

California Department of Education

Executive Office

SBE-003 (REV. 11/2017)

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# California State Board of EducationJanuary 2019 AgendaItem #22

## 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. The item 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 11 updates regarding the development of the statewide system of support, each building on the previous 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.

Over that period of time, details about the system of support have been clarified and refined collaboratively by the agencies charged with providing assistance and support under LCFF, based on feedback from stakeholders and the SBE. Additionally, the 2018 Budget Act, signed on June 27, 2018, includes a substantial investment of state funding aimed at developing the infrastructure of the statewide system of support by increasing the capacity and expertise of agencies required to provide assistance within the system, and providing greater clarity of roles and responsibilities to ensure that California’s continuous improvement approach to support can be sustained. Finally, during this period, the SBE finalized California’s Every Student Succeeds Act (ESSA) state plan, which describes how California will use federal funding and addresses various school accountability and support provisions under federal law.

The core design of the system of support, including the overall goal and design principles, remains unchanged. In fact, the recently enacted state budget reflects, and in many instances codifies, key elements developed over the past two years. There are, however, some areas where the initial design has evolved.

This item provides a comprehensive review of the system of support’s development and implementation to date, with particular attention to areas where the initial design has evolved or become further defined over the past year.

## Recommendation

No action is recommended at this time. However, the California Department of Education (CDE) requests 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

This item addresses key developments in the system of support, including developments related to the different lead agency selection processes and utilizing the system of support to respond to statewide trends.

Attachment 1 describes key aspects of the system of support, including areas where the design has evolved since 2016 and new communication resources. Attachment 2 provides an update on the lead agencies and Attachment 3 describes how elements of the system of support are responding to statewide trends.

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

In November 2018, the SBE received an update on the systems of support (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/nov18item03.docx>).

In September 2018, the SBE received an update on the systems of support (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/sep18item02.docx>).

In June 2018, the SBE received the following Information Memorandum:

* Update on the Development of California’s System of Support for Local Educational Agencies and Schools (<https://www.cde.ca.gov/be/pn/im/documents/memo-pptb-iad-jun18item01.docx>).

In May 2018, the SBE received an update on the system of support (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/may18item01.docx>).

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)

The Budget Act of 2018 invested nearly $80 million ongoing state funding and $30 million in one-time state funding to build the infrastructure and capacity within the statewide system of support. The Budget Act of 2018 also allocated some federal funds on an ongoing or one-time basis to activities aligned with the statewide system of support.

Assembly Bill 1808, chaptered June 27, 2018, appropriated $4 million to establish Geographic Lead Agencies. Funding will continue on an ongoing annual basis.

AB 1808 appropriated funds in the amount of $13,274,000 from the general fund to the State Superintendent of Public Instruction to allocate to the California Collaborative for Educational Excellence’s administrative agent (Marin County Office of Education). Of that, $660,000 is to be allocated to the administrative agent for administrative costs for the Community Engagement Initiative.

## Attachment(s)

* Attachment 1: Key Aspects of the System of Support (3 Pages)
* Attachment 2: System of Support Updates (6 Pages)
* Attachment 3: System of Support Responds to Statewide Trends (4 Pages)

# Attachment 1: Key Aspects of the System of Support

This attachment describes key aspects of the system of support, including key areas where the design has evolved between 2016 and today, and it reflects the recently enacted state budget, ongoing work among state agencies and the System of Support Planning Group (planning group), and California’s approved Every Student Succeeds Act (ESSA) state plan. This attachment was included in the November 2018 System of Support SBE item and will continue to serve as a place to keep the field updated on the evolution of the system of support.

## Background

California is in year two of creating a coordinated and coherent state structure to ensure that local educational agencies (LEAs) receive resources and support to meet identified student needs, including disparities in student outcomes and opportunities. The Local Control Funding Formula (LCFF) is the foundation for reimagining California’s accountability and continuous improvement system. As a result of the LCFF, California worked with stakeholders to develop tools for educators and communities 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, with three key policy decisions central to the LCFF serving as the foundation designing the system of support:

* **More than a Single Number.** Quality education is defined by more than a test score.
* **Resource Decisions Driven by Student Need.** Educators and policymakers should adapt services to meet identified needs, including disparities in opportunities and outcomes.
* **LEAs are the Primary Unit of Change.** LEAs play the essential role in supporting schools to sustain improvement.

