

# Local Control Funding Formula

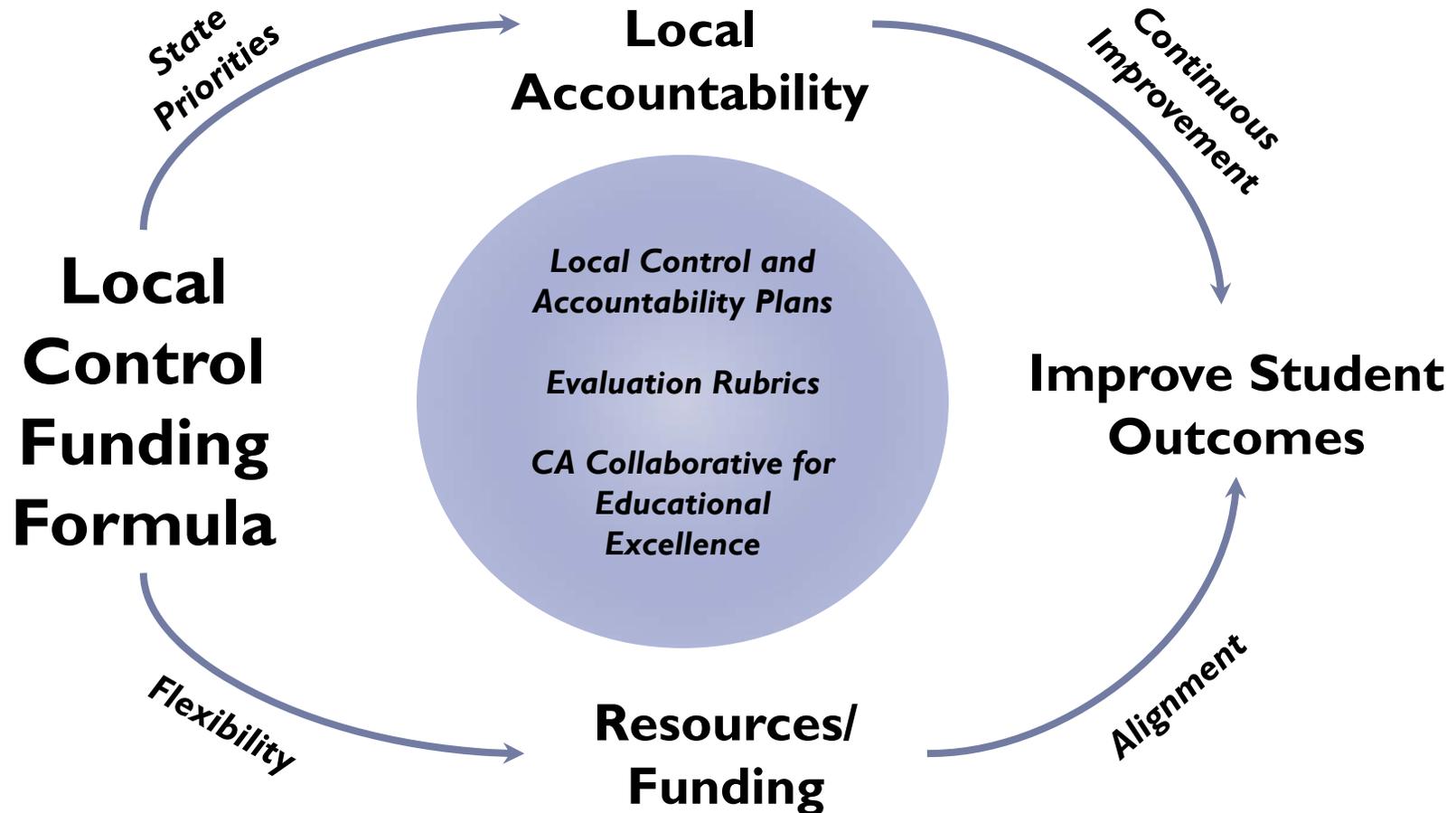


WestEd 

## Local Control Funding Formula: Update and Evaluation Rubrics

*State Board of Education, May 2015*

# Reforming Education Finance and Accountability



This figure shows that the local control funding formula supports local accountability and resource/funding determinations by providing a focus through the state priorities and allowing the local flexibility to allocate resources/funding. The Local Control and Accountability Plan, the Evaluation Rubrics, and the CA Collaborative for Educational Excellence are tools and supports that encourage continuous improvement and plan/resource alignment to ultimately improve student outcomes.

