Governance First

California School Boards Association

November 2013

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The Big Picture

1. How LCFF Works
2. Local Control and Accountability Plans
3. Governance Implications and Considerations
4. Governance in the Real World
5. Negotiating Change in the Workplace
6. What Now?
7. CSBA Resources

LCFF

LOCAL CONTROL
FUNDING FORMULA

How LCFF Works

Key Precepts of LCFF

Based on specific considerations:

- Equity, additional resources for students with greater needs
  - Low-income students
  - English learners
  - Foster youth
- Local decision-making and stakeholder involvement
- Accountability
- Transparency
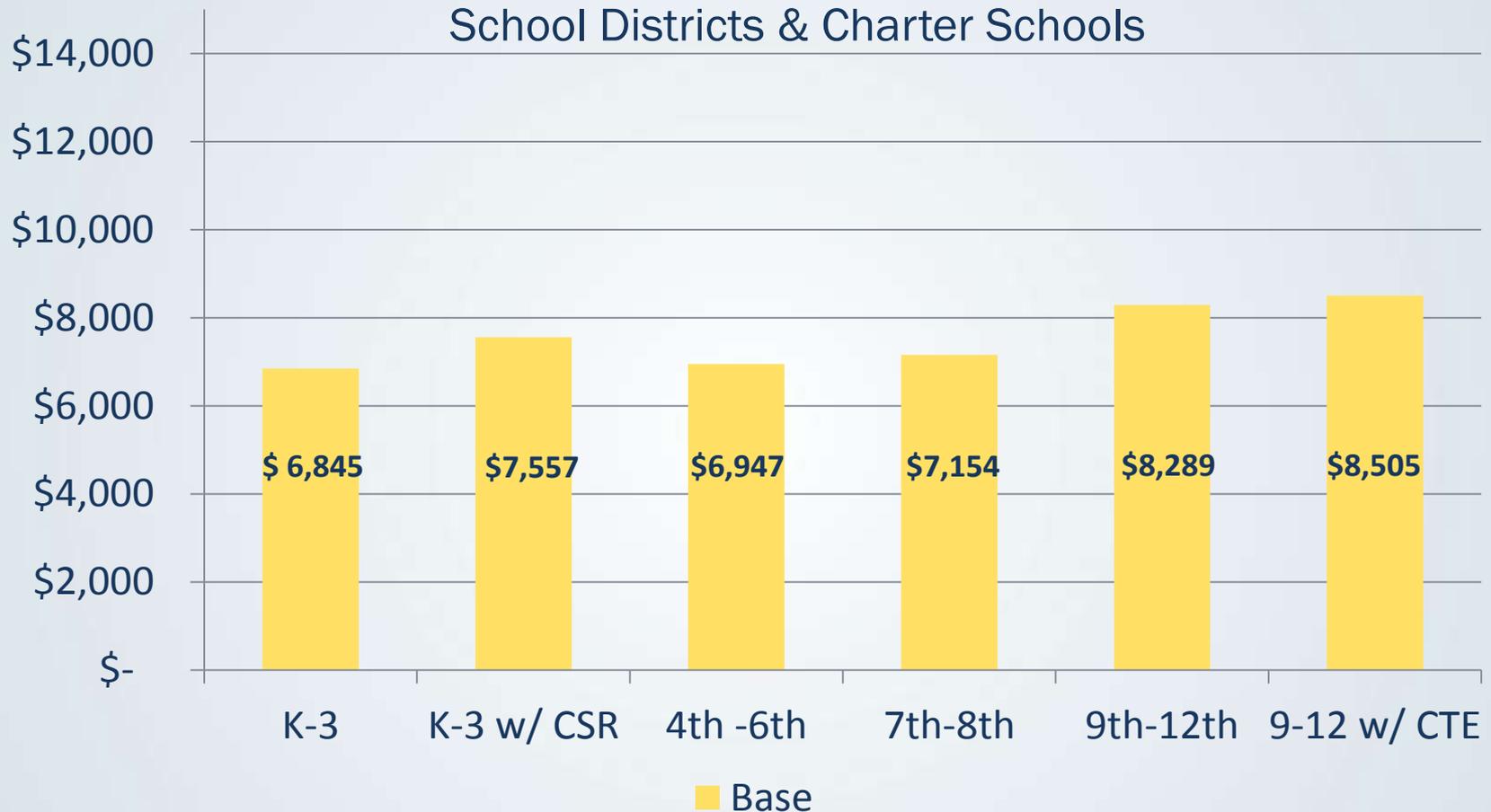- Alignment of budgeting with accountability plans

School Funding Before & After LCFF Enactment

Before LCFF	After LCFF
Revenue Limits	LCFF base funding differentiated by grade span
State categorical programs with temporary tiered flexibility	Unduplicated pupil weights, including concentration funding
K-3 class size reduction limited funding with unlimited class sizes	K-3 class size reduction, target 24:1
Accountability and performance process separate from funding	Local Control Accountability Plans required

Unchanged

- Financial audits
- Compliance with Williams
- School Accountability Report Cards
- Federal funding, planning, and accountability requirements
- Local educational agency as subgrantee of the state

2020-21 Target Base Funding

School Districts & Charter Schools

Category	Base Amount
K-3	$6,845
K-3 w/ CSR	$7,557
4th -6th	$6,947
7th-8th	$7,154
9th-12th	$8,289
9-12 w/ CTE	$8,505

Legend: ▮ Base

How LCFF Works

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2020-21 Target Supplemental Funding

$8,124 $9,068 $ 8,336 $8,585 $9,947 $10,206

School Districts & Charter Schools

Category	Supplemental	Base
K-3	$1,369	$6,845
K-3 w/ CSR	$1,511	$7,557
4th -6th	$1,389	$6,947
7th-8th	$1,431	$7,154
9th-12th	$1,658	$8,289
9-12 w/ CTE	$1,701	$8,505

Y-axis: $- , $2,000, $4,000, $6,000, $8,000, $10,000, $12,000, $14,000

■ Base   ■ Supplemental (equals 20% of Base Grant)

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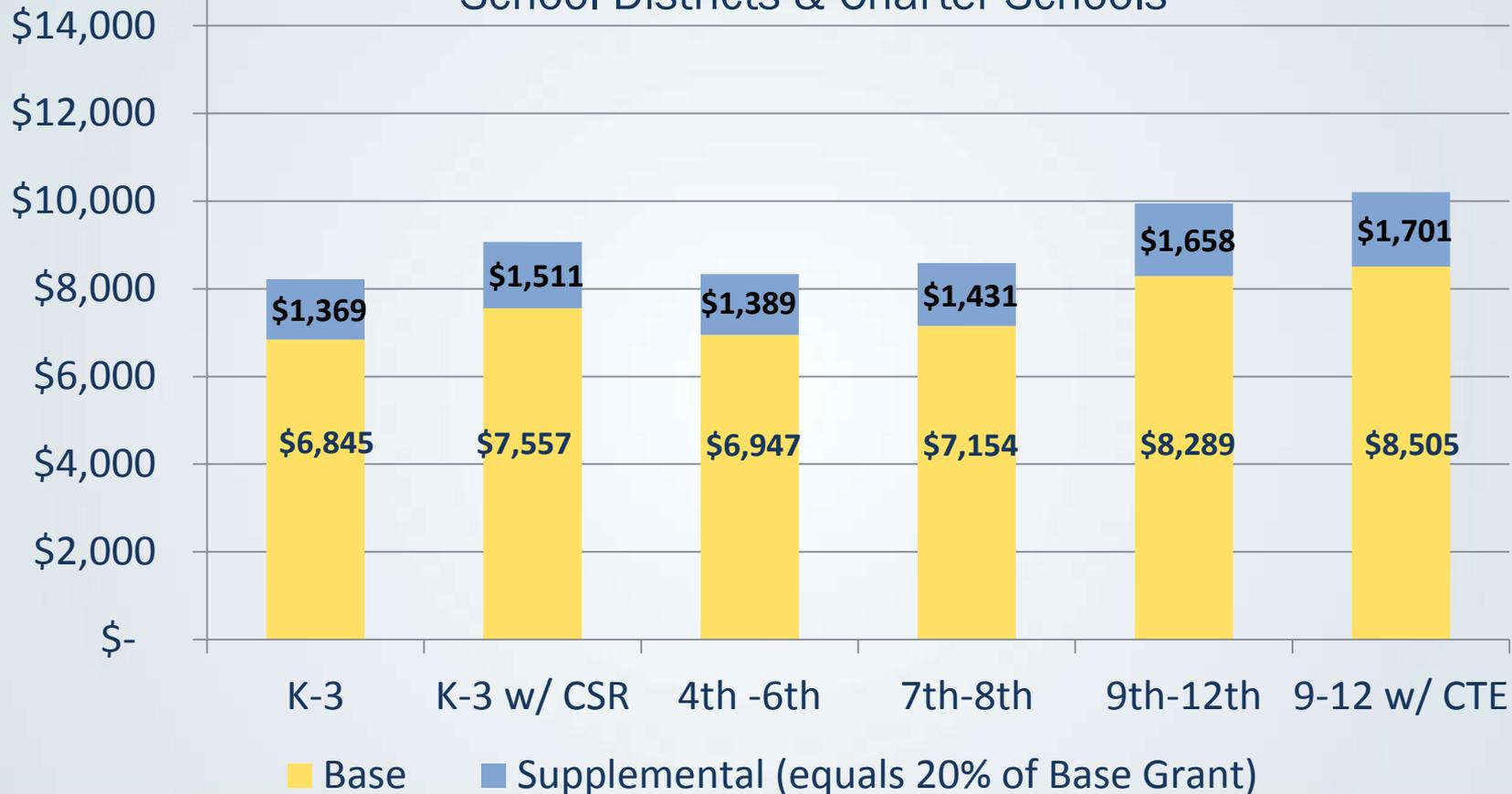
2020-21 Target Concentration Funding

