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Implementation of LCFF and LCAPs

LEGISLATIVE ANALYST'S OFFICE

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Senate Education Committee
Hon. Carol Liu, Chair





The Formula



State Enacts Local Control Funding Formula (LCFF) for School Districts and Charter Schools in 2013

- Previously, more than 40 state categorical programs provided restricted state dollars that districts could use for only certain activities.
- LCFF removed spending restrictions and established grade-specific, base rate targets, which are adjusted for cost of living annually.
- Districts receive supplemental and concentration funding for English learner, low-income, and foster youth students.
- Districts serving the same number of students in the same grade spans with the same characteristics receive the same amount of funding.

Per-Student Funding Under LCFF			
Grade Spans	Base Rates^a	Supplemental Funding^b	Concentration Funding^c
K-3	\$7,741	\$1,548	\$3,870
4-6	7,116	1,423	3,558
7-8	7,328	1,466	3,664
9-12	8,711	1,742	4,356

^a Reflect 2014-15 target rates. These target rates are adjusted annually by the K-12 inflationary index. We estimate that on average the state funded 80 percent of these rates in 2014-15.

^b Equals 20 percent of the associated grade-span base rate. Applies to all English learner, low-income, and foster youth (EL/LI) students.

^c Equals 50 percent of the associated grade-span base rate. Applies to districts in which EL/LI enrollment is above 55 percent of total enrollment. Only generated by students above the threshold.

LCFF = Local Control Funding Formula.

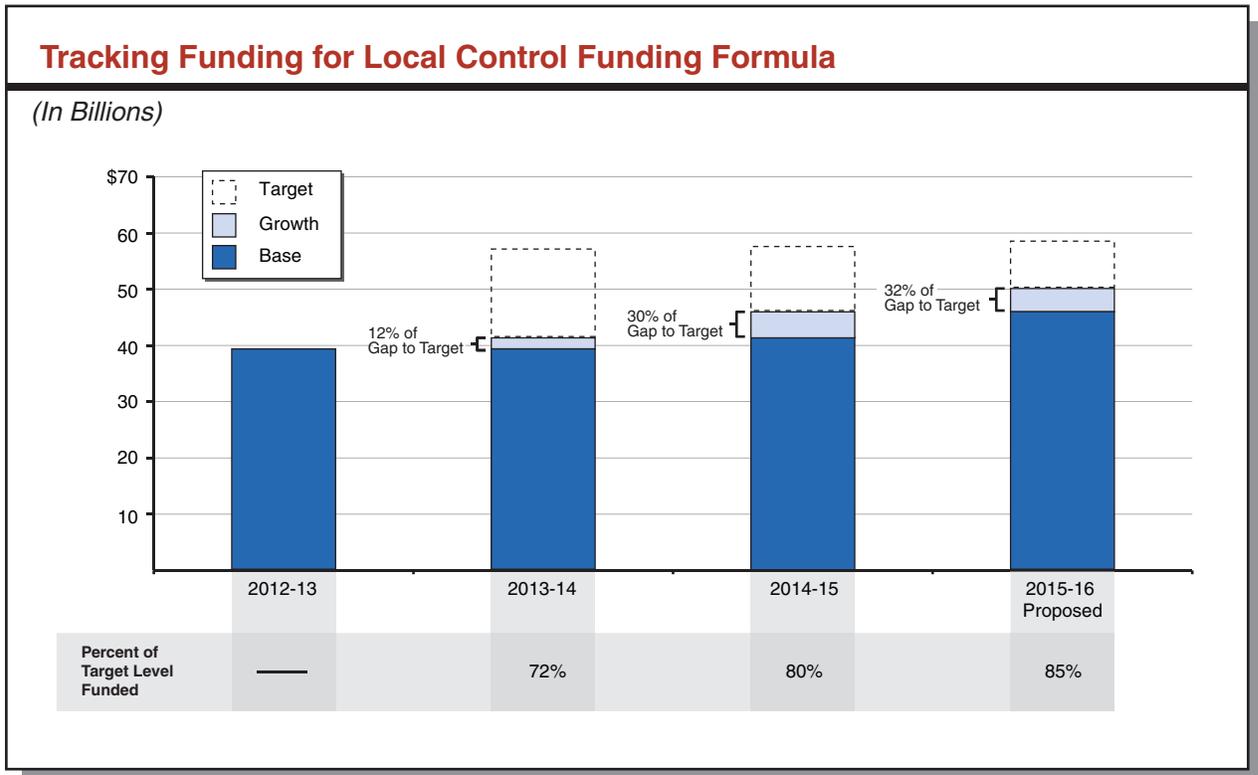


Implementation of the Formula



Target LCFF Rates Higher Than Current Funding Rates

- At the time of enactment, funding the LCFF target rates was estimated to cost \$22 billion more than available funding. The administration believed full implementation would be reached in 2020-21.
- Over the past two years, the Legislature has provided \$6.8 billion (the bulk of new, ongoing K-12 funds) to LCFF implementation. The Governor’s budget for 2015-16 proposes an additional \$4 billion.
- For 2014-15, LCFF is roughly 80 percent funded. Under the Governor’s budget proposal for 2015-16, LCFF would be 85 percent funded.





