



LCFF PROFESSIONAL DEVELOPMENT TRAINING *FINAL PROPOSED IMPLEMENTATION PLAN*

EXECUTIVE SUMMARY

Senate Bill No. 828 (“SB 828”) allocated \$20 million of one-time funding to the California Collaborative for Educational Excellence (“CCEE”) “to establish a statewide process to provide professional development training” to county offices of education (“COEs”), school districts, and charter schools (collectively, “LEAs”) regarding the use of the LCFF Evaluation Rubrics and the template for the Local Control and Accountability Plan and Annual Update (“LCAP”). This proposed Final LCFF Professional Development Training Implementation Plan (“Final PD Plan”) describes the four primary components of the professional development training.

Component I consists of a fall and a spring set of workshops offered at six to nine locations across the state with the intent of providing a common foundation for interpreting, understanding, and using the LCFF Evaluation Rubrics and the LCAP Template. A full complement of nine workshops are scheduled in November 2016.

Component II involves training local trainers and using a collaborative process to create an aligned Content Library (“Library”) for use in those trainings. The CCEE will identify Regional Lead COEs to help train local trainers and ensure that all LEAs have access to the trainings. The Library will initially focus on the LCFF Evaluation Rubrics. The Library will then expand to include content on the LCAP Template. After that, the Library will then expand further and be revised to concentrate on using the LCFF Evaluation Rubrics and the LCAP Template as tools to support continuous improvement.

Component III consists of two tiers of support networks designed to operate like professional learning communities. The first-tier networks, called Professional Learning Networks (“PLNs”), are run by COEs as well as statewide associations and non-profit organizations and are for LEA governing board members and staff as well as local stakeholders. The second-tier networks, referred to as Professional Learning Exchanges (“PLXs”), are run by the CCEE and are designed for PLN facilitators. The focus of this component is on using the LCFF Evaluation Rubrics and the LCAP Template as tools to support continuous improvement. Many PLNs may narrow this focus further to a specific state priority or a specific student group such as English learners; and the CCEE will, if necessary, actively solicit such proposals. PLNs may not focus on adopting or implementing a specific program. While most of the PLNs will not start until 2017-18, 28 Early Adopter PLNs have been selected to start by January 1, 2017.

Component IV is an LCFF Support Desk, staffed by CCEE employees or contractors, to provide responses to certain inquiries that may arise at the local level regarding the LCFF Evaluation Rubrics and the LCAP Template. After consulting with the State Board of Education, the California Department of Education, and California County Superintendents and Educational Services

Association, the Support Desk will respond to substantive inquiries regarding the use of the LCFF Evaluation Rubrics and the LCAP Template as tools for continuous improvement. The Support Desk will not respond to any other inquiry such as compliance, policies, or technical inquiries and will not be established to respond to urgent inquiries.

The Final PD Plan also includes a description of how CCEE staff intend to evaluate each of these components (including the survey required by SB 828) and other items such as additional staffing and the overhead cost charged by Riverside COE as the CCEE's fiscal agent.

The budget for the Final PD Plan budget is summarized below.

Budget Summary	2016-17	2017-18	2018-19	Total
Component I: Annual Workshops	\$1,350,000	\$1,150,000	\$1,150,000	\$3,650,000
Component II: Aligned Local Trainings	\$1,250,000	\$725,000	\$725,000	\$2,700,000
Component III: Networks	\$1,475,000	\$3,800,000	\$3,800,000	\$9,075,000
Component IV: Support Desk	\$275,000	\$375,000	\$375,000	\$1,025,000
Evaluation	\$300,000	\$600,000	\$600,000	\$1,500,000
Other Items	\$850,000	\$600,000	\$600,000	\$2,050,000
Total	\$5,500,000	\$7,250,000	\$7,250,000	\$20,000,000

A more detailed budget is offered in Attachment 2. Attachment 3 is a detailed description of the input process that CCEE staff engaged in to develop the Final PD Plan and Attachment 4 includes the relevant text of SB 828 and Assembly Bill No. 1624, which amended SB 828.

