

California Department of Education

Executive Office

SBE-003 (REV. 11/2017)

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# California State Board of EducationMay 2018 AgendaItem #01

## 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).

Since August 2016, the State Board of Education (SBE) has received a total of seven updates regarding the development of the statewide system of support, each building on the other and providing an update on the progress, implementation, and continuous improvement of initiatives, policies, and assistance efforts of stakeholders engaged in California’s system of support.

## 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 the LCFF, California worked with stakeholders to develop tools for educators that will 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. Previous SBE Information Memoranda and Agenda Items have laid the foundation for California’s system of support, which includes the following levels of support:

* **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.

Key shifts in support reflect the intent of the LCFF for differentiated assistance to be tailored to locally identified needs, rather than imposed as a one-size-fits-all solution. Table 1 identifies several key changes in the approach to assistance.

Table 1. Shifts in California’s Approach to Improvement

| Education Improvement Before LCFF | Education Improvement After LCFF |
| --- | --- |
| Top down transactional exchanges focused on schools in isolation | Support providers work alongside LEAs and their schools to identify key challenges and opportunities |
| Packaged approaches for interventions | Systemic approach tailored to locally identified needs and strengths |
| Isolated team decision making | Engaging with local educators and communities as part of decision making |
| Redundancy and contradictions across state and federal programs | Streamlined and coherent expectations for LEAs across state and federal programs |
| Assistance disconnected from local priorities and focus | Assistance supports LEAs in aligning, prioritizing, and using resources to meet student needs identified in the LCAP |

In order to coordinate support at all levels and to ensure these shifts become reality, 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 that will address common concerns and interests from the field regarding support for LEAs and schools. In April 2018, this group convened to determine how to create ways to measure whether capacity has been built as a result of ongoing differentiated assistance and build out what comes next to support LEAs and schools.

Attachment 1 provides an update on Differentiated Assistance. Attachment 2 provides an update on Support for All, which includes lessons learned from the CCEE pilot districts. Attachment 3 provides an update on the coordination of the support, with a focus on the work of the System of Support Planning Group.

As county offices of education 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.

A future SBE item will detail a process for engaging with stakeholders to continue to build out support for LEAs and schools within California’s system of support by using the school improvement guidance from the Every Student Succeeds Act, California’s approved state plan, and budget guidance from the approved California state budget. CDE staff look forward to working with stakeholder groups to further build out the system of support with those three elements.

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

In March 2018, the SBE received an update on the system of support (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/mar18item02.docx>).

In January 2018, the SBE received 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 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 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 an update on the proposed goals and characteristics of an integrated system of support (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/jul17item02.doc>).

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

* 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-sbe-aug16item02.doc>).

## Fiscal Analysis (as appropriate)

Various state and federal funds are available to potentially be utilized within an integrated system of support. CDE 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 (2 Pages)
* Attachment 2: Support for All Update (1 Page)
* Attachment 3: Update on the Coordination of the System of Support Planning Group (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 report that the initial meetings with each district were held by early February, with most taking place in December and January. They also report that for most districts the process has resulted in multiple follow-up meetings as district and COE staff work together to analyze the data and more deeply understand the issues and identify potential corrective actions.

The cross agency group (the State Board of Education [SBE], the California Department of Education, the California County Superintendents Educational Services Association [CCSESA], and the California Collaborative for Educational Excellence) has proactively worked to regularly obtain feedback on the first year of differentiated assistance. Since the January 2018 SBE meeting, county superintendents and COE staff have had several opportunities to discuss their experiences from working with identified school districts. These opportunities have included:

* The CCSESA General Membership meeting of the county superintendents in late January and late April, where they divided according to the CCSESA regions to review and share their experiences.
* The Curriculum and Instruction Steering Committee 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 data to the LCAP update process.

In addition, the cross agency group meetings have been expanded to include participation by both education and community groups to provide feedback and recommendations, now called the System of Support Planning Group. The System of Support Planning Group held meetings in February and April to obtain such feedback. County superintendents and CCSESA staff have also attended the Association of California School Administrators Superintendency Council meetings in order to hear directly from leading superintendents in the state about progress and issues related to the implementation of differentiated assistance.

