Governance First

California School Boards Association

September 30, 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

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

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.

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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.

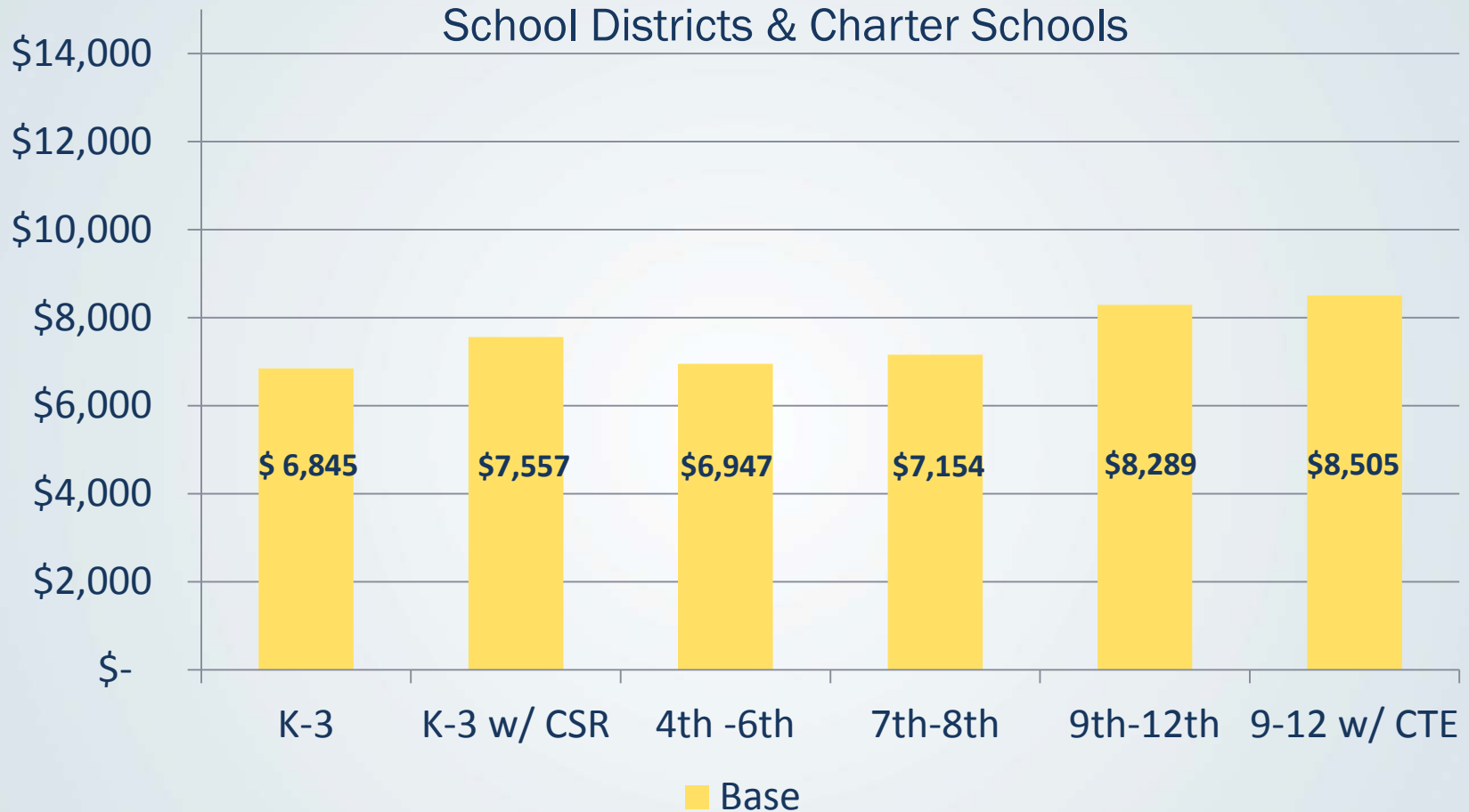*(NOTE: Supplemental and concentration grants based on unduplicated pupil counts)*

How LCFF Works

School Funding Before & After LCFF

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

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2020-21 Target Base Funding

School Districts & Charter Schools

	Base
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

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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

	K-3	K-3 w/ CSR	4th -6th	7th-8th	9th-12th	9-12 w/ CTE
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

