Presented by:

Brianna García
Director, Management Consulting Services

Matt Phillips
Director, Management Consulting Services

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The LCAP: Using Analytics to Measure Services

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Introduction

- Local Control and Accountability Plan (LCAP) is approaching the end of its third year and second annual update
- The local control explicitly given to local educational agencies (LEAs) has provided great opportunity
  - Opportunity does not exist without challenge!
- Discussion topics:
  - Opportunities and Challenges
  - Decision-Making Tree
  - Measuring Services
  - Proportionality Conundrum

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Accountability in 2016-17

Local Control Funding Formula (LCFF) Implementation 95%

Evaluation Rubrics

Year Three LCAP Implementation

Have we improved outcomes for students?
Are we closing the achievement gap?

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The LCAP Tug of War

Is the LCAP a plan to support improved outcomes for students?

Is the LCAP a budget and accounting document?

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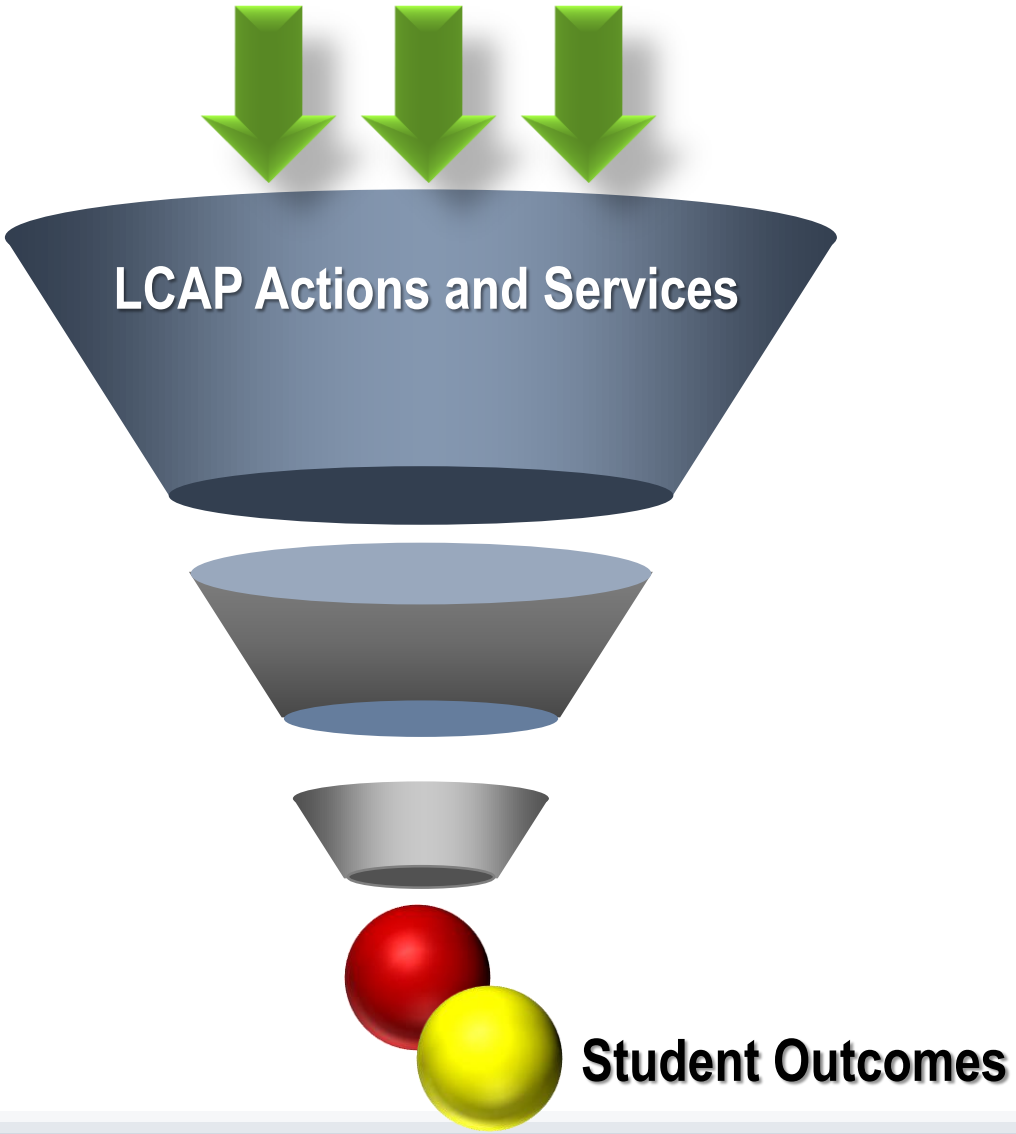
Inputs vs. Outputs



- The LCFF is as much about equity and justice for our neediest students as it is about local control and causes us to think and plan differently
- The actions and services contained in the plan are intended to improve student outcomes
- Outcomes will be measured and evaluated by oversight agencies, as well as by your stakeholders
- While measuring results is important, it is also important to measure how you are increasing and improving services to students in qualitative and quantitative ways – not just by the dollars that you spend

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Local Decision Making

- Local discretion is intentionally broad, and guidance from the state has been in short supply
  - Local decision making is highly contextual
  - Answers to commonly asked questions are difficult to answer because each circumstance is extremely nuanced
- How decisions are made matters
  - The answers to the questions may not be the same depending on the LEA's local story
  - The process for deciding should be virtually the same
- We've created an LCAP Decision-Making Tree to assist LEAs in answering essential LCAP development questions

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LCAP Decision-Making Tree
Part 1 of 4

- **Making decisions that are not rooted in the LEA's local needs assessment is like a tree trying to grow branches without a strong trunk**

The LEA's leadership team identifies the most significant areas of need for all students, students in significant subgroups, and its unduplicated pupils using a local needs assessment

The LEA shares the local needs assessment with an LCAP committee and they work together to identify and prioritize goals

Based on the proposed goals, the LEA works with the LCAP committee to identify proposed actions and services for the next three years

