The economic health of a community is directly influenced by the quality of public education made available to its citizens. When the financial commitment to quality public schools is inadequate, the negative impact is felt far beyond the schools' walls and impacts future generations.

Georgia's plan for funding its public schools should have as its primary objective the promotion of effective instruction and improved student achievement. GSSA supports the establishment of a state school finance structure that places emphasis on programs and services that have the greatest impact on the improvement of education for students.

GSSA strongly believes that essential costs included in Georgia's plan for funding its schools should be reflected in the state's formula for financial support of K-12 schools and should be funded at adequate levels. Local boards should have the flexibility to augment the state's funding formula with additional local revenue.

The following statements reflect GSSA's recommendations regarding the proper functions of the state and local boards of education in providing financial support for the new plan for investing in education excellence.

3.1 A new state plan for funding Georgia's public schools

- ☐ State financial support should be guided by the Georgia Constitution, which states: "The provision of an adequate public education for the citizens shall be a primary obligation of the state of Georgia." The QBE formula should be fully funded at a level that meets the state's constitutional obligation, and it should reflect the costs incurred by local school systems in providing essential programs that address the needs of students. As the State moves

forward with the development of any new funding mechanism, the Association supports the following basic principles:

- Legislation passed during the 2008 session of the General Assembly provides the opportunity for systems to gain some flexibility and relief from rigid state requirements by entering into a contractual relationship with the state. That same legislation makes vague reference to “other funding options” available to local systems which choose to enter into such contracts. GSSA believes that flexibility should be provided to all systems in determining the most effective funding strategies to meet the needs of the children in their systems.
- Equity in educational funding should be a priority in the consideration of changes to Georgia’s education funding formula. The quality of a child’s education should not be a function of the wealth of the community in which he or she happens to live, but rather, should be a function of the wealth of the State of Georgia. The Association does not support any legislation that requires the expenditure of additional local funds without ensuring an adequate level of state appropriations needed to meet the state’s obligation.

The state revenue appropriated for public education (K-12) over the past 20 years has not kept pace with the increasing cost of providing essential education programs and services to each public school student in our state – even during many years of healthy growth in state revenue. The problem has become especially severe as a result of successive state budget cuts, labeled as “austerity reductions” or “formula adjustments,” from FY 2003 through FY 2014. Such cuts have no educational basis and undermine earlier decisions that were based on analyses of educational need.

The QBE appropriations level has resulted in critical under-funding of public education costs and a significant shift in the financial burden to the local ad valorem taxpayer. The problem continues to be exacerbated by the imposition of unfunded or under-funded mandates created by legislation or regulation.

3.2 Revenue and tax balance

GSSA recommends that a comprehensive study and review continue to be explored by the Governor and both chambers of the Georgia General Assembly to determine appropriate revisions to Georgia’s revenue.

- **GSSA has long supported** a comprehensive, independent analysis of the state and local tax and revenue system in Georgia. Such examination can lead to broad-based reform of the tax structure and enable a sound tax framework for generating funds required for public education as well as other essential governmental services. The goal should be a balanced tax

system that does not give advantage to one class of taxpayer at the expense of another.

- Legislated state tax cuts and exemptions have the effect of shifting the tax burden from the state to local boards of education which concentrates a greater portion of the tax burden on local ad valorem taxpayers. With the passage of HB 386 during the 2012 legislative session and a phase-out of the “birthday tax” for vehicle ad valorem taxes, GSSA will monitor the state’s promise that the new shift to a one time vehicle title transfer purchase fee will provide adequate (equal or better) funding for local systems. A stable revenue stream from the state is essential if local school systems are to be able to continue their long-range commitment to educational improvement. Before any tax reduction or limitation is enacted, an analysis of the local impact of the tax cut or exemption must be undertaken and publicized.
- **GSSA specifically opposes** exemptions that have the effect of freezing property assessments for owner-occupied residential property. Such exemptions create inequities in the tax burden among different groups of taxpayers. The loss of taxable property value contributes to the need to impose higher millage rates, thereby causing a tax increase for some taxpayers.
- **GSSA opposes** the elimination or curtailment of the taxing authority of local boards of education. Instead, a reasonable increase in the state sales tax or access to a one-cent LOST as is currently available in ten local school systems could make it possible for local boards of education to continue and improve the quality of their educational programs while also enabling them to provide property tax relief. GSSA supports the continued use of SPLOST dollars for capital outlay purposes.

3.3 Appropriate state-local partnership in funding public education

An original objective of the QBE Act was partnership between the state and local school systems in financing the cost components of the funding formula. However, there is a significant shift taking place toward substantially heavier reliance on the local tax portion of the education budget.

State required local property tax, called “local five mill share,” increases automatically as the value of taxable property increases. The state’s share of the QBE formula does not have an automatic mechanism for addressing the increased cost of providing educational services. Instead, state increases in the amount earned per student for QBE formula components – even those needed to keep up with inflation.