Local Control and Accountability Plans



State Requires Districts to Develop Plans

- LCFF legislation laid out the framework for school district Local Control and Accountability Plans (LCAPs)—three-year plans to improve student achievement.
- Statute requires districts to involve teachers, parents, and community members in developing their LCAPs.



Districts' LCAPs Must Include Goals, Actions, and Metrics in Eight State Priority Areas

- Statute requires districts to set goals and describe the actions they plan to take to achieve those goals. Statute further requires districts to identify the associated funding supporting each action.
- For each goal a district sets, statute requires that the district align the goal with one or more of eight state priority areas.
- The eight areas of specified state priority are intended to encompass the key ingredients of high-quality educational programs.
- Statute also includes performance indicators (or metrics) for each of the eight state priority areas.
- For each performance metric, statute requires districts to establish targets for the coming school year and the next two years.



LCAPs

(Continued)

The Eight State Priority Areas and Associated Metrics

Student Achievement

- Performance on standardized tests.
- Score on Academic Performance Index.
- Share of students that are college and career ready.
- Share of English learners that become English proficient.
- English learner reclassification rate.
- Share of students that pass Advanced Placement exams with 3 or higher.
- Share of students determined prepared for college by the Early Assessment Program.

Parental Involvement

- Efforts to seek parent input.
- Promotion of parental participation.

Basic Services

- Rate of teacher misassignment.
- Student access to standards-aligned instructional materials.
- Facilities in good repair.

Student Engagement

- School attendance rates.
- Chronic absenteeism rates.
- Middle school dropout rates.
- High school dropout rates.
- High school graduation rates.

Implementation of State Standards

- Implementation of Common Core State Standards for all students, including English learners.
- Implementation of English language development standards.

Other Student Outcomes

- Other indicators of student performance in required areas of study. May include performance on other exams.

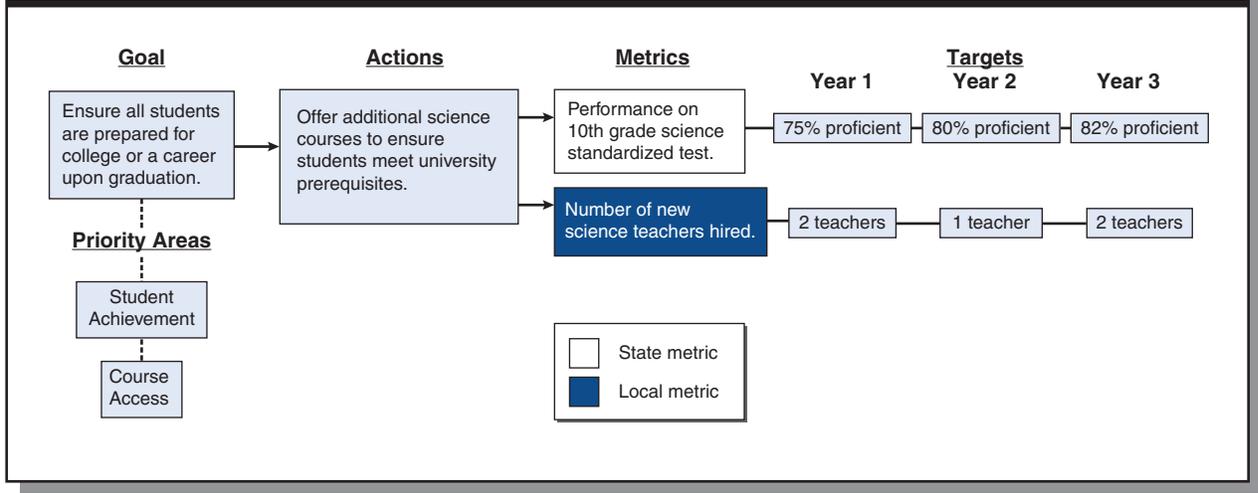
Course Access

- Student access and enrollment in all required areas of study.

School Climate

- Student suspension rates.
- Student expulsion rates.
- Other local measures.

