

California Department of Education

Executive Office

SBE-003 (REV. 11/2017)

pptb-iad-jan18item02

# California State Board of EducationJanuary 2018 AgendaItem #03

## Subject

Update on the Development of California’s System of Support for Local Educational Agencies and Schools.

## Type of Action

Action, Information

## Summary of the Issue(s)

This item provides an update on the development of California’s system of support for local educational agencies (LEAs) and schools. It was created in collaboration with several agencies charged with specific responsibilities to provide assistance and support to LEAs under the Local Control Funding Formula (LCFF).

This item builds upon the November 2017 State Board of Education (SBE) Item 4 (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/nov17item04.doc>) and the September 2017 SBE Item 3 <https://www.cde.ca.gov/be/ag/ag/yr17/documents/sep17item03.doc>). Both items focused on support underway for the 2017–18 school year. This item also builds upon the July 2017 SBE Item 2, which outlined key questions for stakeholder feedback and summarized the goals and characteristics for the development of California’s system of support (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/jul17item02.doc>). It also builds upon key policy issues for developing a system of support based on the LCFF that were summarized in a June 2017 Information Memorandum (<https://www.cde.ca.gov/be/pn/im/documents/memo-exec-ocd-jun17item02.doc>).

## Recommendation

No action is recommended at this time. However, the California Department of Education (CDE) recommends that the SBE provide feedback on the system of support update.

The CDE also recommends that the SBE take additional action as deemed necessary and appropriate.

## Brief History of Key Issues

In order to improve the education of our students, California is in the process of creating a coordinated and coherent state structure to ensure that LEAs receive resources and support to meet identified student needs, including disparities in outcomes or opportunities. The SBE discussed the LCFF as the foundation for reimaging California’s accountability and continuous improvement system. As a result of LCFF, California worked with stakeholders to develop tools for educators to use to help improve outcomes for students including the Local Control and Accountability Plan (LCAP) and the California School Dashboard (Dashboard). In addition to those tools and a new funding formula, the LCFF outlined a vision for support and assistance. This system of support has three levels:

### Table 1: Overview of Statewide System of Support

| Level of Support | Description of Supports Available |
| --- | --- |
| Support for All LEAs and Schools (Level 1) | Various state and local agencies provide an array of resources, tools, and voluntary assistance that **all** LEAs may use to improve student performance at the LEA and school level and narrow disparities among student groups across the LCFF priorities, including recognition for success and the ability to share promising practices. |
| Differentiated Assistance (Level 2) | County superintendents, the CDE, charter authorizers, and the California Collaborative for Educational Excellence (CCEE) provide **differentiated** **assistance** for LEAs and schools,in the form of individually designed assistance, to address identified performance issues, including significant disparities in performance among student groups. |
| Intensive Intervention (Level 3) | The State Superintendent of Public Instruction or, for charter schools, the charter authorizer may require more **intensive interventions** for LEAs or schools with persistent performance issues over a specified time period. |

The goal for support is to assist LEAs and their schools to meet the needs of each student served, with a focus on building capacity to sustain improvement and effectively address inequities in student opportunities and outcomes. This means that the outcomes for this work include not only improvement on Dashboard indicators from year to year, but also progressing on interim measurements that LEAs collect locally and use throughout the year.

In addition to the numerous resources and supports that California provides to all LEAs and schools, the LCFF recognized that some LEAs may require additional assistance to improve student performance, and identifies several agencies with a role in providing differentiated assistance or more intensive intervention to LEAs: the CDE, county offices of education (COEs), and the CCEE, with the SBE playing a central policy role. This cross agency group is responsible for coordinating those supports.

To build upon the three levels of support and the goal, the SBE considered the system of support’s elements and what they entail at their September 2017 SBE meeting. The elements are those distinguishing areas of work that will occur in the system of support. Those include:

* Initial Pathways to Support and Assistance
* Initial Outreach to LEAs
* Review of Data: Assessing Strengths and Underlying Causes for Student Outcomes
* Support to LEAs and their Schools to Improve Student Outcomes

Stakeholder feedback indicated that the goal for support, the description of the levels of support, and the elements of support for differentiated assistance were not enough to help create a full picture of support and assistance. As a result, at the September 2017 SBE meeting, the SBE also considered how California’s approach to assistance under LCFF differs from past approaches to school accountability. Three of the key shifts reflect the intent of the LCFF in that differentiated assistance be tailored to locally identified needs, rather than imposed as a one-size-fits-all solution, including:

* Support providers working alongside LEAs and their schools to identify key challenges and opportunities.
* Using a systemic approach tailored to locally identified needs and strengths.
* Engaging with local educators and communities as part of decision making.