- When the local five mill share increases, but the QBE formula amounts earned per student remain unchanged or decline from the previous year, then the per-student allocation becomes increasingly under-funded by the state.
- Substantial cuts and continued underfunding in the FY 2003 through FY 2014 state appropriations for the QBE formula have made it necessary for many local boards of education to curtail or discontinue programs, reduce the number of employee/school calendar days, deplete operating reserves, hire fewer teachers, and/or increase local tax rates. The ability of school systems to address both state and federal legislative reforms effectively will continue to be significantly impaired without budgetary action to increase formula funding to a level that reflects actual costs.
- Some of the components that have not received adjustments in the QBE formula involve the direct costs of instruction; but, inadequate funding of indirect costs has had an impact on instruction. When essential costs are not properly funded by the state, boards of education must divert local funds that would otherwise have been available for the direct costs of instruction.
- The current or former use of alternative revenue sources to support certain educational programs and services should not prevent the inclusion of earnings for such programs or services in the state's K-12 funding formula. Instructional technology/digital resources is an example of a program that should be included in the core formula and funded with general state revenue when other revenue sources are no longer sufficient to adequately support such a function.
- **GSSA strongly urges** the Governor and General Assembly to increase earnings in the state program of financial support in a manner that reflects a renewed commitment to strengthening the original partnership between state and local funding responsibility and revenue sources. To accomplish this, the "austerity reductions" or "formula adjustments" of FY 2003 through FY 2013 must be ended as soon as possible.
- **GSSA recommends** that the state-local partnership in funding be defined in law so as to provide that the state shall finance 80 percent of total statewide formula earnings. The responsibility for providing the remaining 20 percent of formula earnings should be distributed among local school systems in a manner that reflects each system's proportionate share of the statewide taxable wealth as defined in the state formula.
- **The Association further recommends** that alternatives for measuring local wealth be developed in the interest of identifying an accurate reflection of

the taxing ability of local boards of education and the taxpaying ability of their citizens.

- ☐ When certain property is exempted from local ad valorem taxation by application of general state law, the required local effort and equalization calculations should not be based on property tax digest data that fail to account for the exempted values. Property that is removed from a local tax digest under the freeport exemption that applies to business inventory property should not be treated as if it were taxable in the computation of required local effort.
- ☐ The average property tax millage rate for K-12 public school operation in Georgia has increased by almost three mills since the inception of the QBE Act. Over half of Georgia's students reside in school systems that levy more than 18 mills for property taxes. The average millage rate levied by school systems in our state has increased from 15 to 16 mills. Most of the newly generated local revenue were spent on instruction. Further increases in property tax rates can be avoided only if the state makes an annual commitment to ensure an adequate level of funding for each essential cost identified in the state plan for investing in public education.
- ☐ When all available local dollars must be used to cover shortfalls in state funding, school systems lose the flexibility to use local funds for educational improvement efforts. Systems must choose between increasing property taxes or cutting programs, personnel, or instructional materials. Instead, a reasonable allowance for local systems to raise revenue would be having local communities to vote to have access to a one-cent LOST as is currently available in ten local school systems could make it possible for local boards of education to continue and improve the quality of their educational programs while also enabling them to provide property tax relief.
- ☐ The continued escalation in costs for health insurance represents a portion of the education budget that is having negative financial consequences for both the state and local school systems in supporting the instructional mission of public schools. GSSA encourages the state to identify all reasonable options for controlling the increase in such costs in a manner that does not disrupt the state-local partnership in supporting K-12 education and does not impose an undue burden on individual personnel employed by local school systems.
- ☐ **GSSA supports** the state funding mechanism for supporting essential personnel in small schools and systems. (i.e. sparsity grant)
- ☐ **GSSA strongly opposes** any cut in state funds and health care premium increases at mid-year for allocations to local school systems in the amended

state appropriations act. Mid-year reductions in state funds were imposed during the economic recession of FY 2003 and FY 2004 and again in FY2009 and FY2010. The state should act pro-actively to ensure that this is not repeated in the future. In the event that a repeat should occur, however, it is incumbent upon state leaders to ensure that local systems are notified immediately and are given the tools necessary to deal effectively with the unexpected change in cash flow, up to and including maximum flexibility in expenditure controls, the ability to alter the number of days in the work year, etc.

Local boards of education cannot modify tax rates or reduce the number of contracted personnel at midterm. If allotments that were determined prior to the beginning of a school year are reduced at midterm, systems must use already-strained reserves. When state revenues fall short of projections used in initial budgets, state revenue shortfall reserves should be used to prevent cuts in school system allotments for the school year already in progress.

