

California Department of Education

Executive Office

SBE-003 (REV. 11/2017)

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# California State Board of Education March 2018 Agenda Item #02

## 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 January 2018 State Board of Education (SBE) Item 3 (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/jan18item03.docx>); the November 2017 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>), which 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 SBE 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 LCFF is 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:

* **Support for All LEAs and Schools (Level 1):** Various state and local agencies provide an array of resources and voluntary assistance that **all** LEAs may use to improve student performance.
* **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.
* **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 at all levels 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 order to coordinate support at all levels, the agencies charged with providing support under the LCFF expanded their initial cross agency group to include stakeholder perspectives and practitioners from the field. This larger team is the System of Support Planning Group and is intended to address common concerns and interests from the field regarding support for LEAs and schools. In February 2018, this team worked together to address the need for more guidance on stakeholder engagement and differentiated assistance and the LCAP process and differentiated assistance. The product of their work is included in Attachment 3.

The elements of support, or those distinguishing areas of work that will occur in the system of support, 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

California’s approach to assistance under LCFF differs from past approaches to school accountability. Three of the key shifts reflect the intent 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 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, county offices of education (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.

As COEs and LEAs continue to work together throughout the spring, the SBE will hear 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 provides an update on Differentiated Assistance. Attachment 2 provides an update on Support for All, which plays a critical role within the system of support and is the foundation for differentiated assistance. Attachment 3 contains the framing for stakeholder engagement and differentiated assistance and the LCAP process and differentiated assistance created by the System of Support Planning Group, which includes state agencies charged with support and assistance under LCFF, practitioners from the field, and stakeholder groups.

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

In January 2018, the SBE received Item 3, an update on the system of support (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/jan18item03.docx>).

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 five 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: Differentiated Assistance Update (7 Pages)
* Attachment 2: Support for All Update (1 Page)
* Attachment 3: Update on Ongoing Communication about the System of Support (2 Pages)

# Attachment 1: Differentiated Assistance Update

## County Offices of Education

There are 43 county offices of education (COEs) that are providing support to 223 school districts identified in December for differentiated assistance. County superintendents indicated that they expected initial meetings with each district to have taken place by early February.

Since the January 2018 State Board of Education (SBE) meeting, county superintendents and COE staff have had several opportunities to discuss their experiences from these first meetings with identified school districts. These opportunities have included:

* The California County Superintendents Educational Services Association (CCSESA) General Membership meeting of the county superintendents in late January, where they divided into groups according to the CCSESA regions to review and share out their initial experiences.
* The Curriculum and Instruction Steering Committee (CISC) meeting in late January, where COE staff shared resources and tools that are being used to support districts.
* The Local Control and Accountability Plan (LCAP) Directors meeting in mid-February, where COE staff responsible for coordinating the work with all districts on the LCAP met to discuss a range of issues, including differentiated assistance, stakeholder engagement, and the linkage of the California School Dashboard (Dashboard) data to the LCAP update process.

These meetings are designed primarily to foster consistent, high quality support across all the COEs. However, they also provide an opportunity to gather immediate feedback on how the first few months of the differentiated assistance process are going.

At the January 25–26, 2018, CISC meeting, the members dedicated time to reflect on how differentiated assistance for school districts is being supported by COEs. The CISC members have participated in several training opportunities to develop tools and procedures to create systems of support for schools districts. At this meeting, the committee met as regions as identified by the CCSESA, to collaborate and share how various COEs are adapting and implementing concepts from several trainings:

* Carnegie Foundation for the Advancement of Teaching Improvement Science
* Improvement Collective Training
* CCSESA Differentiated Assistance Webinars

During the table discussions, regions shared feedback about their progress in implementing differentiated assistance with local school districts. When COEs have introduced differentiated assistance, they have included it as part of their support for the LCAP process which uses data from the Dashboard. The feedback centered on four questions.