◼ Base ◼ Supplemental

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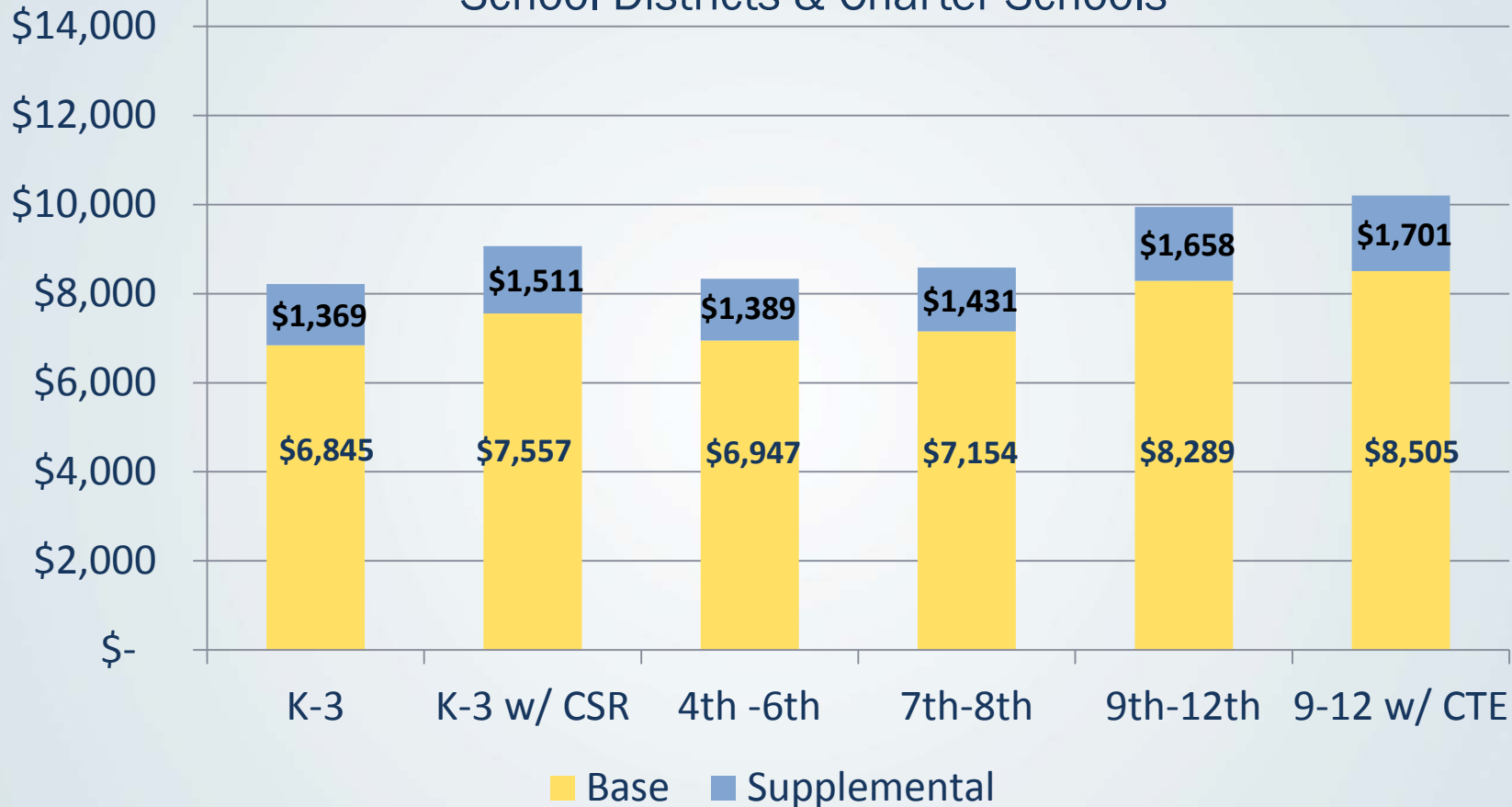
2020-21 Target Concentration Funding

Bar chart titled "School Districts & Charter Schools" showing target concentration funding by grade span.

Totals above each bar: $11,637 | $12,847 | $11,810 | $12,162 | $14,092 | $14,459

Grade Span	Base	Supplemental	Concentration
K-3	$6,845	$1,369	$3,423
K-3 w/ CSR	$7,557	$1,511	$3,779
4th -6th	$6,947	$1,389	$3,474
7th-8th	$7,154	$1,431	$3,577
9th-12th	$8,289	$1,658	$4,145
9-12 w/ CTE	$8,505	$1,701	$4,253

Legend: Base, Supplemental, Concentration

How LCFF Works

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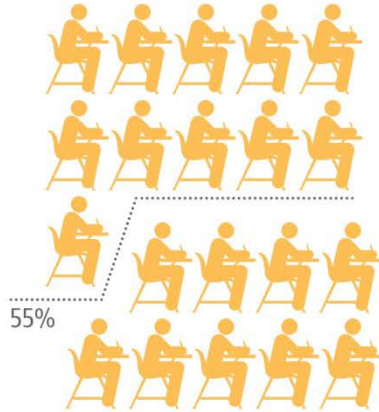
	Non-EL/LI District			EL/LI < 55%			EL/LI > 55%		
	# of students	Grant amount	Total	# of students	Grant amount	Total	# of students	Grant amount	Total
Concentration Grant	0	—	—	0	—	—	2	$3,779	$7,558
Supplemental Grant	0	—	—	11	$1,511	$16,621	13	$1,511	$19,643
Base Grant	20	$6,845	$136,900	20	$6,845	$136,900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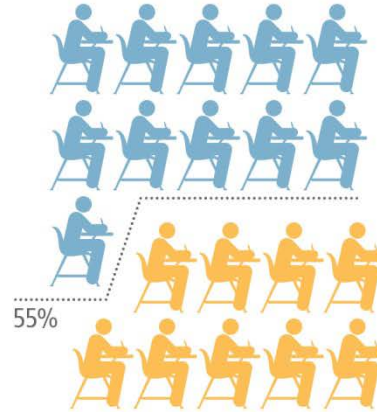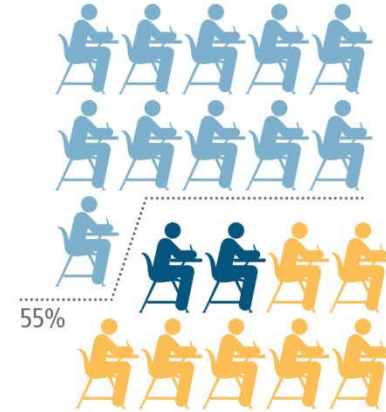
EL/LI= English learner/Low income

LCFF & Prop 98

Prop 98

Community Colleges		Community Colleges
Categorical Funding		Remaining Categorical Funding
		ERT
Revenue Limit Funding		LCFF

