



Riverside County
Board of Education

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DATE: September 14, 2017

TO: Mr. Robert Guillen, District Superintendent
Mr. Alfredo Andrade, Board President
Mrs. Cathy Bagnara, Director, Fiscal Services
Ms. Felicia Adkins, Director, Educational Services
Banning Unified School District

FROM: Judy D. White, Ed.D., Riverside County Superintendent of Schools

BY: Teresa Hyden  Chief Business Official
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SUBJECT: 2017-18 ADOPTED BUDGET and LCAP – APPROVAL

The County Superintendent of Schools is required to review and approve the district's Local Control and Accountability Plan or the annual update to an existing Local Control and Accountability Plan prior to the approval of the district's Adopted Budget [Education Code Section 42127(d)(2)].

Adopted Local Control and Accountability Plan

In accordance with California Education Code (EC) Section 52070, our office has completed its review of the district's 2017-18 Local Control and Accountability Plan (LCAP) to determine whether it adheres to the guidelines adopted by the State Board of Education (SBE).

The district's adopted LCAP has been analyzed to determine whether:

- The plan adheres to the template adopted by the State Board of Education;
- The budget includes sufficient expenditures to implement the actions and strategies included in the plan, based on the projected costs included in the plan; and
- The plan adheres to the expenditure requirements for funds apportioned on the basis of the number and concentration of unduplicated pupils.

The district's adopted LCAP has been analyzed in the context of the guidance provided by the California County Superintendents Educational Services Association (CCSESA) and the California Department of Education (CDE). Based on our analysis, the district's Local Control and Accountability Plan for the 2017-18 fiscal year has been approved by the Riverside County Superintendent of Schools. Our goal is to further enhance the performance of students by providing feedback and inquiry questions that will support your refinement of the 2017-18 Local Control and Accountability Plan to close the achievement gap in metrics that impact student preparedness for college and career.

Student Achievement

The purpose of the LCAP is to ensure that all students graduate from high school with the skills needed to be successful in both college and career. Riverside County Office of Education conducted a review of research on K-12 college readiness indicators to identify those that would align with the LCAP purpose and have greatest impact. As a result of this research, we recommend that local educational agencies closely monitor the metrics listed in the data table below for all student groups.

Banning Unified School District								
Metric	Year	State Average	White	African American	Hispanic	English Learner (EL)*	Low Income (LI)	Students w/ Disabilities (SWD)
% of Enrollment	2017		12.8	8.0	67.6	18.4	87.4	10.4
% UC A-G Enrollment	2017		77.2	86.4	88.2	90.5	88.2	81.0
% UC A-G Completion	2016	45.4	34.5	57.9	41.5	25.0	43.4	9.5
EAP – % ELA College Ready	2016	26	18.2	11.8	12.4	3.1	13.0	0.0
EAP – % Math College Ready	2016	13	6.1	0.0	3.4	5.9	3.0	0.0
CAASPP – Grade 3 ELA % Met/Exceeded	2016	43	30	31	23	21	24	11
CAASPP – ELA % Met/Exceeded	2016	49	28.7	24.1	28.0	11.0	26.8	6.8
CAASPP – Math % Met/Exceeded	2016	37	22.1	15.0	17.3	10.5	17.2	6.6
CAASPP Distance from Level 3 – ELA	2016							
CAASPP Distance from Level 3 – Math	2016							
% Suspension	2016	N/A	5.5	10.7	5.5	3.7	6.1	8.0
% Chronic Absenteeism		N/A						
% EL Progress to English Proficiency	2016					17.6		
% Completing One or More CTE Pathways	2015		0.0	0.0	5.4	4.2	0.0	0.0
Graduation Rate	2016	83.2	63.0	73.9	88.2	80.0	82.8	57.6
CAASPP – California Assessment of Student Performance and Progress CTE – Career Technical Education EAP – Early Assessment Program ELA – English Language Arts UC – University of California								

*CAASPP Distance from Level 3 English Learner Student Group includes four-year Reclassified Fluent English Proficient (RFEP) students.

We offer the following commendations and inquiry questions to consider for the implementation of the 2017-18 Local Control and Accountability Plan and the refinement of the plan in the years 2018-19 and 2019-20. Additional dialogue related to the questions below will support the achievement of the expected annual measurable outcomes and goals listed in the plan.