School Districts & Charter Schools

	$11,637	$12,847	$11,810	$12,162	$14,092	$14,459
Concentration	$3,423	$3,779	$3,474	$3,577	$4,145	$4,253
Supplemental	$1,369	$1,511	$1,389	$1,431	$1,658	$1,701
Base	$6,845	$7,557	$6,947	$7,154	$8,289	$8,505
	K-3	K-3 w/ CSR	4th -6th	7th-8th	9th-12th	9-12 w/ CTE

Legend: Base · Supplemental · Concentration (equals 50% of Base Grant)

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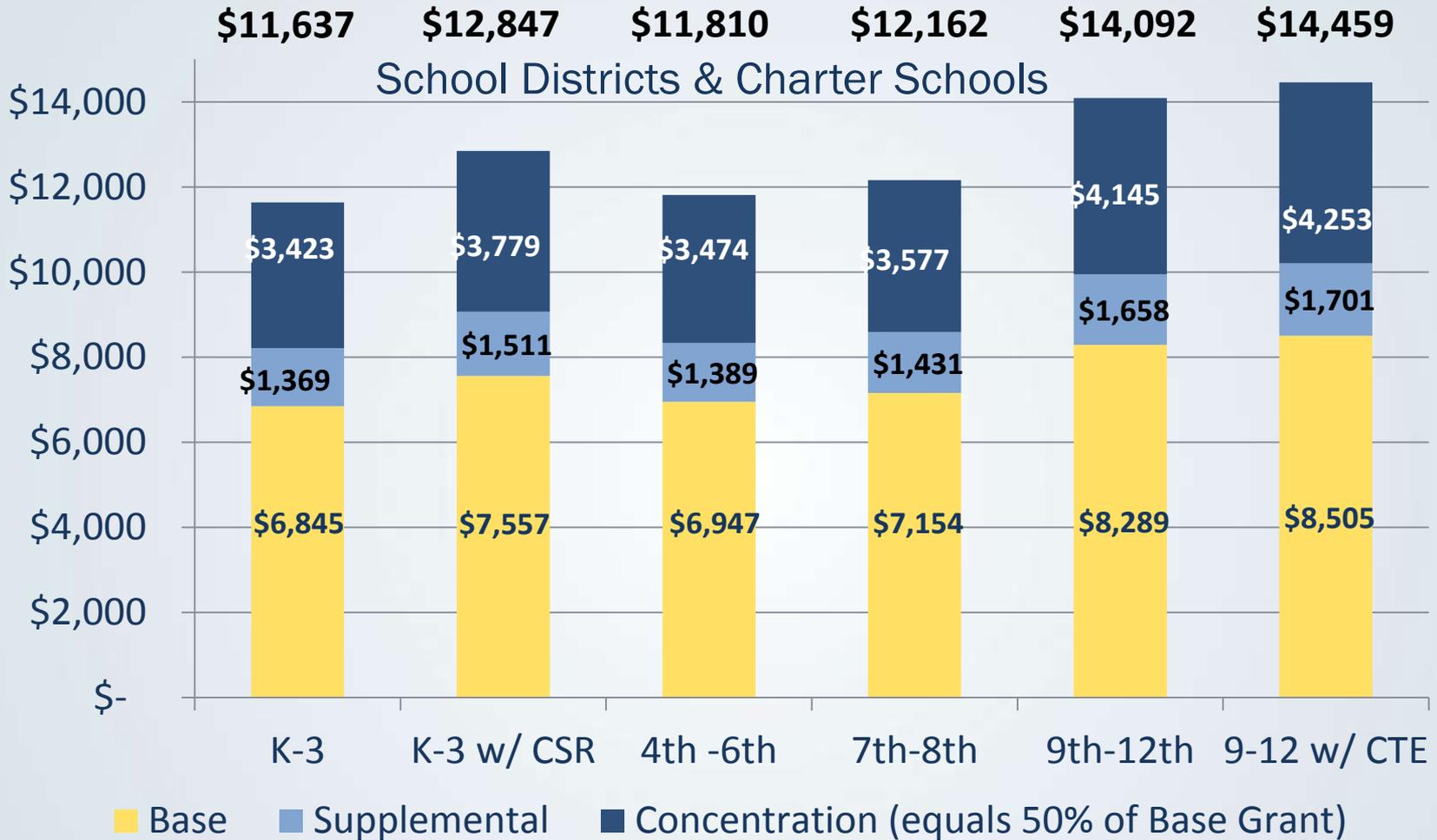
How the Formula Works
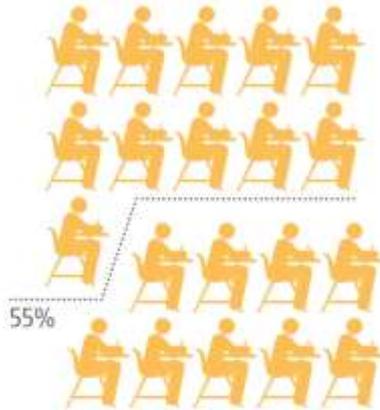
	Non-EL/LI District			EL/LI < 55%			EL/LI > 55%		
	# of students	Grant amount	Total	# of students	Grant amount	Total	# of students	Grant amount	Total
Concentration Grant	0	—	—	0	—	—	2	$3,779	$7,558
Supplemental Grant	0	—	—	11	$1,511	$16,621	13	$1,511	$19,643
Base Grant	20	$6,845	$136,900	20	$6,845	$136,900	20	$6,845	$136,900
Total Award			$136,900			$153,521			$164,101
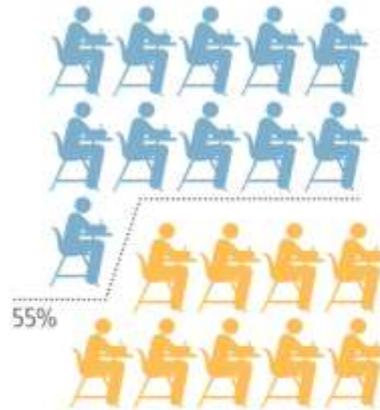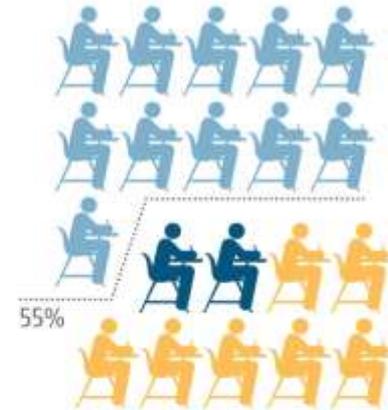
EL/LI= English learner/Low income

How LCFF Works

County Offices of Education Formula

Two-part formula:

1. Oversight operational grants
   - A minimum grant per county of $655,920
   - Per school district in the county of $109,320
   - Per ADA amount in the county attributable to school districts, charter schools and schools operated by the county superintendent.
     - Per ADA from $70 to $40, depending on the number of ADA.

