Transitioning to a New Accountability System: Moving California Forward

Ilene W. Straus, VP, California State Board of Education
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Today’s Goals

• Clarify **context** of where the SBE is now and where they are heading on developing a new accountability system.

• Share the **architecture model** and progress on the development of LCFF Evaluation Rubrics and ESSA State Plan components.

• Consider the connections to support, technical assistance, and intervention through development of **one, coherent local, state and federal accountability and continuous improvement system**.

• Consider next steps
LCFF Big Ideas

• In conjunction with the new funding formula, we adopted a **new system of support and technical assistance** for districts and counties

• Founded on **annual plans, updates, and evaluation rubrics**

• Districts develop, adopt and implement 3-year plans to improve **student performance**

• Assumes a **continuous improvement** model of accountability
District Continuous Improvement – Formative Progress

Define
- Goals, actions and services each year, and how to achieve them

Measure
- Collect information, verify and make inferences about progress, add to data systems

Learn
- Analyze, examine and communicate progress, adjust

Improve
- Agree on and implement/fine tune changes
New Accountability System

• **Purposes**: students college and career ready, increase district and school capacity and drive continuous improvement

• **Foundation**: state priorities, student content standards, CAASPP, LCFF, LCAPs, Evaluation Rubrics, Local Boards, technical assistance, County Superintendents, CCEE

• **Focus**: broader set of outcomes than in the past, multiple measures that reflect more clearly what students need in order to be prepared for college, careers, citizenship, and life!
Accountability Goals

- Strengthen teaching and learning
- Increase the individual capacity of teachers and school leaders
- Increase the institutional capacity of schools, districts, and state agencies to continuously improve
- Carefully phase in policy changes as state and local capacity grows
- Consider federal accountability requirements relative to the new state system once established.
SBE Guiding Principles for a New Accountability System

• Articulate the state’s expectations for districts, charter schools and county offices of education.

• Foster equity.

• Provide useful information that helps parents, districts, charter schools, county offices of education and policymakers make important decisions.

• Build capacity and increase support for districts, charter schools and county offices.

• Encourage continuous improvement focused on student-level outcomes, using multiple measures for state and local priorities.

• Promote system-wide integration and innovation.
Defining Accountability

- Defining accountability has become more complex as our understanding of it has grown beyond goals, indicators, decision rules, and consequences.

- The above components are still central to an accountability model, but the focus has expanded to include capacity building and providing appropriate technical assistance and support (County Superintendents, CCEE, CDE).

- The purpose of accountability is not simply to identify and punish ineffective schools and districts, but to provide appropriate supports to increase effectiveness.
Local, State & Federal Accountability!

- With LEAs now responsible for more local accountability components (LCAP, annual update, rubrics), purposes and roles within the new accountability system must be redefined.

- For state accountability purposes, many system components are already in place. A review of these components shows how they support the current overall goal of continuous system improvement.

- With the enactment of Every Student Succeeds Act (ESSA), possibilities for designing one, integrated local, state and federal accountability and continuous improvement system.
Coherent Accountability
System Components

<table>
<thead>
<tr>
<th>Classroom and School Practices</th>
<th>Local Accountability Processes</th>
<th>State Accountability Processes</th>
<th>Federal Accountability Processes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Classroom and school practices grounded in state standards and curricular frameworks.</td>
<td>Local accountability processes and elements, based on the state priorities, LCAPs, and evaluation rubrics.</td>
<td>Statewide accountability processes and elements that support fairness, comparability, and trend analysis across multiple measures of progress.</td>
<td>Statewide accountability processes and elements that meet federal requirements.</td>
</tr>
</tbody>
</table>
8 LCFF Priorities and Local Priorities

The 8 LCFF Priorities and any Local Priorities provide the foundation for LEAs to set goals to improve student outcomes.