Standards Met or Exceeded in ELA and Mathematics

- What would it look like if you monitored *implementation and impact* of district ELA and mathematics professional learning in addition to participation/attendance?
- How will your ELA and mathematics student achievement data be used to inform your stakeholder engagement meetings and determine district priority of actions and services?
- How might your student data be utilized to further inform your LCAP goals and actions to more specifically address student performance gaps?
- What criteria will you use to evaluate the impact of ELA and mathematics intervention teachers and programs on increasing the number of students that meet or exceed standards in both subject areas?
- How does the district plan to move beyond intervention to ensure Tier 1 relevant and rigorous instruction?
- How might instructional models, beyond direct instruction, enhance opportunities for students to engage in inquiry, discourse, and cognitive demand?

Course Access and Student Enrollment in Rigorous Coursework and CTE Pathways

The district is to be commended for the addition of robotics in the middle school and the addition of a new CTE culinary pathway to increase access to relevant coursework. Additional dialogue related to the questions below may support the achievement of the expected annual measurable outcomes and goals aligned to course access and student enrollment in rigorous coursework and CTE pathways:

- What actions might increase CTE Program Pathways completion rates?
- How are your intervention teachers moving beyond remediation to create equitable access to rigorous curriculum?
- How can instructional leaders and teachers utilize performance data to assess the impact of instructional practices and programs?

Pupil Engagement and School Climate

The district is to be commended for the implementation of the Alternative to Suspension classrooms, staffed with restorative practices teachers, which appears to have been effective in decreasing district suspension rates across all subgroups. Reaching out to parents at locations and events throughout the community as well as Math Nights to further inform and engage parents is commendable. Though considerable attention needs to be given to increasing overall graduation rates, the district is to be commended for the Graduation Rate increase for the English Learners and American Indian student groups. Additional dialogue related to the questions below may support the achievement of the expected annual measurable outcomes and goals aligned to pupil engagement and school climate:

- What actions can be implemented to decrease suspension rates in the African American, American Indian, Students with Disabilities, and Low Income student groups?
- What criteria will be used to evaluate the effectiveness of the district's actions for strengthening school culture?
- How will the district measure the impact and effectiveness of the actions in Goal 5 (e.g., vehicle purchase, custodial salaries, etc.) that have been planned to increase school connectedness and reduce suspension, expulsion, attendance, and dropout rates?

- What assessment criteria will be used to measure student engagement goals?
- What assessment criteria might you use to determine the impact of the various mental health services investment?

Monitoring Progress

The *Annual Update* section of the LCAP indicates many actions that were not implemented in the 2016-17 school year as planned. It is strongly recommended that the district develops a process to regularly review and continually assesses the progress of each planned action and its effectiveness in achieving the expected annual measurable outcomes related to each goal in the Local Control and Accountability Plan (LCAP). Identifying leading indicators for progress on goals and developing a system to monitor those indicators throughout the year is encouraged. The information received from progress monitoring can support communication with stakeholders and provide information the district will need to clearly articulate, in the *Annual Update* section of the plan, the effectiveness of the planned actions/services.

To access resources and tools that will support future LCAP development, please go to <http://www.rcoe.us/educational-services/assessment-accountability-continuous-improvement/lcap-support/>.

Fiscal Recommendations

Supplemental and Concentration grant funding is included in the Local Control Funding Formula to increase and/or improve services to targeted student populations. If supplemental and concentration grant funds have been underinvested each fiscal year, it may be difficult for the district to demonstrate compliance with the LCFF spending regulations at full implementation.

