California Department of Education

Executive Office

SBE-002 (REV. 11/2017)

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# MEMORANDUM

**DATE:**  August 10, 2020

**TO:**  MEMBERS, State Board of Education

**FROM:**  TONY THURMOND, State Superintendent of Public Instruction

**SUBJECT:** Background Information and Implementation Plan for *Education Code* 52064.5 Related to the Standards for Local Indicators.

In this memorandum, the California Department of Education (CDE) provides an overview of California *Education Code* (*EC*) Section 52064.5, which relates to the Standards for Local Indicators and an overview of the data that may be considered for use at the statewide level. In particular, this first data set focuses on teacher and credentialing information which is collected through an exchange with the California Commission on Teacher Credentialing (CTC). Additionally, the memorandum describes the process by which these data, once received, will be analyzed to determine if they are valid and reliable and develop options for incorporation into the local indicator for Priority 1. This topic will be brought forward for discussion at the California Practitioners Advisory Group (CPAG) on August 14, 2020, and to the State Board of Education (SBE) at their September 2020 meeting.

## Summary of Key Issues

*EC* Section 52064.5 required the State Board of Education (SBE), on or before

October 1, 2016, to adopt evaluation rubrics, known as the California School Dashboard (Dashboard), as a tool to help districts and schools identify strengths and weaknesses and to assist county superintendents in identifying school districts and charter schools in need of technical assistance. The Dashboard reports performance and progress on both state and local measures. The state and local measures are drawn from the ten priority areas of the Local Control Funding Formula (LCFF). Table 1 lists each priority area and its corresponding state and/or local measure.

**Table 1: The State and Local Measures for Each Local Control Funding Formula Priority Areas**

| **Priority Areas** | **State Indicator** | **Local Indicator** |
| --- | --- | --- |
| **Priority 1:** Basic Services and Conditions at schools | N/A | Text books availability, adequate facilities, and correctly assigned teachers. |
| **Priority 2:** Implementation of State Academic Standards | N/A | Annually report on progress in implementing the standards for all content areas. |
| **Priority 3:**Parent Engagement | N/A | Annually report progress toward: (1) seeking input from parents/guardians in decision making; and (2) promoting parental participation in programs. |
| **Priority 4:** Student Achievement | * Academic Performance (Grades 3–8 and Grade 11)
* English Learner Progress
 | N/A |
| **Priority 5:** Student Engagement | * Graduation Rate
* Chronic Absenteeism
 | N/A |
| **Priority 6:** School Climate | * Suspension Rate
 | Administer a Local Climate Survey every other year. |
| **Priority 7:** Access to a Broad Course of Study | N/A | Annually report progress on the extent students have access to, and are enrolled in, a broad course of study. |
| **Priority 9: (COEs Only)** Coordination of Services for Expelled Students | N/A | Annual measure of progress in coordinating instruction for expelled students. |
| **Priority 10: (COEs Only)** Coordination of Services for Foster Youth | N/A | Annual measure of progress in coordinating instruction for foster youth. |

## Local Indicators

The SBE approved standards for the local indicators that support local educational agencies (LEAs) in measuring and reporting their progress within the appropriate priority area. For each local indicator, the performance standards are as follows:

1. Annually measure its progress in meeting the requirements of the specific LCFF priority.
2. Report the results as part of a non-consent item at a regularly scheduled public meeting of the local governing board/body in conjunction with the adoption of the LCAP.
3. Report results to the public through the Dashboard utilizing the SBE-adopted self-reflection tools for each local indicator.

An LEA uses the SBE-adopted self-reflection tools to report its progress through the Dashboard. The collection and reflection on locally available information relevant to progress regarding local priority areas will support LEAs in completing the self-reflection tools, reporting in the Dashboard, and in local planning and improvement efforts.

Provided an LEA satisfies the performance standards for each local indicator, the Dashboard will automatically assign a performance level of Met. If an LEA does not meet the performance standards, the Dashboard will automatically assign a performance level of Not Met or Not Met for Two or More Years, as applicable.