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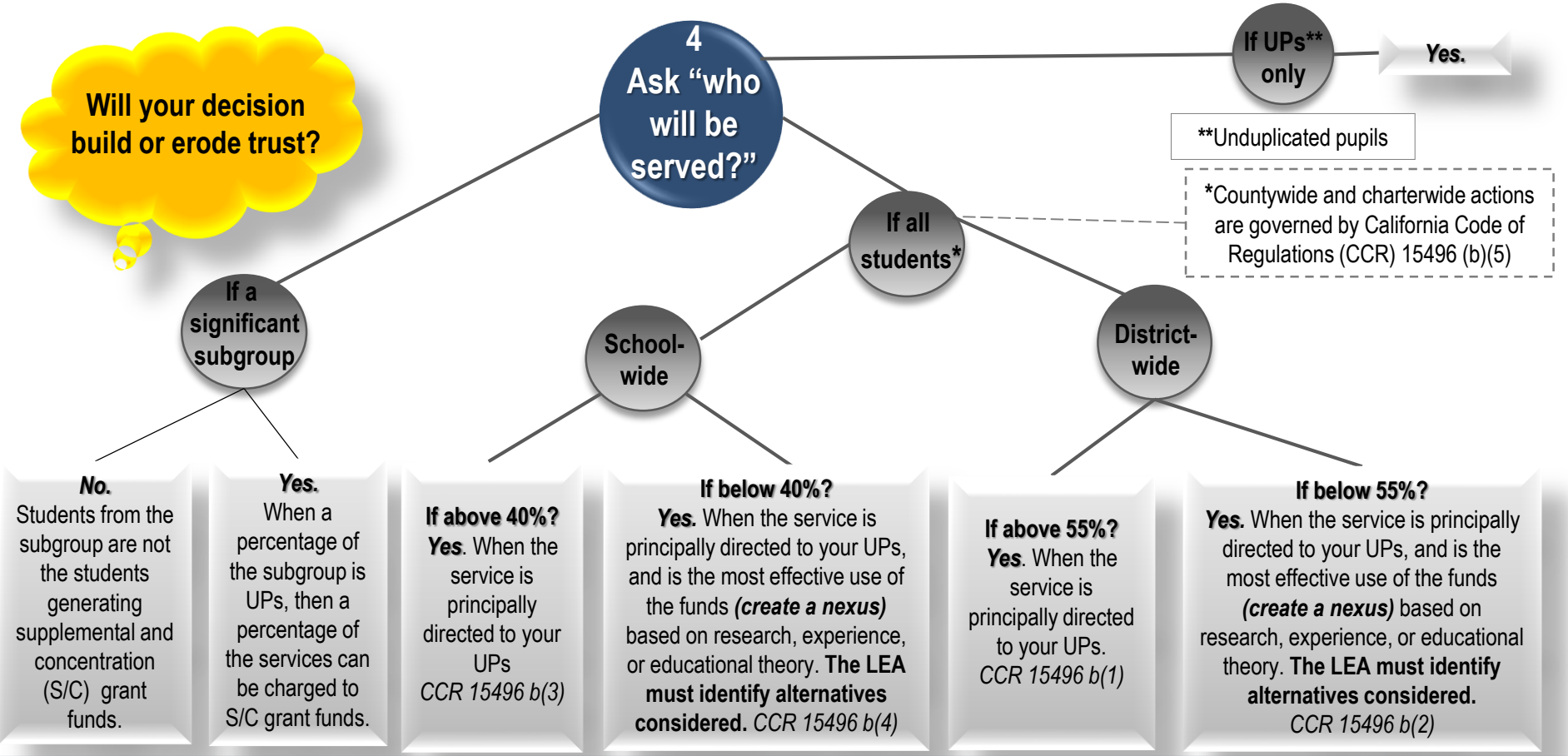
LCAP Decision-Making Tree
Part 2 of 4

Can we use supplemental and concentration grant funds to pay for proposed LCAP actions/services?



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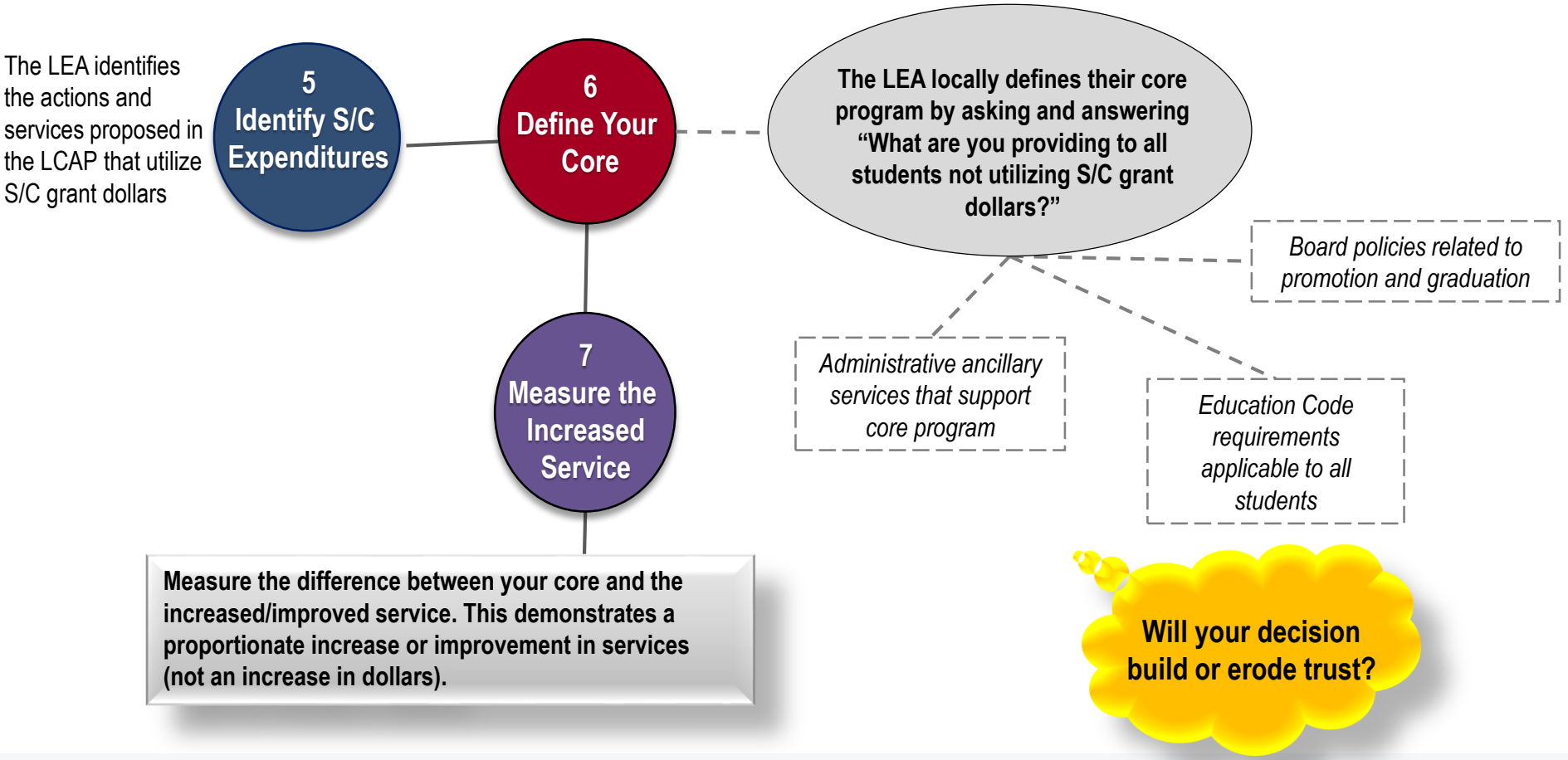
LCAP Decision-Making Tree
Part 3 of 4