3.4 Recognition of the annual increase in the cost of maintaining educational programs and services

GSSA strongly urges an annual percentage increase be applied to the base amount per student as defined in the state program of financial support. This annual budgetary procedure, which was originally envisioned for QBE Formula funding but was abandoned after 1988, would prevent the erosion of the state-local partnership and would ensure no formula component would be neglected for several years in the future. It should become an integral component of the new plan for funding Georgia's public schools.

3.5 Public revenue for public education

GSSA does not endorse the use of public funds to support private education and is opposed to any "scholarship", voucher, tuition tax credit, or other plan that would divert public funds to private use.

- ☐ Under our current system of government, citizens support a system of public schools through taxation of their income, consumption, and wealth. They are required to support the public schools with their taxes whether their children attend public, private, or home schools, or if they have no children in school. The premise, as with other governmental services, is that schools are established for the good of all citizens and are to be supported by all the citizens, not just those who happen to use the service at a particular time.
- ☐ Public education is a governmental service made available to all the citizens of each state and is provided for the purpose of ensuring an educated citizenry and the perpetuation of our democratic society. It has played a

pivotal role in America's growth and development and continues to be the foundation upon which our society is built. While providing a system of public schools is the responsibility of the state, much of the responsibility has been placed in the hands of local boards of education composed of lay citizens. It is through these bodies that citizens should seek to create the kind of educational opportunities they desire for their children.

3.6 Taxpayers' funds to private schools

It is the firm opinion of the Association that, should the General Assembly continue to approve the use of taxpayers' funds in private schools, there must be a clear expectation that strict accountability standards accompany those funds. Recipients of taxpayers' funds should be accountable for the expenditure of those funds, the comprehensive assessment of children served with the funds, and minimum state and federal requirements applicable to the children served. Sending taxpayers' funds to a private setting based on the limited criteria of parental choice creates a double standard of accountability for use of taxpayers' money.

3.7 Public School Choice

GSSA believes school choice initiatives should be at the discretion of local boards of education and is opposed to state and federal legislation mandating choice. Additionally, GSSA specifically opposes the practice of allowing state-level entities to approve the formation of new schools or to access state/local funds on behalf of schools not authorized or created by local boards of education.

IV. Providing and Supporting Highly-Qualified Personnel

GSSA believes dedicated educators should receive appropriate preparation for their assigned roles in the education of our students which should be aligned with school improvement plans and a system strategic plan. A quality education for Georgia's public school students can be realized only if appropriate levels of compensation, opportunities for professional learning, and improved methods of personnel evaluation are given proper consideration.

4.1 Professional learning opportunities

Effective professional learning activities are critical to the transformation of school improvement programs; therefore, the allocation of funds for appropriate professional learning programs should be given a high priority by the state.

- ☐ Expectations that teachers should be prepared to re-invent the schools in which they teach will require additional time for professional learning

opportunities. Thorough teacher training on the Common Core Georgia Performance Standards is crucial to maximizing student achievement gains.

- Teachers are already devoting more than the ten days provided by the state to accomplish the tasks previously indicated. Providing additional days for professional learning will enable schools to avoid the necessity of removing teachers from instructional time for such activities. The objective of maximizing student achievement is compromised when classes must be served by substitutes while teachers leave the classroom for professional learning.

4.2 Teacher preparation programs

GSSA believes well-prepared teachers are crucial to the success of school improvement efforts and increased student achievement. Effective preparation programs for persons seeking to enter the teaching profession are essential if school improvement goals are to be realized.

4.3 Appropriate support for personnel salaries and associated benefits

The state's method of funding public education should recognize all essential costs associated with compensation of school personnel.

- Employer contributions for Social Security (and for alternative benefits paid in lieu of Social Security) represent a massive and increasing expenditure of local property taxes. These costs should be covered on all state-earned salaries through the state funding formula. The majority of local school systems enroll all employees in the Social Security program, and almost all systems participate in Social Security for at least a portion of their employees. Alternative retirement benefits are provided by many systems for employees who do not participate in Social Security. An amount representing the employer contributions should be included in the calculation of the base cost and the training and experience factor. The goal should be to increase state funding to reflect the actual cost of the benefits for state-earned salaries. The cost is currently estimated to be over \$250 million.
- The establishment of a state minimum salary schedule for which funds have not been appropriated by the state represents an unprecedented and fiscally unsound action by the state. Past salary increases have been financed in part with previously-existing QBE Formula funds that have been withdrawn across-the-board in the form of austerity reductions or formula adjustments, thus shifting responsibility for state-mandated pay raises to local taxpayers.
- Across-the-board reductions in QBE Formula earnings from FY 2003 through FY 2014 have had the effect of eliminating state funding for the base teacher salary increase that was granted in previous years; yet a State

Board of Education rule continues to mandate a minimum salary schedule that assumes the state is still paying for these increases. GSSA urges immediate appropriation of funds needed by local school systems to pay the salaries required by the current state board rule.

- **Personnel in some positions received no funds through** the QBE Formula for salary increases in most state appropriations during the 1990s, and this problem was not addressed in the FY 2000 through FY 2014 budgets.