How LCFF Works

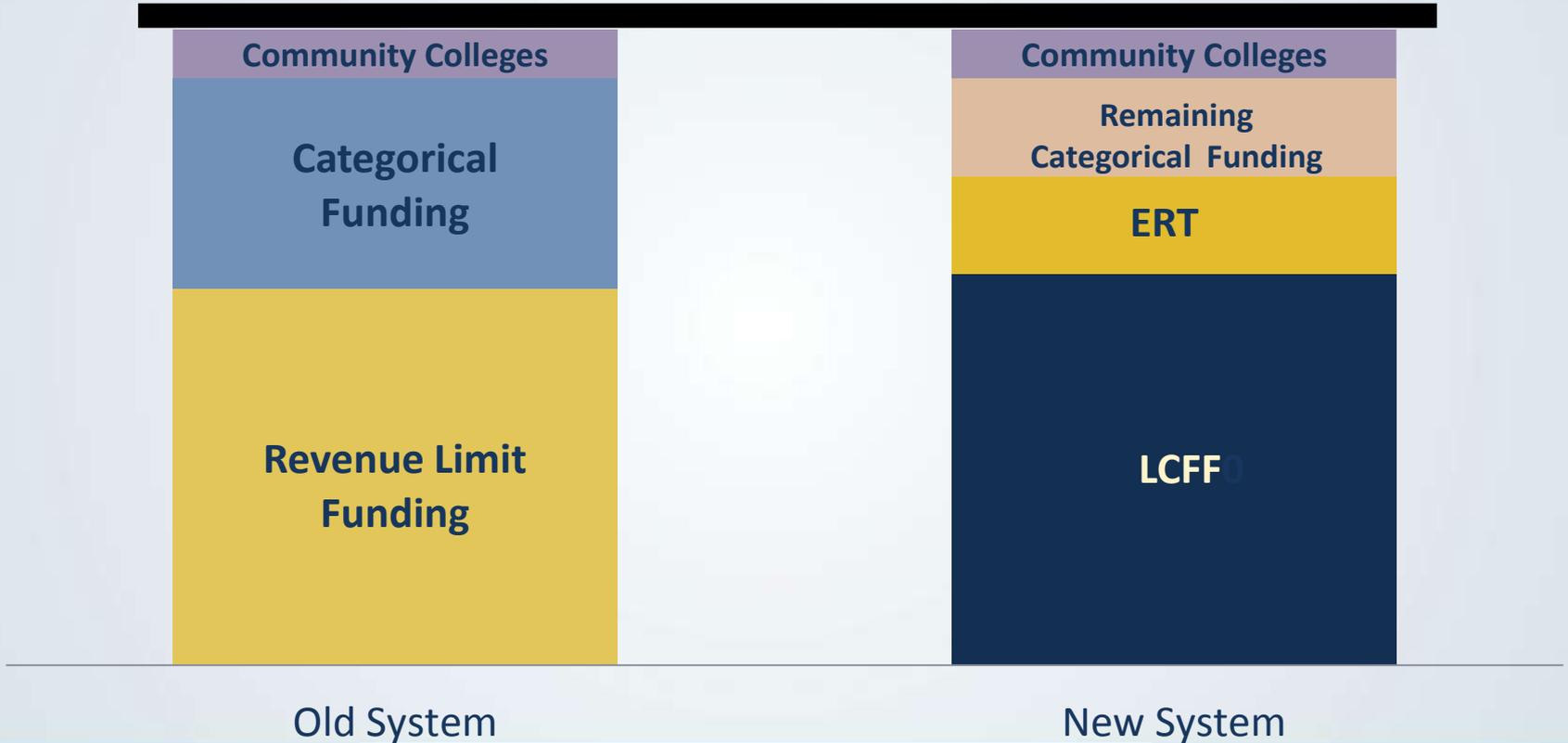# County Office formula (cont.)

2. Category of pupil served:

  - Base grant at full LCFF implementation of $11,045 for pupils under authority of juvenile justice system; probation-referred; on probation; mandatorily expelled.

  - Supplemental grant: 35% of base for targeted students
    - English Learners
    - Low Income
    - Foster Youth
    - All students in juvenile court schools deemed eligible for supplemental and concentration grants

  - Concentration grant: 35% of base for targeted students exceeding 50% of enrollment.

(NOTE: Supplemental and concentration grants based on unduplicated pupil counts)

How LCFF Works

LCFF & Prop 98

Prop 98

Old System	New System
Community Colleges	Community Colleges
Categorical Funding	Remaining Categorical Funding
	ERT
Revenue Limit Funding	LCFF

Old System   New System

Considerations

- Grant levels are targets
- Economic Recovery Targets
- Class Size Reduction (CSR) now 24:1
- Targeted Instructional Improvement Grant (TIIG) and Transportation frozen at 2012-13 funding level and received as add-ons.
- Transportation money must be spent on transportation
- LEAs in Transportation JPAs or ROC/P JPAs shall not redirect that funding for 2 years
- Adult Ed and ROC/P expenditures must not drop below 2012-13 levels for 2 years.
- Basic Aid Districts
- Charter Schools
- Budget deviations in transition year may raise AB 1200 concerns

How LCFF Works

13 Categorical Programs Remain

Special Education

QEIA

Assessment

Foster Youth

After School Programs

State Preschool

Partnership Academies

Indian Education Centers

Specialized Secondary Programs

Ag Vocational Education

Adults in Correctional Facilities

Early Childhood Education

Child Nutrition

How LCFF Works

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What is Required in Statute for expenditure of supplemental and concentration funds*

- To increase or improve services for *English learners, low income students* and *foster youth* in proportion to the increase in funds apportioned on the basis of the number of unduplicated count of the students

- The LEA may use these funds for school-wide, or LEA-wide, purposes in a manner that is not more restrictive than the restrictions provided for in Title I of No Child Left behind."

