California Department of Education

Executive Office

SBE-002 (REV. 11/2017)

memo-imb-amard-dec19item01

# **MEMORANDUM**

DATE: December 12, 2019

TO: MEMBERS, State Board of Education

FROM: TONY THURMOND, State Superintendent of Public Instruction

SUBJECT: Update on the Implementation of the Local, State and Federal Accountability and Continuous Improvement System: Local Control Funding Formula Eligibility for Differentiated Assistance for Districts, County Offices of Education, and Charter Schools

## Summary of Key Issues

Under Local Control Funding Formula (LCFF), local educational agencies (LEAs) including districts, county offices of education (COEs), and charter schools are eligible for differentiated assistance based on their performance on the California School Dashboard (Dashboard). The Dashboard can be accessed at <https://www.caschooldashboard.org/>.

The 2019 Dashboard was released on December 12, 2019, and based on results of state and local indicators, 333 districts and COEs are eligible for differentiated assistance. Approximately 179 districts and COEs that were eligible for differentiated assistance in 2018 are no longer eligible for assistance in 2019. An additional 125 new districts and COEs are eligible for assistance in 2019. In this first year of differentiated assistance eligibility for charter schools, 32 charter schools are eligible based on the criteria outlined in this memorandum. The files containing the assistance status for districts and COEs and charter schools is available on the Local Control Funding Formula web page at <https://www.cde.ca.gov/fg/aa/lc/>.

The 2019 Dashboard results show a positive trend for most of the state indicators, including the Academic Indicator, Suspension Rate, Graduation Rate, and College\Career Indicators. However, the Chronic Absenteeism Indicator showed increases in chronically absent students (students who are absent 10 percent or more of the instructional days they were enrolled). Note that since this is the first year of the English Learner Progress Indicator (based on the new English language proficiency assessment), there is no trend data for this measure.

Between 2018 and 2019, there was a **decrease** in the number of districts and COEs in need of additional support based on data from every student group. The number of LEAs that were identified for differentiated assistance because of one of the following low performing student groups decreased from 2018 to 2019:

* Students with disabilities decreased to 187 in 2019 from 243 in 2018
* Homeless students decreased to 98 in 2019 from 145 in 2018
* Foster youth decreased to 101 in 2019 from 106 in 2018

One additional change with the 2019 Dashboard is with two years of the new English Language Proficiency Assessments for California (ELPAC) data now being available, the State Board of Education approved the use of the “Very Low” ELPI Status for LCFF LEA differentiated assistance determinations. In 2019, 9.0 percent of LEAs were in the “Very Low” Status category, 23.7 percent were in “Low” Status, 41.8 percent were in “Medium” Status, 18.9 percent were in “High” Status, and 6.5 percent were in “Very High” Status.

It should be noted that there were significant changes in the California School Dashboard (Dashboard) between 2017 and 2018. As a result, Dashboard results between these two years should not be compared. The results of the 2018 and 2019 Dashboards are more comparable and provide insight on year to year trends.

This Memorandum provides an overview of the differentiated assistance eligibility criteria for: 1) districts and COEs, and 2) charter schools (whose first year of LCFF identification is this year). For districts and COEs, a state-level overview is provided for the number of student groups meeting the state indicator criteria, local indicator, geographic distribution, and student group performance. For charter schools, the number of student groups that met the state indicator criteria and geographic distribution is provided. Finally, Attachment 1 contains a list of all updates and changes to the 2019 Dashboard.

## Eligibility for Differentiated Assistance

The student groups used to determine LEAs eligible for differentiated assistance using state indicator criteria include:

* English learners (EL)
* Socioeconomically disadvantaged (SED)
* Foster youth (FOS)
* Homeless youth (HOM)
* Students with disabilities (SWD)

Racial/ethnic groups, including:

* American Indian/Native Alaskan (AI)
* Asian (AS)
* Black/African-American (AA)
* Filipino (FI)
* Hispanic/Latino (HI)
* Pacific Islander (PI)
* Two or More Races (TOM)
* White (WH)

Table 1 identifies the student group state indicator and local indicator criteria by LCFF state priority area for districts and COEs.