The following tables summarizes the responses for each question. Table 1 summarizes all responses by question. Table 2 shares three important points identified by each region.

**Table 1: Overview of CISC Differentiated Assistance Collaborative Time**

| Question | Responses |
| --- | --- |
| What tools or protocols have been most useful in facilitating the differentiated assistance process? | * Fidelity Integrity Assessment (FIA) Facilitation Resources: Guide, Self-Assessment Tool * Improvement Science Protocols: Empathy Interview, Dashboard Analysis and LCAP Summary, Five Whys * Improvement Science Tools: local educational agency (LEA) Self-Assessment * Specific District’s Differentiated Assistance Trainings, such as the Visalia Unified School District and Tulare COE training * Riverside COE Tableau Dashboard Analysis Tool to visualize data * Many COEs supply LCAP directors with modifiable differentiated assistance resources so that LCAP directors can adapt and share these trainings with school districts |
| How is your region approaching the differentiated assistance process? | Varied levels of meeting team structure, such as:   * Small group with district superintendent and data specialist for needs assessment and initial planning guidelines. * Larger team meetings to introduce the continuous improvement process, identify root causes, summarize findings, and make connections to LCAP. * Larger teams should include various district leaders: Special Education Local Plan Area (SELPA) specialist, local school board members, specialized staff who address needs for students from populations such as Homeless Youth, curriculum and instruction specialists, and facilities experts in addition to representatives from all stakeholder groups. * Work with FIA, Improvement Science, and other continuous improvement tools during meetings with districts to integrate these models into the planning process. * Actively work with data with school districts to reduce anxiety and build familiarity with the Dashboard and associated tools. |
| What have you learned or observed during your reflection on the process? | * High needs districts sometimes have high personnel turnover and it is hard to maintain continuity for the extended timeline of meetings. * Union issues for teachers affect the scheduling of meetings. * This improvement process is aligned with LCAP planning which puts control in the district’s hands. * It is critical to align improvement training with the SELPA. |
| Are there any recommendations or questions you have at this moment in the process? | * Districts that come to countywide meetings with an analysis of their data and a draft of a plan can be best supported by the process. * COEs need guidance concerning how COE teams with several members can work effectively with small districts which may have only one member. * Can the responsibilities and requirements of the COE and districts, after the Summary Letter is sent, be better defined on the state level? * Will the Summary Letter be available in March? * Is the short timeline, when considering the release of the Summary Letter and the timeline for LCAP, counter to Improvement Science philosophy? * How can COEs continue to share successful models of how to incorporate the LEA tool into COE meetings? |