## Overview and **Implementation of Senate Bill 75**

In 2019, the Omnibus Education Budget Bill, Senate Bill (SB) 75 (Chapter 51, Statutes of 2019), added the following bolded language to *EC* Section 52064.5(c):

(c) As part of the evaluation rubrics, the state board shall adopt state and local indicators to measure school district and individual schoolsite performance in regard to each of the state priorities described in subdivision (d) of Section 52060. **No later than January 31, 2021, local indicators shall reflect school-level data to the extent the department collects or otherwise has access to relevant and reliable school-level data for all schools statewide.**

Additionally, SB 75 amended *EC* Section 52064.5(e)(2) to include the following bolded language related to the Local Control Accountability Plan:

**(2) No later than January 31, 2020, the standards for local indicators shall, at a minimum, ensure that the governing board of a school district, the county board of education, and the governing body of a charter school review any data to be publicly reported for local indicators in conjunction with adoption of the local control and accountability plan pursuant to Section 52062, 52068, or 47606.5, as applicable. No later than January 31, 2021, the standards for local indicators for which the department collects or otherwise has access to relevant and reliable school-level data for all schools statewide shall, to the extent practicable, be based on objective criteria, which may include, but are not necessarily limited to, the extent of any disparities across schoolsites within a school district or county office of education or performance relative to statewide data.**

Based on this language, the CDE reviewed the local indicators and one data point from Priority 1, related to the assignment of teachers, and plans to explore further whether this data set meets the criteria outlined in SB 75. Priority 1 relates to Basic Services and Conditions at schools and includes three parts: 1) text books availability, 2) adequate facilities, and 3) correctly assigned teachers.

## School Accountability Report Cards

Priority 1 was modeled after similar information which is currently self-reported annually in the School Accountability Report Card (SARC). These requirements were added to the SARC as a result of SB 550 (Chapter 900, Statutes of 2004). SB 550 was an urgency measure, which took effect immediately, and implemented portions of the settlement agreement in the case of *Williams, et al.*v. *State of California, et al.* Specifically, SB 550 added additional reporting requirements relating to (1) any needed maintenance to ensure "good repair" of school facilities, (2) the number of teacher "misassignments" and "vacant teacher positions," and (3) the availability of "sufficient textbooks and other instructional materials."

To relieve the data burden on schools, the CDE provides a pre-population of most elements on the SARC with the data that the schools/LEAs provide to the CDE during the school year. Currently, the CDE does not pre-populate the teacher misassignment and vacancy data in the SARC, it is populated by LEAs. It is the responsibility of the school/LEA to validate the data prior to posting. The schools/LEAs are ultimately responsible for the completion of their entire SARC and for the accuracy of all data in their SARC.

## Every Student Succeeds Act Requirements

California’s approved Every Student Succeeds Act (ESSA) State Plan only uses state indicators to make eligibility determinations for schools in Comprehensive Support and Improvement (CSI) and Additional Targeted Support and Improvement (ATSI). ESSA also requires the annual reporting of teacher qualifications and teacher credentials and teacher education levels through the Local Educational Agency Report Cards and the State Accountability Report Cards. The CDE develops and publishes these reports with data collected from LEAs.

## Process to Add New Measures to the California School Dashboard

Prior to adding indicators to the Dashboard, the CDE engages in a comprehensive process to ensure that the data collected is fair and reliable, is shared and vetted with stakeholders, and conducts a review of the impact on the measures for consideration in the school and LEA eligible for assistance. The inclusion of the College/Career Indicator in 2018 and the ongoing work around development of a reliable student growth model are two examples of the deliberate, measured approach prior to making significant changes to the Dashboard.

With the development of the Dashboard, the CDE has a systematic and rigorous vetting and approval process for inclusion of indicators in the Dashboard. This process includes first collecting data, conducting data analyses and simulations, and working closely with the Technical Design Group, an advisory body to the CDE, to determine the validity and reliability of the data elements. The CDE additionally convenes workgroups including practitioners, educators, researchers, data experts, and other members of the public in order to further assess the fairness and appropriateness of the data and information that is recommended to the SBE for inclusion on the Dashboard.

To assist with making a recommendation to the SBE, the also CDE presents proposed changes to the Dashboard to various stakeholder groups. These groups are asked to provide feedback on the proposal ahead of any action by the SBE. These stakeholders include, but are not limited to, the California Practitioners Advisory Group and LCFF Stakeholder Group.

Finally, when new indicators are under consideration for the Dashboard, the CDE must evaluate how to incorporate the indicator in the eligibility criteria for Differentiated Assistance for LEAs as well as school support under CSI and ATSI. Note that any changes which impact the criteria for determining schools eligible for CSI and ATSI would require California to amend the current ESSA State Plan and submit the plan for approval to the U.S. Department of Education.

## Teacher Misassignment Data

As previously mentioned, the first data set that the CDE has identified may meet the standards under SB 75 for local indicators to “reflect school-level data to the extent the department collects or otherwise has access to relevant and reliable school-level data for all schools statewide”, is the teacher misassignment data set.

The CDE annually collects staffing information through the California Longitudinal Pupil Achievement Data System (CALPADS). This data is matched with data collected by the CTC, which will allow the CDE meet the necessary reporting requirements in California’s ESSA State Plan. In 2018, the CDE and the CTC signed a data sharing memorandum of understanding (MOU) to formally exchange teacher and credential data. Since that time, the parties have worked on developing an expanded data exchange to allow the CDE to begin reporting on misassignment data at the state, LEA, and school level. The 2019–20 school year is the first year of this expanded data exchange.