GSSA urges that salary increases be provided for those classified employees identified in the funding formula as secretaries and accountants. We urge an increase in funding for salaries for secretaries and accountants which has not been provided by the state for over 20 years. Raises for maintenance personnel must also be funded with local dollars unless an adequate amount is appropriated through the facility maintenance and operation component of the QBE Formula (see the statement 7.1 on facility maintenance and operation).

- Earnings for sick leave in the QBE Formula have not been adjusted for over 25 years and do not reflect the actual cost of compensating substitute teachers.

The existing earned amount of \$150 per teacher, per year, is insufficient to enable school systems to pay substitute teachers a realistic amount of daily compensation. State law provides that each teacher earns 12½ days for sick leave per year; however, the amount earned in the QBE Formula does not fund substitutes for more than two or three teacher absences per year. GSSA urges that this amount be increased to a level that reflects the actual cost incurred by school systems. The amount earned per day for sick leave should be expressed as 40 percent of the pro-rated daily amount earned for the base teacher salary on the state minimum salary schedule. As such, the earned amount would be adjusted automatically with future changes in the base salary.

- The employer contribution for Medicare is recognized in the QBE Formula for earned certificated personnel, but local taxes must be used to cover this cost for classified positions. QBE earnings for unemployment compensation and workers' compensation represent only a small fraction of actual costs; such earnings have not been adjusted for 25 years.

The responsibility for all personnel benefits that involve mandatory employer costs should be reflected in the state funding formula. There is no legitimate reason to distinguish between certificated and classified personnel with regard to the employer contribution for Medicare. Unfortunately, DCH does treat them differently.

GSSA supports a cost-of-living adjustment in the salaries of all classifications of local school system employees identified in the state funding formula. The Association continues to support the initiative to improve teacher salaries. When all items in the funding formula receive appropriate increases to reflect higher costs, school systems have less difficulty budgeting funds for raises in teacher salaries.

School systems employ more teachers than are earned in the QBE Formula. These locally funded teachers are considered essential by their systems. Since their positions are not earned in the state formula, local boards of education are burdened with additional local costs for their compensation and benefits when the state does not maintain adequate levels of funding for personnel and other costs that are included in the formula.

4.4 Compensation for training and experience of certificated personnel

GSSA supports an amendment to state law to provide for a mid-term adjustment for training and experience (T&E) based on all certificated professional personnel who were employed by a local school system as of the most recent month for which data are available. The legislation should provide for a midterm adjustment in the FY 2013 supplemental appropriation and should become a permanent feature of the state's funding mechanism.

Under current law, FY 2014 training and experience funding is based on October 2012 data. Systems employing additional teachers due to growth in student population will receive only a beginning teacher salary for all new teachers employed in the 2013-2014 school year. Systems are obligated to pay certificated employees for higher certificates when the degrees are earned; yet state funding lags behind a full year. The cost to local school systems is over \$50 million. The problem is compounded by the fact that many teachers' certificates have not been issued by the Professional Standards Commission (PSC) in October, making those teachers ineligible to earn T&E funds for two years.

4.5 Support personnel

GSSA supports full funding for support personnel in the FTE formula for students in grades K-12. The QBE formula currently provides funding for guidance and counseling services, media specialists, school psychologists and others. The students-to-staff ratio in these areas should be closely reviewed for adequacy and included in the state's funding formula.

GSSA supports funding for one guidance counselor for each 450 FTE students in grades K-12. The QBE formula currently provides for guidance counselors in grades 9-12 at a ratio of 1:450, grades 6-8 at a ratio of 1:624, and grades K-5 at a ratio of 1:462. There exists a significant need for counseling services for students enrolled at all grade levels.

4.6 The superintendency

GSSA believes the local school superintendency is the pivotal educational leadership position in each school system in our state and should be occupied by only highly qualified individuals. Such individuals should have completed an approved professional preparation program, be professionally certificated, and have acquired employment experience in the education profession to be fully prepared for the superintendency.

4.7 Leadership capacity building: professional learning opportunities for school system leadership

GSSA supports and offers the continued development and implementation of an effective professional learning program for local school superintendents and those who aspire to the superintendency. (SPDP) This program should include:

- ☐ Orientation for new superintendents designed to familiarize new leaders with the roles and responsibilities of the position, and
- ☐ Workshops, institutes, and conferences designed to provide in-depth training in essential tasks of the superintendency and to provide opportunities for dialogue on critical and emerging educational issues.

4.8 Compensation for leadership personnel

GSSA supports state funding of progressive levels of compensation for all educational leadership personnel to reflect their leadership responsibilities. Such compensation should be commensurate with experience, leadership training, certification, and level of responsibility.

Georgia is experiencing a shortage of qualified leadership personnel. A partnership with strong educational leaders is essential in assuring success as Georgia implements state and federal reform initiatives. It is imperative that the state recognize the critical role of school leaders in its compensation plan.