In sum, the Final PD Plan establishes a statewide structure that supports the successful unveiling of the LCFF Evaluation Rubrics and the LCAP Template, incorporates the perspective of multiple stakeholders (COEs, district superintendents and administrators, site principals and teachers, community stakeholders, and many others), and focuses on strengthening many of the key tenets of LCFF such as continuous improvement, collaboration, and equity.

INTRODUCTION

As part of the 2016-17 budget agreement, the Legislature approved and the Governor signed Senate Bill No. 828 (“SB 828”), which allocated \$24 million to the California Collaborative for Educational Excellence (“CCEE”) for two goals: (i) at least \$20 million “to establish a statewide process to provide professional development training to school districts, county offices of education, and charter schools for the purpose of successfully utilizing the evaluation rubrics . . . and the Local Control and Accountability Plan and Annual Update templates” and (ii) the remainder of the funds to “implement a pilot program that will inform [the CCEE’s] long-term efforts to advise and assist school districts, county superintendents of schools, and charter schools in improving pupil outcomes.” SB 828 then provides that the CCEE shall develop and submit “implementation plans” with respect to both goals. Assembly Bill No. 1624 (“AB 1624”), which amended SB 828, provides that no funds shall be expended pursuant to either plan (or subsequent plan update) without approval of the Department of Finance. This proposed Final LCFF Professional Development Training Implementation Plan (“Final PD Plan”) describes how the CCEE intends to meet the professional development training goal; a companion implementation plan describes how the CCEE intends to meet the pilot program goal.

This document begins with an overview of the SB 828 requirements for the professional development training. It then provides a brief summary of the first three years under LCFF, including a brief analysis of those first three years. The main portion of this document, however, describes the four major components of the professional development training, including the intended audience and content focus of each component as well as the estimated expenditures for each component. These components are the result of a robust input process. (A complete overview of the input and development process can be found in Attachment 3.) Together, the four components establish a statewide structure that (i) creates a common foundation for using the LCFF Evaluation Rubrics and the template for the Local Control and Accountability Plan and Annual Update (“LCAP”), (ii) builds capacity at all levels for using the LCFF Evaluation Rubrics and the LCAP Template for continuous improvement, and (iii) is based on the centrality of county offices of education (“COEs”) while also incorporating all state and local stakeholders into the statewide training process.

BACKGROUND

The guiding document for this Final PD Plan is SB 828 as amended by AB 1624. (The relevant language from SB 828, as amended by AB 1624, is excerpted and provided in Attachment 4.) This bill directs the CCEE “to establish a statewide process to provide professional development training to” local education agencies (“LEAs”) “for the purpose of successfully utilizing” the new LCFF Evaluation Rubrics and the revised LCAP Template. The training must be “provided in each region of the state” and must be “available to all” LEAs.

SB 828 also requires that the CCEE governing board “submit an implementation plan to the relevant policy and fiscal committees of the Legislature, the Director of Finance, and the Legislative Analyst’s Office within 30 days of the State Board of Education’s adoption of the

evaluation rubrics.” The State Board of Education (“SBE”) approved the LCFF Evaluation Rubrics on September 8, 2016. **Thus, in order to meet the deadline imposed under SB 828, the CCEE Governing Board will need to approve the Final PD Plan at its meeting on October 6, 2016, and staff will then submit it to the proper recipients on October 7, 2016.**

SB 828 also dictates that the Final PD Plan must “include relevant expenditure and provider information, and a timeline to commence training by no later than October 15, 2016,” and must include “information on . . . the appropriate sequence of which local educational agencies will receive the professional development training.”

Under SB 828, the content of professional development training must focus on (i) how the LCFF Evaluation Rubrics may be used for the development and implementation of an LEA’s LCAP, (ii) how the LCFF Evaluation Rubrics may be used to improve pupil outcomes and close the achievement gap for unduplicated students, (iii) how the LCFF Evaluation Rubrics may be used to inform the development of LCAPs and communicate with stakeholders, and (iv) how the LCFF Evaluation Rubrics and LCAPs may be used to establish a system of continuous improvement within an LEA. Finally, SB 828 mandates that the CCEE conduct a survey of LEAs “on how they used the LCFF Evaluation Rubrics to develop and implement their most recent” LCAPs.