## Data Exchange Key Events

This section provides an overview of key events in the data exchange process between the CDE and the CTC.

**October 2018:** The Budget Act of 2018 allocated funds with the intent that the CTC create a streamlined and partially automated assignment monitoring system that will allow annual monitoring of all schools. The system became known as the California Statewide Assignment Accountability System (CalSAAS). The CDE and CTC signed a data sharing MOU formalizing a data exchange that outlines the sharing of course and teacher assignment information from the CDE to the CTC, and in turn the CTC sharing credential information with CDE.

The CDE and the CTC also committed to meet on a quarterly basis to share updates on policy developments that may impact the data exchange and the teacher monitoring process. These meetings are ongoing and continue to present day.

**July 2019:** The CDE implemented an overhaul of state course codes collected from LEAs as part of the CALPADS Fall 2 data submission that was scheduled to close in March 2020. The Fall 2 collection includes staff assignments for all certificated staff (i.e., teachers, administrators, and pupil services), teacher course assignments and non-classroom-based assignments, and student course enrollment, which are collectively the impetus for the teacher monitoring process. The course code overhaul is anticipated to provide the CTC with more detailed information about courses taught in order to streamline/assist the teacher monitoring process.

**Technical Assistance Training:** Prior to the implementing these course code changes in CALPADS, in the 2018–19 school year, the CDE conducted numerous training and outreach sessions to assist LEAs understand the impact of the new course code submission process. LEAs were encouraged to bring their CALPADS Coordinators, Curriculum and Instruction staff, and Human Resource staff to the training to ensure the accuracy in reporting these data in CALPADS for the 2019–2020 school year. These training were followed up with additional technical support to LEAs for the 2019–2020 school year.

**November 2019:** The SBE adopted updated teacher equity definitions under ESSA and state reporting requirements based on feedback from LEAs. (<https://www.cde.ca.gov/be/ag/ag/yr19/documents/nov19item05rev.docx>). To date, California has not been able to meet the federal reporting requirements established by ESSA with the current teacher monitoring process conducted by the CTC. As defined by the Williams Act (<https://www.cde.ca.gov/ta/ac/sa/williamsimpact.asp>), the CTC was authorized to monitor only the lowest performing three deciles of schools.

In response to the SBE's action on the ESSA State Plan, the CDE/CTC data sharing agreement was required to be amended to allow the CDE to meet all ESSA reporting requirements (this is still in process as of July 2020).

**2019 – Present:** The CDE and CTC conducted numerous technical collaborative meetings to articulate requirements for the teacher monitoring process as conversations with stakeholders and policy makers formalize desired reporting measurements, aligned with the November 2019 action of the SBE.

**January 2020:** The provisions of Assembly Bill 1219 (Chapter 782, Statutes of 2019) take effect requiring annual assignment monitoring and the inclusion of charter schools in the assignment monitoring process.

**March 2020:** The 2019–2020 CALPADS Fall 2 submission deadline is extended to April 24, 2020, due to the outbreak of COVID-19 which impacted LEA staffing resources needed to submit these data.

**April – July 2020:** The Fall 2 data are extracted from CALPADS and the CDE accesses the underlying teacher, student, and course data needed to create the files articulated in the data sharing MOU that the CTC needs to conduct the teacher monitoring process. The CALPADS Fall 2 data extraction process was modified, in part, to address several changes to the Fall 2 submission and the underlying data. This process had to be developed and tested, resulting in unexpected delays.

**July 2020 – August 2020:** The CDE prepares the final data files extracted from the CALPADS Fall 2 collection to the CTC, which provide essential data elements including staff profile and assignment, course and student enrollment data needed to upload into CalSAAS.

**September 1, 2020:** CDE sends CTC the data files as specified and articulated in the signed data sharing MOU.

*The CTC anticipates processing the data received by the CDE in two phases:*

**Phase One:** For each assignment present in the initial CALPADS assignment data set, CTC will indicate simply that the educator was properly assigned or misassigned, and if misassigned, in which dimensions.

**Phase Two:** In the second phase of data exchange, the CTC will evaluate the quality of those assignments deemed properly assigned to meet ESSA reporting requirements.

Upon receipt of a complete data set from the CTC that is determined to be valid and reliable, the CDE will publicly report out on this first year of data. The CDE will also begin discussions in 2021 and bring together stakeholders to commence the vetting process on the most appropriate way to report this information on the local indicators and in the pre-populated SARC application.