4.9 Retirement

GSSA supports legislation and action by the Board of Directors of the Teachers' Retirement System of Georgia that will encourage educators to enter and remain in the profession. Incentives might include a shorter vesting period; a larger "multiplier" for all years of service or for years beyond thirty; or extra retirement credit for service in underperforming schools.

GSSA recommends that Public School Employees Retirement System (PSERS) benefits be significantly improved by providing a formalized procedure for allocation of employer contributions to the system from state appropriations.

4.10 Compensation of classified employees

GSSA opposes state-mandated employment contracts or state-imposed salary schedules for classified employees. Classified personnel should be compensated on local salary schedules developed in accordance with local market conditions. Contracts of employment for such personnel impose unnecessary employment restrictions on the employee and the employer.

V. Enhancing Governance of Quality Public Education

GSSA believes improvement of student achievement is enhanced when local educators and school system leadership are entrusted with the authority to make decisions about effective strategies for educational improvement. We believe the state has a proper role in identifying broad standards and the parameters for ensuring that those standards are available to students statewide. The state should provide considerable discretion to local boards of education and educators in determining the most effective means of meeting and exceeding the state standards.

5.1 Authority of local boards of education

GSSA urges the General Assembly to fully support the constitutional authority of local boards of education to control and manage the schools in their systems. The mandates which undermine or otherwise compromise this authority is not in the best interest of Georgia's public school students. In particular, no state laws or regulations should limit a local school board's control over the setting of the calendar for its school year or the scheduling of the school day.

Local boards of education must have the authority to deliberate and act upon educational proposals to determine if they are in the best interest of their local communities. Statewide mandates for programs such as school choice and charter schools are counterproductive to efforts to improve student achievement. The Association believes that public school choice may be a useful tool when developed at the local district level and when designed for accountability, parental involvement, and academic improvement.

GSSA acknowledge the passage of HB 192 which extends the deadline by which school districts must declare their intentions to pursue status as charter, IE2, or "status quo" systems. Due to the current fiscal crisis, GSSA specifically supports an elimination of the artificial deadline by which a local system must declare its intention to be a charter system, an IE2 system, or a "status quo"

system, believing that forcing such a decision at this time is both illogical and impractical. The Association further supports a reinstatement of the ability of the State Board of Education to grant waivers on a broader basis in accordance with Title 20.

5.2 Flexibility for local school systems

GSSA believes local educators should be granted the flexibility to make decisions about the educational improvements for which they will be held accountable. Detailed, inflexible expenditure and position control tests should yield to a state policy which recognizes that local budget decisions are best made by educators who are familiar with the needs of students and who are involved in the schools and communities they serve. Educational research does not support a regimented, top-down approach to school improvement.

- ☐ The permanent establishment of a single, overall system-wide expenditure control test for earnings in the category of “direct instruction” in the state funding formula will ensure funds are spent for that purpose. This will allow flexibility to professional educators on decisions about the most effective ways to allocate resources within their systems and schools. This requirement, which achieves a proper balance between state and local decision-making, has been waived by the General Assembly through the end of the 2014-15 school year.
- ☐ Inflexible state-imposed controls over allotment of funds and personnel to individual schools serve no useful purpose in promoting educational improvement. A focus on site-level costs as a part of the budgetary procedure of local boards of education may focus the decision-making process regarding allocation of resources on schools; however, local school systems should have the flexibility to determine appropriate methods for implementing such strategies.
- ☐ Zero-tolerance class size restrictions are highly disruptive to children’s education when new classes have to be opened throughout the school year. Unanticipated growth in enrollment during the school year is beyond the control of schools and systems, and class size restrictions should be relaxed in such situations. The State Board of Education’s class size waiver procedure is a temporary solution to a complex problem. The Association supports a permanent revision of the state rule to provide a standard for maximum class size averaging after the first FTE count each school year and supports the goal of smaller classes accompanied by adequate funding for the state’s plan for investing in educational excellence.

5.3 Curriculum decisions

GSSA recommends that the General Assembly not mandate curriculum for Georgia's public schools. The responsibility for establishment and implementation of curriculum should reside with the state and local boards of education.

5.4 Collective bargaining

GSSA is opposed to collective bargaining or professional negotiations as a vehicle for establishing, modifying or maintaining employer-employee relations. The present employer-employee relationship in our state continues to serve all of our interests better than the alternative of collective bargaining or professional negotiations.

5.5 Privatization of services

GSSA strongly urges that the General Assembly enact no laws either requiring or prohibiting privatization of services provided through local school systems. Some school systems in Georgia currently enter into contracts with private companies to provide certain services for their systems. Local boards of education should continue to have the prerogative to determine the feasibility of privatizing services when it is in the best interests of their community. This prerogative is fundamental to the exercise of local control.