Old System   New System

How LCFF Works

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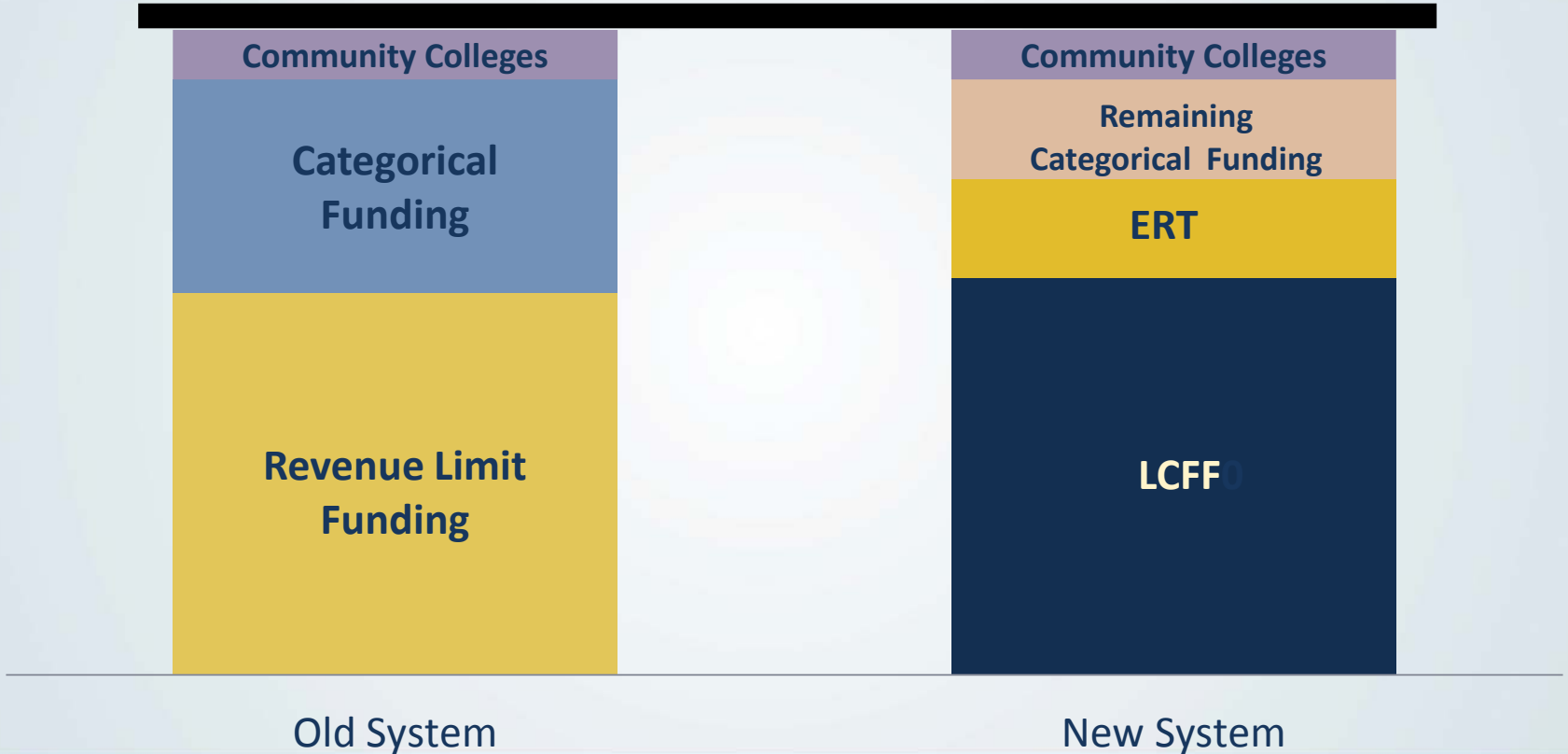
Considerations