# Local Control Funding Formula SBE Tasks

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- ▶ AB 97 (Chapter 47, Statutes of 2013) signed by Governor Brown on July 1, 2013 specifies implementation requirements for LCFF
- ▶ Tasks the State Board of Education with adoption of:
  - ▶ Regulations on or before January 31, 2014 to guide use of funding (E.C. 42238.07)
  - ▶ Templates for Local Control Accountability Plan and spending plan by March 31, 2014 (E.C. 52064)
  - ▶ ***Rubrics for evaluation of improvement and intervention needs by October 1, 2015 (E.C. 52064.5)***

# Evaluation Rubrics Statutory Requirements

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- To assist local education agencies to identify strengths, weaknesses, and areas that require improvement
- To assist County Offices of Education to identify school districts and charter schools in need of technical assistance
- To assist the State Superintendent in identifying school districts for which intervention is warranted
- To reflect a holistic, multidimensional assessment of school district and individual school site performance and include all of the state priorities
- To include standards for school district and individual school site performance and expectation for improvement in regard to each of the state priorities

# Purpose of the Evaluation Rubrics

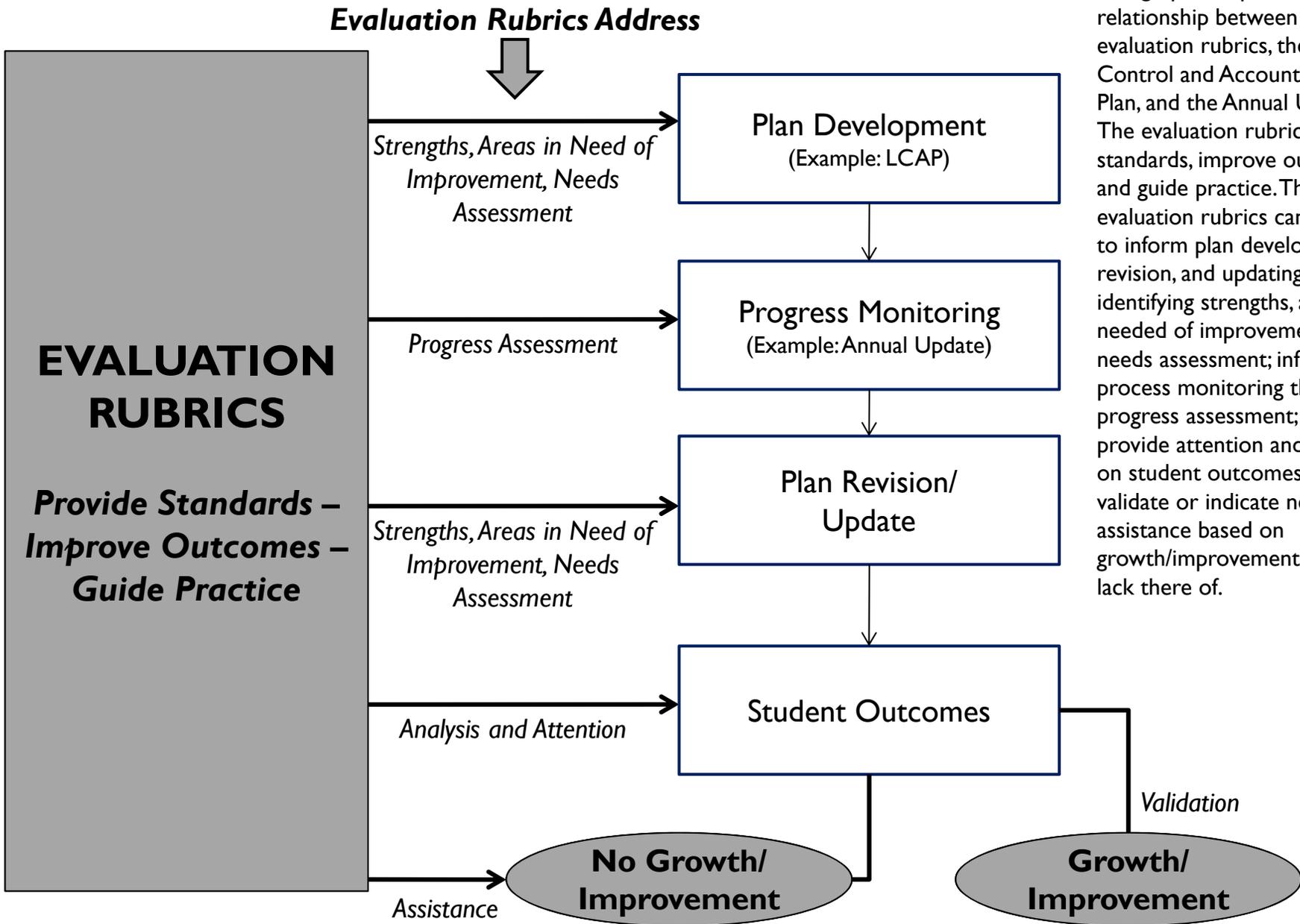
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- A resource to support continuous improvement in planning, implementation, and progress monitoring
  - Supports local decision making and action planning through identification of strengths, weaknesses, and areas that require improvement
    - Example: LCAP and Annual Update
  - Supports focused technical assistance
    - Example: County Office of Education, chartering authority, and California Collaborative for Educational Excellence
- Provides warning of intervention needs and when warranted informs focus to intervention
  - Example: California Collaborative for Educational Excellence and Superintendent of Public Instruction