In November 2017, the SBE also reviewed various scenarios for differentiated assistance, depending on local circumstances. The scenarios illustrate how providing differentiated assistance will help build local capacity to improve teaching and learning in classrooms, with the goal to improve student outcomes.

With the December release of the Dashboard, COEs have begun working with LEAs eligible for differentiated assistance. Their work, which aligns with LCFF statute, includes initial personal contact between each county and district superintendent. This contact occurred before the public release of the Dashboard to ensure that LEAs had time to connect with their county support and stakeholders as necessary. The work will continue with data analysis and understanding underlying causes, which will inform each LEA’s LCAP. The timeline below outlines the milestones:

### Table 2: Updated Timeline for Differentiated Assistance Fall 2017–18

| Date | Activity |
| --- | --- |
| October 2017 | Secure and advertise Webinars with LEA staff and stakeholders on the Dashboard, indicators and data years, and overview of assistance/support.Preview toolkit to be released to support communications about Dashboard and California’s system of support at the local level. |
| November 2017 | Cross agency group continues stakeholder engagement and presentations on California’s system of support.LEA preview of Dashboard begins.County superintendents receive the assistance eligibility status for all their LEAs. County superintendents contact districts eligible for differentiated assistance based on the Fall 2017 Dashboard data.Cross agency group sends joint notification to districts eligible for differentiated assistance.Districts receiving differentiated assistance provided opportunity to engage with key stakeholders prior to public Dashboard release.Final toolkit released to LEAs (including communication staff, LEA leaders, and Dashboard coordinators) and stakeholders.Stakeholder engagement through local and state level conferences and meetings to discuss elements of California’s system of support. |
| December 2017 | Dashboard Web site goes public on December 7. County and district superintendents identified for differentiated assistance begin differentiated assistance process.Stakeholder engagement through local and state level conferences and meetings to discuss elements of California’s system of support. |
| Spring 2018 | Differentiated assistance continues, in conjunction with LCAP development for districts receiving differentiated assistance.Cross agency group gathers feedback on improvement efforts.The CDE provides SBE update on the Dashboard development at March 2018 meeting. |

As COEs and LEAs continue to work together throughout the spring, the SBE will have regular updates on the outcomes and progress of support. Updates will also include information on the development of tools and resources available to LEAs and schools. Attachment 1 discusses COE support for differentiated assistance. Attachment 2 provides an update on the proposal for assistance to LEAs identified for support to improve the performance of students with disabilities. Attachment 3 provides information about the resources and assistance available under Support for All (Level 1), which plays a critical role within the system of support and is the foundation for Differentiated Assistance (Level 2).

## Summary of Previous State Board of Education Discussion and Action

In November 2017, the SBE received Item 4, an update on the system of support (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/nov17item04.doc>).

In September 2017, the SBE received Item 3, an update on the system of support (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/sep17item03.doc>).

In July 2017, the SBE received Item 2, which included proposed goals and characteristics of an integrated Statewide System of Support (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/jul17item02.doc>). The SBE also received Item 3, which included a recommended framework for identifying the lowest performing 5 percent of schools under the Every Student Succeeds Act in a manner that is aligned to the identification of LEAs for additional support under LCFF (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/jul17item03rev.doc>).

In June 2017, the SBE received the following Information Memoranda:

* Identification of the Lowest-Performing Five Percent of Title I Schools (<https://www.cde.ca.gov/be/pn/im/documents/memo-dsib-amard-jun17item01.doc>
* Developing an Integrated Statewide System of Support (<https://www.cde.ca.gov/be/pn/im/documents/memo-exec-ocd-jun17item02.doc>)

In August 2016, the SBE received the following Information Memorandum:

* California’s Local, State and Federal Accountability and Continuous Improvement System: Framework for Supporting Local Educational Agencies and Schools (<https://www.cde.ca.gov/be/pn/im/documents/memo-dsib-amard-aug16item01.doc>)

## Fiscal Analysis (as appropriate)

Various state and federal funds are available to potentially be utilized within an integrated system of support. Staff will incorporate a more detailed fiscal analysis in future items, as appropriate, based on feedback and direction provided by the SBE on the structure of the overall system of support.