- 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

- County Offices of Education

- Budget deviations in transition year may raise AB 1200 concerns

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

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

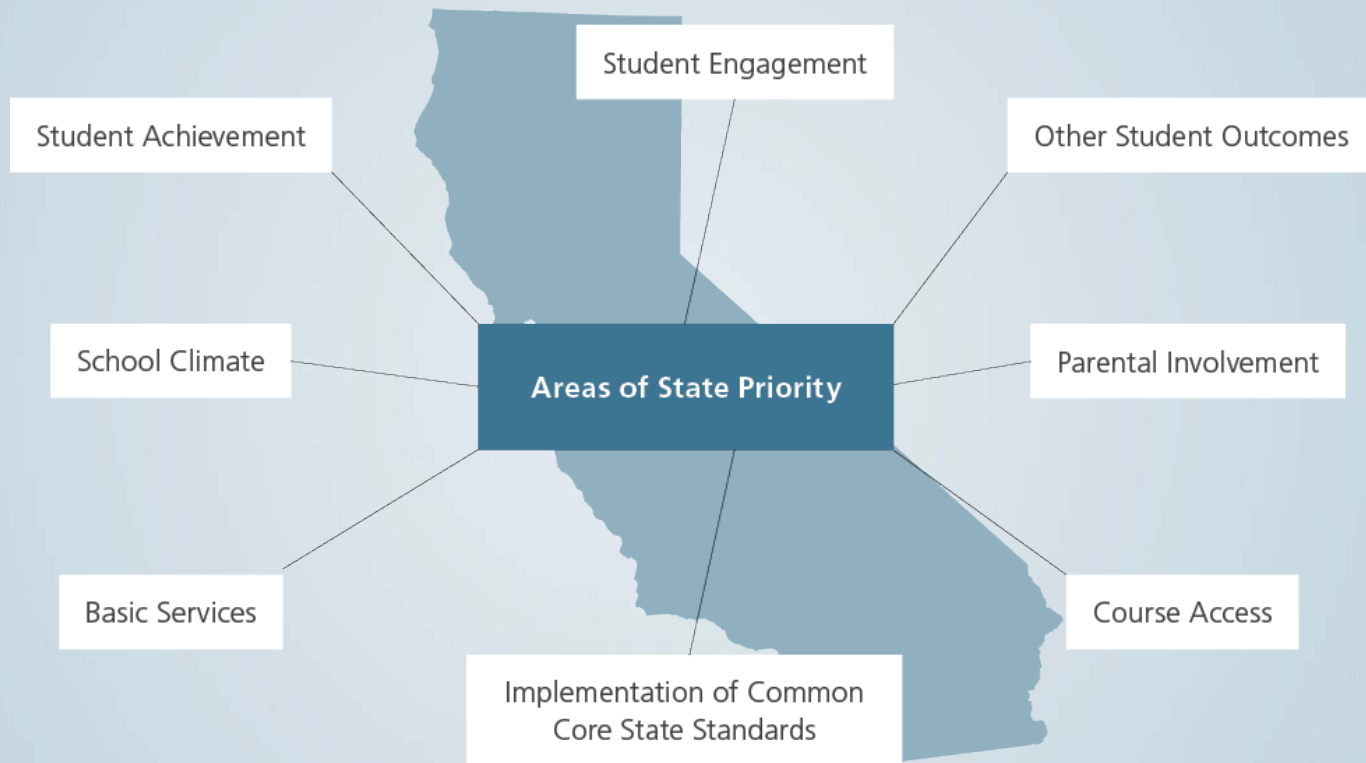How LCFF Works

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)

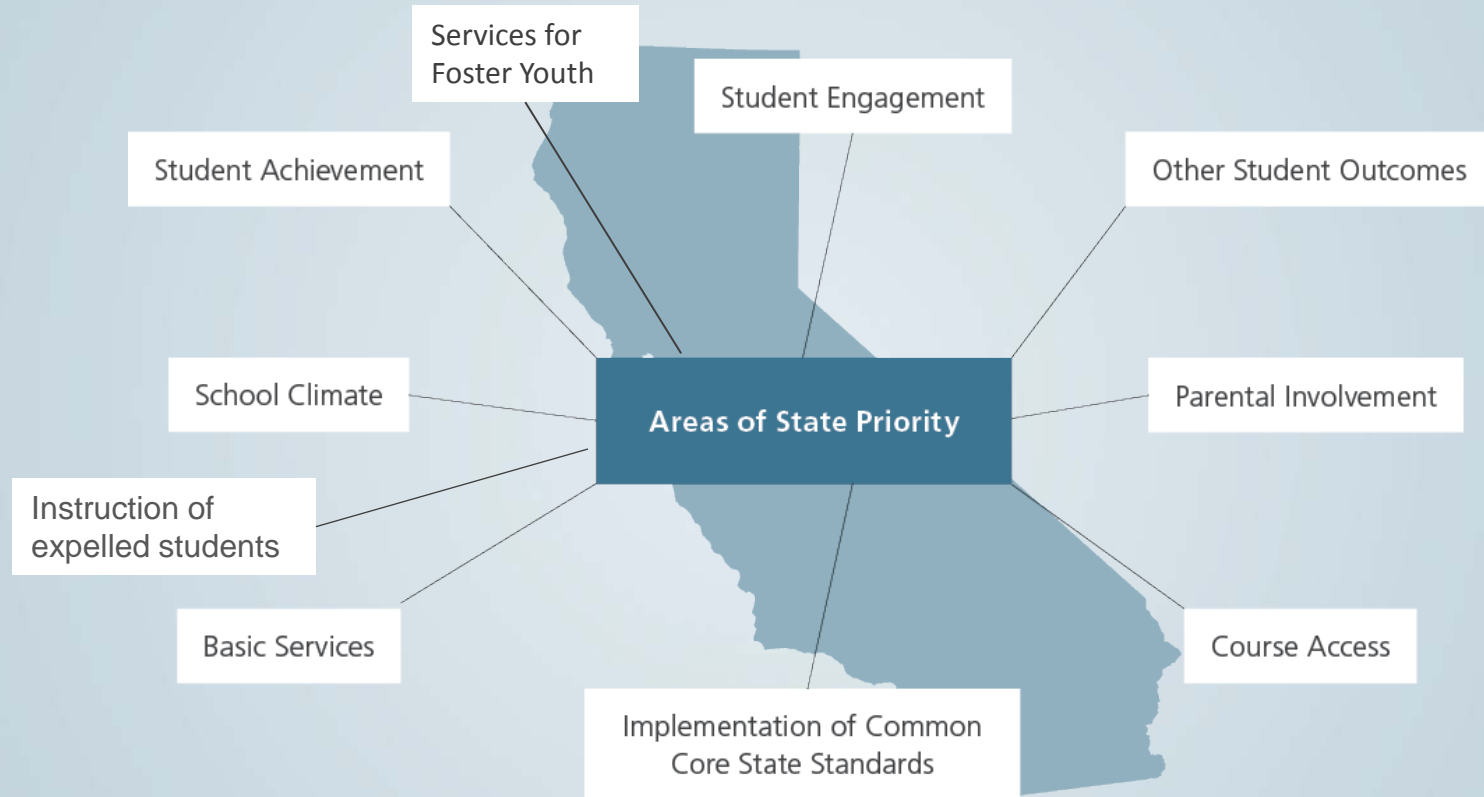## Eight Areas of State Priority Must Be Addressed in LCAPs