**Conditions of Learning**
- Basic Resources (Priority 1)
- Implementation of State Standards (Priority 2)
- Course access (Priority 7)

**Pupil Outcomes**
- Pupil achievement (Priority 4)
- Other pupil outcomes (Priority 8)

**Engagement**
- Parental involvement (Priority 3)
- Pupil engagement (Priority 5)
- School Climate (Priority 6)

The **LCAP & Annual Update** process requires school boards to adopt local accountability plans, with stakeholder engagement, that address the state and local metrics within the 8 LCFF Priorities and any Local Priorities.

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**LCFF Evaluation Rubrics**

**LCFF Evaluation Rubrics** organize the LCFF metrics into a concise set of key indicators, which are grouped with associated indicators.

**LCFF Evaluation Rubrics** support local planning and reflection on practice within the State and Local Priorities through review of outcomes and improvement on “key” and “associated” indicators (and other local measures).

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**Assistance and Support Standards**

**LCFF Evaluation Rubrics** include assistance and support standards for each key indicator.

Seeking congruence with ESSA, assistance and support standards will be set, at least, for:
- Student achievement (ELA, Math);
- Graduation rate;
- Progress of English learners toward proficiency;
- Another K-8 academic measure;
- At least one other measure.

For LEAs and schools that meet assistance and support standard(s):
- Assess performance using LCFF evaluation rubrics to inform local LCAP and Annual Update process.

**Assistance and Support**

For the small number of LEAs and/or schools that do not meet assistance and support standard(s) for one or more years:
- Receive technical assistance and support.

If they do not meet assistance and support standard(s) for multiple years:
- Graduate to more intensive state assistance/intervention.
Integrated State and Federal Continuous Improvement and Accountability System

- **Request for Assistance**: LEAs may voluntarily request assistance from county offices or the California Collaborative for Educational Excellence.
- **Assistance and Support**: Performance relative to accountability standards for key indicators will inform whether LEAs (LCFF) and schools (ESSA) are eligible assistance and support.
- **Recognition**: LEAs and/or schools may be recognized for exemplary performance based on outcomes and/or improvement.
- **Local Self-Reflection**: As the next segment of the graphic shows, the LCFF evaluation rubrics support local self-reflection and planning.
Key Ideas

- The context for developing a new accountability and continuous improvement system
- The architecture graphic to better understand the concept of a single local, state and federal system
- Any new understandings?
Accountability Phase 1 – LCFF Evaluation Rubrics
Statutory Requirements

• To assist local education agencies to identify strengths, weaknesses, and areas that require improvement

• To assist County Superintendents to identify school districts and charter schools in need of technical assistance

• To assist the State Superintendent in identifying school districts for which intervention is warranted

• To reflect a **holistic, multidimensional** assessment of school district and individual school site performance and include all of the state priorities

• To include standards for school district and individual school site performance and expectation for improvement in regard to each of the state priorities
Evaluation Rubrics Components

- **Web-based data analysis tool**
  - Standards for school district and individual school site performance and expectations for improvement for *all LCFF Priority Areas*

- **Practice Standards/Statements of Model Practices**
  - Describe research-supported practices and guidance inclusive of all state priorities
  - Convey characteristics and examples of high functioning organizational practices

- **Connections to Practice Guides/Resources**
  - Tools and resources to support continuous improvement goals
Progress on LCFF Evaluation Rubrics

• State Board charged by the legislature to develop the rubrics
• 2-year development process, partnering with CDE and WestEd
• Complex demands for building a multiple measures system based on continuous improvement
• Link to ESSA Requirements, signed into law December 10, 2015
• Approval of rubrics at the September 2016 SBE meeting
ESSA Required Key Indicators

- Five indicators required by the federal Every Student Succeeds Act (ESSA)
  - Student Achievement (ELA and Math)
  - Graduation Rate
  - Progress of English learners toward proficiency
  - Another K-8 academic measure
  - At least one other measure
LCFF Evaluation Rubrics Key Indicators – ESSA Required Indicators

Review potential indicators that meet the following identified criteria:

(1) currently collected and available for use at the state level,

(2) uses a consistent definition,

(3) can be disaggregated to the school and subgroup level, and

(4) is supported by research as a valid measure.
SBE Approved Key Indicators

• Student test scores on English Language Arts and Math (grades 3-8 and 11), including a measure of individual student growth for grades 3-8, when feasible, and results on the NGSS assessment, when available

