

MEMORANDUM

DATE: February 10, 2017

TO: MEMBERS, State Board of Education

FROM: STAFF, California Department of Education, WestEd, and State Board of Education

SUBJECT: Updated Summary of State Board of Education Actions Related to Adopting the Local Control Funding Formula Evaluation Rubrics

At its September 2016 meeting, the State Board of Education (SBE) adopted a new school accountability tool, called the evaluation rubrics, as required by the Local Control Funding Formula (LCFF).

The SBE's adoption of the evaluation rubrics built on actions taken at previous meetings. The SBE took additional action at its November 2016 and January 2017 meetings to finalize the details for the field test of the evaluation rubrics during the current year before California's new accountability system is fully operational in 2017-18. The SBE will take additional action in 2017 and beyond to further develop the accountability system and to address federal school accountability requirements in a manner consistent with LCFF.

This information memorandum provides an overview of the components of the evaluation rubrics, based on the SBE actions taken to date. It includes the following sections:

- Background
- Components of LCFF Evaluation Rubrics
- Concise Set of State Indicators and Local Performance Indicators
- Performance Standards
- Criteria for Determining LEA Eligibility for Technical Assistance and Intervention
- Statements of Model Practices and Links to External Resources
- The California School Dashboard
- Revised Local Control and Accountability Plan (LCAP) Template
- The Evaluation Rubrics and ESSA's School Accountability Requirements

This memorandum updates a December 2016 information memorandum (<http://www.cde.ca.gov/be/pn/im/documents/memo-sbe-dec16item02.doc>) to reflect the SBE's January 2017 actions. Changes from the December memorandum can be found in the following sections:

- Performance Standards – Updated to include: the SBE's approval of the methodology and performance standards for the Academic Indicator; the SBE's approval of the self-reflection tools for the Implementation of State Academic Standards (Priority 2) and Parent Engagement (Priority 3) local performance indicators; explanation of the minimum size for student groups to receive

performance levels; and links to resources on the California Department of Education (CDE) website with additional technical detail on the indicators and performance standards.

- The California School Dashboard – Revised with updated information on the California School Dashboard, which is the web-based system that will display performance data on the evaluation rubrics.
- Revised Local Control and Accountability Plan (LCAP) Template – Updated to include additional information about the relationship between the Dashboard and LCAP development.

The remaining sections are unchanged from the December memorandum except for minor typographical edits and updated references to the California School Dashboard. This memorandum is part of an ongoing series of information memoranda related to the development of an integrated local, state and federal accountability system that promotes continuous improvement.

Background

California is at the forefront nationally in using multiple measures of student success for district and school accountability and continuous improvement. The new school accountability system provides a more complete picture of how schools are meeting the needs of the students they serve. Support and resources will be available to help schools improve student outcomes, and focused assistance will be provided for struggling schools and districts.

Educators, parents and stakeholders will be able to track school and district progress on a concise set of measures through the California School Dashboard, a new online accountability tool that will be field tested through spring 2017. Equity is at the heart of the new accountability system, with an increased focus on addressing disparities among student groups. The Dashboard will highlight if one or more student groups are struggling on any state measure, and decisions about whether districts need focused assistance will be based on performance of student groups.

This new system is the result of the Local Control Funding Formula (LCFF), which significantly changed how California provides resources to public schools and holds districts, county offices of education, and charter schools accountable for improving student performance. The current school year will serve as a transitional year to when the new accountability system is fully operational in 2017-18.

Components of LCFF Evaluation Rubrics

Under LCFF, the SBE is required to develop an accountability tool, known as evaluation rubrics, that includes state and local performance standards for all LCFF priorities.

The primary purpose of the evaluation rubrics is to assist local educational agencies (LEAs) in identifying strengths, weaknesses, and areas in need of improvement for the

LEA and its schools. The evaluation rubrics must also assist in identifying LEAs in need of additional assistance or intervention based on low performance across the LCFF priorities for one or more student groups.

To meet these statutory requirements, the evaluation rubrics include the following components:

- A **concise set of state indicators and local performance indicators** that reflect performance on the LCFF priorities.
- **Performance standards** for the state indicators and local performance indicators. This information will assist LEAs and schools in identifying their strengths, weaknesses, and areas in need of improvement.
- **Criteria for determining LEA eligibility for technical assistance or intervention** under the LCFF statutes, based on performance standards for the state indicators and local performance indicators.
- **Statements of model practices**, which are qualitative descriptions of research-supported and evidence-based practices related to the indicators, and **links to external resources**. These optional resources will allow LEAs to access information about research-supported and evidence-based practices related to the indicators that may be helpful to LEAs in their planning and analysis of progress.