How do we identify the percentage by which actions/services are increased or improved for our unduplicated pupils?



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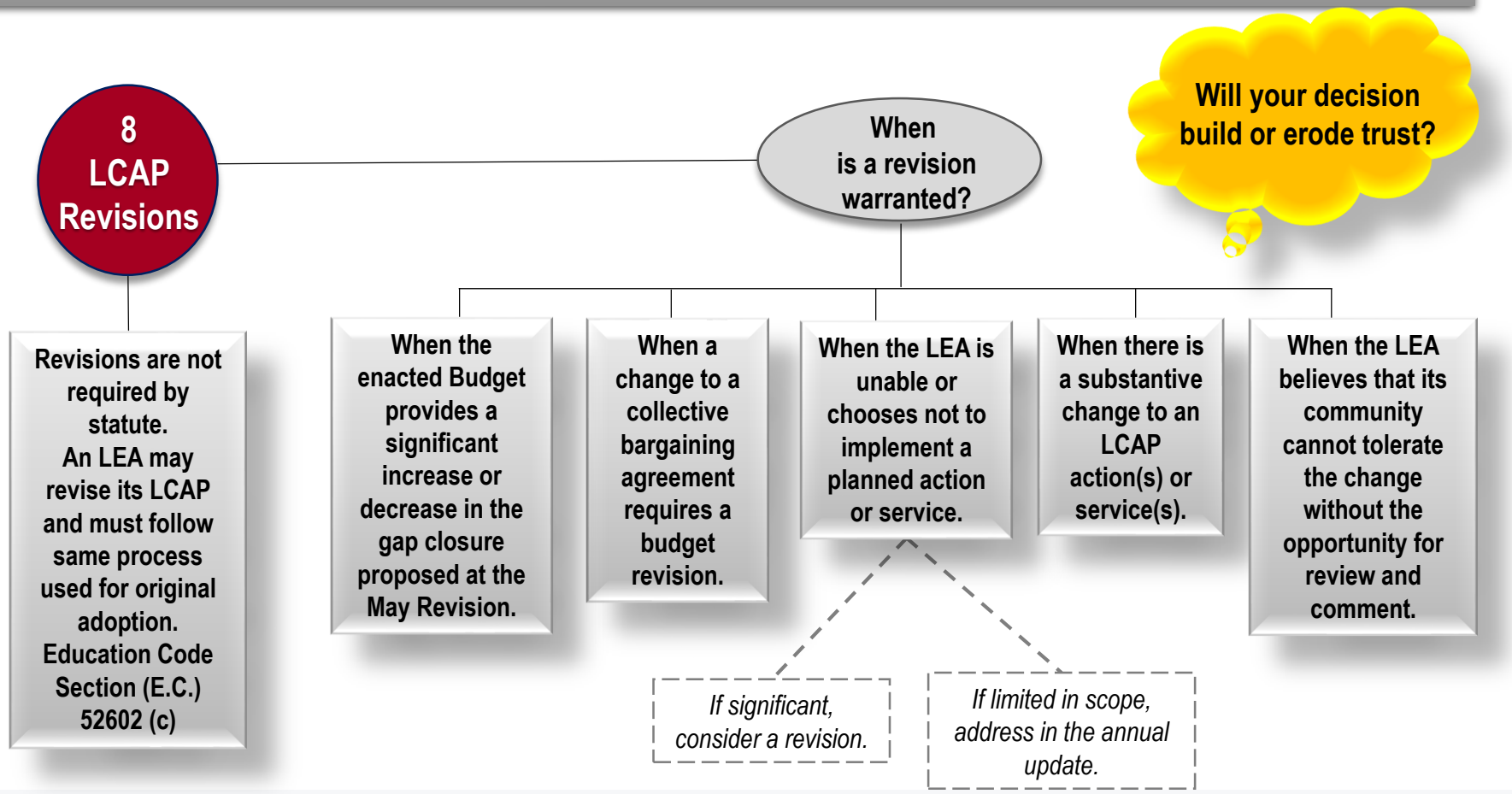
LCAP Decision-Making Tree
Part 4 of 4

Once our LCAP is approved by the county office of education, when are we required to make revisions?



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Measuring Services

Measuring Services – Proportionality

- Section 3B of the LCAP requires that LEAs "demonstrate how the services provided in the LCAP year for (eligible pupils) provide for increased or improved services for these pupils in proportion to the increase in funding provided for all pupils"
- To demonstrate proportionality, you have to measure increased and improved services
  - A focus on service – rather than spending – sustains our awareness of how what we are doing is working
- Knowing what constitutes the core program is a critical piece of the proportionality equation
  - Knowing what all students receive is the only way to show that targeted pupils received more