5.6 Selection of the State Board of Education and State School Superintendent

GSSA and the Vision for Public Education in Georgia recommend that the Constitution be amended to provide for the election of the State Board of Education by Congressional districts on a non-partisan basis and for the appointment of the State Superintendent of Schools by the elected State Board of Education.

5.7 Students not enrolled in public schools

GSSA opposes the establishment of any state mandate regarding the involvement of non-public school students in public school extracurricular activities.

5.8 Other state agencies

GSSA encourages continued communication, collaboration, and cooperation among agencies having an involvement in educational issues or funding. These agencies include the Department of Education, Board of Regents, Department of Technical and Adult Education, Department of Early Care and Learning, Professional Standards Commission, and Department of Community Health.

GSSA opposes any unilateral actions by any state agency that would have the effect of increasing the tax burden of local boards of education. Policies that have an impact on K-12 schools involving agencies other than the Department of Education should be developed cooperatively and involve the offices of the Governor and the Department of Education.

VI. Providing High-Quality Instructional and Support Programs

As the State of Georgia implements the Common Core Georgia Performance Standards, it must recognize that the success of all students is dependent on the provision of programs and services that meet the varying needs of students. Students who have historically been at risk of failure in school cannot be overlooked. Increased achievement for all students can become a reality if the state identifies the most effective programs for delivering instruction to all student populations and provides the resources necessary to implement those programs. Organizational structures and processes should be examined to ensure support of student learning and to provide for efficient distribution of leader responsibilities at all levels within the district.

6.1 Special education

School system costs for special education greatly exceed state QBE Formula earnings. The funding ratio of teachers to students in the QBE Formula does not allow for the incidence of students with varying disabilities and their distribution among schools and systems. As a result, the formula prevents school systems from earning full salary and benefits for the number of special education teachers needed.

- ☐ The federal Individuals with Disabilities Education Act (IDEA) was established with a pledge to provide 40 percent of the average per child cost of meeting the needs of disabled students. The failure of the federal government to provide less than one-half of the authorized amounts for the cost of complying with federal mandates to provide special education services has strained the ability of local boards of education to meet the educational needs of these students. A shortage of state funding exacerbates this problem and causes special education to be among the most severely-under funded programs.

GSSA supports the modification in the current Medicaid regulations to allow for reimbursements to local boards of education for telepractice in school speech, language, and occupational therapy.

- ☐ ***Online telepractice for speech, language, and occupational therapy is conducted by Georgia licensed therapists just as face to face therapy. With the shortage of qualified therapists and federal and state mandates to provide related services to students with disabilities, local boards of***

education need innovative staffing options to provide services in diverse geographical and economical settings.

GSSA supports a modification to the Maintenance of Effort (MOE) rule for special education to reflect a proportionate pro rata reduction of the local maintenance of effort to be equal to the total state reduction including the formula adjustment as demonstrating satisfaction of the financial obligations for all students in the district.

6.2 Intervention programs for under-achieving students

GSSA believes effective intervention programs for under-achieving and at-risk students are of critical importance in enabling these students to experience academic success. A commitment to serving the needs of these students must be made. The funding mechanism for the Early Intervention Program (EIP), in particular, is seriously deficient, preventing the program from realizing its potential. A comprehensive review of strategies for effective intervention programs at all grade levels should be done.

6.3 Extension of instructional time

GSSA supports opportunities for extended instructional time for students who need additional academic assistance. Students in all programs, including special education, should earn funds for instructional extension services. As the state seeks to increase the high school graduation rate, opportunities for additional instructional time for at-risk students become even more critical.

- ☐ Funding for the instructional extension program should reflect the overall cost of providing this service and should provide additional flexibility to systems in the expenditure of funds for materials and supplies used in the classroom. Additional funding, particularly for transportation and instructional materials and supplies, is needed to provide an adequate level of support for 20 additional days of instruction for these students.
- ☐ Summer school programs for at-risk students should be provided on a broader basis. As an alternative, overall funding for programs for at-risk students could be increased to a level that is sufficient to support effective programs.
- ☐ Effective extended-year programs should reduce in-grade retention and the need for remedial education programs during the regular school year. The level of funding for extended-year programs should be adequate to serve the number of students who need the services provided by the programs. Flexibility should be provided to local school systems in determining services that best meet the needs of their students.

6.4 High school completion initiatives

GSSA supports the establishment of effective dropout prevention initiatives and programs to reduce absenteeism, and seeks the appropriation of adequate state and federal funds for the purpose. As stated in the Vision for Public Education in Georgia, **GSSA supports public-private partnerships** in local communities for the purpose of supporting early childhood education, career pathways, and multiple educational initiatives that address at-risk students and prepare them for a successful future. Greater emphasis should be placed at the early childhood level and on effective non-traditional school programs. Evaluation of the effectiveness of dropout prevention programs must be based on a uniform definition of dropouts and at-risk students.