Concise Set of State Indicators and Local Performance Indicators

The evaluation rubrics include the following state indicators, which apply at the LEA and school level:

- An academic indicator based on student test scores on English Language Arts (ELA) and Math for grades 3–8, including a measure of individual student growth, when feasible, and results on the Next Generation Science Standards assessment, when available (LCFF Priority 4);
- A college/career indicator that combines Grade 11 test scores on ELA and Math and other measures of college and career readiness (LCFF Priorities 4, 7 and 8);
- An English learner progress indicator that measures progress of English learners toward English language proficiency and incorporates data on reclassification rates (LCFF Priority 4);
- High school graduation rate (LCFF Priority 5);
- Chronic absence rates, when available (LCFF Priority 5); and
- Suspension rates by grade span (LCFF Priority 6).

Because state-level data provided by LEAs through CALPADS is or will be available for each state indicator, performance on these indicators is comparable statewide and can be analyzed at the LEA and school levels for all students and for student groups.

The evaluation rubrics include the following local performance indicators, which apply at the LEA level only:

- Appropriately Assigned Teachers, Access to Curriculum-Aligned Instructional Materials, and Safe, Clean and Functional School Facilities (LCFF Priority 1)

- Implementation of State Academic Standards (LCFF Priority 2)
- Parent Engagement (LCFF Priority 3)
- School Climate – Local Climate Surveys (LCFF Priority 6)
- Coordination of Services for Expelled Students – County Offices of Education (COEs) Only (LCFF Priority 9)
- Coordination of Services for Foster Youth – COEs Only (LCFF Priority 10)

Data for these indicators is not collected at the state level. LEAs will therefore measure and report on their progress based on locally collected data.

Performance Standards

LCFF required the SBE to include standards for LEA and school site performance and improvement for each LCFF priority in the evaluation rubrics. The SBE addressed this statutory requirement by establishing performance standards for the state indicators and local performance indicators that address each LCFF priority.

Performance Standards for State Indicators

Methodology. The SBE approved a way to measure performance for state indicators as a combination of current performance (Status) and improvement over time (Change), resulting in five color-coded performance levels for each indicator. From highest to lowest, the five performance levels are: Blue, Green, Yellow, Orange, Red. These performance levels serve as the performance standards for the state indicators.

LEAs, schools, and student groups are assigned a performance level annually for each applicable state indicator. LEA, school and student group performance levels are determined based on the most recent year of data available to determine Status and the average of up to three prior years of data, if available, to determine Change.

By statute, LEAs, schools, and student groups do not receive performance levels if there are fewer than 30 students (15 students for foster youth and homeless youth) with performance data for any indicator.

Approved Performance Standards. The SBE approved performance standards for the Academic Indicator based on Smarter Balanced Summative Assessment scale scores, the English Learner Indicator, the Graduation Rate Indicator, and the Suspension Rate Indicator. The SBE also approved performance standards for the College/Career Indicator; performance levels will be reported for this indicator beginning in fall 2017.

The SBE has not yet approved performance standards for the Chronic Absence Indicator. State data on chronic absence will be available for the first time in fall 2017.

Additional technical details for the state indicators, including the specific formula used to calculate performance, the years of data used to establish the performance standards, and the approved performance standards, are available at <http://www.cde.ca.gov/dashboard/>.

Performance Standards for Local Performance Indicators

The SBE approved performance standards for each local performance indicator. In general, the approved standards require that LEAs:

- (1) Measure LEA progress on the local performance indicator based on locally available information; and
- (2) Report the results to the LEA's local governing board at a regularly scheduled meeting of the local governing board and to stakeholders and the public through the evaluation rubrics.

LEAs determine whether they have [*Met, Not Met, or Not Met for More than Two Years*] the standard for each applicable local performance indicator. LEAs make this determination by using self-reflection tools included in the evaluation rubrics, which will allow them to measure and report their progress through the evaluation rubrics web-based system. If the LEA has measured and reported its progress as required, the LEA has *Met* the standard.

The SBE approved the self-reflection tools that will be included in the evaluation rubrics for the following local performance indicators:

- Appropriately Assigned Teachers, Access to Curriculum-Aligned Instructional Materials, and Safe, Clean and Functional School Facilities (Priority 1)
- Implementation of State Academic Standards (Priority 2)
- Parent Engagement (Priority 3)
- School Climate – Local Climate Surveys (Priority 6)
- Coordination of Services for Expelled Students – County Offices of Education (COEs) Only (Priority 9)
- Coordination of Services for Foster Youth – COEs Only (Priority 10)

Additional technical details for the local performance indicators, including the approved standard for each local performance indicator and the self-reflection tools that the SBE has approved, are available at <http://www.cde.ca.gov/dashboard/>.