(Local Control and Accountability Plan)

Student Engagement

Student Achievement

Other Student Outcomes

School Climate

Areas of State Priority

Parental Involvement

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)

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. LCAP shall be 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 those goals
    - The expenditures budgeted to implement the *specific actions* in the LCAP
    - The expenditures that will serve pupils in the target groups and pupils reclassified 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, collective bargaining units, principals, administrators, other school personnel, 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 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 written comments

  - Each district and county superintendent must notify the public of the opportunity to submit written comments on the specific actions and expenditures proposed

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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 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 different meeting, the governing board adopts the LCAP and the LEA budget

Local Control & Accountability Plans (LCAP)

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

Governance Implications & Considerations

Overview

- Top 6 Things Boards Can Do Now

- Governance First
  - Big Change, Big Push Back (The Peril of 2nd Order Change)
  - More Flexibility, More Accountability
  - Budget Problems, Investment Solutions

- Remember the Role of Boards & LCFF

Overview

- Remember the key links 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
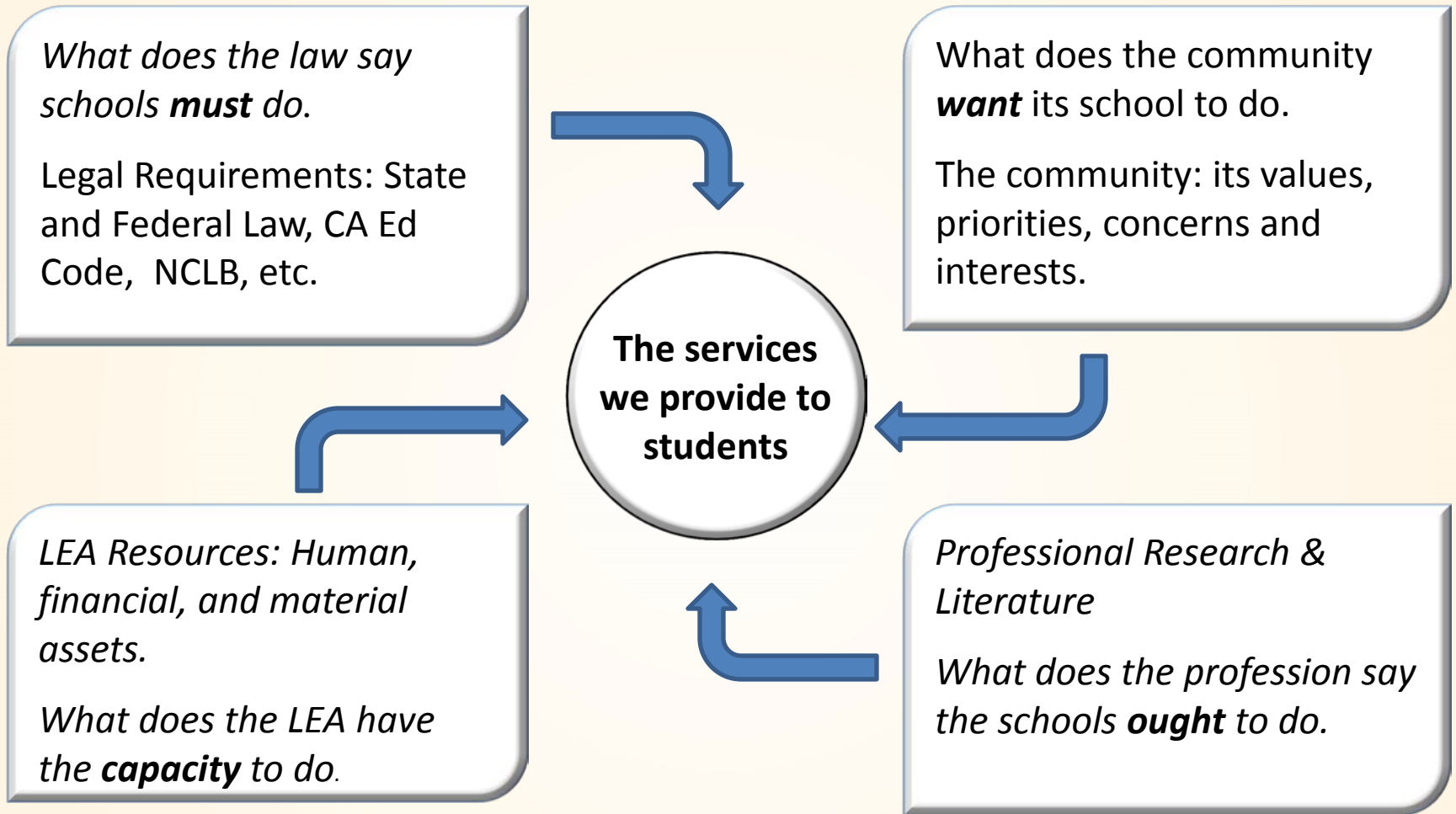
  – Current use of resources data