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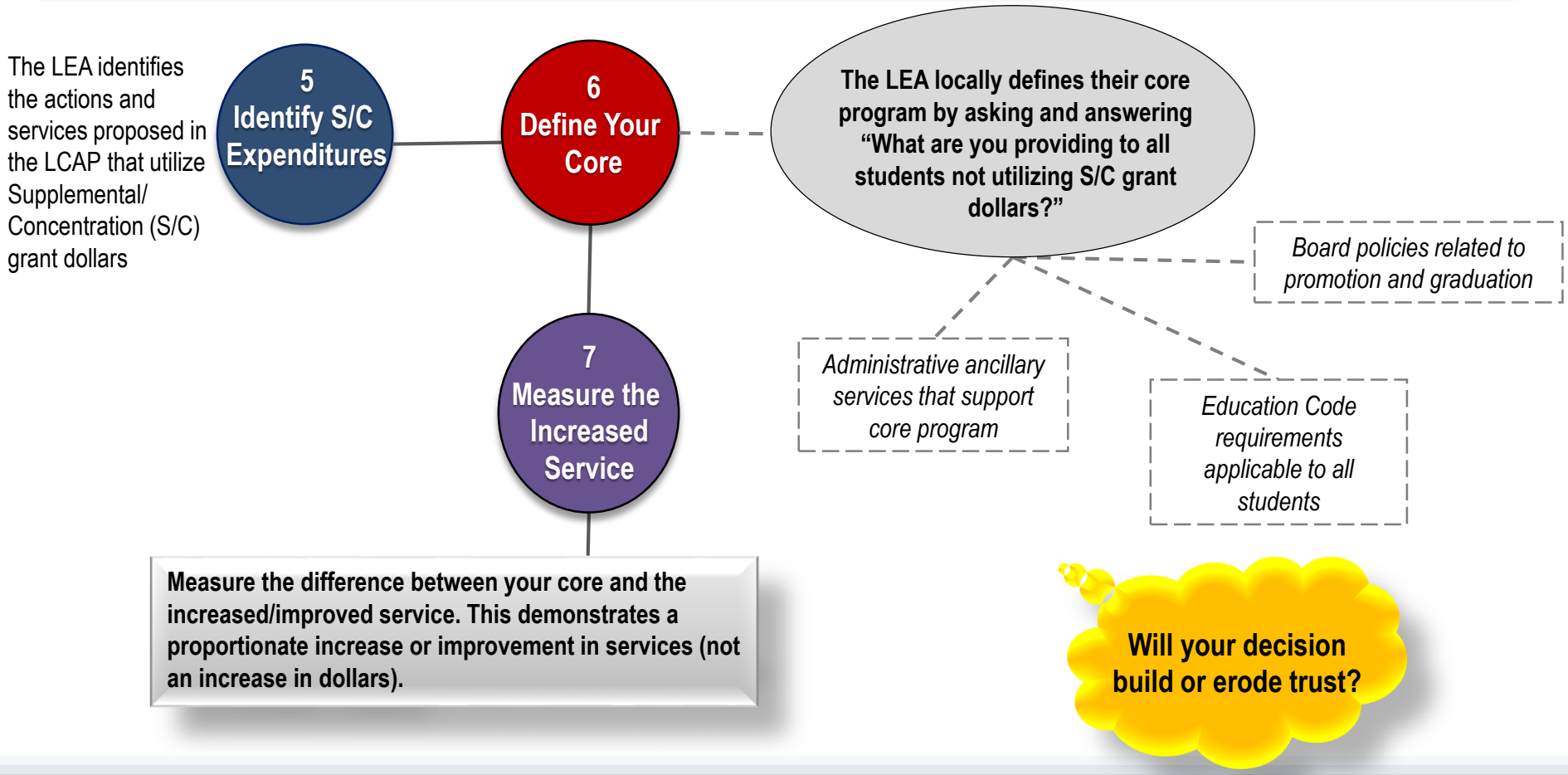
LCAP Decision-Making Tree
Part 3 of 4

How do we identify the percentage by which actions/services are increased or improved for our unduplicated pupils?



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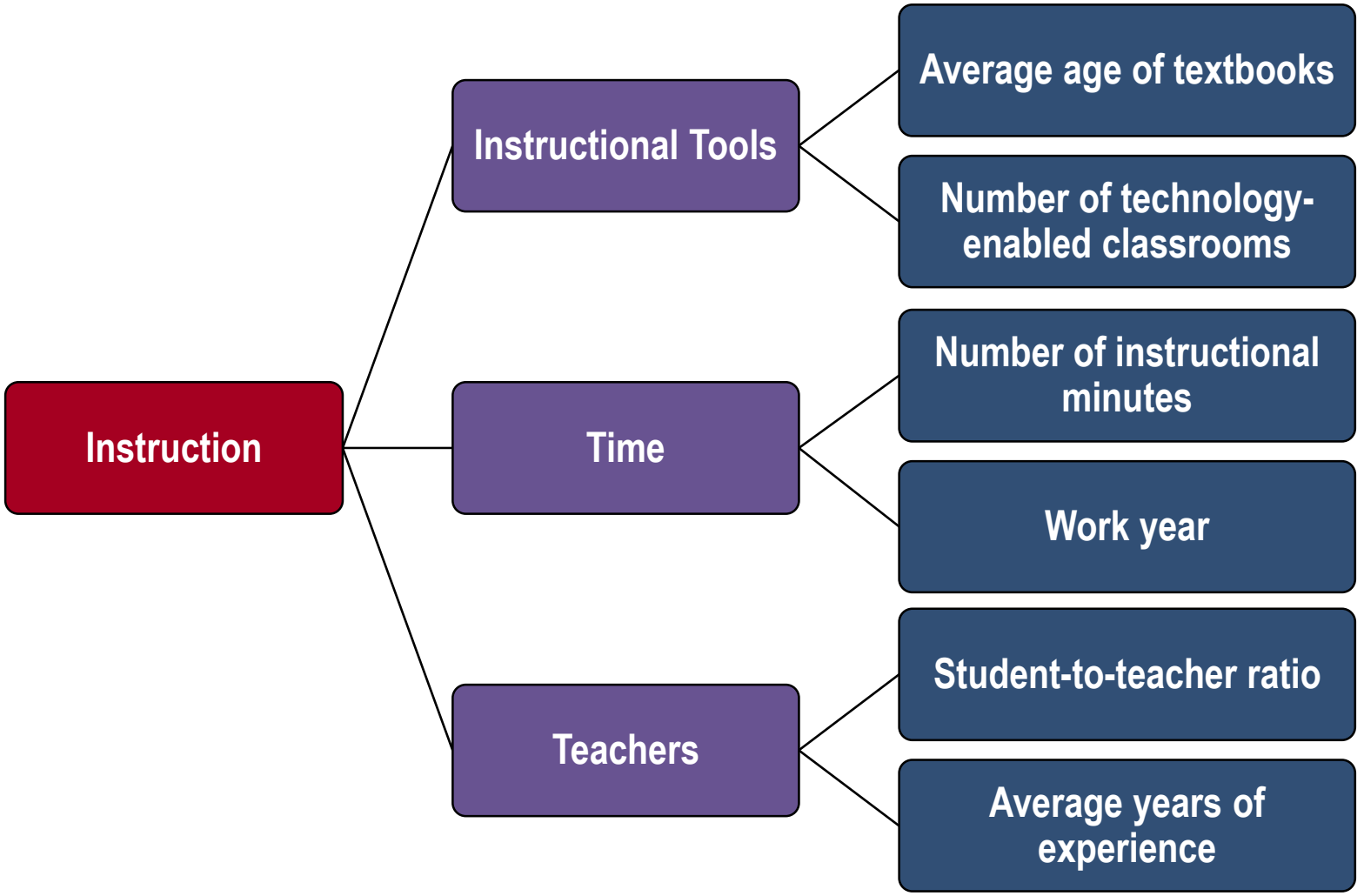
Potential Metrics



