



Riverside County
Board of Education

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DATE: September 14, 2018

TO: Dr. Sandra Lyon, District Superintendent
Mr. James Williamson, Board President
Dr. Brian J. Murray, Assistant Superintendent of Business Services
Dr. Mike Swize, Assistant Superintendent of Educational Services
Palm Springs Unified School District

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

BY: Teresa Hyden  Chief Business Official (951) 826-6790
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SUBJECT: 2018-19 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 2018-19 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 2018-19 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 2018-19 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 LEAs closely monitor the metrics listed in the data table below for all student groups.

Palm Springs Unified School District									
Metric	Year	State Average	District Average	White	African American	Hispanic	English Learner (EL)*	Low Income (LI)	Students w/ Disabilities (SWD)
% of Enrollment	2018			11.3	5.1	77.9	32.0	88.5	10.1
% UC A-G Completion	2017	46.8	39.1	42.6	44.0	36.1	4.9	44.1	
EAP – % ELA College Ready	2017	27.7	20.9	31.4	15.6	17.9	0.0	18.3	0.9
EAP – % Math College Ready	2017	12.9	6.7	13.3	2.2	4.9	0.0	5.2	0.0
CAASPP – Grade 3 ELA % Met/Exceeded	2017	43.9	31.7	51.2	18.4	28.5	16.9	28.6	5.4
CAASPP – ELA % Met/Exceeded	2017	48.6	39.8	56.0	28.7	36.8	10.4	35.9	6.5
CAASPP – Math % Met/Exceeded	2017	37.6	25.7	41.5	15.0	22.7	10.1	22.4	5.7
CAASPP Distance from Level 3 – ELA	2017								
CAASPP Distance from Level 3 – Math	2017								
% Suspension ♦	2017	3.6	5.7	6.0	13.9	5.1	4.4	6.0	9.3
% Chronic Absenteeism ♦	2017	10.8	16.5	19.9	25.1	15.6	13.8	17.3	25.2
% EL Progress to English Proficiency**	2017						68.0		
Graduation Rate	2017	82.7	90.5	87.6	90.7	91.0	84.0	90.1	71.7
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. ♦Suspension / Chronic Absenteeism - District data excludes charter schools. Statewide data includes both charters and non-charters. **% EL Progress to English Proficiency is calculated by taking the number of ELs meeting their annual growth target and dividing by the number of ELs with the required prior CELDT scores. This data represents the final year of CELDT assessment results.									

We offer the following commendations and inquiry questions to consider for the implementation of the 2018-19 Local Control and Accountability Plan and the refinement of the plan in the years 2019-20 and 2020-21.

LCAP Plan Development

The district is to be commended for the detailed narrative of material differences in the *Annual Update* section which is inclusive of explanations for the remaining funds and source of funds for overages. The district is also to be commended for clearly articulating how actions and services are “principally directed” to serve unduplicated pupils in the *Demonstration of Increased or Improved Services for Unduplicated Pupils* section of the LCAP.

Standards Met or Exceeded in English Language Arts and Mathematics

The district is to be commended for maintaining instructional coaches to facilitate new teacher support and effective instruction of state standards through the district-adopted curriculum and supplemental materials, including instructional technology. Furthermore, the district is to be commended for providing each school site with an allocation of supplemental/concentration funding for site-identified needs tied to their Single Plan for Student Achievement (SPSA). Additionally, CAASPP English language arts and math increases for Homeless Youth, represent a closing of the achievement gap. Additional dialogue related to the questions below may support the achievement of the expected annual measurable outcomes and goals aligned to student achievement in English language arts and mathematics:

- How might consideration be given to ensure site supplemental/concentration funds specifically impact English language arts and math student achievement for English Learner, Homeless Youth, and Foster Youth student groups?
- How will you ensure equitable access to interventions, including extended school day for Foster Youth, Students with Disabilities, and African American student groups?
- What factors might be considered in determining the cause of the increase in math and English language arts CAASPP proficiency for Homeless Youth for Grades 3-8?
- What might it look like to consider standards-based grading practices to inform math and English language arts interventions?