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 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 California Department of Education (CDE), charter authorizers, and the California Collaborative for Educational Excellence (CCEE) provide **differentiated** **assistance** for LEAs, 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 with persistent performance issues over a specified time period.

**The goal for support at all levels is to assist LEAs and their schools in meeting 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 planning group that will address common concerns and interests from the field regarding support for LEAs and schools.

# Attachment 2: System of Support Updates

At the September 2018 SBE meeting, key developments related to the system of support were introduced, including:

1. The Budget Act provisions of 2018 provide important clarity around roles, responsibilities, and expectations within the system of support. It includes a substantial investment of state funding aimed at increasing the capacity and expertise of agencies required to provide assistance within the system of support. The following lead agencies and/or initiatives have been identified as part of the system of support:

| Leads | Number of leads, agencies, or consortia |
| --- | --- |
| Geographic Lead Agencies | 7 |
| Community Engagement Lead | 1 |
| Multi-Tiered System of Support | 1 |
| Equity Leads | 2, along with stakeholder partnerships |
| Early Math Initiative | 1 |
| Special Education Resource Leads | Statewide Coverage - 3Expertise leads - Up to 4 |
| Title III English learner Specialists | 11, with 1 lead representative |

1. The Budget Act provisions of 2018 also require that formal communication and stakeholder engagement processes are developed by the CDE and the CCEE for the geographic lead agencies, which may include the additional lead agencies.
2. A year two system of support feedback plan to capture information about the system of support in a systemic way to inform continuous improvement from year to year, and when possible, allow for course corrections during the year.
3. A system of support communication plan designed to build awareness, clarity, and ownership of the statewide system of support at the local education community level; ensure that political support for the statewide system of support is maintained and strengthened to ensure continuity; and build cohesion and collaboration in communication outreach efforts amongst all agencies, education, and equity partners. It also identifies opportunities to share information about the system of support and California’s accountability system with a broad range of stakeholders, through the use of conferences, newsletters, and online communication platforms.
4. Integration of our state and federal accountability and support systems to include the provisions of the ESSA related to accountability and school improvement. An August 2018 Information Memorandum includes an overview of the timeline and milestones for implementing provisions of the ESSA (<https://www.cde.ca.gov/be/pn/im/documents/memo-exec-gad-aug18item01.docx>). Item 24 of the January 2019 State Board of Education meeting provides additional information.
5. A Frequently Asked Questions section is posted at <https://www.cde.ca.gov/sp/sw/t1/csss.asp> and addresses questions related to the system of support.
6. Updated resources to help communicate California’s Accountability and Continuous Improvement System are available at <https://www.cde.ca.gov/ta/ac/cm/>.

## Lead Agency Updates

This is a status update for the geographic lead agencies, the community engagement initiative (CEI) lead agency, the special education resource lead agencies, the early math initiative lead agency, the expansion of the Multi-Tiered System of Support (MTSS) lead agency, the lead Title III agency, and the equity lead agencies.

### Geographic Lead Agencies

The California Department of Education (CDE) and California Collaborative for Educational Excellence (CCEE) have selected and the Executive Director of the State Board of Education (SBE) approved nine applicants to serve as a lead or co-lead. Of the nine, two will be co-leads, resulting in seven geographic areas.