For the professional development training to be successful, however, it is also important to analyze and then learn from the experience of implementing LCFF during the past three years. Much was accomplished during this time. For instance, there are many examples of LEAs that demonstrated the potential of local control by engaging their communities, developing creative approaches to address unique needs, and establishing clear and transparent goals and outcomes by which they can objectively judge their success.* Additionally, many LEAs have lauded the impact of having financial staff and instructional staff work together to develop the LCAP.

Yet, from a statewide perspective, the implementation has been uneven. The many successes have often been siloed – i.e., not always shared with others and not always part of a larger systemic and cultural shift. The use of and approach to LCAPs has also been too uneven, even for a policy that is designed to facilitate difference at the local level.† This is particularly relevant given that the LCFF Evaluation Rubrics will be completely new and the LCAP Template will see significant revisions.

Thus, what is needed is statewide professional development training that establishes a common LCFF foundation, creates greater alignment (but not standardization) across California on how to

* See, e.g., California School Boards Association (June 2016) “Increasing LCAP Transparency and Reaffirming California’s Commitment to Local Control,” available at www.csba.org/~media/CSBA/Files/GovernanceResources/Researchpapers/061406LCAP-Year3_Analysis.ashx.

† See, e.g., Legislative Analyst’s Office (January 20, 2015) “Review of School Districts’ 2014-15 Local Control and Accountability Plans,” available at www.lao.ca.gov/reports/2015/edu/LCAP/2014-15-LCAP-012015.pdf and Koppich, Humphrey & March (December 2015) “Two Years of California’s Local Control Funding Formula: Time to Reaffirm the Grand Vision,” available at <http://edpolicyinca.org/sites/default/files/PACE%20Policy%20Brief%2015-2.pdf>.

use the LCFF Evaluation Rubrics and the LCAP Template, and builds local capacity to use these two documents as tools to support continuous improvement across all LCFF priorities. Additionally, the training must properly situate itself within a local control policy framework that empowers LEAs and their communities while placing COEs at the center of this framework. The components described in this plan meet this need.

COMPONENTS OF THE FINAL PD PLAN[‡]

Component I: Annual Workshops

This component will include two sets of annual workshops. The workshops will be free and open to all interested individuals and parties. Both sets of workshops will include 6-9 events, with one set occurring in the fall and the other set occurring in the spring.

For fall 2016, there will be nine “Local Control & Continuous Improvement” workshops in November on the following dates (including two Saturdays) and at the following locations:

- » Wednesday, November 2: Sacramento
- » Friday, November 4: San Jose
- » Saturday, November 5: San Jose
- » Wednesday, November 9: Los Angeles
- » Monday, November 14: Fresno
- » Tuesday, November 15: Bakersfield
- » Wednesday, November 16: San Diego
- » Friday, November 18: Redding
- » Saturday, November 19: Ontario

Registration for all November 2016 workshops is currently open at www.ccee-ca.org and will be available through October 28, 2016. Spanish interpretation will be available at all workshops if needed.

Key tenets of LCFF such as continuous improvement and equity will establish the foundation of these workshop. On top of this foundation, the primary focus of the November 2016 workshops will be on how to interpret, understand, and use the LCFF Evaluation Rubrics, with a secondary focus on the LCAP Template. For spring 2017, the focus will shift to the LCAP Template. The focus of subsequent workshops will be determined based on feedback from attendees at the first two sets of workshops, on feedback from the other components of the Final PD Plan, and from discussions with stakeholders.

[‡] While each of the four components of the Final PD Plan is described separately below, it is important to note that there will be significant interaction between them. For instance, as the LCFF Support Desk (Component IV) catalogues the inquiries that it receives, CCEE staff may develop materials that are useful for the Content Library (Component II). Similarly, feedback from the Professional Learning Networks (Component III) may be used to refine content for future workshops (Component I). Additionally, the components will be regularly refined based the results of the evaluation (see next section below) and collaboration with stakeholders.