# Role of Evaluation Rubrics

Local Control Funding Formula Objective	Role of the Evaluation Rubrics
Student Outcomes	Provide (1) local educational agencies (LEA) with information to assess areas of strengths, weaknesses, and improvement needs related to state priority areas and (2) provide information that technical assistance providers can use to address needs
Equity	Bring attention to performance of all students including low-income, English learners, foster youth, and other significant subgroups of students
Engagement	Provide transparent and accessible access to data and information that supports local engagement in planning, implementation, and monitoring of activities to improve student outcomes
Resource Alignment	Provide systematic way to review outcomes to assess impact of investments to inform resource use





The graphic depicts the relationship between the evaluation rubrics, the Local Control and Accountability Plan, and the Annual Update. The evaluation rubrics provide standards, improve outcomes, and guide practice. The evaluation rubrics can be used to inform plan development, revision, and updating through identifying strengths, areas in need of improvement, and needs assessment; inform process monitoring through progress assessment; and provide attention and analysis on student outcomes that validate or indicate needs for assistance based on growth/improvement or the lack there of.

# Evaluation Rubrics Development Process

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- ▶ **Concept (January) to example (March) to revision decision point (May)**
- ▶ **Process has included:**
  - ▶ Multiple rounds of input opportunities throughout the state
  - ▶ Advice from Rubric Design Group
  - ▶ Public comments and discussion at SBE meetings
- ▶ **March example proposed three parts to the evaluation rubrics**
  - ▶ Data Analysis
  - ▶ Outcome Analysis
  - ▶ Practice Analysis