In combination, these meetings are designed primarily to foster consistent, high quality support for school districts. Two county superintendents, Ed Manansala (El Dorado) and Ted Alejandre (San Bernardino), will provide an update to the SBE based on the work with districts in their counties, as well as the cooperative work among COEs throughout the state.

# 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 one approach that focuses on lessons learned from the California Collaborative for Educational Excellence (CCEE) Pilot Partnerships.

## Lessons from the California Collaborative for Educational Excellence Pilot Partnerships

The CCEE has evolved partnership work into full-fledged networks including superintendents, district staff, and site and union leaders. These teams have met multiple times this school year in addition to doing in-district follow up with CCEE leads. County office representatives join the teams on one of the two summit days to build capacity and gain common understanding around continuous improvement on the ground in districts. During these summits, teams develop their continuous improvement culture and protocols, analyze various data points, and identify a problem of practice. They use the team time to isolate an area of focus to address their problem of practice and identify impactful actions to address what teams found to be the root cause of the district identified problem. Time is intentionally spent analyzing and determining what authentic engagement looks across all stakeholders, how any actions will address underserved students, and what evidence will be used to reflect on impact. The CCEE has developed a formal research agenda to document the learning journey.

# Attachment 3: Update on the Coordination of the System of Support Planning Group

On April 9, 2018, the System of Support Planning Group met for their bimonthly meeting. The meeting was facilitated by WestEd. Thirty-seven education leaders participated, including representatives from state education agencies and a range of stakeholders and practitioners. The meeting included the following key items:

* An update on major developments related to the system of support from staff representing the State Board of Education (SBE), the California County Superintendents Educational Services Association (CCSESA), the California Department of Education (CDE), and the California Collaborative for Educational Excellence (CCEE).
* A discussion of the implementation of the system of support thus far to: (1) document the successes and areas for improvement during year one of the support and (2) to determine process measures for the system of support to guide continuous improvement.
* A review of differentiated assistance identification data and support scenarios created by the SBE. The data and scenarios were a starting point for discussion about what counties are already doing to deploy differentiated assistance for each of the five scenarios, what areas of need still exist, and how the System of Support Planning Group can continue to support these efforts.
* A review of aggregate responses to WestEd’s survey of system of support agency leads about information dissemination strategies and a discussion about how to define differentiated assistance to ensure consistency in how the definition is communicated both internally and to the field.

At the conclusion of the System of Support Planning Group meeting, agency leads debriefed the feedback from the morning and identified a plan for the incorporation of feedback into future activities. Based on the discussion among the agency leads and the discussion in the earlier part of the day with the full planning group, the following next steps were identified:

1. SBE staff drafted two documents to help clarify the definition of the System of Support and Differentiated Assistance. These documents include a System of Support 101 and Frequently Asked Questions (FAQs). These documents will be circulated to the full System of Support Planning Group for their feedback and suggestions will be incorporated. Once finalized, they will be disseminated to the field.
2. CDE staff, with representatives from the System of Support Planning Group, created a survey for leaders from county offices of education (COEs) and school districts eligible for differentiated assistance to provide input and reflect on the first year of implementation of the system of support. A modified version of this survey will be distributed to the full System of Support Planning Group to provide an additional opportunity for their feedback on the first year of implementation.
3. CDE and WestEd staff will compile and summarize input for year one of the system of support from responses to the CDE survey from local educational agencies, COEs, and System of Support Planning Group members; from focus group interviews with district leaders; from notes collected at the April 9 System of Support Planning Group meeting; and input from county superintendents collected at the CCSESA General Membership meeting in April. The summary of these data will be used to inform the work of the System of Support Planning Group as a whole, as well as the work of participating agencies.
4. System of support agency leads will explore interim process measures discussed during the April 9 System of Support Planning Group meeting to determine how to measure and monitor continuous improvement in the system of support.