During our review of the district's LCAP, we noted the following:

- Total General Fund Budget Expenditures for the LCAP year listed in the LCAP Budget Summary did not correspond to the district's Adopted Budget. We recommended that the total be updated to the General Fund Budget Expenditures listed within the district's Adopted Budget. The district implemented our recommendation.
- Total Funds Budgeted for Planned Actions/Services to Meet the Goals in the LCAP year listed in the LCAP Budget Summary did not total all expenditures listed in the LCAP. We recommended that the total be updated to correspond to all dollars listed in the LCAP year. The district implemented our recommendation.
- A description of the General Fund Budget Expenditures not included in the LCAP was omitted. We recommended that a description be added. The district implemented our recommendation.
- Total projected Local Control Funding Formula (LCFF) revenues for the LCAP year listed in the LCAP Budget Summary did not correspond to the district's LCFF calculator. We recommended that the total be updated to correspond to the district's LCFF calculator. The district implemented our recommendation.
- Certain estimated actual expenditures identified in the *Annual Update* did not have a corresponding dollar amount. We recommended that all estimated actual expenditures include dollar amounts, even if zero. The district implemented our recommendation.
- Certain goals, actions, and services listed within the district's LCAP did not contain source or budget reference. We recommended that all goals, actions, and services contain all required items in accordance with the LCAP template. The district implemented our recommendation.
- Certain goals, actions, and services listed within the district's LCAP contained a budget reference that did not correspond to the type of planned action/service listed as per the California School

Accounting Manual (CSAM). We recommended that all goals, actions, and services be classified using the CSAM as required by Education Code sections 52061, 52067, and 47606.5. The district implemented our recommendation.

Adopted Budget

In accordance with California Education Code (EC) Section 42127, our office has completed its review of the district’s 2017-18 Adopted Budget to determine whether it complies with the criteria and standards adopted by the (SBE) and whether it allows the district to meet its financial obligations for the 2017-18 fiscal year, as well as satisfy its multi-year financial commitments.

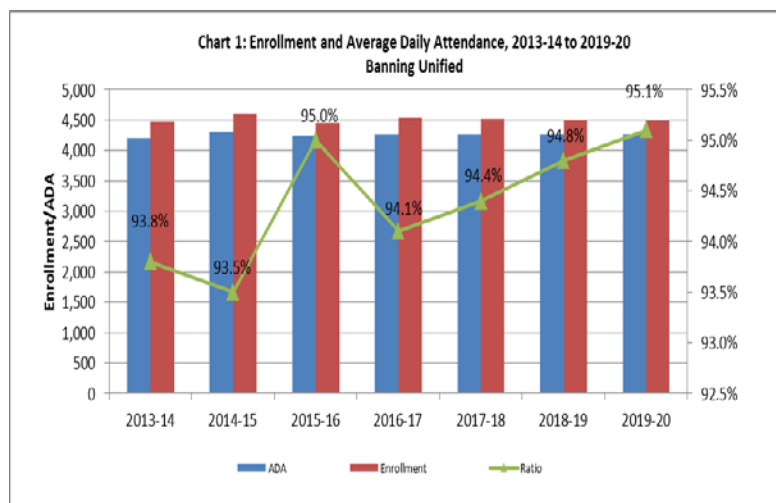
Based on our analysis of the information submitted, we approve the district’s budget, but note the following concerns:

- *Operating Deficit* – Multi-year financial projections indicate a General Fund operating deficit for the current and first subsequent fiscal year.
- *Declining Enrollment* – The district’s projections indicate declining enrollment for the current and two subsequent fiscal years.

Assumptions and Other Considerations

The district’s Adopted Budget was developed prior to adoption of the 2017-18 Adopted State Budget. Actual state budget data should be reviewed and incorporated into the district operating budget and multi-year projections during the First Interim Reporting process.

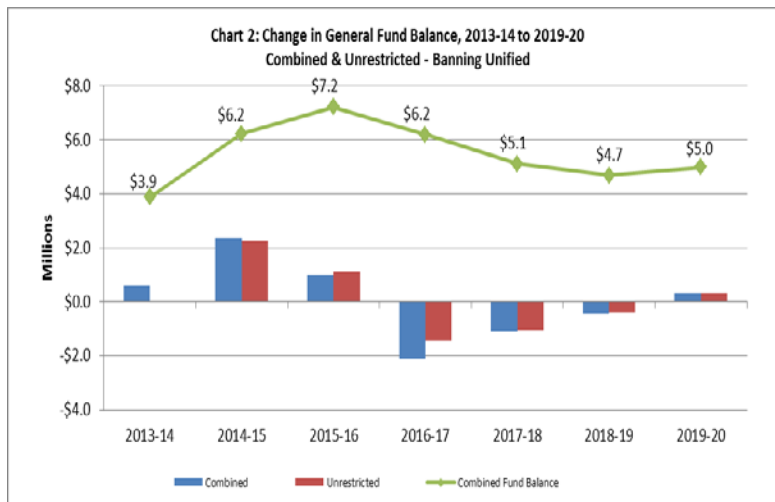
Enrollment and Average Daily Attendance (ADA) – The district’s projected ADA to enrollment ratio (capture rate) for 2017-18 is 94.4 percent, which is within the historical average ratio for the three prior fiscal years. The district estimates 4,264 ADA for the current fiscal year, or relatively no change from the 2016-17 P-2 ADA. For 2018-19 and 2019-20, the district projects ADA to remain flat.