## Attachment(s)

* **Attachment 1:** County Office of Education Support for Differentiated Assistance (2 Pages)
* **Attachment 2:** Update on the California Department of Education Special Education Division Activities with Local Educational Agencies Identified on the California School Dashboard for Support to Improve the Performance of Students with Disabilities (4 Pages)
* **Attachment 3:** Overview of Support for All (Level 1) (3 Pages)

# Attachment 1: County Office of Education Support for Differentiated Assistance

Recognizing that the Local Control Funding Formula (LCFF) law eventually would require county offices of education (COEs) to provide differentiated assistance to identified school districts, the California County Superintendents Educational Services Association (CCSESA) and six COEs entered into an agreement three years ago with the non-profit California Education Partners to facilitate a process to develop tools and procedures that COEs could use to provide effective differentiated assistance. Those six COEs were: Orange, Riverside, Sacramento, Shasta, Tulare, and Ventura.

Over time, those COEs identified school districts within their counties to pilot various approaches, and invited additional COEs to participate in the development and analysis. The emphasis on a model of continuous improvement led to increasingly direct involvement with the Carnegie Foundation for the Advancement of Teaching (Carnegie), which is a recognized leader in the application of continuous improvement principles to educational organizations. Presentations by Carnegie were provided to the county superintendents at their statewide meeting in January 2017, and later that year to CCSESA’s Curriculum and Instruction Steering Committee (CISC), which consists of the curriculum and instruction leadership from all 58 COEs.

CCSESA sponsored, in collaboration with Carnegie and the California Collaborative for Educational Excellence (CCEE), two parallel sets of trainings on continuous improvement. One set consisted of three sequential two-day sessions to help prepare participants to lead continuous improvement efforts at the local level. There were a total of nine training sessions, because each two-day session was offered in three locations around the state: San Diego, Tulare, and Sacramento. Although school district and state staff attended these training sessions, the majority of participants, about 200, represented COEs from across the state.

The parallel set of trainings was a deeper, more intensive set of 10 training sessions for approximately 30 participants to prepare them to serve as expert coaches within their CCSESA regions on the continuous improvement process.

CCSESA has developed a successful model for working with all the COEs to promote broad-based participation that will help set the foundation for high quality, consistent support. Last year CCSESA sponsored four sequential trainings on the revised Local Control and Accountability Plan (LCAP) template and newly released California School Dashboard (Dashboard). There are 51 COEs in California that serve more than one school district. More than 250 COE staff, from all 51 COEs, participated in these trainings. A similar approach was used with the continuous improvement workshops to ensure participation of key staff from COEs across the state.

## Release of the Fall 2017 Dashboard Data

The release of the Fall 2017 Dashboard data represented the first time that school districts would be identified to receive differentiated assistance. The county superintendents, through CCSESA, committed that during the week when the embargoed data was available, they would call the superintendents of the identified school districts to ensure that they were familiar with the process and the next steps. CCSESA also worked with the Association of California School Administrators (ACSA) to develop a joint communication to school districts, so that expectations were consistent among COE and school district leaders. These steps appear to have resulted in a smooth implementation of the initial phase of the differentiated assistance process.

The county superintendents have also committed to schedule meetings with leadership of the identified school districts to discuss the Dashboard data in greater depth and agree on next steps. CCSESA staff will be prepared to provide an update to the SBE in January 2018 on the progress of these meetings.

CCSESA has also committed, operating through their CCSESA regions, to assess the capacity of each COE to provide differentiated assistance; coordinate support among counties within each region and across region lines as necessary; and to bring identified issues and concerns to the cross agency group. Additionally, CCSESA is collecting data among the COEs on the workload associated with the requirement to provide differentiated assistance. Representatives of CCSESA will be prepared to provide an update on these efforts at the January 2018 SBE meeting.