• progress of English learners toward English language proficiency

• high school graduation rate

• measures of student engagement, including suspension rates by grade span and chronic absence, when available.
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Integration State and Federal Continuous Improvement, Support & Accountability System

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# 4-yr Graduation Rate Standard Option

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Very Low</th>
<th>Low</th>
<th>Intermediate</th>
<th>High</th>
<th>Very High</th>
</tr>
</thead>
<tbody>
<tr>
<td>78.6% or below</td>
<td>78.7 to 83.2%</td>
<td>83.3 to 90.6%</td>
<td>90.7 to 96.0%</td>
<td>96.1% or above</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Improvement</th>
<th>Declined Significantly</th>
<th>Declined</th>
<th>Maintained</th>
<th>Improved</th>
<th>Improved Significantly</th>
</tr>
</thead>
<tbody>
<tr>
<td>-2.9% or below</td>
<td>-1.3 to -2.8%</td>
<td>-1.2% to 1.3%</td>
<td>1.4% to 6.4</td>
<td>6.5% or above</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Improvement</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very High</td>
<td>Excellent</td>
</tr>
<tr>
<td>High</td>
<td>Good</td>
</tr>
<tr>
<td>Intermediate</td>
<td>Good</td>
</tr>
<tr>
<td>Low</td>
<td>Good</td>
</tr>
<tr>
<td>Very Low</td>
<td>Emerging</td>
</tr>
<tr>
<td>Improved Significantly</td>
<td>Excellent</td>
</tr>
<tr>
<td>Improved</td>
<td>Good</td>
</tr>
<tr>
<td>Maintained</td>
<td>Emerging</td>
</tr>
<tr>
<td>Issue</td>
<td>Concern</td>
</tr>
<tr>
<td>Declined</td>
<td>Good</td>
</tr>
<tr>
<td>Emerging</td>
<td>Issue</td>
</tr>
<tr>
<td>Concern</td>
<td>Issue</td>
</tr>
<tr>
<td>Declined Significantly</td>
<td>Emerging</td>
</tr>
<tr>
<td>Concern</td>
<td>Concern</td>
</tr>
</tbody>
</table>
### Statewide Four-Year Cohort Graduation Rates

<table>
<thead>
<tr>
<th>Category</th>
<th>2009-10</th>
<th>2010-11</th>
<th>2011-12</th>
<th>2012-13</th>
<th>2013-14</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Students</td>
<td>74.7%</td>
<td>77.1%</td>
<td>78.9%</td>
<td>80.4%</td>
<td>81.0%</td>
</tr>
<tr>
<td>Hispanic</td>
<td>68.1%</td>
<td>71.4%</td>
<td>73.7%</td>
<td>75.7%</td>
<td>76.6%</td>
</tr>
<tr>
<td>American Indian</td>
<td>67.3%</td>
<td>68.5%</td>
<td>72.4%</td>
<td>72.8%</td>
<td>70.6%</td>
</tr>
<tr>
<td>Asian</td>
<td>89.0%</td>
<td>90.3%</td>
<td>91.1%</td>
<td>91.6%</td>
<td>92.4%</td>
</tr>
<tr>
<td>Pacific Islander</td>
<td>72.3%</td>
<td>74.9%</td>
<td>77.0%</td>
<td>78.4%</td>
<td>80.4%</td>
</tr>
<tr>
<td>Filipino</td>
<td>87.4%</td>
<td>89.9%</td>
<td>90.8%</td>
<td>91.6%</td>
<td>92.2%</td>
</tr>
<tr>
<td>African American</td>
<td>60.5%</td>
<td>62.8%</td>
<td>66.0%</td>
<td>68.1%</td>
<td>68.2%</td>
</tr>
<tr>
<td>White</td>
<td>83.5%</td>
<td>85.7%</td>
<td>86.6%</td>
<td>87.7%</td>
<td>87.6%</td>
</tr>
<tr>
<td>Low Income</td>
<td>68.0%</td>
<td>71.1%</td>
<td>73.0%</td>
<td>74.8%</td>
<td>75.6%</td>
</tr>
<tr>
<td>English Learner</td>
<td>56.4%</td>
<td>61.5%</td>
<td>62.0%</td>
<td>63.1%</td>
<td>65.4%</td>
</tr>
<tr>
<td>Foster Youth</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Students with Disabilities</td>
<td>56.7%</td>
<td>59.5%</td>
<td>61.1%</td>
<td>61.9%</td>
<td>62.3%</td>
</tr>
</tbody>
</table>
Methodology