The content of the November 2016 workshops is being created through a collaborative process involving the State Board of Education (“SBE”), the California Department of Education (“CDE”), the California County Superintendents and Educational Services Association (“CCSESA”), the Center for Education Research and Development (“CEDR”) at the San Joaquin COE[§] as well as many other stakeholders. (For more on the input process that is helping determine the content, please review Attachment 3.) Content for future workshops will be created through a similar process.

The impact of the workshops will be evaluated by various survey instruments developed to assess the change in content knowledge and to gather overall event feedback. These results will be used to fine-tune the content of future workshops.

The total estimated cost for this component (excluding the evaluation cost) is \$3,650,000 over three years.

Component II: Aligned Local Trainings

This component will include the training of local trainers by the CCEE and “County Regional Leads” and the creation of an aligned LCFF “Content Library” (slides, handouts, videos, and other physical or electronic content) for use by local trainers.

The CCEE, in consultation with CCSESA, will develop a process to select 10-15 COEs as “Regional Leads” to serve the 11 CCSESA regions. The Regional Leads will work with the other COEs in their region to ensure that local trainings are available to all LEAs. The Regional Leads will also provide ongoing support to local trainers in regards to understanding the content from the Library and how to use the Library. Finally, as described below, the Regional Leads will support the CCEE in developing and refining the Library. The CCEE will provide funding to support the work of Regional Leads.

The content for the Library will be primarily created through semiannual “Collaborative Content Development and Training” meetings, the first of which will be held in early December 2016. Attendees at these meetings may be from a COE, statewide association, non-profit organization, or other education-focused entity. The CCEE will pay for the travel and lodging costs of attendees to attend Collaborative Content Development and Training meetings.

Prior to each Collaborative Content Development and Training meeting, content will be solicited from stakeholders for potential inclusion in the Library.** At each meeting, attendees will examine and discuss the proposed content and work to find areas of agreement on what content

[§] The State Board of Education has contracted with the CEDR to develop the interactive website for the LCFF Evaluation Rubrics.

** Ownership of all content will be kept by the creator of the content, although if included in the Library it will be accessible to and used by others.

should be included in the Library. Additional content may be created at the meeting as well. After each meeting, CCEE staff – in consultation with the Regional Leads – will make a final decision as to what content will be included in the Library. Based on feedback from the field, the CCEE may also add content to the Library after consultation with the Regional Leads.

The intent is for the Library to include content that meets the needs of different audiences. For instance, there will be multiple slides on explaining the data display section of the LCFF Evaluation Rubrics – some for an audience of school district superintendents, some for an audience of school board members, some for an audience of charter school principals, some for an audience of teachers and classified staff, some for an audience of parents and community members, some for a Spanish-speaking audience, etc. However, while the Library will include more than one approach to explaining a particular area of LCFF, the multiple approaches will all be consistent with each other.

The Library will not initially comprise content on all LCFF-related topics. The content created at the first Collaborative Content Development and Training meeting will primarily focus on continuous improvement, equity, and the LCFF Evaluation Rubrics, although the connection between the LCFF Evaluation Rubrics and the LCAP Template will also be covered. The Library will then be expanded at the second Collaborative Content Development and Training meeting to include content on the LCAP Template. Expansions and improvements at future semiannual Collaborative Content Development and Training meetings will be based upon changes in law and regulations, upon the experience of CCEE staff and the local trainers, and upon discussions with stakeholders.

The intent is for a local trainer to be trained by the CCEE or a Regional Lead in order to access the Library and use the content for a local training. The CCEE will work with the Regional Leads and other stakeholders to determine the best way to identify and support such local trainers. A local trainer could be from a COE, statewide association, non-profit organization, or other education-focused entity.

To ensure consistency in the presentation of the content from the Library, the use of content from the Library will be subject to certain stipulations. One stipulation will be that any content from the Library must be identified as such; for instance, a presentation that uses some slides from the Library will need to clearly identify which slides are from the Library. Another stipulation will be that any local training that uses content from the Library must explicitly identify any other content that is inconsistent with Library content. The CCEE will work with the Regional Leads and other stakeholders to create a document detailing these stipulations.