Ongoing Development and Improvement of the New Accountability Tool

The SBE's adoption of the new accountability tool reflects the initial phase of developing the new school system accountability. In approving the new accountability tool, the SBE also approved an annual process to review the approved indicators and performance standards and consider whether changes or improvements are needed based on newly available data, recent research, and feedback from stakeholders.

Additionally, the California Department of Education has convened several workgroups to advise the Superintendent of Public Instruction on potential improvements to the new accountability tool over the next several years. These include a workgroup focused on continued development of the English learner progress indicator and a workgroup on school conditions and climate to consider improvements to the local performance indicators.

Criteria for Determining LEA Eligibility for Technical Assistance and Intervention

Under LCFF, LEA eligibility for technical assistance or intervention is based on the performance of student groups rather than on all-student performance. By statute, performance of the following student groups must be considered:

- English learners
- Socioeconomically disadvantaged pupils
- Foster youth
- Homeless youth
- Students with disabilities
- Racial/ethnic groups, including:
 - American Indian/Native Alaskan
 - Asian
 - Black/African-American
 - Filipino
 - Hispanic/Latino
 - Native Hawaiian/Pacific Islander
 - Two or more races
 - White

The approved Criteria for determining LEA eligibility for technical assistance and intervention are listed on the following page. *Red* is the lowest of the five performance levels for state indicators, and *Not Met for Two or More Years* is the lowest rating for local performance indicators. For the local performance indicators, the LEA's rating of [*Met, Not Met, Not Met for Two Years*] applies to all student groups in the LEA for purposes of determining eligibility for technical assistance and intervention.

Criteria for Determining LEA Eligibility for Technical Assistance and Intervention

Basics (Priority 1)

- *Not Met for Two or More Years* on Local Performance Indicator

Implementation of State Academic Standards (Priority 2)

- *Not Met for Two or More Years* on Local Performance Indicator

Parent Engagement (Priority 3)

- *Not Met for Two or More Years* on Local Performance Indicator

Pupil Achievement (Priority 4)

- *Red* on both English Language Arts and Math tests OR
- *Red* on English Language Arts or Math test AND *Orange* on the other test OR
- *Red* on the English Learner Indicator (English learner student group only)

Pupil Engagement (Priority 5)

- *Red* on Graduation Rate Indicator OR
- *Red* on Chronic Absence Indicator

School Climate (Priority 6)

- *Red* on Suspension Rate Indicator OR
- *Not Met for Two or More Years* on Local Performance Indicator

Access to and Outcomes in a Broad Course of Study (Priorities 7 & 8)

- *Red* on College/Career Indicator

Coordination of Services for Expelled Pupils – COEs Only (Priority 9)

- *Not Met for Two or More Years* on Local Performance Indicator

Coordination of Services for Foster Youth – COEs Only (Priority 10)

- *Not Met for Two or More Years* on Local Performance Indicator

A school district or county office of education is eligible for technical assistance if *any student group* met the Criteria for *two or more* LCFF priorities. *Education Code (EC) 52071(b), 52071.5(b).*

A school district or county office of education is eligible for intervention if *three or more student groups* (or all the student groups if there are less than three student groups) met the Criteria for *two or more* LCFF priorities in *three out of four consecutive years*. *EC 52072, 52072.5.*

A charter school is eligible for technical assistance and may be referred to the California Collaborative for Educational Excellence if *three or more student groups* (or all the student groups if there are less than three student groups) met the Criteria for *one or more state or school priority identified in the charter* for *three out of four consecutive school years*. *EC 47607.3.*

When using the evaluation rubrics to determine charter school eligibility for technical assistance, referral to the California Collaborative for Educational Excellence, or potential revocation under *EC 47607.3*, an authorizer may consider only performance on indicators that are included in the charter school's underlying petition. Additionally, the Criteria for determining LEA eligibility for technical assistance and intervention under LCFF do not apply to and are not to be used for charter renewals under *EC 47607*.

Statements of Model Practices and Links to External Resources

The SBE has not approved the content for these components of the evaluation rubrics. Staff presented an initial draft of both components in a June 2016 information memorandum and is revising the initial drafts based on input from stakeholders and the California Practitioners Advisory Group. Staff anticipate presenting an update on these components in the coming months.