Unduplicated Pupil Percentage – The district reports an unduplicated pupil percentage of 87.44 percent for 2017-18, and 86.74 percent for both 2018-19 and 2019-20. The district’s unduplicated pupil percentage included in the 2016-17 P-2 certification by the California Department of Education was 87.20 percent.

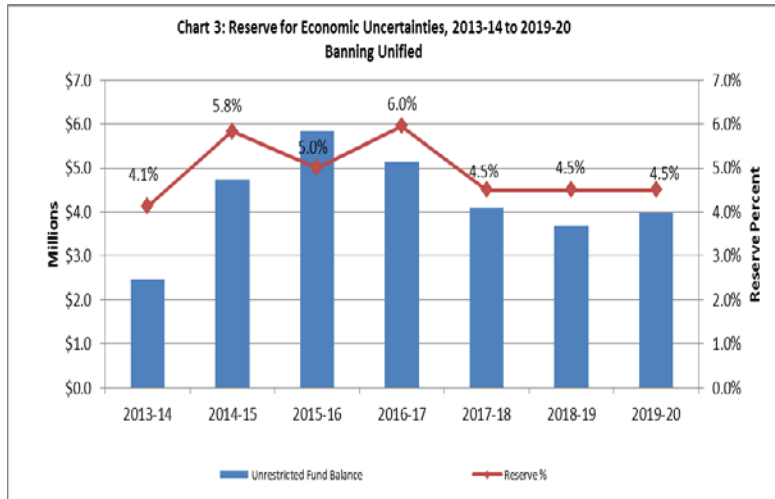
LCFF Gap Funding – For purposes of determining the potential gap funding increase, the district has estimated 43.97 percent for the 2017-18 fiscal year, 55.28 percent for 2018-19, and 57.51 percent for 2019-20. The district is utilizing lower projected LCFF gap percentages as their contingency plan should gap funding increases not materialize.

Fund Balance – The district’s Adopted Budget indicates a positive ending balance for all funds in the 2017-18 fiscal year. However, for the General Fund, the district anticipates expenditures and uses will exceed revenues and sources by \$1.1 million in 2017-18, and \$0.4 million in 2018-19. Chart 2 shows the district’s deficit spending historical trends and projections.