# Summary of Previous State Board of Education Discussion and Action

## Local Indicators and Local Control Accountability Plan

In January 2020, the SBE adopted the revised Local Control and Accountability Plan Template, consistent with California *EC* Section 52064 and adopted the Local Control and Accountability Plan Annual Update Template for the 2019–20 Local Control and Accountability Plan Year consistent with California *EC* sections 52061 and 52064.

(<https://www.cde.ca.gov/be/ag/ag/yr20/documents/jan20item02.docx>)

In January 2020, the SBE updated the Performance Standards of Local Indicators and Self-Reflection Tools for Local Indicator Reporting within the California School Dashboard.

(<https://www.cde.ca.gov/be/ag/ag/yr20/documents/jan20item06.docx>)

In September 2019, the SBE heard an update on the Local Control and Accountability Plan Template – Revision Prototype, consistent with California *EC* Section 52064.

(<https://www.cde.ca.gov/be/ag/ag/yr19/documents/sep19item02.docx>)

In March 2019, the SBE approved a revised self-reflection tool for Priority 3 (Family Engagement).

(<https://www.cde.ca.gov/be/ag/ag/yr19/agenda201903.asp>)

In March 2018, the SBE heard an update on the continuing development work of the Dashboard, including revisions under consideration for the 2018 Dashboard, and an update on the local indicators—specifically, the proposed revision to the self-reflection tool for Priority 6: School Climate; in addition, the SBE approved the tool for LEAs to determine progress on the local performance indicators for LCFF Priority 7: Access to a Broad Course of Study. (<https://www.cde.ca.gov/be/ag/ag/yr18/documents/mar18item01.docx>)

In February 2018, the SBE received an Information Memorandum with an update on the Development of a Revised Self-Reflection Tool for the Local Performance Indicator for Local Control Funding Formula Priority 6, School Climate.

(<https://www.cde.ca.gov/be/pn/im/documents/memo-exec-ocd-feb18item01.docx>)

In November 2017, the SBE received a summary report of the work of the School Conditions and Climate Work Group (CCWG). The report included a synopsis of the framework recommendations including state- and LEA-level recommendations. The CCWG’s recommendations comprise both those that can be acted on with existing resources and authority and those for which additional resources and authority will be necessary to implement. (<https://www.cde.ca.gov/be/ag/ag/yr17/documents/nov17item03rev.doc>)

In January 2017, the SBE approved the Academic Indicator, based on student test scores on English language arts/literacy and mathematics for grades three through eight that includes results from the second year of Smarter Balanced tests, as well as the definition of the English Learner student group for the Academic Indicator. Additionally, the SBE approved the self-reflection tools for LEAs to determine progress on the local performance indicators for Implementation of State Academic Standards (Priority 2) and Parent Engagement (Priority 3).

(<https://www.cde.ca.gov/be/ag/ag/yr17/documents/jan17item02.doc>)

Additionally, in January 2017, the SBE received an Information Memorandum related to an update on the School Conditions and Climate Workgroup. (<http://www.cde.ca.gov/be/pn/im/documents/memo-exe-jan17item01.doc>)

At the November 2016 meeting the SBE approved tools for LEAs to determine progress on the local performance indicators for specific priorities within the LCFF statute. The self-reflection tools are for: Priority 1—Basic Services and Conditions at schools; Priority 6—School Climate; Priority 9—Coordination of Services for Expelled Students; and Priority 10—Coordination of Services for Foster Youth. (<http://www.cde.ca.gov/be/ag/ag/yr16/documents/nov16item03.doc>)

In September 2016, the SBE approved the performance standards for all local indicators and the state indicators (except for the Academic Indicator), and the annual process for the SBE to review the rubrics to determine if updates or revisions are necessary. (<http://www.cde.ca.gov/be/ag/ag/yr16/documents/sep16item01.doc>)

In November 2014, the SBE adopted the first Local Control and Accountability Plan template. (<https://www.cde.ca.gov/be/ag/ag/yr14/documents/nov14item14.doc> )

## Educator Equity

In August 2020, the SBE received an Information Memorandum regarding teacher assignment data illustrating the various credential statuses recognized by state law, statewide teacher misassignments, and data describing the distribution of “inexperienced,” and “out-of-field” teachers serving students of color and Socioeconomically Disadvantaged students. <https://www.cde.ca.gov/be/pn/im/documents/aug20eeed02.docx>

In November 2019, the SBE approved updated definitions for “ineffective” and “out-of-field” teachers. The definition of “ineffective teacher” was expanded to include individuals teaching with Provisional Internship Permits, Short-Term Staff Permits, and Variable Term Waivers. <https://www.cde.ca.gov/be/ag/ag/yr19/documents/nov19item05rev.docx>

# Attachment(s)

None.