- ☐ A need exists to implement effective programs that will reduce the number of students failing to graduate from high school. Non-traditional and innovative education programs for violent and disruptive students and others who are currently not benefiting from regular programs should be expanded with an appropriation of additional state and federal funds. Acts of violence by students must be reduced significantly and immediately. New approaches to dealing with absenteeism and other problems of youth will need to be developed and tested to determine effectiveness.
- ☐ There is an additional need to encourage and support programs specifically designed to provide non-traditional options for graduation. Night school and credit recovery opportunities at the local school, system and regional levels have been successful in attracting working students, as well as students who respond to a different school environment. The Association also supports the continued development of virtual class course work to provide more options and career pathways for high school completion.
- ☐ **GSSA supports** efforts currently under way in Georgia to increase the rate at which high school students' graduate from school. When information on this crucial issue is reported to the public, it is essential that it be reported in a fair, accurate, and consistent manner. GSSA urges the definition of "high school graduation rate" be broad enough to allow schools to receive public recognition and credit for assisting students in completing their high school studies within a reasonable time frame. Further, GSSA supports the inclusion of the special education diploma (through the IEP goals being satisfied) on any list of recognized completion credentials.

6.5 Non-Traditional programs

GSSA endorses a thorough examination of resources needed for the operation of effective non-traditional school programs. A commitment should be made to fund adequately non-traditional programs at all grade levels. High school

completion rates can be increased by the effective implementation of alternative routes to graduation.

- ☐ The formula for distributing non-traditional program funds should reflect all costs that are determined to contribute to successful non-traditional schools, and greater flexibility should be provided to permit successful non-traditional program models to be eligible for state funding. The state appropriation for non-traditional programs beginning in the FY 2001 budget represented a positive first step toward adequate funding; however, the appropriations did not approach the amount needed to operate non-traditional programs, especially in small school systems where an adequate base level of funding is needed.
- ☐ The austerity adjustments of FY 2003 through FY 2013 have placed an additional strain on local budgets for non-traditional programs. Funding for special education students in non-traditional programs is especially inadequate.
- ☐ The expenditure control test for the non-traditional program is too rigid and prevents schools and systems from making appropriate decisions about effective allocation of limited financial resources.
- ☐ The practice of funding non-traditional programs on the basis of 2.5 percent of enrolled FTE students in grades six through twelve should be replaced only when an accurate accounting of students participating in non-traditional programs becomes available to the Georgia Department of Education.
- ☐ Non-traditional programs should be eligible to earn funds through the state capital outlay formula. Non-traditional program students, like all other students, are best educated in appropriate school facilities.

6.6 Elementary and middle grades art, music, foreign language, and physical education programs

GSSA supports a significant increase in earnings for art, music, foreign language, and physical education instruction in grades K-8. The presence of these programs in the school curriculum enhances student achievement in core academic subjects and helps to provide a more well-rounded education in the midst of today's test-driven environment. Since the value of all of these instructional offerings is recognized in state legislation, the level of funding should make possible implementation of all four programs.

- ☐ Only one of the above positions is currently allocated for each 345 students in grades 1-8. By increasing the number of positions earned at an appropriate ratio, and by adding kindergarten, an appropriate curriculum can

be implemented in art, music, foreign language, and physical education at these grade levels. Implementation of this recommendation would provide critical personnel as well as allow planning time for K-5 teachers.

- ☐ Since our students will be expected to compete in a global economy, it should be a goal of the State of Georgia that all students leave school fluent in more than one language. Foreign language instruction should be provided for all grades through additional funding in the state's core formula.
- ☐ Kindergarten should be added to the grades that are currently funded in the QBE formula for art, music, foreign language, and physical education specialists. Elementary and middle grade students in special education and gifted programs should also earn funds for these subject specialists.

6.7 School nurse services

Promotion and protection of student health is an important factor in enhancing potential for academic achievement. The amount earned per student for school nurse services, which has actually decreased in recent years, should be increased annually as a part of the FTE formula allocation to account for higher costs.

6.8 Pre-kindergarten and Early Childhood Education programs

The GSSA/GSBA Vision for Public Education in Georgia identifies early learning as a key component of a comprehensive approach to educating our young people. The earlier we start in educating our very young the better chance the student can succeed now and in the future. Recognizing that the first five years of life are critical to a child's lifelong development and that young children's earliest experiences and environments set the stage for future development and success in school and life, it is crucial that policy makers join parents and educators in recognizing the value of early childhood education and take steps to address the educational needs of children in this age group.

GSSA supports full funding of the pre-kindergarten program for all eligible children. A mechanism to fund space for the pre-k program from the state is needed.

6.9 Regional services

GSSA urges a detailed review of the formula for determining allocation of state funds to Regional Education Service Agencies and supports a funding level that recognizes the expanded role that RESA's are expected to fill in supporting the state's school improvement initiatives. RESA personnel support state efforts in teacher training, alternative certification, school improvement, support for schools that need student achievement assistance, curriculum revision, etc., and

the funding for these key regional agencies should reflect their added responsibilities.