### Table 1: Local Control Funding Formula Priority Areas for Districts and County Offices of Education

| **LCFF State Priority Areas 1–5** | **LCFF State Priority Areas 6–10** |
| --- | --- |
| ***Basics (Priority 1)***   * *Not Met for Two or More Years* on Local Performance Indicator | ***School Climate (Priority 6)***   * *Red* on Suspension Rate Indicator, **or** * *Not Met for Two or More Years* on Local Performance Indicator |
| ***Implementation of State Academic Standards (Priority 2)***   * *Not Met for Two or More Years* on Local Performance Indicator | ***Access to a Broad Course of Study (Priority 7)***   * *Not Met for Two or More Years* on Local Performance Indicator |
| ***Parent Engagement (Priority 3)***   * *Not Met for Two or More Years* on Local Performance Indicator | ***Outcomes in a Broad Course of Study (Priority 8)***   * *Red* on College/Career Indicator (CCI) |
| ***Pupil Achievement (Priority 4)***   * *Red* on both English language arts (ELA) and math tests, **or** * *Red* on English language arts or math test **and** *Orange* on the other test * English Learner Progress Indicator (ELPI) Status of*Very Low* (English Learner Student Group Only) (Note: Only the ELPI Status is available in 2019) | ***Coordination of Services for Expelled Pupils – COEs Only (Priority 9)***   * *Not Met for Two or More Years* on Local Performance Indicator |
| ***Pupil Engagement (Priority 5)***   * *Red* on Graduation Rate Indicator, **or**   *Red* on Chronic Absence Indicator | ***Coordination of Services for Foster Youth—COEs Only (Priority 10)***  *Not Met for Two or More Years* on Local Performance Indicator |

### Eligibility Criteria for Districts and County Offices of Education

Districts and COEs are eligible for differentiated assistance based on:

1. Student group performance in two or more LCFF state priority areas (**Method 1**),
2. Performance on local indicators in two or more priority areas (**Method 2**), or,
3. A combination of student group and local indicator performance in two or more priority areas (**Method 3**).

### Eligibility Criteria for Charter Schools

Beginning in 2019–20, charters are also eligible for differentiated assistance based on state indicators alone. Only charters with Dashboard data from 2017, 2018, and 2019 are eligible for differentiated assistance. Both locally-funded and direct-funded charters are considered charters for the purpose of the Dashboard.

There are two sets of rules that apply to charters for determinations of assistance eligibility under LCFF:

1. Charters with three or more student groups
2. Charters with fewer than three student groups

Charters with three or more student groups are eligible for differentiated assistance when at least three student groups meet the following criteria in each of the three years:

* Each of **at least three student groups** must have at least one Red state indicator for all three years (it does not need to be the same indicator, but must be the same student group for all three years). Note: for the 2019 ELPI state indicator, a Status of ‘Very Low’ will replace the Red criteria.

To help charter school authorizers, charter school administrators, and stakeholders understand these criteria, the California Department of Education hosted a webinar on the criteria for how charters are eligible for assistance. This presentation includes examples on charter schools eligible for differentiated assistance determinations and is available on the Dashboard Webinars and PowerPoint Presentations web page at <https://www.cde.ca.gov/ta/ac/cm/dashboardwebpresentations.asp>.

Both the state and local indicator results reported on the 2019 Dashboard were used to determine charters schools eligible for differentiated assistance. There are 32 charter schools eligible for differentiated assistance in the 2019–20 year.

## District and County Office of Education Eligibility for Differentiated Assistance

### Based on Method 1

Based on the criteria in Table 1 and the results from the 2019 Dashboard, a total of **331** districts and COEs are eligible to receive differentiated assistance in 2019, **based solely on state indicators under** Method 1 (See Table 2). Of the 331 districts and COEs, 81 obtained differentiated assistance eligibility status for the first time in 2019, 205 maintained their eligibility status from 2018, and 169 eligible for differentiated assistance in 2018 are no longer eligible for assistance in 2019.