In order for local trainings using the content from the Library to be offered in January, the below timeline will need to be followed:

- » October 7-October 28: CCEE staff work with CCSESA to develop a process to identify 10-15 COEs to serve as Regional Leads.

- » October 28-November 21: CCEE staff implements process to identify 10-15 COEs to serve as Regional Leads.
- » December 1: The CCEE Governing Board considers and approves (i) contracts with Regional Leads and (ii) the document describing the stipulations for use of the Library.
- » December 6-7 or 7-8: First Collaborative Content Development and Training meeting
- » December and January: The CCEE and Regional Leads conduct trainings for local trainers
- » January and February: Local trainers provide local training using content from the Library

The impact of the local trainings will be evaluated by surveys administered to and, possibly, by focus groups composed of attendees in local trainings. The feedback will be used to identify areas of strength for dissemination to other local trainers and areas that need further development or refinement.^{††} Similarly, the Library will be evaluated through surveys of attendees of local trainings and local trainers themselves to ensure that it contains the necessary content relevant for all audiences.

The total estimated cost for this component (excluding the evaluation cost) is \$2,700,000 over three years.

Component III: Networks

This component will include two levels of networks modeled on the concept of professional learning communities. The first level of support networks will consist of Professional Learning Networks (“PLNs”) and the hosts of the PLNs will be COEs, statewide associations, or non-profit organizations. The purpose of a PLN is to use a collaborative approach to build capacity and support deeper learning in regards to using the LCFF Evaluation Rubrics and the LCAP Template as tools for continuous improvement. A PLN may not be convened with the intent to adopt or implement a specific program.

The CCEE will contract with the hosts to hire a PLN facilitator (or co-facilitators) who must have at least two years of facilitation experience, two years of experience providing training on LCAPs, and/or two years of experience providing continuous improvement training. The CCEE will train the PLN facilitators. The CCEE and the respective host(s) will jointly direct and support the work of the PLN facilitators.

The hosts of a PLN select its participants, who must be connected to an LEA – i.e., they must be LEA staff or board members or must be local community members of the LEA or a combination of both. However, the PLN participants cannot all be connected to the same LEA. A PLN can be entirely new or it could be an existing group or network.

^{††} The survey results will not be used to evaluate local trainers.

The PLNs will formally commence at the beginning of 2017-18. Prior to the start of 2017-18, the CCEE will issue a Request for Proposals (“RFP”). The anticipated criteria for the RFP will include: (i) a written commitment by the participants to attend each PLN meeting, (ii) the minimal attendance and participation expectations for the PLN participants, (iii) an agreement that the PLN will meet in person or virtually twice a month, (iv) an agreement that the PLN facilitator will attend the CCEE-led trainings for PLN facilitators; and (v) an agreement that the PLN facilitator attend and participate in a Professional Learning Exchange (see below).^{##} The RFP is also likely to include some competitive criteria (e.g., preferring PLNs in which the participants are connected to LEAs with high unduplicated counts).

Many PLNs will be focused on supporting continuous improvement with respect to all student groups and all state priorities. However, the 2017-18 and 2018-19 PLNs will include specific set-aside allocations for PLNs focused on certain state priorities and English learners as well as other at-risk student groups. If necessary, the CCEE will actively solicit proposals to ensure that PLNs exist that target these student groups.

While the first full year of PLNs will be 2017-18, the CCEE will also select hosts for a limited number of Early Adopter PLNs (EAPLNs). Some of these EAPLNs may focus on a specific state priority or a specific student group such as Foster Youth. While there will be no formal RFP process for EAPLNs, many of the aforementioned RFP conditions will apply. Additionally, these EAPLNs must be operational no later than the first half of January 2017. (See Item 7.2 for information on the EAPLNs.)

