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Introduction to the Local Control Funding Formula

CALIFORNIA DEPARTMENT OF EDUCATION
JANUARY 19, 2021



Webinar Series

Tuesdays @ 2

- 1/19: Local Control Funding Formula 101
- 1/26: Stakeholders and the LCAP
- 2/2: LCAP and Annual Update Templates and Instructions for the 2021-22 School Year
- 2/9: Developing Focus Goals and Maintenance Goals for the LCAP

Thursdays @ 3

- 1/21: Increasing or Improving Services for Students who are Low-Income, English Learners, and Foster Youth
- 1/28: Data and the LCAP
- 2/4: Developing Broad Goals for the LCAP
- 2/11: The CA School Dashboard Local Indicator Process for 2021-22

Purpose

- To provide attendees with an understanding of the history behind the Local Control Funding Formula (LCFF), the Local Control Accountability Plan (LCAP), California's accountability system, and the principles upon which they are based.

Why?

- Understanding the foundational principles upon which the LCFF and the LCAP are based assists in understanding the requirements for the LCAP, the LCAP development process, and LCFF requirements.
- It helps us see the “through line”

Background

FUNDING AND ACCOUNTABILITY BEFORE THE LCFF

Funding Before the LCFF

- Until 1971: local control / local funding through property taxes
- 1972: Revenue Limits (frozen at then current level) - beginning of State control
- Serano vs. Priest: inequities in funding unconstitutional
- 1978: Prop 13, which shifted a preponderance of funding away from local property taxes
- 1980 – 2013: modest growth in revenue limits, but a massive growth in categorical programs
- 1988: Prop 98
- 2008 – 2009: Great Recession, midyear cuts budget, categorical flexibility
- 2013 – 2014: First year of LCFF, elimination of over 40 categorical programs

Accountability Before the LCFF

- The Public Schools Accountability Act (1999)
 - The Academic Performance Index (API)
 - The Immediate Intervention/ Underperforming Schools Program
 - School Assistance and Intervention Team (SAIT)
 - District Assistance and Intervention Team (DAIT)
- The No Child Left Behind Act of 2001 (NCLB)
 - Adequate Yearly Progress (AYP)
 - Program Improvement
 - Corrective Action

Foundational Principles of the LCFF

- LEA-level improvement based on multiple measures
- Equity
 - Additional funding to address specific identified needs of students who are low income, English learners, and/or foster youth (i.e. unduplicated students)
 - Requirement to Increase or Improve Services in proportion to the increase in funding
- Subsidiarity
 - A principle of social organization that holds that social and political issues should be dealt with at the most immediate level
 - Necessitates transparency and collaboration with the community

Key Components of the LCFF

- Flexible Funding
- The requirement to increase or improve services
- The LCFF State Priorities
- The LCAP
- The LCFF Evaluation Rubrics

LCFF Funding

PURPOSEFUL FUNDING WITH AN FOCUS ON EQUITY

Funding Changes Made by the LCFF

- Pre-LCFF
 - Revenue Limit: Based on historical amounts per student with many adjustments
 - Categorical Funding: For specific purposes with many rules
- LCFF
 - LCFF Base Grant: The same amount for every local educational agency (LEA) with adjustments based on grade level
 - LCFF Supplemental & Concentration Grants: Provided to address the needs of English Learners, low income, and foster youth

LCFF Funding Formula Basics

- Per student base amount +
 - Student grade span adjustments +
 - Adjustments based on the number and concentration of students who are low income, English learners, and/or foster youth students =
 - LCFF Apportionment

Unrestricted Funds

- All LCFF Funding, regardless of whether it is calculated as part of the base grant or the supplemental or concentration grant add-ons, is Unrestricted Funding (Resource 0000)
 - LCFF funds can be spent on any purpose allowable for Local Education Agencies (LEAs) under the Education Code

Flexibility to Ensure Student Success

- LCFF provides for an increased level of local flexibility to determine which programs and/or services have the greatest likelihood of ensuring that each student will succeed in relation to each of the eight LCFF state priorities.
- In exchange for this flexibility, the LCFF model requires greater local responsibility for selecting appropriate and effective programs.
- This necessitates transparency and engaging stakeholders in analysis and decision-making.