**Table 2: Main Points by Region Differentiated Assistance Collaborative Time**

| Region | Main Points |
| --- | --- |
| 1 | * A central goal is to establish the difference between differentiated assistance and program improvement. * The COE would like to learn how to balance the urgency to take action with the need to move slowly. * The region plans to develop and attend regional and state convenings to share best practices. |
| 2 | * This region is providing customizable PowerPoint type slides and districtwide data spreadsheets. * Several great resources were shared, such as Glenn and Trinity COEs’ flowcharts of their differentiated assistance process. * Tehama COE shared the differentiated assistance training they created with the Red Bluff Joint Union High School District. |
| 3 | * The goal for this region is to maintain the philosophy that differentiated assistance is local and needs to be implemented in a way that works best for each district, with the COE serving as a coach. * For many COEs, the first differentiated assistance meeting with districts is used to simply listen. * This region is using training materials created by the Placer County Board of Education and Placer COE. |
| 4 | * Maintaining good relationships between the COE and school district is central to the planning. * Data analysis is central to differentiated assistance. The region wants to better use data tools, such as adapting the Riverside COE Tableau Dashboard Analysis Tool to Region 4. * The region is proud of the first year’s efforts and is beginning to plan year two. |
| 5 | * This region noted that some COEs have very detailed plans that may be appropriate to implement in other counties. * This region plans to meet regularly to continue collaborating and sharing COE resources. Their three smaller COEs are forming a close and supportive working connection through these meetings. * This region assembled a data-gathering tool to be used by the COE and school district. |
| 6 | * The region is taking advantage of their positive working relationship to support both student group and system of support issues. * They are using county LCAP Director meetings to build capacity and improve LCAPs regardless of the districts’ eligibility for differentiated assistance. * A priority is to build connections and common messaging with SELPA. |
| 7 | * In this region, the COEs are organizing relaxed meetings with districts where the district is leading the conversation. Improvement Science tools are used for guidance. * They shared the Jefferson Elementary School District and Tulare COE differentiated assistance meeting agenda. * Madera and Tulare COEs created a data projection tool and training to work with school districts. |
| 8 | * This region is listening to district leaders, who are seeing that they own the responsibility for the data and its use as a guiding tool. * The region’s representatives believe that the districts feel they can use this process to leverage change. * The region believes that the process is promoting transparency and communication between COEs and districts and between districts and their community. |
| 9 | * This region is providing tools through a Google folder. Meetings are used to walk LCAP directors through the process. * A data protocol was created to link all Dashboard and DataQuest information by LEA. * The region is moving toward building the system of differentiated assistance so there is more intentional planning to bring together differentiated assistance, Multi-Tiered System of Support, and LCAP for coherence. |
| 10 | * This region has a specific timeline for each planning step: introductory workshops for districts, Dashboard analysis, Root Cause analysis, and individual ongoing support from COEs. * The differentiated assistance timelines and procedures vary for large and small districts. * Through this process, next steps have been generated through district teams, rather than from COE staff telling districts what must be done. |
| 11 | * The COE has been meeting with most districts to introduce the process. * The COE emphasizes that differentiated assistance begins with building a relationship with districts and that they are on a reflective journey with them. * The COE created an Excel spreadsheet showing all indicators and sub groups to better visualize the status of the district and schools. |

## Dos Palos Oro Linda-Merced County Office of Education

### California Collaborative for Educational Excellence Partnership

The California Collaborative for Educational Excellence (CCEE) partnership with the Dos Palos Oro Linda (DPOL) began at the request of the Merced COE nearly two years ago. Through this collaboration, the CCEE works alongside DPOL in focusing improvement efforts that are district driven, locally (community) owned, and student centered. Recently, DPOL has been identified as a district requiring differentiated assistance. As a CCEE partner district, all three organizations involved have found it important to be on the same page and transparent about the journey. Merced COE has been invited to and attended all partner district summits with DPOL (capacity building events around continuous improvement) sponsored by the CCEE. Likewise, the CCEE has attended the differentiated assistance meetings with DPOL facilitated by the Merced COE. DPOL has been open enough to support this free exchange of participation. In the end, both the CCEE and Merced COE are working collectively in service to support DPOL in its own journey to improvement and empowerment.

# Attachment 2: Support for All Update

Assistance or support for all is provided by various state and local agencies, which provide an array of resources and voluntary assistance that all local educational agencies (LEAs) may use to improve student performance. This attachment provides an update on a sample of support for all that is currently underway for LEAs and schools.

## California Collaborative for Education Excellence Training Modules

The California Collaborative for Educational Excellence (CCEE) is rolling out four training modules in response to topics of interest identified by the field. The modules address the: (1) California School Dashboard (Dashboard)/Local Control and Accountability Plan (LCAP); (2) Differentiated Assistance; (3) Demonstration of Increased and Improved Services for Unduplicated Pupils (DIISUP); and (4) Data and Evaluation. Each module has two parts. Part I is designed for all audiences. Part II is designed for a target audience (e.g. parents/families or small LEA and school staff). County office of education (COE) topical leads work with CCEE staff to develop content and often serve as co-facilitators during virtual or in-person module events.