#### Table 2

**Districts and** **County Offices of Education Eligible to Receive Differentiated Assistance Based Solely on State Indicators**

| **# of Student Groups that Met the State Indicator Criteria** | **Number of Districts/COEs in 2019** |
| --- | --- |
| 9 | 1 (COE) |
| 8 | 3 |
| 7 | 6 |
| 6 | 8 |
| 5 | 7 |
| 4 | 13 |
| 3 | 41 |
| 2 | 92 |
| 1 | 160 |

### Based on Method 2

Based on the criteria in Table 1 and the results from the 2019 Dashboard, a total of 2 districts and COEs are eligible to receive differentiated assistance in 2019, **based on local indicators** (See Table 3).

#### Table 3

**Districts and County Offices of Education Eligible to Receive Differentiated Assistance Based Solely on Local Indictors (Method 2)**

| **# of Priority Areas Not Met by LEA** | **Number of Districts/COEs in 2019** |
| --- | --- |
| 7 | 1 |
| 5 | 1 |

### Method 3

Based on the results from the 2019 Dashboard, there are no districts or COEs that are eligible to receive differentiated assistance in 2019, based on their **combined performance on state and local indicators**.

Please note that under Method 3, a district or COE can become eligible for differentiated assistance if it only partially meets the criteria for both Method 1 and Method 2. For example, a district or COE that receives a Red performance level under student group performance for one state indicator is not eligible for differentiated assistance under Method 1. And if a district or COE has not met a local priority area for two or more years, it is not eligible for differentiated assistance under Method 2. However, these two conditions combined will make the district or COE eligible under Method 3.

## Geographic Distribution of Districts and County Offices of Education Eligible for Differentiated Assistance

The districts and COEs that are eligible for differentiated assistance are geographically diverse and are located in **54 of California’s 58 counties**. Table 4 shows, for each county, the number of districts eligible to receive differentiated assistance based on the criteria outlined above.

In Table 4 below, under the header “Number of Entities,” two numbers are provided. The first number indicates how many districts and COEs in the county are eligible for differentiated support. The second number, in parentheses, indicates how many districts and COEs are in the county (note: COEs are included in both counts). Counties with an asterisk are single district counties. Both the county and district receive a Dashboard report because each entity serves a different set of schools. Therefore, both the county and district may be eligible for differentiated support and, conversely, one may be eligible and the other may not.

### Table 4

**Number of Districts and County Offices of Education Eligible to Receive Differentiated Assistance, by County**

| **County Name** | **Number of Entities** | **County Name** | **Number of Entities** | **County Name** | **Number of Entities** |
| --- | --- | --- | --- | --- | --- |
| Alameda | 10 (20) | Marin | 4 (19) | San Mateo | 8 (24) |
| Alpine\* | 1 (2) | Mariposa\* | 1 (2) | Santa Barbara | 7 (21) |
| Amador\* | 0 (2) | Mendocino | 5 (13) | Santa Clara | 9 (32) |
| Butte | 7 (15) | Merced | 5 (21) | Santa Cruz | 3 (12) |
| Calaveras | 4 (5) | Modoc | 1 (4) | Shasta | 5 (26) |
| Colusa | 1 (5) | Mono | 0 (3) | Sierra\* | 1 (2) |
| Contra Costa | 8 (20) | Monterey | 6 (25) | Siskiyou | 3 (26) |
| Del Norte\* | 1 (2) | Napa | 2 (6) | Solano | 3 (7) |
| El Dorado | 8 (16) | Nevada | 4 (10) | Sonoma | 8 (39) |
| Fresno | 9 (33) | Orange | 5 (28) | Stanislaus | 12 (26) |
| Glenn | 3 (9) | Placer | 4 (16) | Sutter | 2 (13) |
| Humboldt | 8 (32) | Plumas\* | 0 (2) | Tehama | 5 (15) |
| Imperial | 6 (17) | Riverside | 13 (24) | Trinity | 0 (10) |
| Inyo | 1 (7) | Sacramento | 9 (14) | Tulare | 10 (44) |
| Kern | 15 (49) | San Benito | 2 (12) | Tuolumne | 3 (12) |
| Kings | 5 (14) | San Bernardino | 23 (34) | Ventura | 5 (20) |
| Lake | 4 (7) | San Diego | 16 (44) | Yolo | 3 (6) |
| Lassen | 3 (11) | San Francisco\* | 2 (2) | Yuba | 3 (6) |
| Los Angeles | 31 (88) | San Joaquin | 8 (15) | N/A | N/A |
| Madera | 5 (10) | San Luis Obispo | 3 (11) | N/A | N/A |

## Student Group Distribution of Districts and County Offices of Education Eligible for Differentiated Assistance

Table 5 provides the number of districts and COEs that were eligible for differentiated assistance based on student group performance.