The geographic lead agencies, which were announced on October 10, 2018, are:

| Geographic Lead Agencies | Lead or Co-Leads | Geographic Area Counties |
| --- | --- | --- |
| Alameda County Office of Education (COE) | Lead | Alameda, Santa Clara, San Mateo, Contra Costa, Solano, San Francisco |
| Kern County Superintendent | Lead | Fresno, Kern, San Luis Obispo, Santa Barbara, Ventura, Los Angeles |
| Sacramento COE and Placer COE | Co-Leads | Colusa, Yuba, Sierra, Nevada, Placer, El Dorado, Alpine, Sacramento, Yolo, Sutter, Tuolumne, San Joaquin, Amador, Calaveras |
| San Diego COE and Riverside COE | Co-Leads | San Bernardino, Riverside, Imperial, San Diego, Orange |
| Shasta COE | Lead | Del Norte, Humboldt, Siskiyou, Modoc, Trinity, Shasta, Lassen, Tehama, Plumas, Butte, Glenn |
| Sonoma COE | Lead | Mendocino, Lake, Sonoma, Napa, Marin |
| Tulare COE | Lead | Tulare, Kings, Madera, Merced, Mariposa, Stanislaus, Inyo, Mono, San Benito, Monterey, Santa Cruz |

The goal of the geographic lead agencies is to support the continuous improvement process and connect COEs and school districts to California’s system of support. The geographic lead agencies will be guided by locally identified needs and have the expertise to build COE capacity to support school districts under state priorities across student groups within their defined geographic region. Below are key points about the roles and expectations for the geographic lead agencies:

**Provide support to the support providers**

* Geographic leads are expected to help COEs successfully support their school districts and build their capacity to provide support over time.
* Geographic leads are expected to serve their peers, other COEs, within their geographic area.

**Coordinate supports available statewide**

* It is neither realistic nor fair to expect all 51 COEs that support multiple school districts to know of every resource, service, or support that exists across the state or have appropriate expertise and capacity to respond to every locally identified need. Geographic leads are expected to help COEs access relevant services or expertise responsive to needs identified by school districts the COEs are supporting.
* Geographic leads are expected to work together and in conjunction with the CDE and CCEE to provide the statewide backbone of the system of support.

**All COEs are expected to continue directly supporting their school districts, with the geographic leads primarily focused on supporting and building the capacity of their peers at COEs in that work.**

* Geographic leads are not intended to be “vendors” who directly serve school districts within the geographic area.
* The exception is where direct support for a school district is what a COE needs or, due to relational dynamics between a COE and a school district, having a third party engaged would be helpful.
* Even then, the approach of the geographic leads should be designed to build capacity of the COE to lead that work in the future or to help a COE and district improve working relationships.

#### Community Engagement Initiative

The CDE and the CCEE has selected and the Executive Director of the SBE has approved the San Bernardino COE with the California Association for Bilingual Education and Families in Schools to co-administer the Community Engagement Initiative (CEI) with the CCEE. The goals of the community engagement lead are to foster meaningful stakeholder engagement, especially as it relates to the school district local control and accountability plan development process, and to build capacity in communities and school districts to have meaningful and, at times, difficult conversations with each other focused on improving outcomes for pupils. The participants in the CEI will include teams of community members, pupils, school site staff and leadership, school district staff and leadership, and COE staff and leadership for a common single school district. The community engagement lead agency and the CCEE will establish professional learning networks of these teams to identify, document, and disseminate best practices in community engagement.

Four key roles for the community engagement lead agency are:

1. **Facilitate** successful partnerships within and among these teams.
2. **Connect** participants to resources.
3. **Build local capacity** and mentor others interested in developing community engagement activities.
4. Demonstrate successful **community engagement** practices.

#### Special Education Resource Leads Process

The CDE and CCEE will jointly select up to 10 Special Education Local Plan Areas (SELPAs) to serve as special education resource leads (SELPA Leads). The SELPA Leads will work collaboratively with the other lead agencies in the statewide system of support, with a focus on building the capacity of SELPAs statewide. There are two types of SELPA Leads:

* SELPA System Improvement Leads (three), which focus directly on building the foundational knowledge and capacity in systems improvement processes for SELPAs statewide. They will do this through providing training in and supporting the use of data best practices, as well as evidence-based practices in root cause analyses, systems alignment, and coherence. The awarded consortia of SELPA Improvement Leads include El Dorado County SELPA, West San Gabriel SELPA and Riverside County SELPA.
* SELPA Content Leads (up to four), which focus on building the capacity of SELPAs across the state in an identified content area of need. This will be done through increasing the use of evidence-based practices leading to demonstrated positive academic and social emotional outcomes for students with disabilities (SWD). Content areas could include, but are not limited to:
	+ Increasing access to inclusive environments (Least Restrictive Environment)
	+ Increasing access to quality curriculum and instruction
	+ Increasing/Strengthening inclusive early childhood preschool opportunities
	+ Improving transition planning mapped to employment.