Requirement to Increase or Improve Services

- The LCFF requires an LEA to provide evidence in its LCAP to demonstrate how the LEA is increasing or improving services for students who are low income, English learners, or foster youth as compared to the services provided to all pupils.
- Services must be increased or improved in proportion to the increase in funds apportioned on the basis of the number and concentration of low income, English learners, or foster youth students
- To improve services means to grow services in quality and to increase services means to grow services in quantity.

The LCAP

A TOOL TO SET GOALS, PLAN ACTIONS, AND LEVERAGE RESOURCES TO IMPROVE STUDENT OUTCOMES

The Local Control and Accountability Plan

- As part of the LCFF, school districts, county offices of education (COEs), and charter schools are required to develop, adopt, and annually update a three-year Local Control and Accountability Plan (LCAP) using a template adopted by the California State Board of Education (SBE).
- The LCAP must include a description of the annual goals to be achieved for each student group for each state priority and for any local priorities identified by the local governing board or body of the school district or COE, or in the charter school petition.
- The LCAP must include an annual review of the effectiveness of the goals, actions, and services from the prior year.

LCFF State Priorities

- Priority 1: Appropriate teacher assignment, sufficient instructional materials, and facilities in good repair
- Priority 2: Implementation of academic content and performance standards adopted by SBE
- Priority 3: Parental Involvement and Family Engagement
- Priority 4: Pupil Achievement
- Priority 5: Pupil engagement
- Priority 6: School Climate
- Priority 7: Course Access
- Priority 8: Other Pupil Outcomes
- Priority 9: Expelled Students (COEs only)
- Priority 10: Foster Youth (COEs only)

Plus Local Priorities

Priority 1

The degree to which:

- teachers in the LEA are appropriately assigned and fully credentialed in the subject area and for the pupils they are teaching;
- every pupil in the school district has sufficient access to the standards-aligned instructional materials; and
- the LCAP addresses the degree to which school facilities are maintained in good repair

Priority 2

State Standards

- the implementation of State Board adopted academic content and performance standards for all students; and
- how the programs and services will enable English learners to access the Common Core State Standards and the English Learner Development standards for purposes of gaining academic content knowledge and English language proficiency

Priority 3

Parental Involvement and Family Engagement

- the efforts the LEA makes to seek parent input in making decisions for the school district and each individual schoolsite;
- how the LEA will promote parental participation in programs for students who are low income, English learners, and foster youth; and
- how the LEA will promote parental participation in programs for students with disabilities

Priority 4 (1)

Pupil Achievement, as measured by all of the following, as applicable:

- statewide standardized assessments;
- the percentage of pupils who have successfully completed courses that satisfy University of California or California State University entrance requirements;
- The percentage of pupils who have successfully completed courses that satisfy the requirements for career technical education sequences or programs of study that align with state board-approved career technical education standards and frameworks;
- The percentage of pupils who have successfully completed both types of courses described in the two previous bullets;

(continued on the next slide)

Priority 4 (2)

(Continued from previous slide)

- the percentage of English learner pupils who make progress toward English proficiency as measured by the English Language Proficiency Assessments for California;
- the English learner reclassification rate;
- the percentage of pupils who have passed an advanced placement examination with a score of 3 or higher; and
- the percentage of pupils who demonstrate college preparedness pursuant to the Early Assessment Program, or any subsequent assessment of college preparedness

Priority 5

Pupil Engagement as measured by all of the following, as applicable:

- school attendance rates;
- chronic absenteeism rates;
- middle school dropout rates;
- high school dropout rates; and
- high school graduation rates

Priority 6

School Climate, as measured by all of the following, as applicable:

- pupil suspension rates;
- pupil expulsion rates; and
- other local measures, including surveys of pupils, parents, and teachers on the sense of safety and school connectedness.