The three student groups that continue to be in the greatest need of support are:

* Students with disabilities: 187 districts and COEs are eligible for differentiated assistance
* Foster youth: 101 districts and COEs are eligible for differentiated assistance
* Homeless students: 98 districts and COEs are eligible for differentiated assistance

### Table 5

**Priority Area Combinations That Districts and County Offices of Education Met (By Student Group) to be Eligible for Differentiated Assistance**

| **Indicator Criteria Met** | **AA** | **AI** | **AS** | **EL** | **FI** | **FOS** | **HI** | **HOM** | **PI** | **SED** | **SWD** | **TOM** | **WH** | **Totals by Indicator** |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Academic/ELPI Status, Suspension, Graduation/Chronic | 8 | 5 | 0 | 4 | 0 | 7 | 3 | 12 | 0 | 4 | 17 | 0 | 3 | 63 |
| Academic/ELPI Status, Graduation/Chronic | 16 | 4 | 0 | 7 | 0 | 11 | 5 | 22 | 2 | 6 | 35 | 0 | 1 | 109 |
| Graduation/Chronic Suspension | 16 | 13 | 0 | 0 | 0 | 37 | 18 | 39 | 6 | 22 | 24 | 8 | 20 | 203 |
| Academic/ELPI Status, Suspension | 8 | 4 | 0 | 13 | 0 | 20 | 0 | 9 | 0 | 6 | 30 | 0 | 0 | 90 |
| Academic/ELPI Status, CCI | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 13 | 0 | 0 | 18 |
| Graduation/Chronic, CCI | 2 | 1 | 0 | 9 | 0 | 13 | 8 | 7 | 0 | 11 | 33 | 1 | 6 | 91 |
| Suspension, CCI | 1 | 0 | 0 | 1 | 0 | 4 | 0 | 2 | 0 | 0 | 7 | 0 | 0 | 15 |
| Academic/ELPI Status, Graduation/Chronic, CCI | 1 | 0 | 0 | 13 | 0 | 1 | 6 | 2 | 0 | 7 | 14 | 0 | 0 | 44 |
| Academic/ELPI Status, Suspension, CCI | 0 | 0 | 0 | 2 | 0 | 1 | 0 | 0 | 0 | 1 | 4 | 0 | 0 | 8 |
| Graduation/Chronic, Suspension, CCI | 1 | 1 | 0 | 0 | 0 | 6 | 1 | 4 | 0 | 4 | 5 | 0 | 1 | 23 |
| Academic/ELPI Status, Graduation/Chronic, Suspension, CCI | 0 | 0 | 0 | 3 | 0 | 1 | 1 | 1 | 0 | 2 | 5 | 0 | 0 | 13 |
| **Academic, Local Indicator (Method 3)** | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| **Total Student Groups Meeting Criteria** | 53 | 28 | 0 | 57 | 0 | 101 | 42 | 98 | 8 | 63 | 187 | 9 | 31 | NA |

| **Student Group** | **Description** |
| --- | --- |
| AA | African American |
| AI | American Indian |
| AS | Asian |
| EL | English Learners |
| FI | Filipino |
| FOS | Foster |
| HI | Hispanic |
| HOM | Homeless |
| PI | Pacific Islander |
| SED | Socioeconomically Disadvantaged |
| SWD | Students with Disabilities |
| TOM | Two or More Races |
| WI | White |

### Student Group Abbreviations and Descriptions

## Charter Eligibility for Differentiated Assistance

Based on the state indicator the results from the 2017, 2018, and 2019 Dashboard, a total of **32** charters are eligible to receive differentiated assistance in 2019.