# March Example: Data Analysis

LEA	Subgroup	School										
<div style="border: 1px solid black; padding: 5px; display: inline-block;">Add/Edit Local Metric</div>												
<div style="display: flex; justify-content: space-between; font-size: small;"> <div style="display: flex; gap: 20px;"> <div><span style="color: blue;">*</span> Meets or Exceeds <i>State and Local Reference Points</i></div> <div><span style="color: green;">**</span> <i>Growth from Prior Year AND Progressive Improvement over 2 or more years</i></div> <div><span style="color: yellow;">***</span> <i>Growth from Prior Year OR Progressive Improvement over 2 or more years</i></div> <div><span style="color: red;">+</span> Limited or No Growth from Prior Year NOR Progressive Improvement over 2 or more years</div> <div><span style="color: gray;">++</span> <i>Metric Does Not Apply</i></div> </div> </div>												
	Metric	State Priority	2011-12	2012-13	2013-14	2014-15 (Est.)	Local Reference Point	State Reference Point	Status			
									*	**	***	+
Basic	Teacher Misassignment	1										
	Access to Instructional Materials	1										
	Adequate Facilities	1										
Implementation of State Standards	<i>[Locally Determined]</i>	2										
Course Access	<i>[Locally Determined]</i>	7										
Pupil Achievement	Standardized Test Performance <i>[Locally Determined for 2013-14]</i>	4										
	College and Career Readiness <i>[Locally Determined]</i>	4										
	English Proficiency	4										
	English Learner Reclassification	4										
	Advanced Placement Passage	4										
	Early Assessment Program	4										
Other Pupil Outcomes	<i>[Locally Determined]</i>	8										
Parental Involvement	<i>[Locally Determined]</i>	3										
Pupil Engagement	Attendance rate	5										
	Chronic absenteeism rate	5										
	Middle school dropout rate	5										
	High school dropout rate	5										
	High school graduation rate	5										
School Climate	Suspension	6										
	Expulsion	6										
	Other Local Measures <i>[Locally Determined]</i>	6										

The figure reflects a table that depicts an example of a data display for the evaluation rubric. The table includes a list of metrics that correspond with the Local Control Funding Formula (LCFF) state priorities. Next to the metrics are four years of metric information. Next to this information is the Local and State Reference Points that designate the local and state reference points for each LCFF state priority and corresponding metric. The final column features the color and symbol that depicts status of the metric.

# Major Changes Proposed to the Draft Evaluation Rubrics

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- ▶ Simplify the evaluation rubrics to focus on data analysis
  - ▶ Outcome and practice analysis elements will be included with complementary tools and resources
- ▶ Further develop standards of performance for each priority area for schools and districts
- ▶ Reflect a multidimensional approach to performance standards with data displays
  - ▶ Outcomes relative to reference points
  - ▶ Progress measures by statewide and local metrics
  - ▶ Progress for subgroups
- ▶ Use, to the extent possible, same or similar data files currently used in the School Accountability Report Card (SARC)

# Findings Related to the Development of Standards

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- ▶ **Scope for rubric metrics – statutes specify that:**
  - ▶ Rubrics should include “standards for school district and individual school site performance and expectation for improvement in regard to ***each of the state priorities***”; and
  - ▶ Use of the evaluation rubrics to provide technical assistance to a school district or COE that “fails to improve ***pupil achievement*** across more than one state priority for one or more pupil subgroups”