*State Board of Education regulations by January 31, 2014

How LCFF Works

Q&A
About how
the funding works

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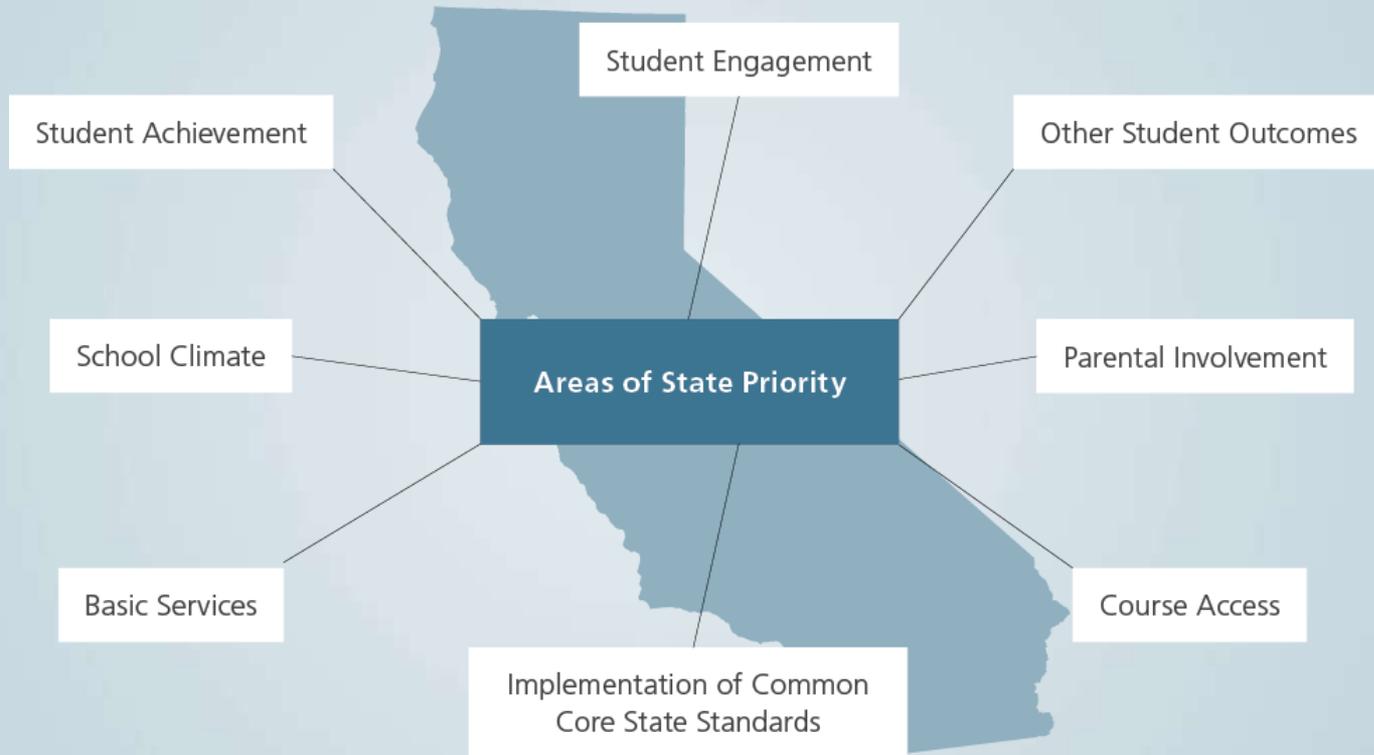FUNDING FORMULA

Local Control & Accountability Plans (LCAPs)

Overview

- Local Control Accountability Plans (LCAP)

- Governance Implications & Considerations
  - Top 6 Things Boards Can Do Now

- Remember the Key Links Between School Boards and Student Learning

- Know Your Students, Gaps & Outcomes, Research and Current Efforts and Educator Expertise

Local Control & Accountability Plans (LCAPs)

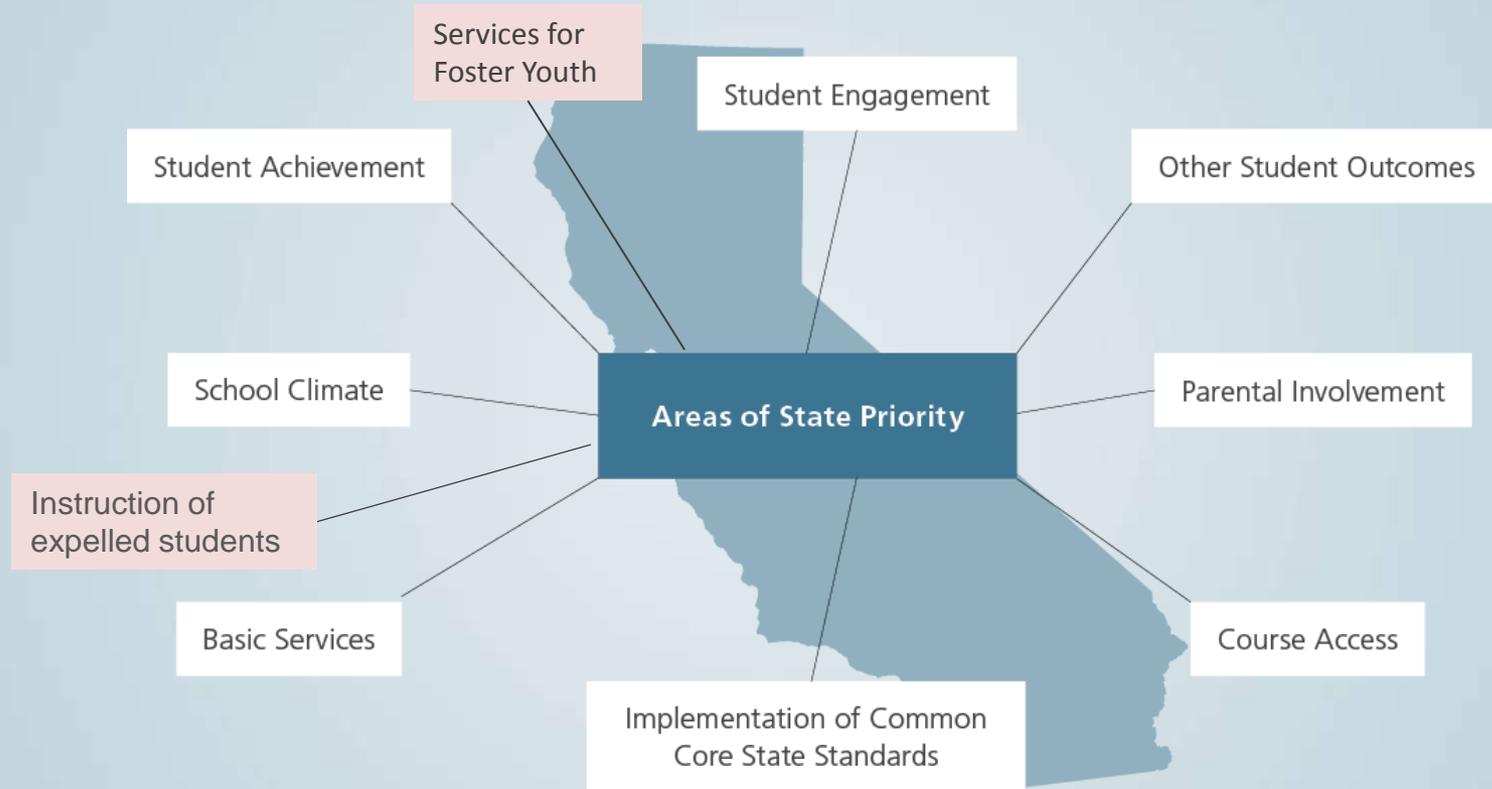**Eight Areas of State Priority Must Be Addressed in LCAPs**
(Local Control and Accountability Plan)

Student Engagement

Other Student Outcomes

Student Achievement

Parental Involvement

Areas of State Priority

School Climate

Course Access

Basic Services

Implementation of Common Core State Standards

Source: Legislative Analyst's Office, "An Overview of the Local Control Funding Formula" (07/13)

Local Control & Accountability Plans (LCAP)

Local Control & Accountability Plans (LCAPs)

Ten Areas of State Priority Must Be Addressed by COEs

Services for Foster Youth

Student Engagement

Student Achievement

Other Student Outcomes

School Climate

Areas of State Priority

Parental Involvement

Instruction of expelled students

Basic Services

Course Access

Implementation of Common Core State Standards

Source: Legislative Analyst's Office, "An Overview of the Local Control Funding Formula" (07/13)

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Local Control & Accountability Plans (LCAPs)

Local governing boards must adopt LCAP using a template adopted by the SBE on or before July 1, 2014. LCAPs shall be effective for 3-year periods and be updated on or before July 1 of each year.