*Superintendent responsibility in County Offices of Education
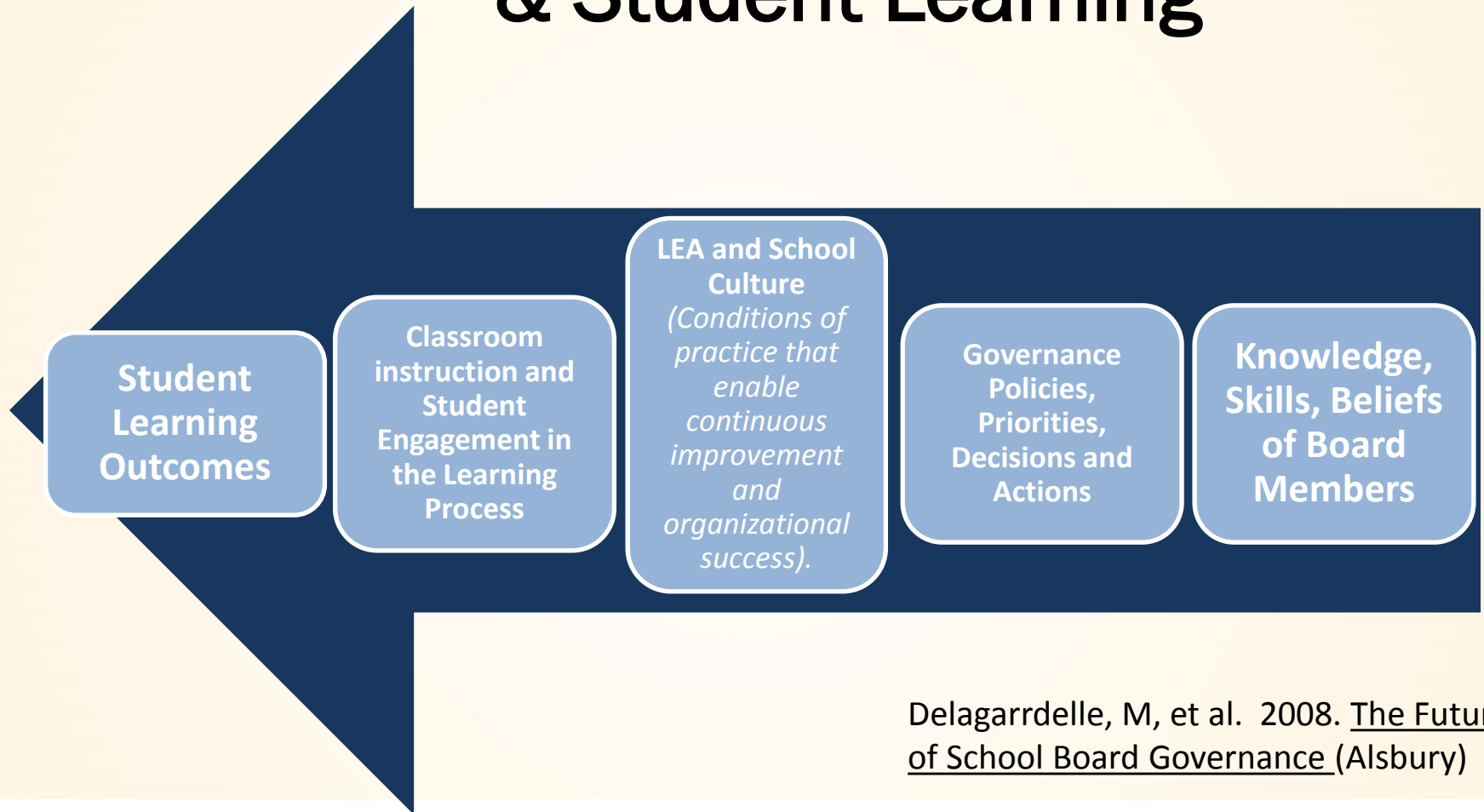
Top 6 Things Boards Can Do Now

- 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

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.*

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. The Future of School Board Governance (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.

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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.*