The second level of support networks will be Professional Learning Exchanges (“PLXs”), the membership of which will be composed of the PLN facilitators themselves and will be facilitated by PLX coaches hired and trained by the CCEE. The PLXs will provide collaborative support for the PLN facilitators in their work as facilitators, will provide a statewide framework to connect participants in different PLNs from different parts of the state, and will create a structure to aggregate and disseminate information consistently across the state.

The impact of this component will be evaluated by having CCEE staff or designees (i) attend PLN meetings, (ii) provide PLN facilitators with surveys to administer to PLN participants, and (iii) facilitate focus groups. The surveys will be administered periodically across all PLNs, with results provided to facilitators in order for changes to be implemented as a result of any applicable trends identified in the survey results. The survey results will also be tabulated across PLNs to assess the impact of the initiative as a whole and the changes being made in the field as a result of participation.

The total estimated cost for this component (excluding the evaluation cost) is \$9,075,000 over three years.

^{##} These criteria are subject to change and additional criteria may be added.

Component IV: LCFF Support Desk

This component will include a mechanism for LEAs to pose LCFF-related questions. The Support Desk will be designed to respond to substantive inquiries that relate to using the LCFF Evaluation Rubrics and the LCAP Template as tools for continuous improvement. CCEE staff – in consultation with SBE, CDE, and CCSESA – will provide a response within a reasonable time period (e.g., five working days) to each inquiry.

The Support Desk will not be designed to respond to compliance or policy inquiries (e.g., “Do meetings of the Parent Advisory Committee need to be noticed?”) or technical inquiries (e.g., “I can’t find my school district on the LCFF Evaluation Rubrics access webpage.”). Additionally, the Support Desk will not be organized to respond quickly (e.g., within 48 hours) to urgent inquiries. These will all be referred to CDE, SBE, or the appropriate COE.

The public interface for the Support Desk will be online and will function like a “ticket” system. Individuals with questions will be asked to provide information regarding their question or problem, any relevant background information, and their contact information.⁵⁵

The CCEE will hire one or more employees or independent contractors to monitor the Support Desk, to log each inquiry, and to ensure timely responses. Each inquiry and response will be sorted and logged depending on topic, permitting CCEE staff, in consultation with SBE, CDE, and CCSESA, to develop resources such as FAQs and webinars based on the information.

CCEE staff intends to launch the Support Desk in January to coincide with the statewide publication of the LCFF Evaluation Rubrics. Depending on the success of the Support Desk, it could eventually expand to respond to other types of inquiries and to inquiries from local stakeholders as well as inquiries from LEAs.

The total estimated cost for this component is \$1,025,000 over three years.

OTHER PARTS OF THE DRAFT IMPLEMENTATION PLAN

Evaluation

The evaluation of the four components will rely primarily on the compilation and analyses of data collected through surveys and focus groups. The information will be used to provide information regarding participant perception on the four major components, on pertinent LCFF topics, and on any change in content knowledge regarding the LCFF Evaluation Rubrics and the LCAP Template.

⁵⁵ Staff will be consulting with legal counsel regarding issues of confidentiality concerning the information submitted.

Overseeing the evaluation of these components will require at least two full-time staff members, one to focus on the survey and evaluation itself and an administrative assistant to support the work. The evaluation will include the development and administration of multiple survey instruments (including the survey of LEAs on how they used the LCFF Evaluation Rubrics to develop and implement the LCAPs as required by SB 828) as well as the development of focus group protocols and the training and facilitation for focus groups. Following the administration of each set of surveys and focus groups, data cleanup and analyses will be conducted.

The total estimated cost of evaluation for all components is \$1,500,000 over three years.

Other Items

In order to properly develop and execute the Final PD Plan, an additional management level staff member will be needed as well as another staff member or independent contractor who will be in charge of the logistics of the many meetings and trainings that will be held statewide. Additionally, there will be the need to hire consultants to support development of the content and other needs that may arise. Finally, it is important to include a contingency amount to stay within budget and to include the 1 percent overhead cost from Riverside COE as the CCEE's fiscal agent.

The total estimated cost of these others items is \$2,050,000 over three years.