- Plans must be aligned to the LEA budget and shall include for the LEA and each school a description of:
  - Annual goals for all pupils and each subgroup to be achieved for each of the state priorities identified in statute and any additional local *priorities identified by the local governing board;*
  - Specific actions the LEA will take during each year to achieve the annual goals
  - "Specific actions" in the LCAP shall not supersede provisions in existing local bargaining agreements

ANNUAL LCAP UPDATE

On or before July 1 of 2015, and each year thereafter, a school district and county board shall update the LCAP to include:

- A review of changes in the applicability of and progress toward LCAP goals

- An assessment of the effectiveness of the LCAP's specific actions and a description of any changes to those specific actions

- A listing and description of the expenditures implementing the LCAP and for districts, listing the expenditures for the specific changes made as a result of the annual review

- A listing and description of expenditures for that fiscal year that will serve LI, FY, EL and pupils redesignated as fluent English proficient

LCFF LCAPs: Annual Goals

Annual goals must be set for *all* students and for *each* of the following subgroups:

– Ethnic subgroups

– Socioeconomically disadvantaged students

– English learners

– Students with disabilities

– Foster youth

Local Control & Accountability Plans (LCAP)

LCAP Process:
Transparency & Involvement

District Governing Boards & County Superintendents must:

- Consult with teachers, principals, administrators, other school personnel, local bargaining units, parents and pupils in *developing* the LCAP.

- Establish Parent Advisory Committee to provide advice to board and superintendent on LCAP requirements

- Establish an English Learner Parent Advisory Committee if LEA English learner enrollment is at least 15% and 50 pupils

Transparency & Written Comment

Prior to scheduling the public hearing on the LCAP each district superintendent and county superintendent must:

- Present the LCAP for review and comment to the Parent Advisory Committee and any EL Parent Advisory Committee, and must respond in writing to comments
- Notify the public of the opportunity to submit written comments on the specific actions and expenditures proposed
- Ensure that all public notices are provided, when applicable, in languages other than English
- Ensure consistency between specific actions in the LCAP and the strategies in the Single Plan for Student Achievement

Local Control & Accountability Plans (LCAP)

Transparency & Public Process

The Governing Board in adopting the LCAP shall:

- Hold at least one public hearing to solicit recommendations and comments from the public regarding the specific actions and expenditures in the LCAP. Notice posted at least 72 hrs. before the hearing must provide location for public inspection of LCAP.

- Hold the public hearing at the same meeting as the public hearing required on the LEA budget

- At a subsequent meeting, the governing board adopts the LCAP and the LEA budget

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Transparency & Posting of LCAPs

- Approved LCAPs to be posted on LEA websites and district LCAPs and/or links posted on county office websites

- SPI to post links to LCAPs on CDE website

- Information about LCAP requirements must be included in the annual notification to pupils, parents, guardians, employees, and other interested parties

Local Control & Accountability Plans (LCAP)

Q&A

About Local Control & Accountability Plans (LCAPs)

Governance Implications & Considerations

Overview

- Top 6 Things Boards Can Do Now

- Governance First

- Remember the Roles of Boards & LCFF

Governance Implications & Considerations

Overview

- Remember the Key Linkages Between School Boards and Student Learning

- Know your Students (African American, Latino, English Learner, Low Income, Foster Youth)

- Know Gaps & Outcomes for your Students

- Know Current Efforts and Educator Expertise

- Know the Research

Governance Implications & Considerations

Top 6 Things Boards Can Do Now

- Hold public study sessions to review LCFF and LCAP statutes

- Establish LEA-wide committees as needed*

- Look at and understand your data
  - Pupil data
  - Financial data
  - Current use of resources data

*Superintendent responsibility in County Offices of Education

Governance Implications & Considerations

Top 6 Things Boards Can Do Now

- Set LEA goals and strategies for subgroup improvement

- Be patient, many of the rules will follow—don't lock your budget into long-term commitments that might not let you comply when the LCAP is done

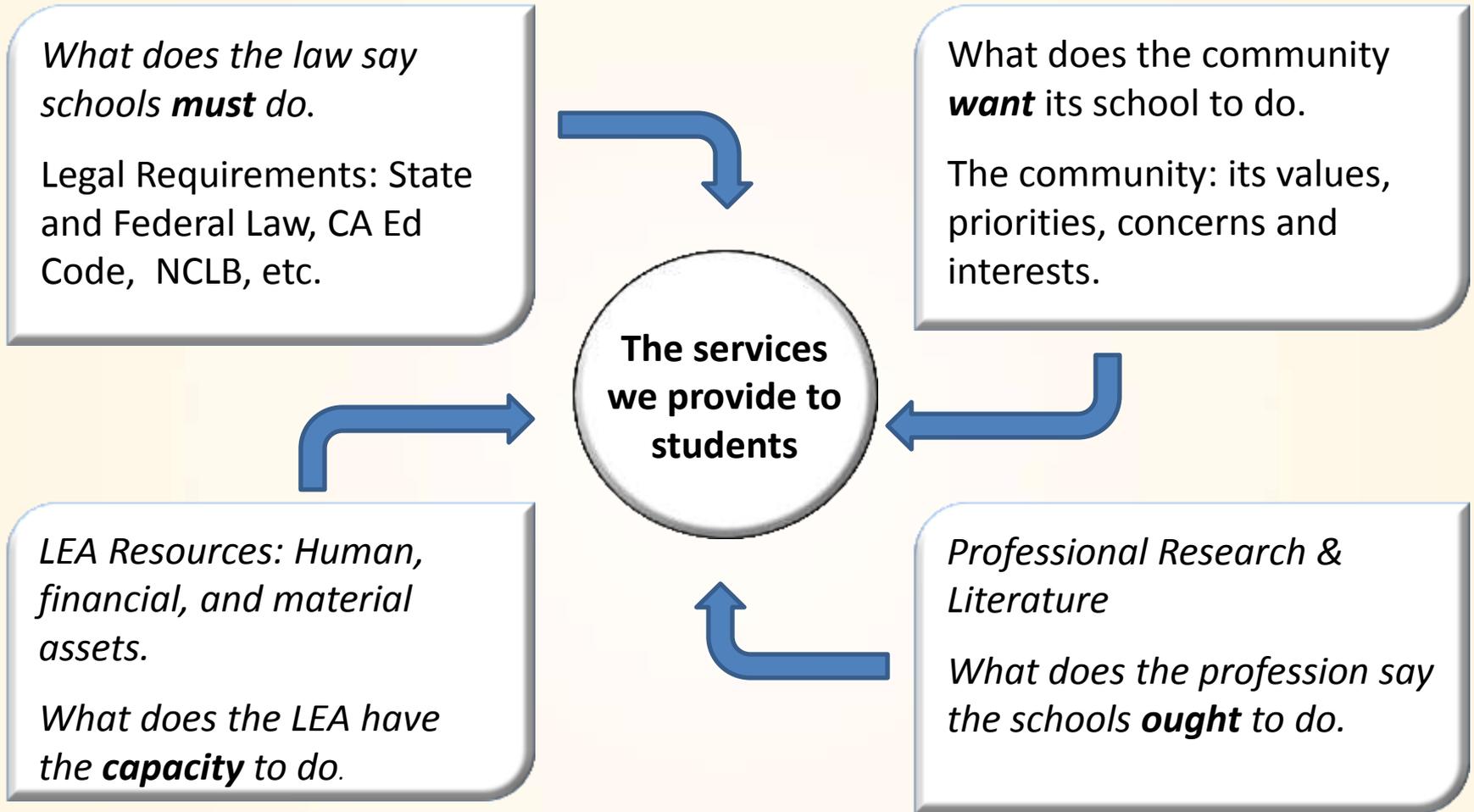- Start your budget planning process for the next school year now

Governance Implications & Considerations

Governance First

Big Change, Big Push Back (The Peril of 2nd Order Change)