VII. Providing Essential Support Services

Public school services that are specifically designed to support student instruction are essential to the total operation of the school system. The labeling of facility maintenance and operation services as “indirect cost” is misleading. Such services play a direct role in making it possible for students to achieve at their maximum potential. When support services are not adequately calculated and funded, the commitment to direct instructional costs is negatively impacted.

7.1 Facility maintenance and operation

GSSA recognizes the critical need for annual increases in the state funding formula for facility maintenance and operation (M&O) to cover the continuing increase in local costs. The QBE Act should be amended so as to establish a formula based on FTE that reflects actual costs for each sub-component of facility M&O expenditures.

The QBE Formula for FY 2003 initially provided \$298 per FTE student. However, austerity reductions have effectively reduced the amount substantially. The average cost exceeds \$717 per student. Significant increases in energy costs are causing this gap to become wider. Local boards of education are forced to cover the shortfall through property taxation.

The earned amount for facility M&O must be spread over a variety of essential expenditures. These include salaries and benefits for custodians, maintenance and repair workers, energy costs, water and sewer, communications, equipment used in cleaning and maintaining buildings and grounds, cleaning supplies and materials, building insurance, and repair costs.

7.2 Student transportation

GSSA urges full funding of the state’s student transportation formula. In FY 2010 and continues as of FY 2014, the appropriation for the transportation formula was more than \$168 million below the level that would be needed for full funding, and is now at the 18 percent level of total transportation costs. Even

when fully funded, the state transportation formula only provides about forty percent of the total transportation expenses of local school systems.

GSSA supports amending current law to provide state funding for the cost of transporting all students who live more than one-half mile from school. The new school finance formula should reflect this change. Many students who are required to walk to school are subjected to conditions which pose threats to their safety. In addition, many local school systems are already transporting all students at considerable local expense. The dramatic increases in fuel costs, exacerbated by alternative fuel mandates and the requisite retrofits of buses, have further impacted the local expense.

The state's practice of providing funding for school buses through the sale of bonds (implemented for the first time in FY 2007 and again for FY2010, FY2011, FY2012, FY2013, FY2014) has the potential for alleviating a portion of the serious shortfall in funding of the current transportation formula. It should become an annual component of the appropriations process and be funded at an adequate level.

7.3 Capital outlay

GSSA recognizes and supports the positive changes in the capital outlay program approved by the General Assembly and signed by the Governor during the 2012 session. The Governor and General Assembly have made the commitment to the goal of adequately housing all students by authorizing the regular capital outlay entitlement program at the \$300 million level.

- ☐ By maintaining state funding for capital outlay programs at the full authorized entitlement levels, the state will make progress toward addressing the objective of smaller class sizes and the goal of providing a permanent classroom for every student.
- ☐ **Funding for construction of pre-kindergarten classrooms in public schools should be accepted** as a responsibility of the state. Many parents who seek pre-K experiences for their children in public school settings are told space is unavailable.
- ☐ Georgia has made significant progress in providing appropriate facilities for K-12 education through state capital outlay funds and local school bond elections. However, the passage of local option sales taxes for school construction projects does not reduce the need for state capital outlay appropriations.

7.4 School Safety and Security

GSSA urges an appropriation of funds from dedicated sources for school safety programs as an ongoing cost component of the state funding formula endorsed by the Georgia Emergency Management Agency. Funds would be used for equipment, personnel (i.e. school resource officers), or training as needs are identified by local school systems to enhance a safe school environment.

The funding formula for student transportation should be modified to include funds to enhance a safe environment on school buses. Such funds could be utilized by school systems for school bus monitors, cameras, establishment of separate routes for different age groups, or other measures to promote safety on school buses.

VIII. Federal Issues

GSSA believes that the federal government should play a role in supporting the efforts of states and local jurisdictions as they perform the critical task of educating the nation's children. That role has expanded in recent years in a manner that has caused the federal arm to reach far beyond the "support" level.

8.1 Renewal of the Elementary and Secondary Education Act

GSSA recommends that the renewal of the Elementary and Secondary Education Act be used to return the law to the intent of its original goal, which was to promote equal educational opportunity. The federal government should help states and school systems improve opportunities to learn for low-income and minority students and address the needs of students with special conditions as school systems seek to improve their capacity to serve all children. **GSSA supports** the position of the American Association of School Administrators, which is to urge Congress to provide a continuum of services to school systems, giving highest priority to systems with large concentrations of poor children and special populations. Furthermore, **GSSA joins organizations and school systems across the country in objecting** to the use of competitive grants to make decisions about the distribution of federal funds to local school systems; as such a process will inevitably lead to inequality for the districts that need the most assistance.