Priority 7

Course Access, addresses the extent to which pupils have access to and are enrolled in:

- the adopted course of study for grades 1 to 6 and/or the adopted course of study for grades 7 to 12, as applicable;
- programs and services developed and provided to students who are low income, English learners, and foster youth; and
- programs and services developed and provided to students with disabilities

Priority 8

Pupil Outcomes addresses pupil outcomes, if available, for the adopted course of study for grades 1 to 6 and/or the adopted course of study for grades 7 to 12, as applicable

Priority 9

Coordination of Instruction of Expelled Pupils (COE Only)

Addresses how the COE will coordinate instruction of expelled pupils

Priority 10

Coordination of Services for Foster Youth (COE Only) addresses how the COEs will coordinate services for foster children, including:

- working with the county child welfare agency to minimize changes in school placement
- providing education-related information to the county child welfare agency to assist in the delivery of services to foster children, including educational status and progress information that is required to be included in court reports;
- responding to requests from the juvenile court for information and working with the juvenile court to ensure the delivery and coordination of necessary educational services; and
- establishing a mechanism for the efficient expeditious transfer of health and education records and the health and education passport

Local Priorities

Local Priorities address:

- local priority goals; and
- methods for measuring progress toward local goals.

Student Groups

- Ethnic groups (30 or more)
- Socioeconomically disadvantaged pupils (30 or more)
- English learners (30 or more)
- Pupils with disabilities (30 or more)
- Foster youth (15 or more)
- Homeless youth (15 or more)

Framing the LCAP (1)

The LCAP development process serves three distinct, but related functions:

- **Comprehensive Strategic Planning:**
 - The process of developing and annually updating the LCAP supports comprehensive strategic planning
 - Strategic planning that is comprehensive connects budgetary decisions to teaching and learning performance data
 - LEAs should continually evaluate the hard choices they make about the use of limited resources to meet student and community needs to ensure opportunities and outcomes are improved for all students.

Framing the LCAP (2)

- **Meaningful Stakeholder Engagement:**
 - The LCAP development process should result in an LCAP that reflects decisions made through meaningful stakeholder engagement.
 - Local stakeholders possess valuable perspectives and insights about an LEA's programs and services.
 - Effective strategic planning will incorporate these perspectives and insights in order to identify potential goals and actions to be included in the LCAP.

Framing the LCAP (3)

- **Accountability and Compliance:**

- The LCAP serves an important accountability function because aspects of the LCAP template require LEAs to show that they have complied with various requirements specified in the LCFF statutes and regulations.

LCAP Process

Development Phase

- Engaging stakeholders
- Data analysis and reflection process
- Writing the plan

Adoption Phase

- Public Hearing, to solicit public input
- Public Meeting, to adopt the LCAP, the budget, and report on local indicators

Review and Approval Phase

Posting

Implementation Phase

Sections of the LCAP

- Budget Overview For Parents
- Annual Update and Instructions (for the 2021-22 LCAP only)
- Plan Summary
- Stakeholder Engagement
- Goals and Actions
- Increased or Improved Services for Foster Youth, English Learners, and Low-Income Students
- Expenditure Tables

Approval Criteria

- The LEA has adhered to the template **and** has followed the instructions for completing the template
- The LEA budget for the fiscal year includes expenditures that are sufficient to implement the actions in the LCAP
- The LEA has demonstrated how it is meeting its requirement to increase or improve services for students who are low-income, English learners, or foster youth

The California Way

FOCUSED ON COLLABORATIVELY IMPROVING OUTCOMES
FOR STUDENTS

A New Way to Improve

- The California Way rests on the belief that educators want to excel, trusts them to improve when given the proper supports, and provides local schools and districts with the leeway and flexibility to deploy resources so they can improve.