More Flexibility, More Accountability

Budget Problems, Investment Solutions
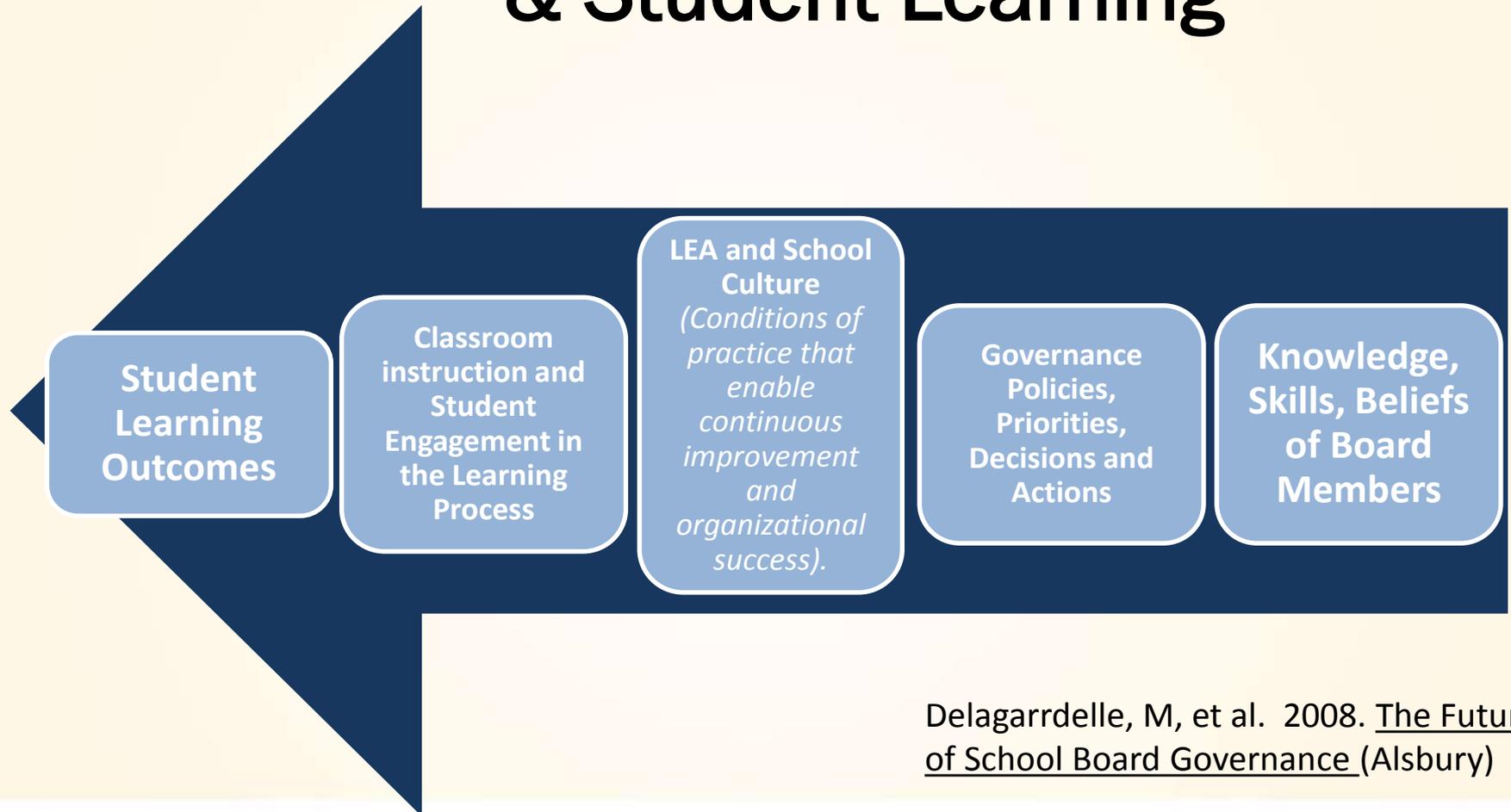
Governance Implications & Considerations

Roles of Boards & LCFF

*What does the law say schools **must** do.*

Legal Requirements: State and Federal Law, CA Ed Code, NCLB, etc.

What does the community **want** its school to do.

The community: its values, priorities, concerns and interests.

The services we provide to students

LEA Resources: Human, financial, and material assets.

*What does the LEA have the **capacity** to do.*

Professional Research & Literature

*What does the profession say the schools **ought** to do.*

Governance Implications & Considerations

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Key Linkages Between School Boards & Student Learning

Student Learning Outcomes

Classroom instruction and Student Engagement in the Learning Process

LEA and School Culture *(Conditions of practice that enable continuous improvement and organizational success).*

Governance Policies, Priorities, Decisions and Actions

Knowledge, Skills, Beliefs of Board Members

Delagarrdelle, M, et al. 2008. <u>The Future of School Board Governance</u> (Alsbury)

Governance Implications & Considerations

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Think Differently

Think investments not budgeting:

Consider the programs, professional development, & other resources as investments in students & all of our futures

Think assets not just needs:

Students bring experience & knowledge, e.g., ELs two cultures & languages; parents bring knowledge of students and community

Know Your Students

LCFF requires accountability for:

- Ethnic subgroups

- Socioeconomically disadvantaged

- English learners

- Foster youth

- Students with disabilities

Look deeper within subgroups to see who is struggling: e.g., African American males; long term ELs; newcomers?

African American Student Outcomes in California

- **California Standards Test Proficient or Advanced**
  - 4th Grade ELA: 53%
  - 4th Grade Math: 59%
  - 8th Grade ELA: 43%
  - 8th Grade Math: 20%
- **Drop out**
  - 22.1 Cohort Dropout Rate (3x's the rate of White students)
- **Discipline**
  - *Highly overrepresented*: 6.5 % of enrollment, 19 % of suspensions. (CDE, 2013)

Governance Implications & Considerations

Latino Student Outcomes In California

- **California Standards Test Proficient or Advanced in**
  - 4th Grade ELA: 49%
  - 4th Grade Math: 66%
  - 8th Grade ELA: 44%
  - 8th Grade Math: 25%
- **Dropout**
  - 16.1% Cohort Dropout Rate (more than twice the rate of White students)
- **Discipline**
  - Slightly overrepresented: 52% of enrollment, and 54% of suspensions/expulsions (CDE, 2013)