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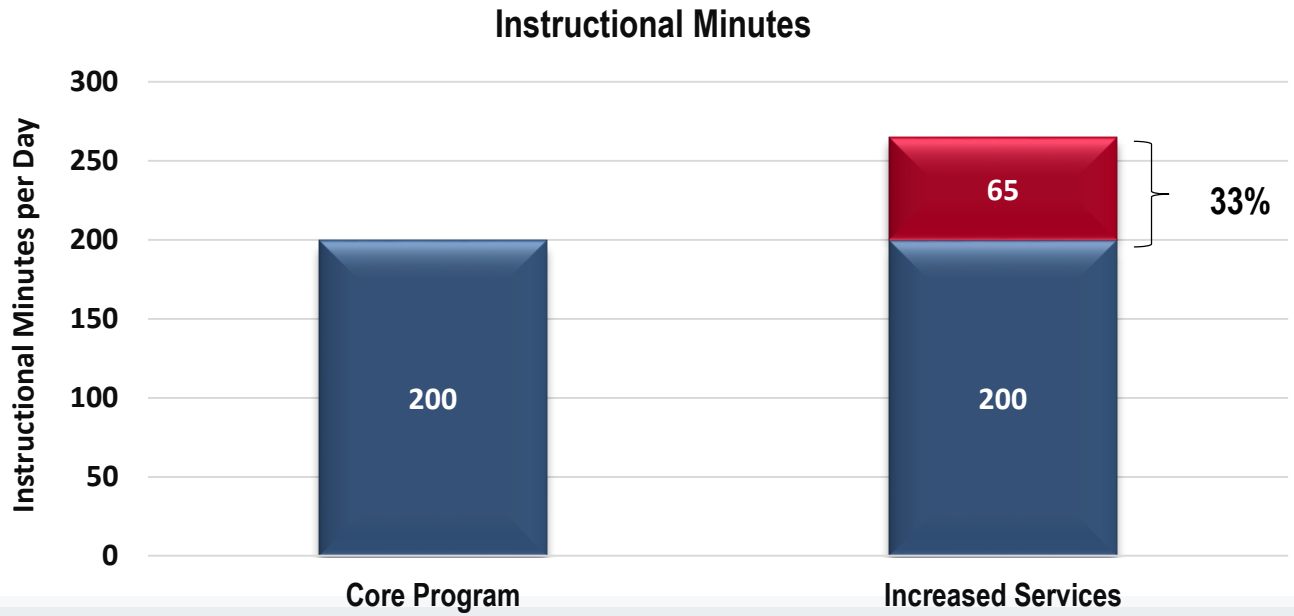
Example – Measuring Instructional Minutes

Description of Service Provided to All Students

- Kindergarten classes average 200 minutes per day

Description of Increased Services

- The kindergarten day will be increased to 265 minutes per day districtwide
- This represents a 33% increase in instructional minutes



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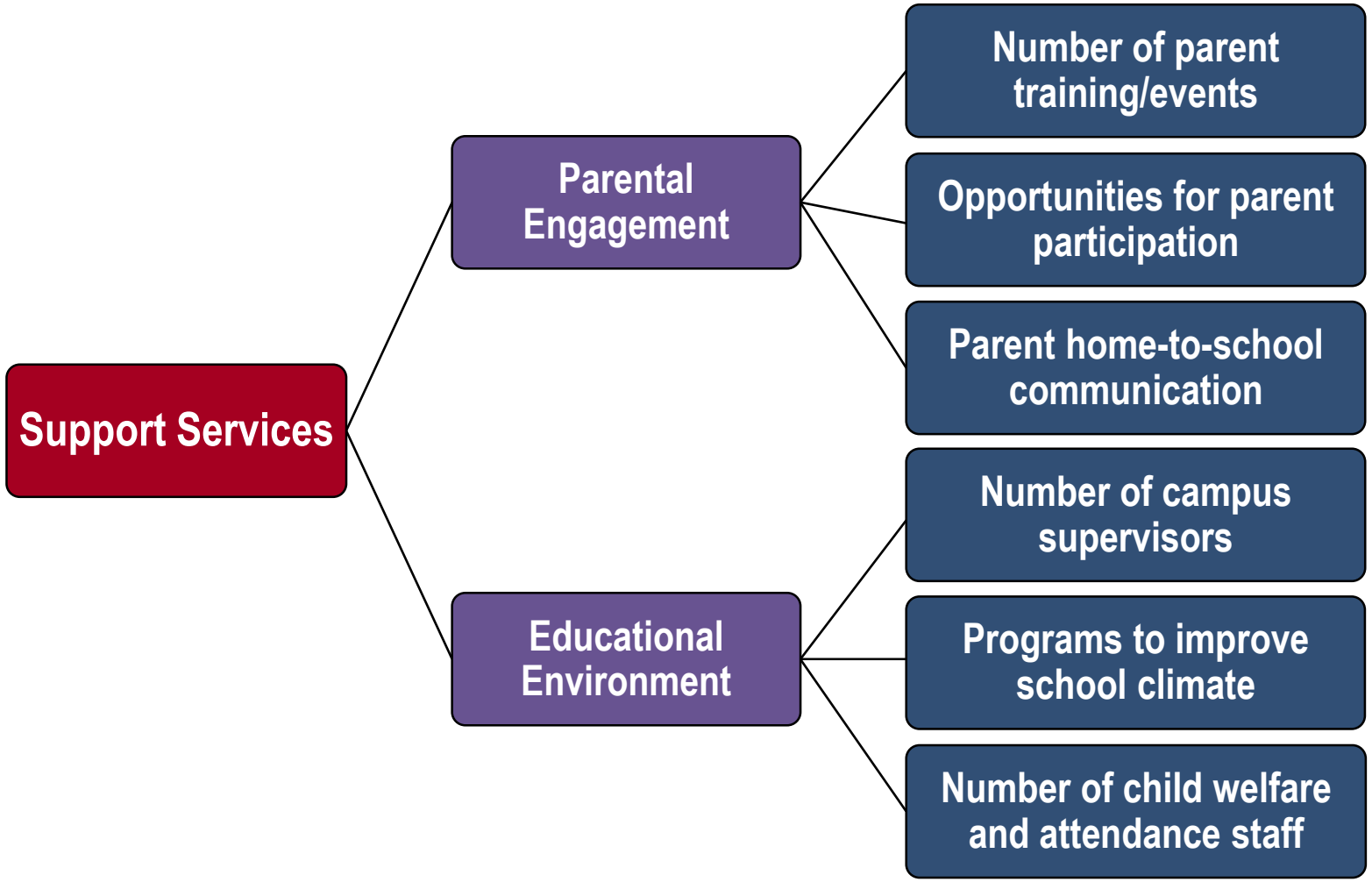
Potential Metrics