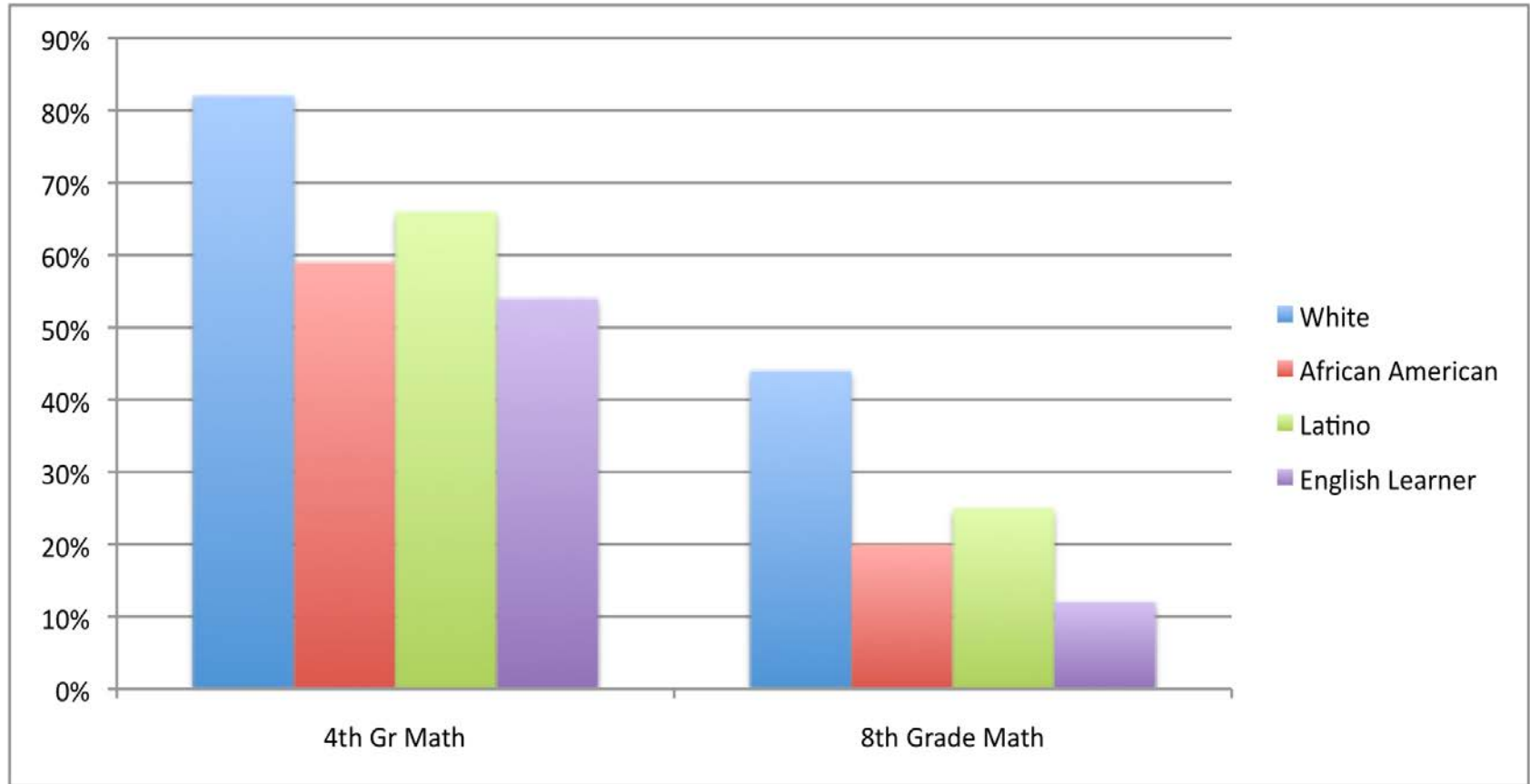# 4th & 8th Grade CST ELA* Subgroup Comparison
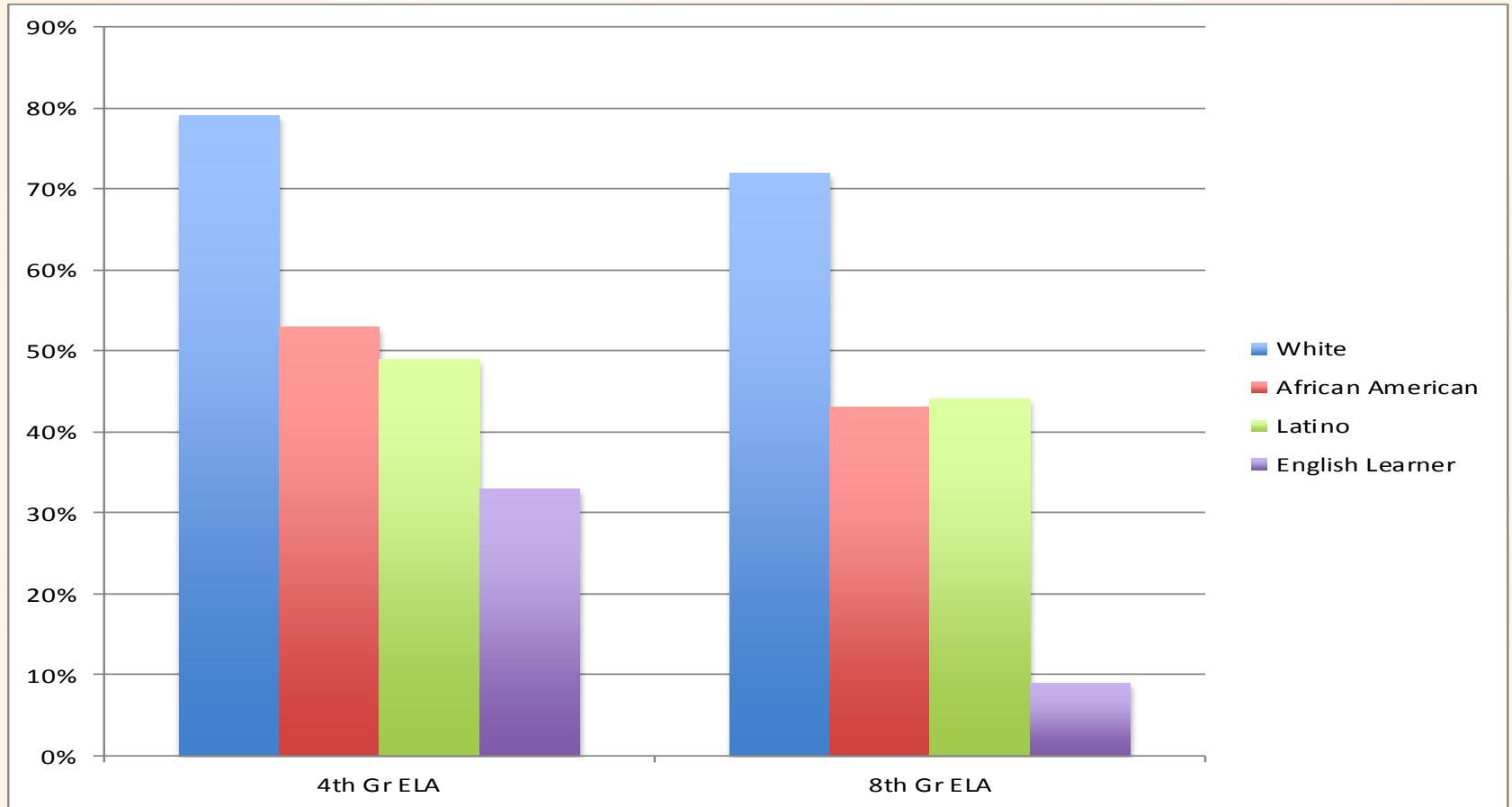
*California Standards Test   English-Language Arts