## Cross Agency Group

The commitments made by the county superintendents, through CCSESA, were part of the cross agency group discussions on support for successful implementation of the Dashboard and differentiated assistance.

The initial participants in the cross agency group are the SBE, the CDE, county superintendents and CCSESA staff, CCEE, and WestEd (on behalf of the SBE and CDE). This structure allowed the various agencies to work together to clarify roles and key principles, which has helped ensure consistency and alignment of the messages conveyed by the COEs, CDE, CCEE, and the SBE as development of the system of support commenced.

As California moves to a new stage of implementing the system of support (while efforts continue to develop and refine the approach to assist), the composition of the cross agency group is being expanded and the processes used for the cross agency work updated to include stakeholders at future cross agency meetings.

# Attachment 2

**Update on the California Department of Education Special Education Division Activities with Local Educational Agencies Identified on the California School Dashboard for Support to Improve the Performance of Students with Disabilities**

Based on analysis of those local educational agencies (LEAs) identified for technical assistance (TA), approximately two-thirds of the identified LEAs have been identified based on the performance on the Fall 2017 California School Dashboard (Dashboard) for their students with disabilities (SWDs) student group in one or more priority areas.

As stated in the November 2017 State Board of Education (SBE) Item 4, concentration of LEAs with performance challenges of their SWDs is consistent with past trends, but should not be interpreted as challenges or weaknesses specific to special education programs in isolation. As noted in the state’s 2015 Special Education Task Force Report, *One System: Reforming Education to Serve ALL Students* (<http://www.smcoe.org/assets/files/about-smcoe/superintendents-office/statewide-special-education-task-force/Task%20Force%20Report%205.18.15.pdf>, p.7):

In a coherent system of education, all children and students with disabilities are considered general education students first; and all educators, regardless of which students they are assigned to serve, have a collective responsibility to see that all children receive the education and the supports they need to maximize their development and potential, allowing them to participate meaningfully in the nation’s economy and democracy.

The California Department of Education (CDE) Special Education Division (SED) operates from this same assumption and supports statewide efforts to scale Multi-Tiered Systems of Support (MTSS) and other general education improvements in order to promote a solid instructional and behavioral foundation on which to build special education supports and services.

As previously described in the November 2017 SBE Item 4, California’s design of a new system of support includes an overall assessment of strengths and weaknesses, which will help LEAs improve and enhance the way in which the Local Control and Accountability Plan (LCAP) serves as a guide to achieving positive outcomes for all students. As the CDE works in collaboration with its state, regional, and local partners, it recognizes its unique position through its federal responsibilities to ensure and monitor for statewide adherence to the federal Individuals with Disabilities Education Act (IDEA). Through these federal rules and regulations via monitoring of federal IDEA indicators reported in the previous SBE item, there are a number of areas of commonality that currently overlap with the new state accountability system. These include graduation rate, assessment, and school climate (suspension and expulsion). These overlaps offer great opportunity for future conversations with the SBE to determine how to move to a more “single coherent system of education” approach to federal and state accountability.

## Updates to the Special Education Division

The SED has been working through the fall of 2017 to align monitoring activities with the Dashboard and Local Control Funding Formula (LCFF) priority areas to allow for a more streamlined, whole systems approach to assistance and continuous improvement. This will be an on-going, multi-year process that will be refined on an annual basis. Also in progress is a restructuring of the SED, with execution beginning in January 2018. This will consist of reconfiguring existing staff and monitoring units from four to six Focused Monitoring and Technical Assistance (FMTA) Units. Final details and an updated organization chart will be posted on the CDE Web site in coming months.

This restructuring of the FMTA Units will:

* Allow for development of more streamlined and transparent monitoring activities that include TA components in every unit with assistance driven by data to inform continuous improvement of CDE monitoring and TA activities.
* Lead to a greater level of expertise through more specialized units that can assist LEAs and regional entities in addressing specific special education challenges.
* Allow SED staff to work in cross-disciplinary teams, leveraging a wider range of expertise and encouraging a deeper level of collaboration and alignment across the various monitoring and TA activities.