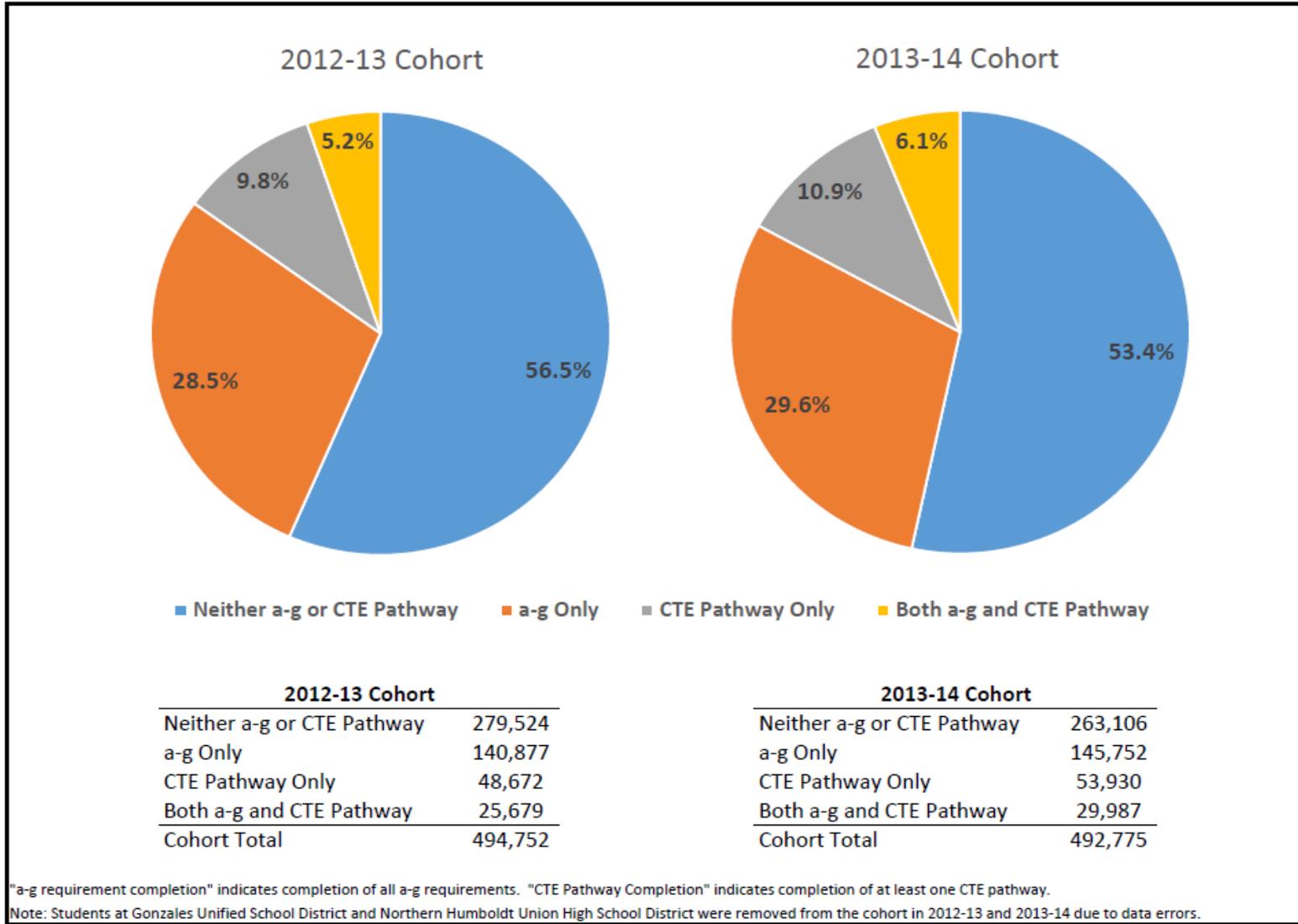
# Findings Related to the Development of Standards

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## ► Range of types of metrics

Input	<ul style="list-style-type: none"> <li>▪ Teacher assignment</li> <li>▪ Teacher credential status</li> </ul>	<ul style="list-style-type: none"> <li>▪ Sufficiency of instructional materials</li> <li>▪ School facilities</li> </ul>
Process	<ul style="list-style-type: none"> <li>▪ Attendance rates</li> <li>▪ Chronic absenteeism</li> <li>▪ Parent involvement</li> </ul>	<ul style="list-style-type: none"> <li>▪ Course access</li> <li>▪ Implementation of state standards</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>▪ Statewide assessments</li> <li>▪ Academic Performance Index</li> <li>▪ College and career readiness (A-G and CTE)</li> <li>▪ English Learner language proficiency</li> </ul>	<ul style="list-style-type: none"> <li>▪ Advanced placement</li> <li>▪ Early Assessment Program</li> <li>▪ Suspension</li> <li>▪ Expulsion</li> <li>▪ Graduation rate</li> <li>▪ Dropout – middle school and high school</li> </ul>

## 2012-13 and 2013-14 Cohort a-g Requirement and CTE Pathway Completion



The California Department of Education provided the data simulations on the 2012-13 and 2013-14 graduation cohorts. The 2012-13 Cohort chart shows that 56.5% students did not complete an a-g or CTE pathway; 28.5% of the cohort completed an a-g pathway; 9.8% of the cohort completed a CTE pathway; and 5.2% completed both a-g and CTE pathway. The 2013-14 Cohort chart shows that 53.4% students did not complete an a-g or CTE pathway; 29.6% completed an a-g pathway; 10.9% completed a CTE pathway; and 6.1% of the students completed both a-g and CTE pathway.