Governance Implications & Considerations

4th & 8th Grade CST* Math Subgroup Comparison

*California Standards Test

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

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

Governance in the Real World

Evaluation Rubrics to Assist in the Review of an LCAP

The SBE is to adopt by October 1, 2015, "evaluation rubrics" that reflect a "holistic multidimensional assessment" of LEA and schoolsite performance. The purpose of the rubric is 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 and the SPI in identifying county offices in need of technical assistance and the specific priorities the assistance should be focused.
- The SPI in identifying districts or county offices for which intervention is warranted.
- The SBE shall adopt standards for LEA and schoolsite performance and expectations of performance of the 8 state priorities

Governance in the Real World

LCAP Review Process 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 approval

- The County Superintendent or SPI may seek clarification of the LCAP and the board must respond in writing within 15 days
- Following receipt of the response, the County Supt or SPI may submit recommended amendments 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 template adopted by SBE
  - Budget includes expenditures sufficient to implement actions and strategies in the LCAP
  - LCAP adheres to expenditure requirements of SBE regulations.

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Technical Assistance to County Board by SPI

If the SPI does _not_ approve an LCAP, he/she must provide technical assistance, including any of the following:

- Identify the county board's strengths and weaknesses regarding the state priorities

- Assign an academic expert, a team of experts, or another county office of education or the California Collaborative for Educational Excellence ("CCEE") to assist the county board.

- A county board of education may always request technical assistance. Technical assistance provided upon request, shall be paid for by the county board of education.

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 to:

- Identify the LEA's strengths and weaknesses regarding the state's eight priorities

- Assign an academic expert, a team of experts, or another school district to assist the district or another county office to assist the COE

- Request that the SPI assign the California Collaborative for Educational Excellence ("CCEE") to provide assistance.

A district may always request and pay for technical assistance but the County Superintendent must provide it when a district fails to improve student achievement for LI, EL or FY students across more than one of the state's priorities

- Technical Assistance to COE's may be requested of or initiated by SPI

Governance in the Real World

CA Collaborative for Educational Excellence

- Purpose: "to advise and assist school districts, county superintendents of schools, and charter schools in achieving [LCAP] goals"

- Areas of assistance include state priorities, teaching quality, LEA and schoolsite leadership, and addressing needs of subgroups

- CCEE gets involved if (i) LEA requests it, (ii) oversight entity finds it necessary, or (iii) if SPI determines it necessary to help LEA accomplish LCAP goals

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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 an LEA meets _both_ of the following:

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

2) The CCEE has provided advice and assistance to the LEA and submits either of the following findings to the SPI: a) that the LEA failed or was unable to implement its recommendations; b) the inadequate performance of the LEA, based on the SBE's evaluation rubric, is so persistent or acute as to require intervention by the SPI.

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State Intervention

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

- Make changes to the LEA's LCAP

- Develop and impose a budget revision in conjunction with the revisions to the LCAP

- Stay or rescind an action, if that action is not required by a bargaining agreement and is preventing the LEA from improving outcomes for all subgroups in the LCAP

- Appoint an academic trustee to act on the SPI's behalf.

- The SPI shall notify superintendents and boards of any action by the SBE directing him/her to exercise authority in this section.

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Ultimate Intervenor – LCFF Compliance Complaints

- Complaints of noncompliance with LCFF requirements filed via uniform complaint procedures ("UCP") includes appeal to the SPI

- Complaints can be filed anonymously

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

- LCAP requirements must be included in the annual notification to pupils, parents, guardians, employees.

Governance in the Real World

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Charter Schools under the LCFF

– LCAP submitted to charter authorizer and to the County Superintendent by June 30 except SPI receives County Board authorized charter's LCAP

– Authorizer may provide technical assistance and in some instances must provide assistance when outcomes are not improved

– Authorizer may request, with SBE approval, that SPI assign CCEE to provide advice and assistance

– LCFF does not impose separate budget or LCAP hearing requirements on charters

– Authorizers not authorized by statute to ask clarifying questions or to make recommendations to charter school board about the LCAP

– Authorizer may revoke charter for failure to improve after assistance from CCEE. Revocation not subject to administrative appeal

– SBE empowered to revoke any charter for failure to implement CCEE recommendations or to improve LCAP student outcomes

Governance in the Real World

Negotiating Change in the Workplace

Collective Bargaining Implications
& Considerations

Collective Bargaining- Preliminary Considerations

- 8 Year Funding Target based on growth & Prop 30
- Pent-up demand for salary and benefit increases
- Restricted/Unrestricted funding/Reserves
- Ongoing vs. One-time funding
- Difficulties of comparisons with like districts
- No waiver of Duty to Bargain
- Responding to information requests
- Responding to demands to bargain and consult LCFF and Common Core implementation
- Scope of Bargaining issues

Negotiating Change in the Workplace

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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

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Collective Bargaining- Prepare the Bargaining Team

- Expired, re-openers, or closed contracts
- Review existing contract language including formulas
- Subsidiarity - know and own your data
- Prepare to track increase or improvement in services and programs for unduplicated pupils in proportion to increase in funding
- Train bargaining team members
- Prepare for influence of Parent Advisory Committees and advocacy groups

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SB 97 Additions

- Budget trailer bill adds "local bargaining units" as a group the district board and county superintendent must "consult" with in developing the LCAP

- Adds that the specific actions adopted by the Board in the LCAP "shall not supersede the provisions of the existing local collective bargaining agreements"

- Consult legal counsel for LCAP goals that are potentially subject to collective bargaining.

- Prepare to include references in LCAP to any future bargaining obligations

Negotiating Change in the Workplace

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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?

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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

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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