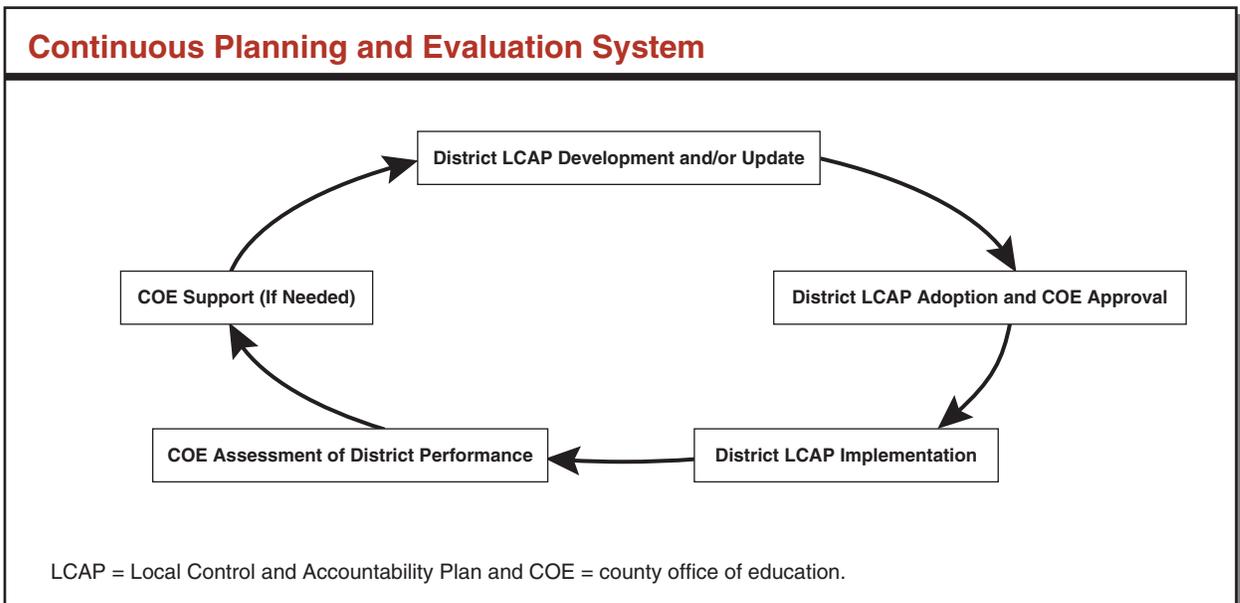
Simplified Illustration of Goals, Priority Areas, Actions, Metrics, and Targets





New System of Support and Intervention

- ☑ **State Board of Education Developing Criteria for Identifying Struggling Districts**
 - Struggling districts are to be identified by new performance assessments known as evaluation rubrics.
 - Statute requires these rubrics to consider multiple measures of district and school performance and set state-level expectations for improvement in each of the eight state priority areas.
 - Statute requires county offices of education (COEs), the Superintendent of Public Instruction, and the newly created California Collaborative for Educational Excellence to use the rubrics to determine whether districts require support or intervention.





Review of First Year of LCAPs

Summary of Major Findings and Assessment		
	Findings	Assessment
LCAP Design	<ul style="list-style-type: none"> Statute establishes ambitious set of requirements, including requiring districts to set goals for 12 student subgroups and each of their schools. 	<ul style="list-style-type: none"> LCAP has potential as a strategic plan if refined to be more focused on districts' key performance issues.
Goals and Priority Areas	<ul style="list-style-type: none"> Some districts lack overarching goals. Statute appears to emphasize eight state priority areas equally. Districts are prioritizing among them. 	<ul style="list-style-type: none"> Districts' goals not targeted to areas in greatest need of improvement. In some cases, districts do not appear to be carefully considering which priority areas to align with their goals.
Actions	<ul style="list-style-type: none"> Districts pursuing relatively similar actions. Detail of districts' actions varies widely. Some provide step-by-step information, while others only provide general information. Districts vary in extent to which they link funding with actions. 	<ul style="list-style-type: none"> Districts rarely differentiate between new and ongoing actions, making understanding new strategies difficult. Districts vary in which funding sources they include, thereby omitting some actions supported with non-LCFF funding.
Metrics and Targets	<ul style="list-style-type: none"> Districts include some, but not all metrics and targets in their LCAPs. Most districts set single target for all students. Many metrics do not apply to elementary school districts. 	<ul style="list-style-type: none"> Districts rarely include baseline data for metrics, making targets less meaningful.
EL/LI Services	<ul style="list-style-type: none"> Districts' information on EL/LI services varies. 	<ul style="list-style-type: none"> Difficult to determine if and how districts are improving services. Districts often fail to justify rationale for providing districtwide or schoolwide services.
<p>LCAP = Local Control and Accountability Plan; SBE = State Board of Education; LCFF = Local Control Funding Formula; COEs = county offices of education; and EL/LI = English learner, low-income, and foster youth.</p>		



Issues to Consider Moving Forward

- Role of LCAPs**
 - Should districts' LCAPs be comprehensive or limited to areas in greatest need of improvement?

- Criteria for Identifying Struggling Districts**
 - Will the evaluation rubric have clear criteria for when districts are required to receive support?

- Support by County Offices of Education**
 - What level and type of support should county offices of education be expected to provide to struggling districts?

- Role and Responsibilities of the California Collaborative for Educational Excellence**
 - What kind of support should the Collaborative provide districts and COEs across the state?

- Interaction With Existing Accountability Systems**
 - How do existing state and federal accountability requirements fit into the new system?

- Required Resources**
 - What is the cost to fund COEs' and the Collaborative's responsibilities? Can existing funding be repurposed or is new funding required?