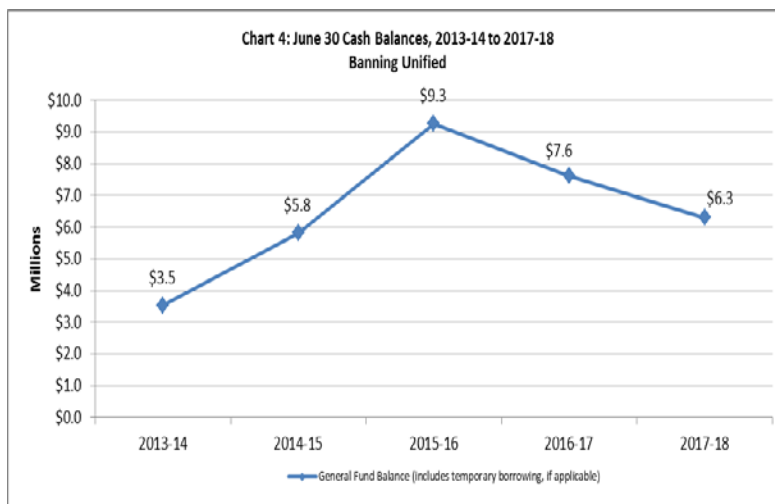


Employee Negotiations – As of the board date, June 29, 2017, the district reports salary and benefit negotiations continue with both the certificated and classified bargaining units for the 2017-18 fiscal year. Prior to entering into a written agreement, California Government Code (GC) Section 3547.5 requires a public school employer to publicly disclose the major provisions of a collective bargaining agreement, including but not limited to, the costs incurred in the current and subsequent fiscal years. The disclosure must include a written certification signed by the district superintendent and chief business official that the district can meet the costs incurred by the district during the term of the agreement. Therefore, please make available to the public and submit a disclosure to our office at least ten (10) working days prior to the date on which the governing board is to take action on a proposed agreement.

Reserve for Economic Uncertainties – The minimum state-required reserve for a district of Banning Unified School District’s size is 3.0 percent; however the governing board requires the district maintain a 4.5 percent reserve for economic uncertainties. In light of the current fiscal environment, our office recommends districts maintain reserves higher than the minimum and commends the district’s board for this fiscally prudent practice. Chart 3 displays a summary of the district’s actual and projected unrestricted General Fund balance and reserves. The district projects to meet the minimum reserve requirement, and the board required 4.5 percent reserve, in the current and two subsequent fiscal years.

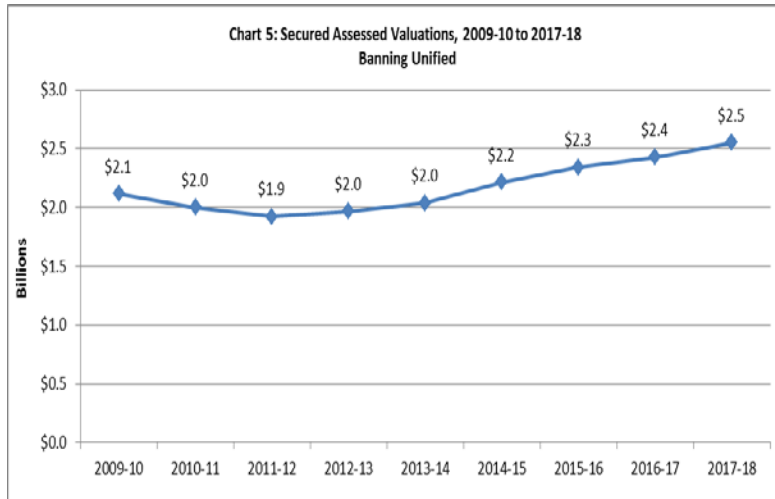


Cash Management – Chart 4 provides a historical summary of the district’s June 30th General Fund cash balance. Based on the budget’s cash flow analysis, the district projects a positive General Fund cash balance of \$6.3 million as of June 30, 2018. This balance does not include any temporary borrowings, and the district’s internal cash resources appear sufficient to address cash flow needs in the current year. Our office recommends the district continue to closely monitor cash in all funds to ensure sufficient resources are available. In addition, our office strongly advises districts to consult with legal counsel and independent auditors prior to using *Cafeteria Special Revenue Fund (Fund 13)* and *Building Fund (Fund 21)* for temporary interfund borrowing purposes to remedy cash shortfalls.



AB 2756 – Current law, as enacted through AB 2756 (Chapter 52, Statutes of 2004), requires the County Superintendent to review and consider any studies, reports, evaluations, or audits that may contain evidence a district is showing fiscal distress. Our office did not receive any such reports for the district.

Assessed Valuations – The Riverside County Assessor’s Office has estimated secured assessed valuations will increase by 5.53 percent countywide in 2017-18. Chart 5 displays a historical summary of the district’s secured property tax assessed valuations.



Conclusion

As the State rapidly approaches full implementation of the LCFF, it is vital that districts exercise sound fiscal judgement and remain cognizant of the rapidly changing environment in which we currently operate. Districts should maintain cautious regard when planning future programs and preparing multi-year financial projections. Our office is committed to supporting districts in maintaining quality educational programs, while preserving fiscal solvency. If we can be of any further assistance, please do not hesitate to contact our office.