SELPA Content leads will be identified in early 2019.

#### Early Math Resource Lead Process

The Fresno County Office of Education is the Early Math Resource Lead. The early math resource lead will focus on students in pre-Kindergarten through grade three. The early math resource lead’s work will include the development, identification, and distribution of early math resources; professional learning and coaching for educators; and mathematical learning opportunities for children. It must be developed and implemented within the system of support.

#### School Climate Lead Agency–Multi-Tiered System of Support

The Orange County Department of Education and Butte COE were appointed by the Legislature in AB 1808 as the MTSS lead agency. Responsibilities include expanding the state’s MTSS framework to foster a positive school climate in both academic and behavioral areas, including, but not limited to, positive behavior interventions and support, minimizing the use of emergency interventions, restorative justice, bullying prevention, social and emotional learning, trauma-informed practice, and cultural competency.

#### Title III English Learner Specialist Lead Agency

The Title III English Learner Specialist lead agency is one of the 11 English Learner Specialists. The specialists are designated to provide technical assistance on English learner programs. San Diego COE was designated by their members to be the Title III English Learner Specialist Lead agency and participate in the formal communication process to promote alignment of their activities with the system of support.

#### Equity Lead Agencies

The California Equity Performance and Improvement Program lead agencies were announced on April 20, 2018. The two agencies are Santa Clara COE and San Diego COE. The responsibilities include promoting equity in California’s public schools by supporting and building capacity within COEs, local educational agencies (LEAs), and schools.

# Attachment 3: System of Support Responds to Statewide Trends

## Responding to Statewide Trends

In an effort to provide more detailed information on aspects of the system of support, the January 2019 SBE Meeting will focus on how two aspects of the system are responding to statewide trends. Specifically, the SBE will discuss the work to support students with disabilities within the system of support and the work underway to support teaching and learning in mathematics.

### Special Education Support

In line with the continued momentum of building one coherent system of accountability and continuous improvement, the CDE and the CCEE in partnership with SELPA and other key state and regional partners, continue to solidify, build, and define roles within the state system of support, specifically focused on improving outcomes for students with disabilities. This ensures the work is front and center and focuses on all aspects of the education system.

The opportunities presented by the 2018 state budget allocation to support the introduction of Special Education Statewide Leads, provide a new opportunity to include special education as a key player in the broader system of support. More information will be discussed at the January 2019 SBE meeting.

### Statewide Mathematics Collaboration Committee and Community of Practice

The Standards Implementation Steering Committee (SISC) is charged with creating and promoting a multi-year plan for standards and assessment implementation that will support a common understanding, language, and approach for each content area; assess existing infrastructure and resources for standards support and ensure ways to communicate promising practices, broker effective support, and identify and address gaps in the system of support; and establish a strong feedback loop of information about field needs and systems for responding. SISC members include leaders from the CDE, the SBE, the California County Superintendents Educational Services Association (CCSESA), and the CCSESA Curriculum and Instruction Steering Committee.

One of the SISC’s early efforts was the formation of content area Collaboration Committees, including one for mathematics. The Mathematics Collaboration Committee includes leaders from the CDE, SBE, COEs, LEAs, the California Mathematics Project, the California Mathematics Council, the California Teachers Association (CTA), the Association of California School Administrators, CCSESA, and others who represent California’s diverse mathematics education community. A key role of the Collaboration Committee is to plan professional learning for and convene statewide mathematics Community of Practice meetings. The Mathematics Community of Practice is comprised of county office curriculum and instruction experts, district teachers and leaders, CDE curriculum and instruction experts, and subject matter experts from other key professional learning organizations. Several times each year, the Mathematics Community of Practice gathers for two-day meetings and focuses on building the collective capacity of the group with an end-goal of mobilizing the expertise of regional teams to support implementation of the academic content standards for mathematics across California. This work is supported through grants from the S.D. Bechtel Jr. Foundation.