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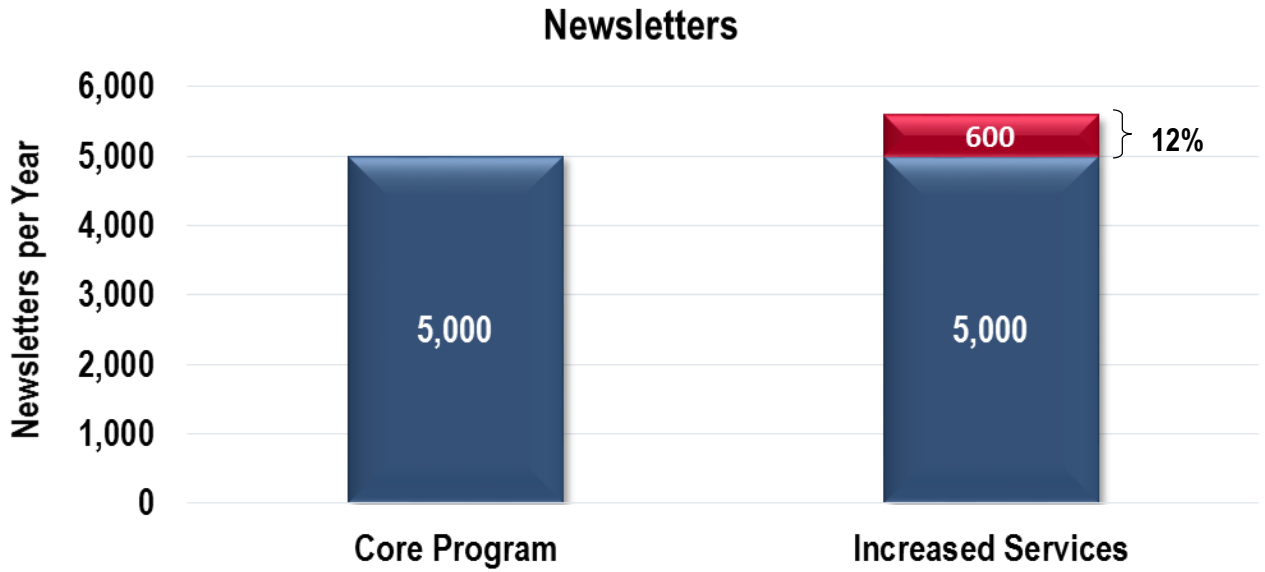
Example – Measuring Parent Home-to-School Communication

Description of Service Provided to All Students

- 5,000 newsletters are annually sent home with students outlining upcoming school activities and highlighting past successes

Description of Increased Services

- An additional mailing will be provided to parents of students identified as English Learners (ELs) that includes California English Language Development Test results, progress markers, and other information pertaining to ELs
- This will add 600 mailings, representing an increase of 12%



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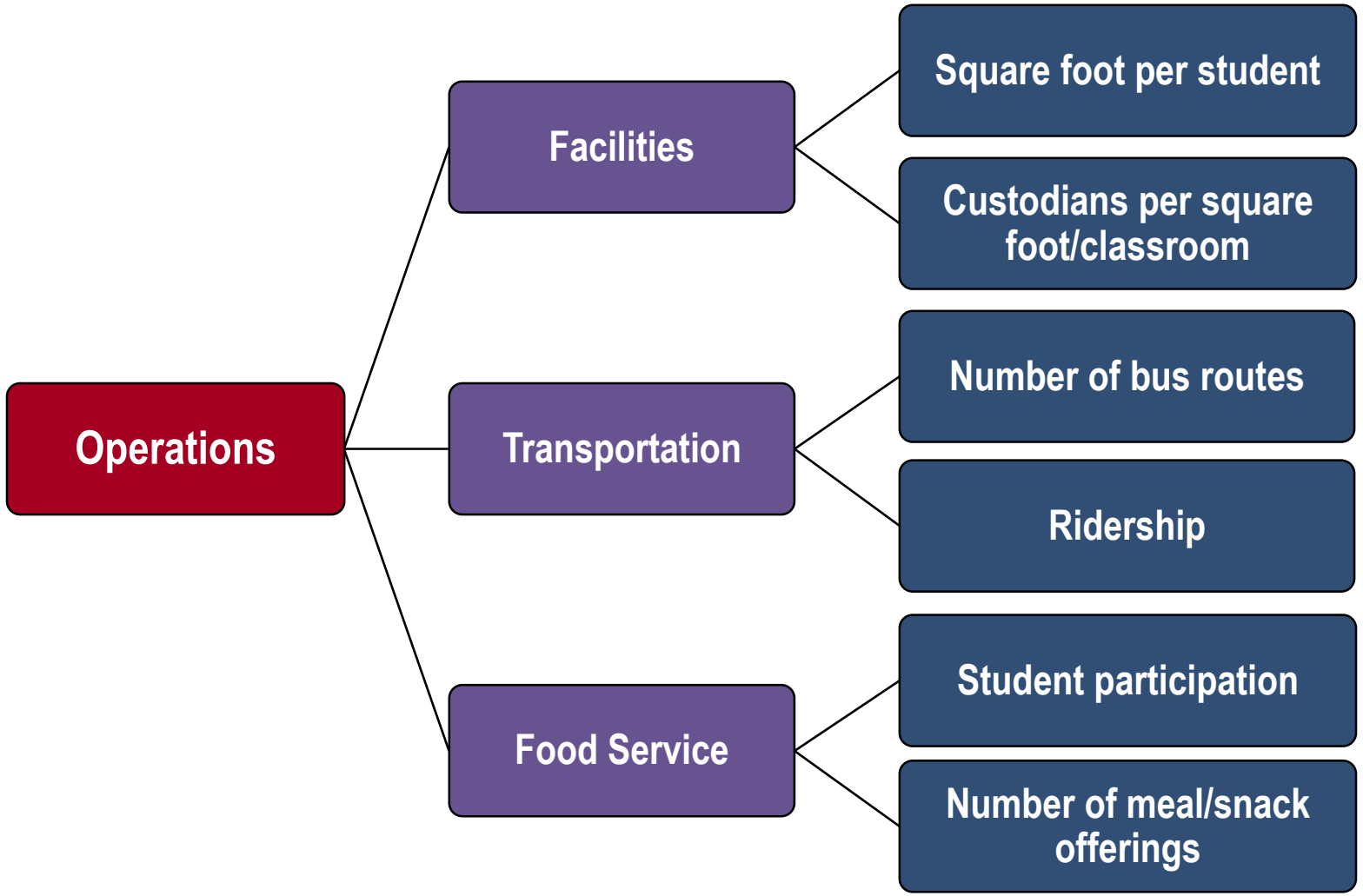
Potential Metrics