# Findings Related to Development of Standards

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- ▶ **Some metrics are defined by the state and reported to the state**
  - ▶ Graduation rate, standardized test scores, drop-out rates, suspension, and expulsions
- ▶ **Some metrics may be defined by the state but not reported to the state**
  - ▶ Williams requirements, attendance rate, chronic absenteeism, some measures of school climate
- ▶ **Some metrics are locally defined and locally maintained**
  - ▶ Parental involvement, implementation of state standards
- ▶ **Not all data is currently available for all subgroups**

# Developing Evaluation Rubrics Standards

- ▶ A central element of the evaluation rubrics are “standards for school district and individual school site performance and expectation for improvement in regard to each of the state priorities”

LEA	Subgroup	School						Add/Edit Local Metric	
<div style="display: flex; justify-content: space-between;"> <div> <p><span style="color: blue;">■</span> * Meets or Exceeds State and Local Reference Points</p> <p><span style="color: green;">■</span> ** Growth from Prior Year AND Progressive Improvement over 2 or more years</p> </div> <div> <p><span style="color: yellow;">■</span> *** Growth from Prior Year OR Progressive Improvement over 2 or more years</p> </div> <div> <p><span style="color: red;">■</span> + Limited or No Growth from Prior Year NOR Progressive Improvement over 2 or more years</p> </div> <div> <p><span style="color: gray;">■</span> ++ Metric Does Not Apply</p> </div> </div>									

Metric	State Priority	2011-12	2012-13	2013-14	2014-15 (Est.)	Local Reference Point	State Reference Point	Status			
								*	**	***	+
Basic	Teacher Misassignment	1									
	Access to Instructional Materials	1									
	Adequate Facilities	1									
Implementation of State											

The figure shows a portion of a table that depicts an example of the data analysis component of the evaluation rubric. The table includes a list of metrics that correspond with the Local Control Funding Formula (LCFF) state priorities. Next to the metrics are four years of metric information. Next to this information is the Local and State Reference Points that designate the local and state reference points for each LCFF state priority and corresponding metric. The final column features the color and symbol that depicts status of the metric. There are black boxes around the columns for reference points and color and symbols to highlight these areas.

# Developing Standards

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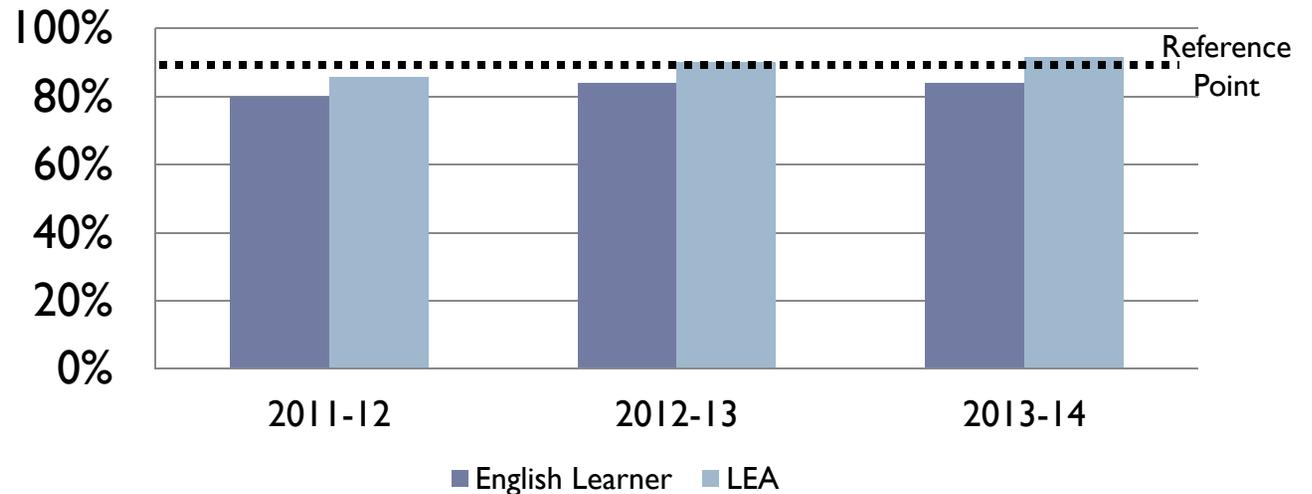
► Key terms:

	Metric	Reference Point	Standard
Definition	A system of measurement used to evaluate performance under the LCFF state priorities	Numeric value derived from the distribution of statewide or local data, that represents a rigorous performance goal	Expectation for growth on the metrics under the LCFF state priorities at the school, LEA, and subgroup levels
Example	Cohort Graduation Rate	90% graduation rate	Color/symbol-based indicators related to progress/growth on metrics

# Evaluation Rubrics Display Options

## Graduation Rate

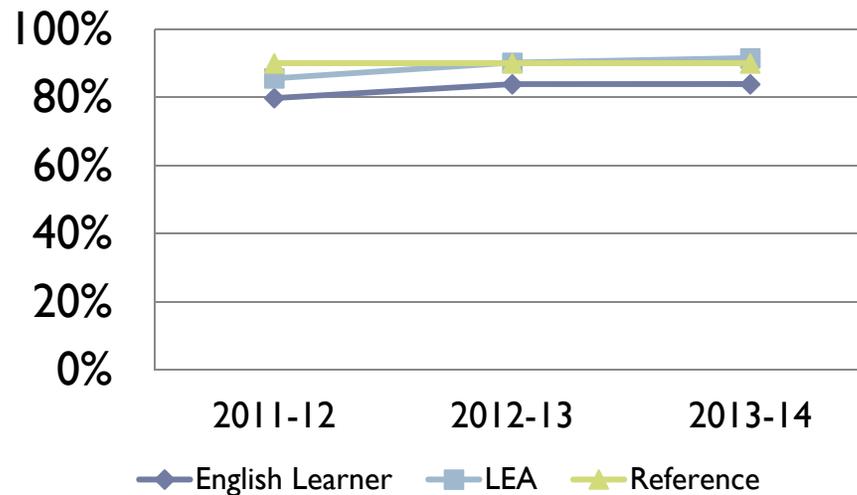
	2011-12	2012-13	2013-14
Reference Point	90.0%	90.0%	90.0%
English Learner	79.8%	83.9%	83.9%
LEA	85.6%	90.2%	91.5%



These figures show different types of display options for the Evaluation Rubrics. The first is a data table of the state reference points as well as 3 years of LEA and subgroup data. The second is a bar chart of the prior year performance level for the LEA and subgroup data, with a red indicator line of the state reference point. The third is a bar chart of 3 years of LEA and subgroup data with a state reference point line.

### Graduation Rate (Cohort)

	2011-12	2012-13	2013-14	Reference Point	Progress Indicator
English Learner	79.8%	83.9%	83.9%	90.0%	▲
LEA	85.6%	90.2%	91.5%	90.0%	●



Continuation of the figures from the previous slide. The fourth shows a data table shows 3 years of LEA and subgroup data with a reference point and progress indicator shown as a color and symbol. There is also a fifth line graph of 3 years of LEA and subgroup data as compared to the reference points. A legend is also provided to describe what the colors and symbols mean.

**Key**

●	Meets or exceeds the state or local reference point
+	Improved TBD% over the prior year and had improvement over the past two or more years.
▲	Improved between TBD% and TBD% over the prior year, or had improvement over two or more years.
■	Needs improvement; limited or no growth over the prior year, nor improvement over 2 or more years.
✕	This metric does not apply.
—	Data is not currently available.