- Staff completed a series of data simulations using percentile points in the performance distribution for outcome and improvement (Alberta model)
- Set thresholds (e.g., 5\textsuperscript{th}, 10\textsuperscript{th}, 25\textsuperscript{th}, and 95\textsuperscript{th} percentiles) for LEA performance and applied these to the school and subgroup
Graduation Rate Example

Illustration of possible performance bands using the recommended methodology to set performance standards and expectations of improvement for graduation rate.

<table>
<thead>
<tr>
<th></th>
<th>Schools (1179)</th>
<th>LEAs (428)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(5th, 25th, 75th, 95th percentile)</td>
<td>(5th, 25th, 75th, 95th percentile)</td>
</tr>
<tr>
<td>Blue</td>
<td>79 (6.7%)</td>
<td>17 (4.0%)</td>
</tr>
<tr>
<td>Green</td>
<td>386 (32.7%)</td>
<td>125 (29.2%)</td>
</tr>
<tr>
<td>Yellow</td>
<td>445 (37.7%)</td>
<td>191 (44.6%)</td>
</tr>
<tr>
<td>Orange</td>
<td>196 (16.6%)</td>
<td>73 (17.1%)</td>
</tr>
<tr>
<td>Red</td>
<td>73 (6.2%)</td>
<td>22 (5.1%)</td>
</tr>
</tbody>
</table>
Graduation Rate Example

<table>
<thead>
<tr>
<th># of schools</th>
<th>BLUE*</th>
<th>GREEN**</th>
<th>YELLOW***</th>
<th>ORANGE****</th>
<th>RED^</th>
</tr>
</thead>
<tbody>
<tr>
<td>HIGH SCHOOLS</td>
<td>1179</td>
<td>79 (6.7%)</td>
<td>386 (32.7%)</td>
<td>445 (37.7%)</td>
<td>196 (16.6%)</td>
</tr>
</tbody>
</table>

Note: *=Blue, **=Green, ***=Yellow, ****=Orange, ^=Red

• 73 schools are in the “Red” zone and would be identified if this band is used to determine eligibility for technical assistance and support.

<table>
<thead>
<tr>
<th># of LEAs</th>
<th>BLUE*</th>
<th>GREEN**</th>
<th>YELLOW***</th>
<th>ORANGE****</th>
<th>RED^</th>
</tr>
</thead>
<tbody>
<tr>
<td>LEAS</td>
<td>428</td>
<td>17 (4.0%)</td>
<td>125 (29.2%)</td>
<td>191 (44.6%)</td>
<td>73 (17.1%)</td>
</tr>
</tbody>
</table>

Note: *=Blue, **=Green, ***=Yellow, ****=Orange, ^=Red

• 22 LEAs are in the “Red” zone and would be identified if this band is used to determine eligibility for technical assistance and support.
### Suspension Rate Example