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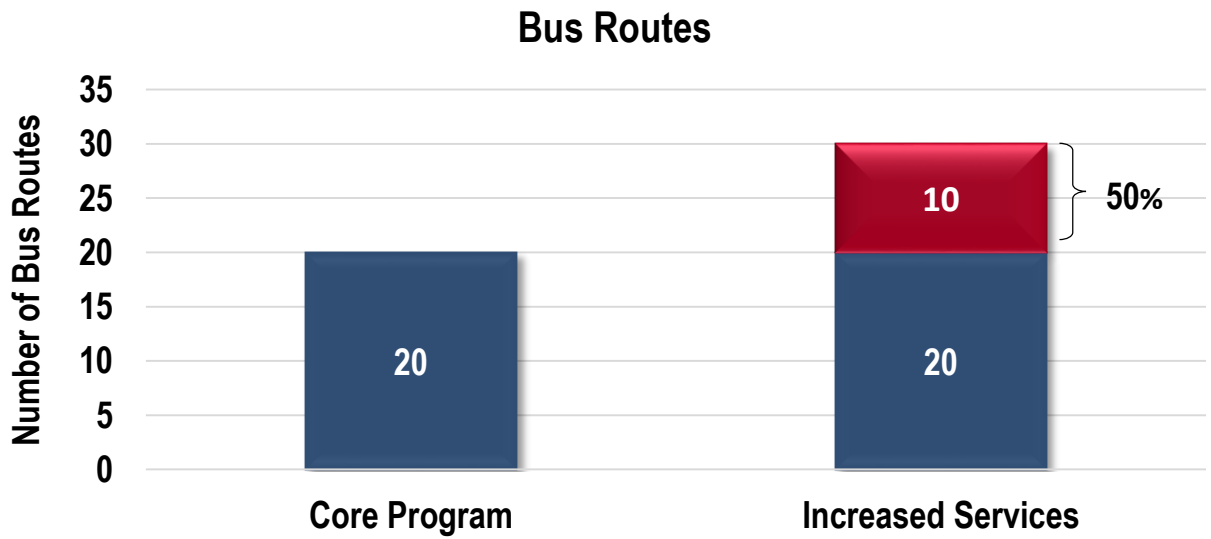
Example – Measuring Transportation

Description of Service Provided to All Students

- Transportation is provided to all students who live more than two miles from their home school

Description of Increased Services

- Transportation will be provided to students living one or more miles from their home school
- This will add ten additional bus routes, representing an increase of 50%



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Our Evolving Accountability System

- The State Board of Education suspended Academic Performance Index starting in the 2014-15 school year and began the transition to a multiple measures accountability approach aligned to the LCFF eight state priorities
- Desire to move away from a system of rankings and sanctions
- Desire to develop a continuous improvement model reliant on a coherent system of metrics and indicators that measure the effectiveness of educational programs and services:
  - How well are programs and services preparing all students for postsecondary success?

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Our Evolving Accountability System

- The evaluation rubrics will play a key role in the accountability system
- It will be several years before full implementation of the new system
- Smarter Balanced Assessment (SBA) will be the primary tool used to measure student performance and progress toward mastery of the Common Core State Standards (CCSS)
  - 2014-15 scores were predictably low which resulted in criticism of CCSS, SBA, and the effectiveness of our new funding and accountability system

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The Proportionality Conundrum

The Proportionality Conundrum

An LEA's minimum proportionality percentage requirement changes at full implementation

Gap Years

Target S/C grant funds minus prior-year S/C grant expenditures, multiplied by the gap %

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Base Grant Funding

Full Implementation

Target S/C grant funds based on the revenue calculation contained in E.C. 42238.02

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The Proportionality Conundrum

- Given our accelerated climb towards full implementation, some LEAs have found it difficult to expend all of their S/C grant dollars
- Unexpended S/C grant dollars, if not used in subsequent years to support continued implementation of LCAP actions and, if not accounted for in calculating the subsequent year's proportionality percentage, inflate the base
- If used to support other ongoing costs, an LEA in this circumstance will have to clear a high hurdle in meeting its minimum proportionality percentage requirement at full implementation