In addition to its restructuring, the SED is in the process of revamping and expanding a number of its current TA contracts to allow a larger number of LEAs, county offices of education (COEs), and special education local plan areas (SELPAs) to benefit from the expertise that has already been cultivated through contracts within existing COEs. In addition, an existing resource and TA hub will be revamped and aligned to current LCAP priorities and will house all of the SED evidence based solutions, resources, and links to currently identified special education challenges, pedagogy, and LEA identified areas of weakness related to SWDs.

Understanding that one size does not fit all, the SED will continue to cultivate a variety of TA options that LEAs may take advantage of. These will range from very specific TA via a trained TA provider for a highly specific identified need, to a referral through one of the TA projects to a “lighthouse model” poised to be replicated. These activities are currently underway and will be expanded to meet the level of need within the state.

Within current federal monitoring activities, the majority of LEAs identified for SWDs in the Dashboard are already involved with one or more activities in the SED through its monitoring of the 17 federal IDEA indicators. For these LEAs that have been identified through multiple state and federal accountability activities, the SED is working to limit duplicative requirements of plans and activities with the goal of supporting greater LEA system alignment.

The SED will present a follow-up item in March 2018 which will further describe the tiered system of TA, resources, and support offered through its updated submission of the State Systemic Improvement Plan (SSIP) which is a requirement under Indicator 17 of the IDEA.

## California’s Multi-Tiered Systems of Support Initiative

As described in the November 2017 SBE Item 4 (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/nov17item04.doc>), the Orange County Department of Education (OCDE) was selected as the Lead Agency for a statewide effort to scale up the development, alignment, and improvement of academic and behavioral supports through the use of an MTSS process and framework. The state has invested $30 million in this effort, known as the California Scale-Up MTSS Statewide (SUMS) Initiative.

The OCDE has committed to adjust the request for applications for Cohort 3 of the SUMS Initiative, which is expected to be released in February 2018, to give priority to any school district identified for differentiated assistance based on the Fall 2017 Dashboard release. The ability of school districts selected as sub-grantees to participate in trainings and receive TA through the SUMS Initiative will provide another option for school districts and COEs within the differentiated assistance process.

This is also one example of how resources and assistance available within Support for All (Level 1) will be leveraged within Differentiated Assistance (Level 2) in California’s three-tiered system of support, as discussed in more detail in Attachment 3.

## Students with Disabilities Collective Update

In November, the SWD Collective, facilitated by the CDE and the California Collaborative for Educational Excellence (CCEE), was launched to ensure California continues a collective approach to helping districts improve teaching and learning for SWDs and develop clear, consistent structures so that each and every student receives a high-quality education.

In November and December, the CCEE coordinated with the SED to convene leadership from SELPAs, COEs, and statewide initiatives providing TA to districts around their SWDs. The CCEE hosted several phone conversations as well as two in-person work sessions to develop an initial work plan for moving the SWD Collective forward.

Initial work focused on supporting the immediate needs around the differentiated assistance supports to districts that would be identified as a result of the 2017 Dashboard release. As a result, the following next steps were identified and have been moved forward:

* **Coordination of data around existing district supports:** Work has begun to coordinate information to better support the districts who have been identified as recipients of differentiated assistance as a result of their SWD student group. The initial focus of this effort has been to identify any TA or other supports each of the identified LEAs is currently receiving through the statewide support programs identified (MTSS SUMS, Supporting Inclusive Practices project, SSIP, CCEE Professional Learning Networks, CCEE Pilots, SED activities). This work will be integrated into the larger system of support as opportunities are identified to share and disseminate information across systems.
* **Addendum to differentiated assistance protocols for LEAs facilitation guide:** A review of the Curriculum and Instruction Steering Committee-developed facilitation guide was made with an eye to ensuring that where LEAs may have been involved in applying differentiated assistance protocols as part of their work in the statewide programs identified above, they were bringing those resources to the initial conversations with COEs or other TA leads.
* **Identification of a director to lead the SWD Collective:** The CCEE has redirected internal funding to identify a budget for the hiring of a Director of Education—Special Education, commensurate with the other director positions. As yet, this is an anticipated position posting and will remain so until it is submitted to the CCEE Board for approval during the next regular Board session on February 1.