<table>
<thead>
<tr>
<th></th>
<th># of schools</th>
<th>BLUE*</th>
<th>GREEN**</th>
<th>YELLOW***</th>
<th>ORANGE****</th>
<th>RED^</th>
</tr>
</thead>
<tbody>
<tr>
<td>ALL</td>
<td>8771</td>
<td>3765 (42.9%)</td>
<td>2702 (30.8%)</td>
<td>1099 (12.5%)</td>
<td>815 (9.3%)</td>
<td>390 (4.4%)</td>
</tr>
<tr>
<td>ELEM</td>
<td>5878</td>
<td>4207 (71.6%)</td>
<td>932 (15.9%)</td>
<td>405 (6.9%)</td>
<td>241 (4.1%)</td>
<td>93 (1.6%)</td>
</tr>
<tr>
<td>MIDDLE</td>
<td>1364</td>
<td>325 (23.8%)</td>
<td>400 (29.3%)</td>
<td>209 (15.3%)</td>
<td>234 (17.2%)</td>
<td>196 (14.4%)</td>
</tr>
<tr>
<td>HIGH</td>
<td>1529</td>
<td>605 (39.6%)</td>
<td>461 (30.2%)</td>
<td>188 (12.3%)</td>
<td>135 (8.8%)</td>
<td>140 (9.2%)</td>
</tr>
</tbody>
</table>

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- 390 schools are in the “Red” zone and would be identified if this band is used to determine eligibility for technical assistance and support.
[DRAFT] LCFF Evaluation Rubrics: Potential Organization of Indicators under Alternate Motion 5.11.16

All Students are Provided with Access and Opportunities to Support Learning
- EL Progress Toward Proficiency Priority 4
- Access to Broad Course of Study Priority 7

All Students Are Engaged and On Track to Graduate College and Career Ready
- Grades 3-8 ELA & Math Priority 4
- Chronic Absence (Locally Collected)

All Students Graduate College and Career Ready
- Suspensions on Rate Priority 6
- Impl. of Acad. Standards Priority 2
- Parent Involvement Priority 3

Policy Statement [Revised]
State / Key Indicators
- ELA & Math Priority 3
- Graduation Rate Priority 5
- Suspension Rate Priority 6

Local / Associated Indicators
- A-G and/or AP/IB Participation Rates
- Additional Local Measure(s)
- EL Composite Reclassification Rates

Additional Local Measure(s)
- Expulsion Rate
- Grd. 3 ELA / Grd. 8 Math
- % Long-term ELs
- Attendance Rates
- Local Climate Survey
- Parent Involvement
- Additional Local Measure(s)

Composite CCR or separate A-G, CTE, AP/IB Passage, etc.
Performance on a Broad Course of Study Priority 8
Outcome and Improvement

- The use of LCFF Rubrics supports local planning and reflection.
- The outcome or performance standards could be set at the 5\textsuperscript{th}, 25\textsuperscript{th}, 75\textsuperscript{th} and 95\textsuperscript{th} percentiles on the distribution of LEA three-year data.
- Similarly, the improvement standards compare the most current LEA results with the LEAs prior three-year average for each key indicator.
Considerations

• The methodology for generating a data dashboard
• Use of State and Local data
• Using data on outcomes and improvement to assist with annual updates
• Other thoughts?
Support, Technical Assistance and Intervention

- Goals of an accountability and continuous improvement system
  Multi-tiered system of support for LEAs and schools that is not based on sanctions and punishments

- LCFF statutes guide the determination of when districts need help
Assistance and Support Standards

• Provides a **measurement-based system** against which to assess local progress for all state priorities (key indicators)

• Establishes **specific expectations for performance** based on improvement and outcomes at the LEA, school, and student subgroup levels in regards to each of the state priorities

• **Example**: 4-year cohort graduation rate

• **Receive support and technical assistance** when LEAs and/or schools do not meet standards for one or more years

• **Graduate to more intensive state assistance and/or intervention** when standards not met for multiple years
Local (Districts, COEs, Charters) Continuous Improvement & Accountability

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EC Section 52071 (Districts)

- **IF** a County Superintendent does not approve a LCAP, or a local governing board requests TA, **THEN** County Superintendent shall provide any of the following:
  - Assign an academic expert or team of experts, solicit another district to be a partner, request that the Superintendent of Public Instruction (SPI) assign the CA Collaborative for Educational Excellence (CCEE) to provide TA.
  - Using the evaluation rubrics, the County Superintendent shall provide TA to districts that **fail to improve achievement across more than one state priority for one or more subgroups**.
Technical Assistance (TA)

EC Section 52071 (Counties)