#### Fresno County Office of Education Statewide Early Math Initiative Summary

The designated contact for the Statewide Early Math Initiative is the Fresno COE, Lupe Jaime-Mileham, Early Care and Education Senior Director Initiative. Partners include Fresno County Early Care and Education Department, Fresno County STEM Department, AIMS Center for Math and Science Education, Les Mayfield III, California Early Math Project and WestEd. The Fresno COE and its project partners will provide early math resources, communications, online tools, and professional learning activities.

##### Early Math Resources, Communications, and Online Tools

This includes a statewide public awareness media campaign and series of high-quality videos that will show parents and caregivers how to enjoyably incorporate early math opportunities into everyday routines. The videos will raise awareness among parents of the role they can play in supporting their children with math. They will show parents how to support their children’s mathematical success at school; incorporate informal math activities (play, outings, exploration, etc.) into daily routines; understand the California Common Core Math Standards; provide effective support at home; and engage children in mathematical conversations. Thirty two-minute demonstration vignettes will be produced in English and Spanish and made widely accessible on desktop and mobile browsers via a link on a host website.

The CCSESA, CTA, California First Five, and the Parent Teacher Association (PTA) and other early math partners will be asked to assist with dissemination of video, website, and social media resources. Additional resources include:

* A Research and Resource Review will be created and shared that provides annotated summary information about the existing early math research and early math resources that are currently available for educators and parents.
* An online math literature resource will be developed that shows parents and teachers how children’s literature can be used effectively to build children’s understanding and mastery of mathematical concepts and problem solving. The online math literature resource will provide guidance on questioning strategies, math related vocabulary, reading Lexiles®, links to the standards, and related activities. This tool is intended to help parents and teachers introduce math content and conversations in a comfortable format.
* A math application will be developed to support family involvement in early math by providing informal math activities and suggestions for infusing math into daily activities and play. The application will be accessible on Android and Apple platforms.
* Family and community math resources will also be developed. This will include resources and a webinar for museums, preschools, family child care homes, elementary schools, libraries, etc., that demonstrates how to host a math exploration-based event for parents of preschool and elementary school-age children. For the parents of infants, toddlers, and preschool-age children, resources will be designed that show parents how readily available items can be used at home to support kindergarten math readiness. For transitional kindergarten-age children and above, the activities will provide an opportunity for parents to explore and understand the California Common Core State Standards for Mathematics. This resource will significantly simplify the process and preparation for hosting a community math event.

##### Professional Learning

A two-year professional learning coaching program will be provided through the AIMS Center for Math and Science Education for early childhood directors, coordinators, and lead teachers. The program will focus on developing capacity and expertise in early mathematics and science education; emphasize the importance of early mathematics education; and engage leaders in developing awareness, program plans, implementation strategies, and tools and practices to improve mathematics education in their own early learning contexts across the state.

#### Mathematics Framework Update

Since the implementation of the California Common Core State Standards – Mathematics, there has been new research and new learnings on how to best support teachers and school administrators with implementation. The CDE will begin the process of updating the California Mathematics Framework in late 2019. The revision provides an opportunity to include guidance based on current research and new understandings. Focus groups with mathematics educators will be conducted to ensure the content of the California Mathematics Framework meets their needs. The revision of the California Mathematics Framework will also include updated guidance for the creation of instructional resources aligned to the standards and the content of the framework. More information will follow as this work continues.

#### Title III English Learner Specialist Lead Agency

The Title III English Learner Specialist lead agency is 1 of the 11 English Learner Specialists. The specialists are designated to provide technical assistance on English learner programs. San Diego COE was designated by their members to be the lead agency and participate in the formal communication process to promote alignment of their activities with the system of support. Due to scheduling conflicts, the Title III English Learner Specialist Lead Agency will discuss this work at the March 2019 State Board of Education meeting.