To take a measured approach, based on analyses of data and implementation research in other states, national leaders were contacted, such as Tom Hehir, who sits on the Advisory Board for the National Center for Learning Disabilities and is currently at the Harvard Graduate School of Education. Dr. Hehir served as director of the U.S. Dept. of Education’s Office of Special Education Programs from 1993–99 and was responsible for federal leadership in implementing the IDEA.

# Attachment 3: Overview of Support for All (Level 1)

A June 2017 Information Memorandum expanded upon earlier memoranda with details and examples of the various resources and assistance that exist within the three levels of support (<https://www.cde.ca.gov/be/pn/im/documents/memo-exec-ocd-jun17item02.doc>). With the release of the Fall 2017 California School Dashboard (Dashboard), attention has focused on Differentiated Assistance (Level 2), which was provided for the first time to school districts identified due to student group performance on indicators within the Dashboard.

This attachment focuses on the resources and assistance available under Support for All (Level 1), which plays a critical role within the system of support and is the foundation for Differentiated Assistance (Level 2).

Relevant content from the June 2017 Information Memorandum is reproduced below to provide background for how Differentiated Assistance (Level 2) fits within the broader system and to reinforce the importance of Support for All (Level 1) for achieving the overall goal for the system of support.

California currently provides numerous resources and supports to local educational agencies (LEAs) and schools. These include curriculum frameworks, practice guides, assistance from regional lead agencies, professional learning opportunities, individual coaching, grants, and resource clearinghouses that have been created through various state and federal programs.

California, therefore, does not need to build the statewide system of support from scratch. Instead, a necessary first task is to work with LEA and school leaders and local stakeholders to identify the resources and supports available through existing local, state, and federal programs and to maximize the utility of those existing resources by aligning, reconfiguring, or streamlining them. Based on locally identified needs, it is then possible to identify gaps in resources or capacity to provide support, or opportunities to redirect existing resources more effectively to meet those identified needs.

Table 1 shows some existing supports provided within each level of the statewide system of support. It is not intended to be exhaustive. State programs are included if they are authorized and funded in the 2016–17 fiscal year. The federal supports reflect what will be available when the Every Student Succeeds Act is fully implemented in the 2018–19 fiscal year.

## Table 1: Supports within the Three Levels of Support

| Level of Support | Supports |
| --- | --- |
| Support for All LEAs and Schools (Level 1) | California Assessment of Student Performance and Progress, including summative assessments (aggregate and individual student reports); and formative assessment tools and interim assessmentsCurriculum frameworks and instructional materialsLocal Control and Accountability Plan (LCAP) template and LCAP addendumDashboard/Local Control Funding Formula (LCFF) evaluation rubricsResources, guidance, professional learning, coaching, and grants provided by the California Department of Education (CDE) under state and federal programs (Title I, Title II, Title III, Expanded learning, Early Education, Title IV, education opportunities)Standards Implementation Steering Committees and associated trainingsCalifornia Subject Matter Projects professional development and instructional supportsCounty office of education (COE) and charter authorizer LCAP review and proactive assistanceLCAP addendum review and proactive assistanceCalifornia Collaborative for Educational Excellence (CCEE) professional development plan and pilotsCCEE voluntary advice and assistanceSpecial Education Tier 1 resources (State Systemic Improvement Plan [SSIP])Commission on Teacher Credentialing credential developmentFiscal Crisis Management and Assistance Team program audits and related servicesGrant programs to build capacity (state or federal one-time funds), including:* Multi-Tiered Systems of Support Grant
* Career Technical Education Incentive Grant
* Career Pathways Trust
* College Readiness Block Grant

Proposition 47 grantsFederal Program MonitoringAB 1200 fiscal oversightCommission on Teacher Credentialing credential monitoring |
| Differentiated Assistance (Level 2) | LCFF assistance (technical assistance by COEs, CDE, and charter authorizers; and referral for advice and assistance by CCEE)Title I school assistance (comprehensive and targeted support)Special Education Tier 2 supports (SSIP)Title 2 assistance (disproportionate access)COE Williams monitoringFederal Program Monitoring corrective actionsAB 1200 COE (stay and rescind, etc.) |
| Intensive Intervention (Level 3) | State Superintendent of Public Instruction intervention and charter revocation (LCFF)More rigorous state intervention (Title I)Special Education Tier 3 supports (SSIP)State receivership (AB 1200) |