Governance Implications & Considerations

EL Student Outcomes in California

- **California Standards Test Proficient or Advanced**
  - 4th Grade ELA: 33%
  - 4th Grade Math: 54%
  - 8th Grade ELA: 9%
  - 8th Grade Math: 12%
- **Dropout**
  - 23.6% Cohort Dropout Rate
- **Discipline**
  - *22% of suspensions and expulsions (& 22% of the student population). However, Latino ELs somewhat overrepresented among ELs suspended/expelled: 93% vs. their 85% share of EL population*
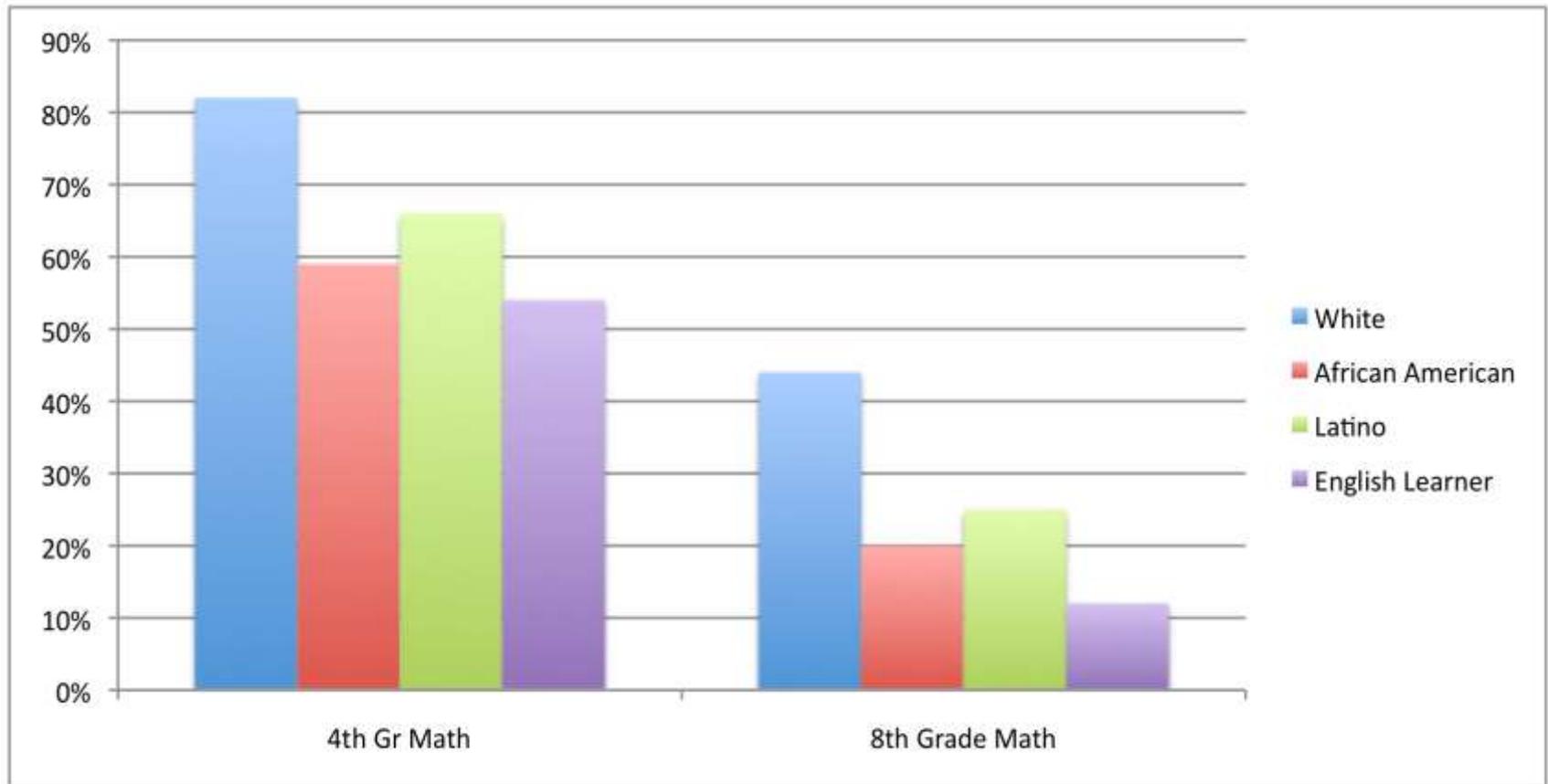
4th & 8th Grade CST ELA* Subgroup Comparison
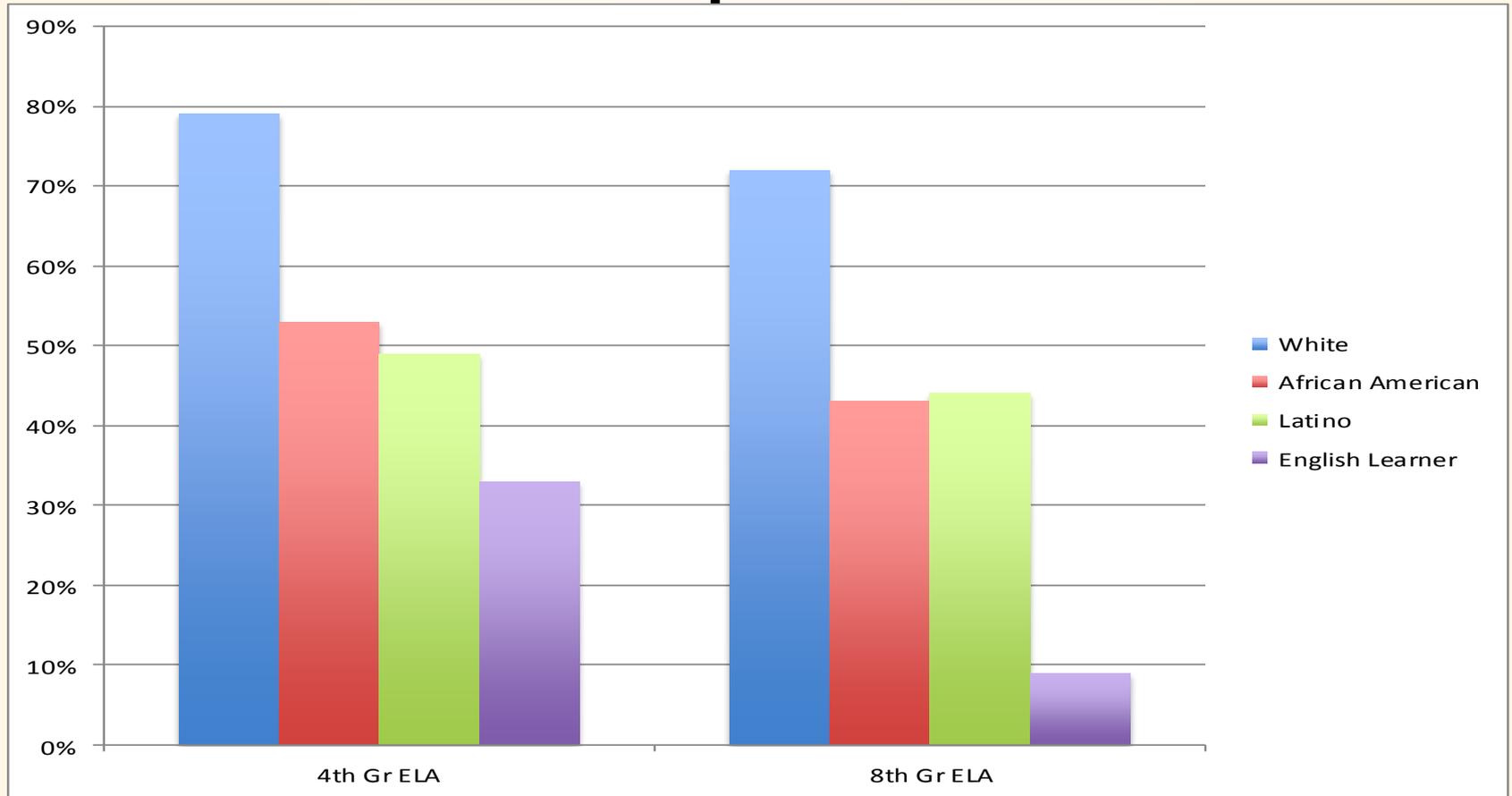
*California Standards Test   English-Language Arts

4ᵗʰ & 8ᵗʰ Grade CST* Math Subgroup Comparison

*California Standards Test

Governance Implications & Considerations

Know Gaps & Outcomes
for Your Students

- Different gaps: e.g., test scores, engagement, graduation—need different strategies

- LEA-wide gaps need systematic capacity building

- Specific gaps may respond to targeted programs

Governance Implications & Considerations

Know Current Efforts and Educator Expertise

- How are current efforts working? What to expand, change, abandon?

- What is the expertise of teachers and administrators to work with struggling students?

- How are these human resources deployed?

Governance Implications & Considerations

Know the Research

5 Research-supported approaches (Low Income, English Learners, Foster Youth):

1. High quality additional time (pre-school, summer, after school programs)
2. Full-service community schools
3. Alternative discipline approaches
4. Culturally relevant pedagogy
5. Strategies for teaching English Learners with diverse needs

Governance Implications & Considerations

Golden Bell Award Winner:
Strategies for Teaching English Learners

- English Learner Immediate Support & Resource Allocation (ELISANDRA) Project (Sanger Unified School District, Fresno County)
  - *Peter Filippi, Board President; Marcus Johnson, Superintendent; Richard Smith, Deputy Superintendent; Tim Lopez, Academic Officer*

- The English Learner Immediate Support and Resource Allocation (ELISANDRA) Project consists of *three components* to enhance language acquisition and student achievement of English Learners through *staff training* of academic language, *teaching of higher order thinking* and reading strategies, a formative language *assessment* system and process to *monitor implementation*

- For additional information on Golden Bell Winners please visit our website: www.csba.org and http://gb.csba.org/Default.aspx

- 2013 Golden Bell Winners will be announced in October

Governance Implications & Considerations

Q&A

About Governance Implications & Considerations

Governance in the Real World

Evaluation Rubrics Adopted by the State Board of Education

The SBE must adopt by October 1, 2015, "evaluation rubrics" to *assist*:

- A district, COE, or charter school in evaluating its strengths, weaknesses and areas that require improvement
- A county superintendent in identifying school districts in need of technical assistance and charter schools in need of assistance by the California Collaborative for Educational Excellence ("CCEE")
- The SPI in identifying districts and COE's for which intervention is warranted
- Charter authorizers when considering charter revocation

Governance in the Real World

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Review of the LCAP by the County Superintendent or SPI

A district board must file with the County Superintendent and a county board must file with the SPI the LCAP within 5 days of adoption

- The County Superintendent or SPI may seek on or before Aug. 15 clarification of the LCAP and the governing board must respond in writing within 15 days
- Following receipt of the response, the County Supt or SPI may submit recommended amendments to the LCAP which the governing board must meet and consider within 15 days of receipt
- The County Superintendent or SPI shall by Oct. 8 approve the LCAP if the:
  - LCAP adheres to the template adopted by the SBE
  - Budget includes expenditures sufficient to implement actions and strategies in the LCAP
  - LCAP adheres to expenditure requirements in SBE regulations for funding apportioned on the number and concentration of unduplicated pupils

Technical Assistance Provided by the County Superintendent or SPI

If the County Superintendent or the SPI does _not_ approve an LCAP, he/she must provide technical assistance that may include, but not limited to:

- Identifying in writing the LEA's strengths and weaknesses regarding the state's priorities

- Assigning an academic expert, a team of experts, or another school district to assist a district or another county office to assist a COE improve subgroup outcomes

- Requesting that the SPI assign the CCEE to provide assistance

A district or county board may request and pay for technical assistance but the County Superintendent or SPI must provide it when a district or COE fails to improve student achievement for one or more subgroup across more than one state priority

Governance in the Real World

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California Collaborative for Educational Excellence

- The CCEE has been established to advise and assist school districts, county superintendents, and charter schools in achieving LCAP goals

- The SPI may direct the CCEE to advise and assist a district, county superintendent, or charter school if the SPI determines it necessary to accomplish LCAP goals

- The SPI, with approval of the SBE shall contract with an LEA or a consortium of LEA's to serve as the CCEE's fiscal agent

- A County Superintendent after providing technical assistance to a district or charter school, may request the SPI to direct the CCEE to provide advice and assistance

Governance in the Real World

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Coordination of CCEE Assistance by a Fiscal Agent

- A fiscal agent, at the direction of the CCEE, shall contract with individuals, LEA's, and organizations to assist districts, COE's and charter schools in addressing:
  - the state's priorities
  - the needs of special pupil populations
  - the quality of teaching
  - the quality of district and schoolsite leadership

Identifying Districts and COE's in Need of Intervention

The SPI, with the approval of the SBE, may identify districts and COE's in need of intervention. The SPI shall only intervene if _both_ of the following criteria are met:

1) The LEA did not improve the outcomes for three or more student subgroups, or all subgroups in LEAs with less than three subgroups, in more than one state _or local priority_ in 3 out of 4 consecutive school years

2) The LEA failed or was unable to implement the recommendations of the CCEE _or_ if the inadequate performance of the LEA, based on the SBE's evaluation rubric, is so persistent or so acute that the SPI is required to intervene

Governance in the Real World

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State Intervention

With SBE approval, the SPI may intervene by taking one or more of the following actions:

- Make changes to the LEA's LCAP
- Impose a budget revision in conjunction with the revisions to the LCAP to improve outcomes of all subgroups in the LCAP
- Stay or rescind an action, if that action is not required by a bargaining agreement, that would prevent the LEA from improving outcomes for all subgroups in the LCAP
- Appoint an academic trustee

The SPI must notify superintendents and governing boards of any action by the SBE directing the SPI to intervene

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Ultimate Intervenor – Compliance Complaints

- School districts, county superintendents and charter schools are subject to complaints for noncompliance with the LCFF

- Complaints are filed via the uniform complaint procedures (UCP) and may be filed anonymously

- District boards, county superintendents and charter schools must establish or revise UCP policies to include LCFF complaints by June 30, 2014

- CSBA will be issuing a sample board policy in December

Governance in the Real World

Charter Schools Under the LCFF

- LCAP submitted to the charter authorizer and the County Superintendent by June 30 except LCAP of County Board authorized charter submitted to SPI

- Charter authorizer must provide technical assistance when outcomes are not improved

- Charter authorizer may request the SPI, *with SBE approval*, assign CCEE to provide advice and assistance

- SPI may independently or at the request of a county superintendent, assign the CCEE to assist a charter school

- Charter authorizers not required to have separate budget and LCAP hearings

- Charter authorizers not required to seek clarification, make recommendations, or approve the LCAP

- Charter authorizer may revoke a charter for failure to improve after assistance from CCEE

- SBE may, if recommended by the SPI, revoke any charter for failure to improve pupil outcomes across multiple state and school priorities

Governance in the Real World

Q&A

About Governance in the Real World

Negotiating Change in the Workplace

Collective Bargaining Implications
& Considerations

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Collective Bargaining- Preliminary Considerations

- Pent-up demand for salary and benefit increases
- 8 Year Funding Target based on Prop 30 & growth
- Ongoing/One-time funding
- Restricted/Unrestricted funding
- Difficulty of comparison with like districts
- No waiver in LCFF of Duty to Bargain
- Response to demands to bargain and to consult both the LCFF and Common Core implementation
- Response to information requests
- Scope of Bargaining issues

Negotiating Change in the Workplace

Collective Bargaining- Potential Subjects of Negotiation

- Work Day

- Work Year

- Class Size

- Compensation including health benefits

- Evaluations

- Professional Development

- Promotions

- Transfers

Negotiating Change in the Workplace

Collective Bargaining- Prepare the Bargaining Team

- Identify if contract is expired, closed or subject to re-openers
- Review existing contract language including formulas
- Implement Subsidiarity - know and <u>own</u> your data
- Prepare to track increase or improvement in services and programs for unduplicated pupils in proportion to increase in funding allocated because of these subgroups
- Train bargaining team members
- Prepare for influence of Parent Advisory Committees, civil rights and other advocacy and community groups
- Consult legal counsel for LCAP goals and specific actions that are potentially subject to collective bargaining.
- Prepare to include specific references in the LCAP to any future bargaining obligations

Negotiating Change in the Workplace

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Critical Compliance Considerations

Consultation

Description

Presentation

Solicitation

Adoption

Clarification

Tech Assistance

Intervention

Compliance Complaint

Negotiating Change in the Workplace

Q&A

Negotiating Change in the Workplace

What Now?

LCFF Key Dates

- ## January 2014
  - State agencies update standards for adoption of local budgets
  - State Board adopts regulations on expenditure of supplemental and concentration funds
  - Changes recommended to revise the Academic Performance Index

- ## March 2014
  - State Board adopts template for Local Control and Accountability Plans (LCAPs)

- ## June/July 2014
  - Local educational agencies have established local policies to implement
  - Local educational agencies adopt LCAP aligned with budget

- ## October 2015
  - State Board adopts rubrics for evaluation and technical assistance

What now?

Know your LCFF Governance Calendar

- Fall: Stakeholder meetings/Goal setting

- Winter: Tie budget to priorities

- Spring: Finalize budget / LCAP adoption

- Summer: Report outcomes and align work

What now?

CSBA Resources

Board Policies and the LCFF

- Board Policy including compliance complaint in the UCP due by June 30, 2014

- CSBA will be releasing some sample LCFF Policy and Regulations in October

- Over 80 policies, regulations and exhibits are being created or considered for revision including parent involvement, UCP, budget, charter oversight, LCAP and intervention

CSBA Resources

Use CSBA Resources

Tools

- www.csba.org
- 1-800-266-3382

Services

- Governance Consulting Services
- Policy Updates
- 2013 Annual Education Conference
- Masters in Governance
- Office of General Counsel

CSBA Resources