- **IF** SPI does not approve a LCAP, or a county governing board requests TA, **THEN** SPI shall provide any of the following:
  - Assign an academic expert or team of experts, solicit another county to be a partner, or the CCEE to assist the county board in identifying and implementing effective programs

- Using the evaluation rubrics, SPI shall provide TA to counties that **fail to improve achievement across more than one state priority for one or more subgroups**
Implications and Criteria for Intervention

EC Section 52072

The SPI may, with the approval of the state board, identify districts in need of intervention that meets both of the following criteria:

1. District *did not improve outcomes* for three or more pupil subgroups, OR if district has less than three pupil subgroups, *all of the district’s subgroups*, in regard to *more than one state or local priority in three out of four consecutive school years*.

2. The CCEE has provided advice and assistance to the district and submits either of the following findings to the SPI:
   - District has failed or is unable to implement recommendations, district performance is either so persistent or acute, based on evaluation rubrics, SPI is required to intervene
What Intervention Includes

**EC Section 52072**

The SPI may, with the approval of the state board, may do one or more of the following:

1. Make changes to LCAP
2. Develop and impose budget revisions, reflecting LCAP changes, to improve outcomes for students
3. Stay and rescind an action, if that action is not required by a local collective bargaining agreement that would prevent the district from improving outcomes for all subgroups not making progress in regards to state or local priorities
4. Appoint an academic trustee to exercise powers and authority specified in this section on his or her behalf
Other SBE May Decisions

• Approved the methodology for calculating performance as a combination of outcome and improvement for key indicators.

• Directed staff to move forward on determining how the rubrics might support criteria and use of local data.

• Approved the inclusion of a “top level” summary data display for performance on all LCFF Priority Areas for LEAs and schools that prominently shows areas where there are significant disparities in performance for any student subgroups.
Other SBE May Decisions

• Directed staff to move forward on options for
  – College and career readiness measures; and
  – Local climate surveys, including identification of any items from the California Healthy Kids Survey and related surveys that could be adapted for use as part of the LCFF evaluation rubrics.
  – Composite measure of English learner proficiency, including English learner proficiency rates, reclassification rates, and long-term English learner rates.
Other SBE May Decisions

• Directed staff to move forward on options for establishing standards for the LCFF priority areas that are not addressed by the key indicators
  – **Priority 1** ( Appropriately Assigned Teachers, Access to Curriculum-Aligned Instructional Materials, and Safe, Clean and Functional School Facilities),
  – **Priority 2** ( Implementation of State Academic Standards),
  – **Priority 3** ( Parent Engagement),
  – **Priority 7** ( Access to a Broad Course of Study),
  – **Priority 8** ( Outcomes in a Broad Course of Study)—and how those standards will be used to assess an LEA’s eligibility for technical assistance and intervention as required by LCFF.
State Board and CDE Ongoing Work

• Transition to the New Accountability and Continuous Improvement System

• Updated Timeline

http://www.cde.ca.gov/be/ag/ag/yr16/agenda201605.asp

Proposed LCAP Template Revisions
Proposed Development of LCFF Evaluation Rubrics
Proposed Development of ESSA State Plan

State Board Meetings

May 2016 SBE Meeting – Item 2 Attachment 6
State Board Decisions

• **July SBE Meeting**
  – Update on stakeholder input and status of LCAP template changes, final design features and prototype of evaluation rubrics, progress update on ESSA state plan

• **September SBE Meeting**
  – Approve LCAP template changes, Evaluation Rubrics, receive information on ESSA State Plan

• **January 2017 SBE Meeting**
  – Approve ESSA State Plan
Resources

- State Board of Education Agendas [http://www.cde.ca.gov/be/ag/ag/index.asp]
- State Board of Education Information Memoranda [http://www.cde.ca.gov/be/pn/im/]
- LCFF – WestEd Channel [http://lcff.wested.org/]
- CDE LCFF [http://www.cde.ca.gov/fg/aa/lc/]
- CAASPP [http://www.cde.ca.gov/ta/tg/ca/]
- CDE ESSA [http://www.cde.ca.gov/re/es/]