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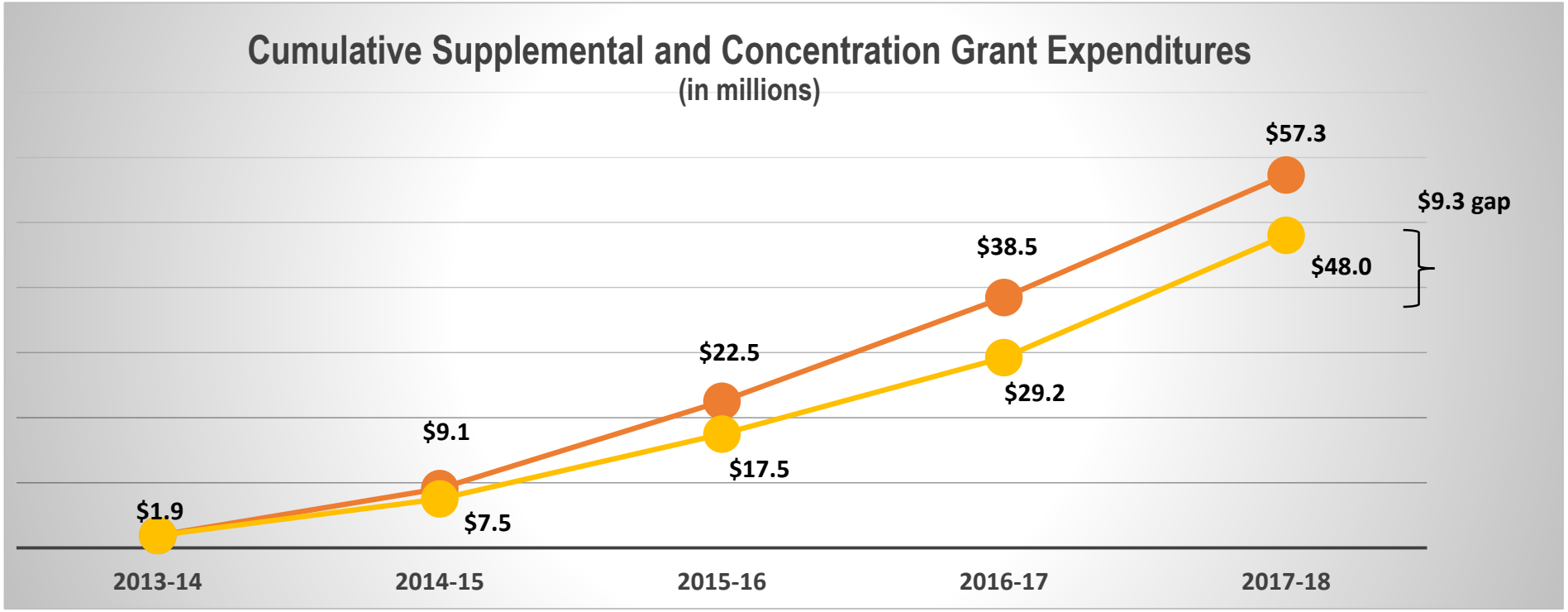
The Proportionality Conundrum



- In this example, the district has a UP percentage of 72%
- The top line assumes that the district spends 100% of its supplemental and concentration grant funds each year
- The bottom line assumes that the district spends 70% of its new S/C grant funds each year, and the remaining 30% falls to fund balance
- The 30% that falls to fund balance allows the district to rebench its supplemental and concentration curve during the implementation of LCFF

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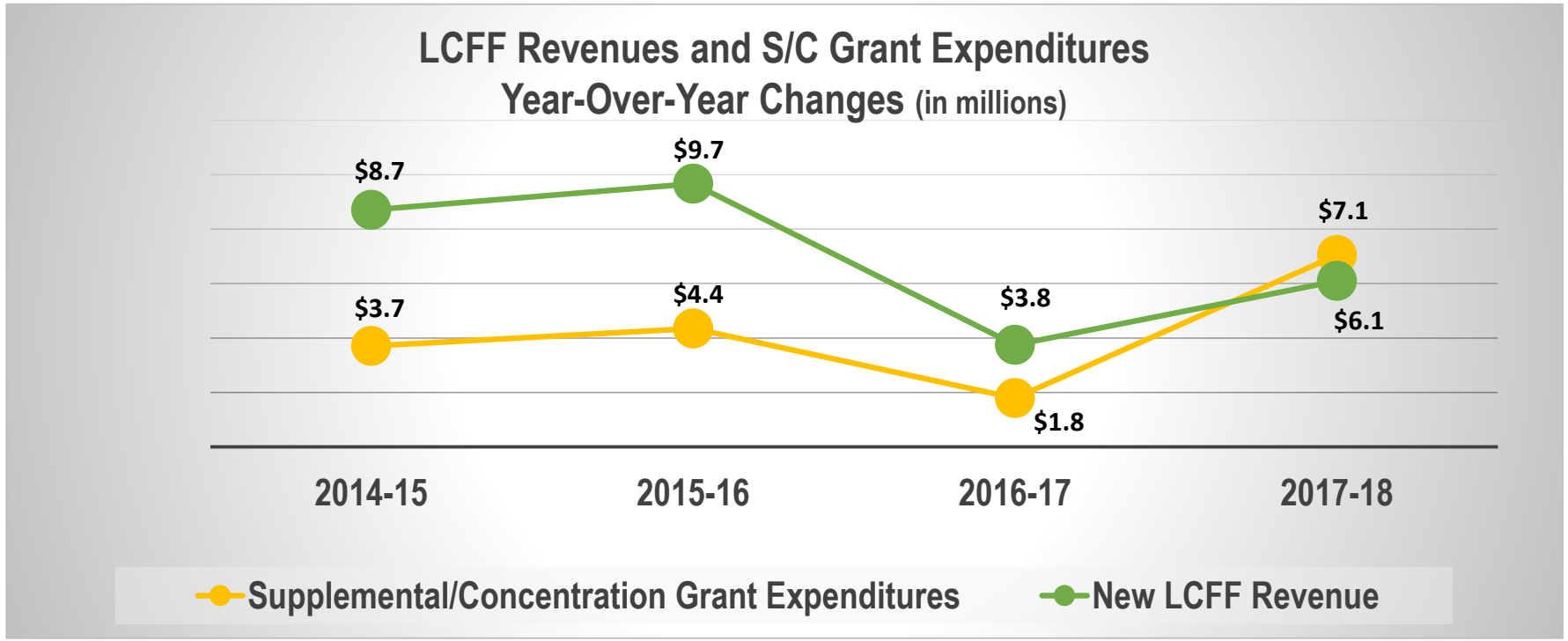
The Proportionality Conundrum

- If full implementation of LCFF were reached in 2017-18, for example, the district would need to increase S/C grant spending in excess of the new LCFF revenues it would receive in that year to meet its minimum proportionality percentage requirement



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916.446.7517

briannag@sscal.com
mattp@sscal.com

http://www.sscal.com/

1121 L Street, Suite 1060
Sacramento, CA 95814

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