The Data and Evaluation module generated interest within the CCEE and with external partners as educators continue to ask questions about how to use Dashboard data to inform decision making. The Data and Evaluation Part I Webinar took place on February 8, 2018. It focused on building “Dashboard literacy,” with attention to the Academic Indicator—specifically “Distance from Level 3”—and considerations for analyzing the Equity, Student Group, Detailed, and Status and Change reports. The Part II Webinar took place on March 1, 2018. It focused on the data and evaluation needs of small LEAs and schools, with attention to the often-limited Dashboard data they have access to, along with other sources of local data they may use as part of their LCAP decision-making process. The Humboldt COE served as the COE topical lead for this module, providing insights about strategies a COE might use to serve the needs of small LEAs and schools.

## Tools for Identifying Strengths

Stakeholders asked for tools to help them identify successes and strengths across California aligned with California's eight state priorities. To support this need, California Department of Education staff are currently developing the geographic information system (GIS) tool to map data from the Fall 2017 Dashboard release. This tool will be available to all LEAs and stakeholders to use soon.

# Attachment 3: Update on Ongoing Communication about the System of Support

The information below is meant to be a resource to clarify certain topics of importance to local educational agencies (LEAs) and stakeholders that have arisen about California’s new system of support and differentiated assistance. This resource was developed collaboratively by the System of Support Planning Group, which includes agencies charged by statute with providing assistance to LEAs and stakeholder groups representing parents, students, and educators.

## The Local Control and Accountability Plan Process and Differentiated Assistance

The “Local Control and Accountability Plan (LCAP) process” is an annual cycle that includes development of the LCAP **and** ongoing implementation of the actions and services included in the approved LCAP.

* As part of developing the LCAP and annual update, every LEA is expected to review its data, including performance on state and local indicators in the California School Dashboard (Dashboard) and the effectiveness of actions and services included in the LCAP.
* Development of the LCAP involves review of the Dashboard and other local data and the engagement of stakeholders when developing and/or updating goals, actions, and services that are ultimately included in the locally approved LCAP.
* This is reflected in the current LCAP template, which includes a plan summary with prompts requiring LEAs to reflect annually on strengths, areas of low performance, and performance gaps as reflected in the Dashboard and other local data.
* Ongoing implementation and progress monitoring throughout the year is expected to inform the development/update of the goals, actions, and services included in the LCAP for the following year.

Differentiated assistance provides support to LEAs to build their capacity to improve student outcomes through the LCAP process.

* “[D]ifferentiated assistance exists within the LCAP process. There is no statutory requirement for developing a new ‘improvement plan’.” separate from the LCAP (November 2017 SBE Meeting, Item 4, Attachment 1).
* LEAs identified for differentiated assistance continue to complete their LCAPs and annual updates.
* A key element of differentiated assistance is the review of data and analysis of underlying causes, which all LEAs are expected to complete as part of developing an LCAP, with additional support from the county office of education (COE).

## Stakeholder Engagement and Differentiated Assistance

School district superintendents, or their designees, are responsible for engaging with their COEs and local stakeholders in the differentiated assistance process.

* COEs are required to provide differentiated assistance to eligible school districts.
* The initial step is a management consultation between the COE and school district leadership.
* The school district superintendent, or his or her designee, is responsible for determining who participates in the meetings with the COE staff.
* Local stakeholders have critical insights on strengths/weaknesses and underlying causes of low performance that will strengthen the differentiated assistance process.
* COEs should offer to assist districts in thinking through how to engage local stakeholders in the differentiated assistance process and to integrate feedback into the district’s LCAP development process.

The insights and conclusions gained from differentiated assistance should be reflected in the district’s LCAP process, which requires stakeholder engagement.

* Engaging stakeholders in the decision-making process is a central principle of the Local Control Funding Formula.
* Districts should engage local stakeholders before reaching definitive conclusions or settling on specific strategies.
* This is true regardless of whether a district elects to work primarily with a COE, a partner agency such as the California Collaborative for Educational Excellence, or another provider.