### Table 6

**Charters Eligible to Receive Differentiated Assistance Based on State Indicators**

| **# of Student Groups that Met the State Indicator Criteria** | **Number of Charters in 2019** |
| --- | --- |
| 6 | 3 |
| 5 | 2 |
| 4 | 9 |
| 3 | 18 |

The three student groups in greatest need of support are:

* Socioeconomically Disadvantaged: 30 charters are eligible for differentiated assistance
* Hispanic students: 24 charters are eligible for differentiated assistance
* English Learners: 20 charters are eligible for differentiated assistance

### Geographic Distribution of Charters Eligible for Differentiated Assistance

In Table 7 below, under the header “Number of Charters,” two numbers are provided. The first number indicates how many charters in the county are eligible for differentiated support. The second number, in parentheses, indicates how many charters are in the county.

#### Table 7

**Number of Charters Eligible to Receive Differentiated Assistance, by County**

| **County Name** | **Number of Charters** | **County Name** | **Number of Charters** | **County Name** | **Number of Charters** |
| --- | --- | --- | --- | --- | --- |
| Alameda | 2 (59) | Marin | 0 (4) | San Mateo | 1 (18) |
| Alpine | 0 (0) | Mariposa | 0 (1) | Santa Barbara | 0 (18) |
| Amador | 0 (1) | Mendocino | 0 (10) | Santa Clara | 3 (65) |
| Butte | 0 (18) | Merced | 0 (3) | Santa Cruz | 0 (13) |
| Calaveras | 0 (1) | Modoc | 0 (0) | Shasta | 0 (17) |
| Colusa | 0 (0) | Mono | 0 (1) | Sierra | 0 (0) |
| Contra Costa | 0 (23) | Monterey | 0 (13) | Siskiyou | 0 (2) |
| Del Norte | 0 (2) | Napa | 0 (3) | Solano | 0 (10) |
| El Dorado | 0 (12) | Nevada | 0 (15) | Sonoma | 1 (56) |
| Fresno | 0 (37) | Orange | 1 (31) | Stanislaus | 0 (27) |
| Glenn | 0 (3) | Placer | 1 (21) | Sutter | 1 (10) |
| Humboldt | 0 (14) | Plumas | 0 (1) | Tehama | 0 (4) |
| Imperial | 0 (3) | Riverside | 0 (31) | Trinity | 0 (1) |
| Inyo | 0 (3) | Sacramento | 3 (52) | Tulare | 0 (21) |
| Kern | 0 (15) | San Benito | 0(1) | Tuolumne | 0 (3) |
| Kings | 0 (14) | San Bernardino | 5 (51) | Ventura | 0 (11) |
| Lake | 0 (2) | San Diego | 3 (133) | Yolo | 0 (7) |
| Lassen | 0 (3) | San Francisco | 0 (17) | Yuba | 0 (6) |
| Los Angeles | 10 (374) | San Joaquin | 1 (43) | N/A | N/A |
| Madera | 0 (11) | San Luis Obispo | 0 (3) | N/A | N/A |

## Attachment(s)

Attachment 1: 2019 California School Dashboard: Updates and Changes (3 Pages)

# **Attachment 1**

## 2019 California School Dashboard: Updates and Changes

The 2017 California School Dashboard (Dashboard) evaluated schools, districts and county offices of education on four state indicators (graduation rates, suspension rates, test scores and English learner progress) using California’s color-coded performance levels that take both status and change into account. The 2018 Dashboard brought two additional color-coded state indicators into the Dashboard for the first time, reflecting the completion of a multi-year data collection cycle. The 2019 Dashboard Updates and Changes can be accessed at <https://www.cde.ca.gov/ta/ac/cm/dbchanges2019.asp>. Updates and changes for 2019 to the state indicators include:

### Academic Indicator

* **Incorporation of the California Alternate Assessments (CAAs)**: The Every Student Succeeds Act requires states to incorporate the assessment results of all students—including those with the most significant cognitive disabilities—into their state accountability systems. In accordance with this requirement, beginning with the 2019 Dashboard, CAA results will be incorporated in the Distance from Standard calculations for the Academic Indicator. Thus, the Academic Indicator will now reflect results from both the Smarter Balanced Summative Assessments and the CAA.
* **New Status Cut Scores for Schools with Dashboard Alternative School Status (DASS):** Based on feedback from the California Alternative Schools Task Force, the California Department of Education (CDE) proposed at the September 2019 State Board of Education (SBE) meeting, a modified set of *Status* cut scores for schools with a DASS. The modifications were made to the *Very Low* and *Low* Status levels only. Revisions to the Change cut scores were not proposed as the Change for DASS schools were not markedly different than the Change distributions for local education agencies (LEAs).
* **The district of residence rule** is now applied to ***all*** students with disabilities (SWDs). In prior years, the district of residence (also known as the District of Special Education Accountability in California Longitudinal Pupil Achievement Data System) was held accountable for only those SWDs who receive services from a special education school in another LEA or a non-public school (NPS). Beginning with the 2019 Dashboard, this business rule has been expanded so that the district of residence is held accountable for *all SWDs* regardless of where they receive special education services.
* **Recalculation of Prior Year Data to Incorporate New Changes.** Due to the changes noted above, the CDE recalculated the 2018 data so that valid comparisons can be made when calculating Change.

### College/Career Indicator

* **Using the combined four-and five-year graduation rate for comprehensive high schools.** In July 2019, the SBE approved the use of a combined four-and five-year graduation rate beginning with the 2019 Dashboard. This combined rate is applied to comprehensive high schools and LEAs that have comprehensive high schools. Because students counted in the Graduation Rate Indicator are used to calculate the College/Career Indicator (CCI), the combined rate will now be used to calculate the CCI for comprehensive high schools. (The DASS graduation rate will continue to be used to calculate the CCI for DASS schools.)
* **Approval of the three-by-five colored table.** At the July 2019 SBE meeting, the SBE approved the application of the three-by-five for the CCI. This methodology will be applied when the number of students in the combined four-and five-year graduation rate and/or the DASS graduation rate is 149 or less.
* **Recalculation of Prior Year Data to Incorporate New Changes.** Due to the changes noted above, the CDE recalculated the 2018 data so that valid comparisons can be made when calculating Change.

### English Learner Progress Indicator

* **Calculation of ELPI Status Only:** For the 2018 Dashboard, the CDE displayed the one year of English Language Proficiency Assessments for California (ELPAC) Summative Assessment results available from the 2018 test administration. For the 2019 Dashboard, the CDE will produce Status only for the English Learner Progress Indicator (ELPI) using two years of ELPAC Summative Assessment results from both the 2018 and 2019 test administrations. Since three years of ELPAC Summative Assessment results (2018, 2019, and 2020) are required to produce both Status and Change, the CDE will not be able to produce a performance level (or color) until the 2020 Dashboard.
* **Assignment of ‘Low’ ELPI Status:** Schools and LEAs testing less than 95 percent of K–12 EL students on the ELPAC Summative Assessmentwill be assigned an ELPI Status of ‘Low’.

### Graduation Rate Indicator

* **Approval of a Combined Four-and Five-Year Graduation Rate (Combined Graduation Rate):** In July 2019, the SBE approved the implementation of a combined graduation rate, which reflects all students who: (1) graduate in four years as part of the most current graduating class and (2) graduate in five years as part of the prior year graduating class. This new methodology allows for the Graduation Rate Indicator to reflect the progress of students who take five years to graduate from high school.

Beginning with the 2019 Dashboard, the Graduation Rate Indicator for all *comprehensive high schools (non-DASS schools) only* will be based on the combined rate.

* **Approval of Revised Cut Scores for *Very Low* and *Low* Status Levels:** Because the addition of fifth-year graduates increase graduation rates, in September 2019, the SBE approved that the *Very Low* Status level threshold be raised from “below 67 percent” to “below 68 percent.” Adjusting the threshold for *Very Low* impacts the threshold for the adjacent Status level, *Low.* The change in these Status levels will be applied to both DASS and non-DASS schools, LEAs, and student groups.
* **Recalculation of Prior Year Data to Incorporate New Changes.** Due to the changes noted above, the CDE recalculated the 2018 data so that valid comparisons can be made when calculating Change.

### Suspension Rate

* **Using an aggregate suspension of one full day.** Beginning in 2018–19, LEAs were required to report all increments of suspension for all students. Because students can have varying suspension length totals, *for Dashboard purposes only*, students who have an aggregate suspension of one full day (i.e., their total suspension value equals 1.0 or more) will be included in the calculation of the suspension rate.