The California School Dashboard

A POWERFUL ONLINE TOOL TO HELP IDENTIFY STRENGTHS AND WEAKNESSES

Multiple Measures

- LCFF created a school accountability system that utilizes multiple measures to inform educators, parents, and the public of student achievement
- Statute required the State Board of Education (SBE) to develop evaluation rubrics to
 - assist LEAs in evaluating their strengths, weaknesses, and areas that require improvement, and
 - assist in identifying LEAs in need of technical assistance and the specific priorities that the technical assistance should focus on

State and Local Indicators

- The SBE adopted state and local indicators to measure school district and individual schoolsite performance in regard to each of the state priorities, as required by law
- Performance data on state and local indicators is publicly reported in the California School Dashboard
 - State Indicators apply to all LEAs, schools, and student groups and are based on data that is collected consistently across the state (Priorities 4, 5, 6 and 8)
 - Local Indicators apply at the LEA and charter school level and are based on data collected at the local level (Priorities 1, 2, 3, 6, 7, 9 and 10)

The System of Support

TIERED SUPPORT FOR LEAS AND SCHOOLS

Support for All LEAs

- California's system of support is one of the central components of the accountability and continuous improvement system.
- Purpose is to build the capacity of LEAs in the following areas:
 - Support the continuous improvement of student performance in each of the eight state priorities
 - Address the gaps in achievement between student groups
 - Improve outreach and collaboration with stakeholders to ensure that goals, actions, and services described in LEA LCAPs reflect the needs of students and the community, especially for historically underrepresented or low-achieving groups.

Various Support Providers

- County Offices of Education
- Geographic Lead Agencies
- Resource Leads and Initiatives
- The California Collaborative for Educational Excellence
- The California Department of Education

Levels of Support

- Support for All LEAs and Schools (Level 1)
 - resources, tools, and technical assistance that all LEAs may use to improve student performance at the LEA and school level
- Differentiated Assistance (Level 2)
 - provided for eligible LEAs in the form of individually designed assistance to address identified performance issues
 - LEAs are identified as eligible for assistance using criteria adopted by the SBE
- Intensive Intervention (Level 3)

A Cycle of Continuous Improvement

- Support for LEAs and schools is not based on the “test and judge” methods of the past
- Support providers partner with LEAs to build capacity in order to improve outcomes for students
 - Identifying needs based on data analysis and stakeholder input
 - Providing or connecting LEAs to tools, resources and supports available to them
 - Utilizing plan-do-study-act cycles to implement change ideas
 - Making use of the flexibility provided through the LCFF statute to make course corrections

Closing Thoughts

Building on the Foundation

- This webinar has provided you with a foundational understanding of the LCFF, the LCAP and the accountability system
- In the coming weeks we will build on this foundation as we take an in-depth look at stakeholders, the LCAP, and applicable requirements
- As you review progress and develop the 2021-22 LCAP we hope that these foundational principles provide a point of reference which informs policies, procedures and practice in a way that leads to improved outcomes for students

Upcoming Webinars

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[Note: All dates with strikethrough have occurred.]

For More Information

- Local Control Funding Formula web page:
<https://www.cde.ca.gov/fg/aa/lc/index.asp>
- Local Control and Accountability Plan (LCAP) web page:
<https://www.cde.ca.gov/re/lc/>
- California School Dashboard web page:
<https://www.cde.ca.gov/ta/ac/cm/>
- California's System of Support web page:
<https://www.cde.ca.gov/sp/sw/t1/csss.asp>

Questions?

Contact Information

If you have any questions, please contact the Local Agency Systems Support Office at LCFF@cde.ca.gov

Tuesdays @ 2 webpage:

<https://www.cde.ca.gov/fg/aa/lc/tuesdaysat2.asp>