The California School Dashboard

The SBE approved the creation of a web-based system that will allow LEA and school staff, parents/guardians and other stakeholders to review performance data on the new accountability tool and upload additional local information, including the information needed to measure and report progress on the local performance indicators. Based on feedback from stakeholders and parents, the web-based system will be called the California School Dashboard, or Dashboard for short. Parents/guardians, educators and the public can use the Dashboard to see how districts and schools are meeting the needs of California's diverse student population.

The Dashboard includes a series of easy-to-use reports, including a top-level summary report for LEAs and schools, called the Equity Report, that shows performance in all LCFF priority areas and identifies the instances where any student group is in the two lowest performance levels for the state indicators (currently Red or Orange).

The Dashboard is being developed based on user testing with a diverse range of stakeholders. The Dashboard will be field tested this spring, with a preview for local educational agencies in February and a public release in March. User feedback during the field test will inform continued improvements for the 2017-18 school year, when the new accountability system for LEAs is fully operational.

Revised Local Control and Accountability Plan (LCAP) Template

At its November 2016 meeting, the SBE adopted a revised template for the Local Control and Accountability Plan (LCAP) that LEAs must complete and update annually.

The revised template includes changes focused on improving transparency and accessibility of the information for stakeholders, supporting LEAs in prioritizing where to

focus in the local planning process based on student performance, and providing greater clarity for LEAs in the instructions. The new template also includes a section for LEAs to review their performance on the state and local indicators in the evaluation rubrics, reinforcing the relationship between the two tools that are central to the new accountability system.

The launch of the Dashboard will assist LEAs in reviewing performance data and engaging stakeholders as part of the planning process for adopting the Local Control and Accountability Plan and Annual Update. Members of the public and stakeholders will also be able to access and review LEA and school performance data, including performance data for student groups.

The Evaluation Rubrics and ESSA's School Accountability Requirements

The federal Every Student Succeeds Act (ESSA) was signed into law in December 2015. Like LCFF, ESSA requires the use of multiple measures for school accountability. In contrast to LCFF's focus on LEAs, ESSA requires school-level assistance or intervention.

Since ESSA's enactment, the SBE has proceeded with the goal of developing an integrated local, state and federal accountability system. Consistent with this goal, the SBE's recent actions to approve the new accountability tool required by LCFF address some of the ESSA statutory requirements. Other requirements will be addressed in the ESSA State Plan that the SBE will approve in 2017.

Several common questions about how the new accountability tool applies at the school level and its role in school-level assistance and intervention required under ESSA are addressed below.

Required Indicators. Under ESSA, the state accountability system for schools must include at least the following indicators: student test scores, progress of English learners, graduation rate, an additional K-8 academic indicator, and at least one additional indicator. ESSA, Section 1111(c)(4)(B). The state must collect comparable data that can be analyzed for all students and for specified student groups for each of these indicators.

The state indicators included in the new accountability tool will be used as the required indicators under ESSA.

Meaningful Differentiation of Schools. Under ESSA, the state accountability system for schools must allow meaningful differentiation of all schools based on the required indicators, and student test scores, progress of English learners, graduation rate, and the additional K-8 academic measure must receive much greater weight, in the aggregate, when meaningfully differentiating schools than the additional indicator(s). ESSA, Section 1111(c)(4)(C).

Only the state indicators will be used for meaningfully differentiating school performance under ESSA. The local performance indicators do not meet ESSA's requirements for indicators used for school accountability because they do not apply uniformly across the state or allow measurement of performance at the student group level. In fact, the local performance indicators included in the new accountability tool do not apply at the school level. They will therefore not be reported for schools or used for school-level accountability purposes under ESSA.

The performance levels for the state indicators apply at both the LEA and school levels. Schools will receive one of the five color-coded performance levels for each applicable state indicator for all students and for each student group. The differences in schools' performance on the state indicators will support meaningful differentiation as required under ESSA.

Identifying Schools for Assistance. Under ESSA, the state accountability system for schools must include an approach to identify the bottom 5 percent of schools in need of support based on low overall performance (comprehensive support) or schools where there is consistent underperformance by student groups (targeted support). ESSA, § 1111(d).

There are numerous options for identifying the lowest performing 5 percent of schools based on school performance on the state indicators that give much greater weight to student test scores, progress of English learners, graduation rate, and the additional K-8 academic measure, as required under ESSA.

The SBE has not yet considered any specific approach for this identification, however, due to the uncertainty around the status of federal regulations and what regulatory requirements that go beyond the ESSA statutes states will have to address in their state plans. The federal Department of Education released final regulations on this issue on December 1, 2016.