## SAMPLE DISPLAY – English Learners

	2011-12	2012-13	2013-14	Reference Point	Progress Indicator
For secondary - % of graduates with UC/CSU required coursework (A-G requirements)	62.0%	63.0%	62.0%	<b>To Be Determined</b>	
For secondary- % of graduates with career technical education (CTE) sequences or programs that align with the CTE model practice standards	█	63.0%	68.0%		
For all LEAs -% of English learners making progress towards English proficiency (AMAO 1)	68.0%	71.0%	73.0%		
For all LEAs - % of English learners attaining English language proficiency (AMAO 2)	26.0%	28.0%	31.0%		
For secondary- % of 11th and 12th grade students enrolled in at least one Advanced Placement, International Baccalaureate, or dual credit course	28.0%	32.0%	41.0%		
% of students with a score of 3 or higher on an AP exam	18.0%	24.0%	36.0%		
For secondary - % of grade 11 students Assessment at Achievement Level 3 or higher designated as college ready on the Early Assessment Program (EAP)	█	█	█		█
Pupil outcomes in core subject areas					
Suspension rate	9.0%	8.0%	8.5%		
Expulsion rate	1.0%	2.0%	0.5%		
% of middle school students dropping out	8.0%	6.0%	5.0%		
% of high school students dropping out (cohort)	8.0%	4.0%	5.0%		
% of high school students graduating (cohort)	79.8%	89.3%	89.3%		

Continuation of the figures from the previous slides. The sixth is a subgroup data table that has several data metrics, three years of data, the reference point, and the progress indicator shown as a color and symbol.

# Major Decision Points to Finalize Evaluation Rubrics

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- ▶ Which metrics should be state-defined and which should be locally defined?
- ▶ What form should the proposed state reference points take?
- ▶ How will the evaluation rubrics appropriately indicate a need for technical assistance and intervention with regard to a particular state priority?

# Discussion and Guidance from the SBE

- ▶ Which metrics should be state-defined and which should be locally defined?
- ▶ When metrics are locally-defined, what type of direction should be provided to LEAs regarding defining these metrics?

Input	<ul style="list-style-type: none"> <li>▪ Teacher assignment</li> <li>▪ Teacher credential status</li> </ul>	<ul style="list-style-type: none"> <li>▪ Sufficiency of instructional materials</li> <li>▪ School facilities</li> </ul>
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# Discussion and Guidance from the SBE

- ▶ Does the approach to creating a standard based upon growth/progress derived from performance in the prior year (or two years) support a process of accountability based on continuous improvement?
  - ▶ How much growth should be expected to be reasonable and specific?
  - ▶ Should reference points be provided for context and comparison, with points established based on a distribution of data (either statewide or local)? Or is another approach preferred (e.g., multiple reference points or ranges)?

	Meets or exceeds the state or local reference point
	Improved TBD% over the prior year and had improvement over the past two or more years.
	Improved between TBD% and TBD% over the prior year, or had improvement over two or more years.
	Needs improvement; limited or no growth over the prior year, nor improvement over 2 or more years.
	This metric does not apply.
	Data is not currently available.

This figure shows the legend for the progress indicator colors and symbols. Blue circle – Meets or exceeds the state or local reference point; Green plus – Improved over TBD% over the prior year and had improvement over the past two or more years; Yellow triangle – Improved between TBD% and TBD% over the prior year, or had improvement over two or more years; Red square – Needs improvement; limited or no growth over the prior year, nor improvement over 2 or more years; Grey X – This metric does not apply; Black line – Data is not currently available.

# Next Steps

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- ▶ **Consultation and advice from:**
  - ▶ Technical Expert Group
  - ▶ Rubric Design Group
  - ▶ Policy Stakeholders
  - ▶ Parents and Students
- ▶ In collaboration with California Department of Education, research methods for calculating reference points based on available data
- ▶ Prepare and present final draft of the evaluation rubrics at the July SBE meeting
  - ▶ Including online prototype

Revisit:

## Discussion and Guidance from the SBE

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- ▶ Which metrics should be state-defined and which should be locally defined?
- ▶ When metrics should be state-defined and which should be locally defined?

Revisit:

## Discussion and Guidance from the SBE

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- ▶ Does the approach to creating a standard based upon growth/progress derived from performance in the prior year (or two years) support a process of accountability based on continuous improvement?
  - ▶ How much growth should be expected to be reasonable and specific?
  - ▶ Should reference points be provided for context and comparison, with points established based on a distribution of data (either statewide or local)? Or is another approach preferred (e.g., multiple reference points or ranges)?