Course Access and Student Enrollment in Rigorous Coursework and CTE Pathways

The district is to be commended for the additional busing routes funded at schools with high chronic absenteeism percentages and high numbers of unduplicated students. Utilization of a special education Teacher on Special Assignment (TOSA), focused on supporting special education teachers in increasing instructional rigor, demonstrates dedication to addressing the needs of unduplicated students. Expanding existing CTE pathways is to be commended. The district is to be lauded for their commitment to providing access to arts education. 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 would it look like to extend commitment to college and career readiness with elementary and secondary Advancement Via Individual Determination (AVID) strategies district-wide?
- How might you further consider the correlation between college and career readiness indicators and the expansion of CTE Pathways?
- How might you close the gap in A-G completion among student groups, particularly for English Learners?

Pupil Engagement and School Climate

The district is to be commended for declined and maintained suspension rates for all student groups. District implementation of Multi-Tiered System of Supports (MTSS) teams indicates a focus on positive behavior development. Value of parent and community partnerships is evidenced by expansion of services to unduplicated students such as counseling, mental health support, parent workshops, and hiring of a Parent Engagement TOSA, Early Childhood Education TOSA, and a Foster Youth Community Liaison. The district is also to be commended for providing exposure and participation opportunities for the arts, enrichment field trips, After School Education and Safety (ASES) Program, and YMCA partnership indicates a commitment to community connections to support student engagement. District is to be commended for maintaining leadership support for improving student achievement, reducing chronic absenteeism, and reducing discipline referrals at priority elementary and middle schools. 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:

- In what ways might the switch from Parent Outreach Community Liaisons to investment in a Parent Engagement TOSA strengthen support services and student impacts?
- What adjustments might you make to your approach to Parent Center-sponsored events based on analysis of attendance rates?
- How might you extend support, beyond original meetings with Newcomer Students, to ensure sustained support?
- In what ways might the parent coordinator, African American Parent Action Committee (AAPAC), and newly-formed board further advocate for the specific needs of African American students?
- How might student voice further inform chronic absenteeism intervention practices?

Monitoring Progress

It is recommended that the district utilize a process that continually assesses the progress of each planned action and its effectiveness in achieving the expected annual measurable outcomes related to each goal specified 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

During our review we identified opportunities to improve data accuracy between the district's LCAP and fiscal documents. The following technical corrections were incorporated into the district's LCAP:

- The district modified the Total General Fund Budget Expenditures For LCAP Year listed in the Budget Summary to correspond to the district's Adopted Budget.
- In the *Annual Update* section, the district added a dollar amount or source to certain Estimated Actual Expenditures.

Adopted Budget

In accordance with California Education Code (EC) Section 42127, our office has completed its review of the district’s 2018-19 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 2018-19 fiscal year, as well as satisfy its multi-year financial commitments.

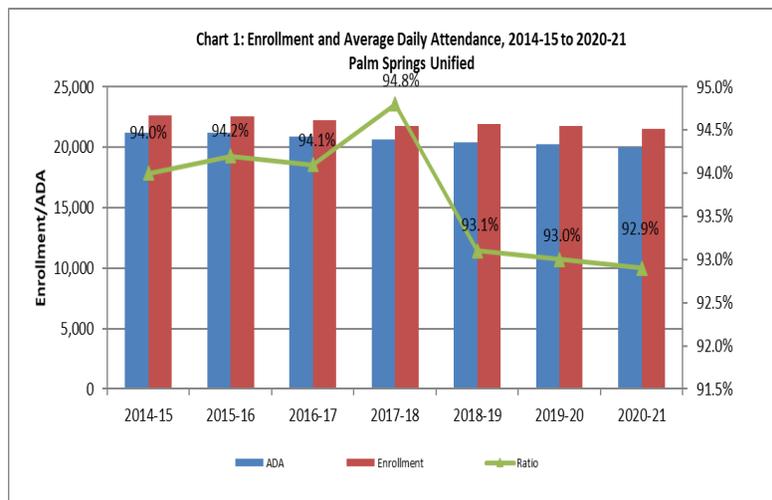
Based on our analysis of the information submitted, we approve the district’s budget, but note the following concerns:

- *Operating Deficit* – Multi-year financial projections indicate a General Fund operating deficit for the 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 2018-19 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 2018-19 is 93.1 percent, which is lower than the historical average ratio for the three prior fiscal years. The district estimates 20,448 ADA for the current fiscal year, or a 1.0 percent decrease from the 2017-18 P-2 ADA. For 2019-20 and 2020-21, the district projects a 1.0 percent ADA decrease in each year.

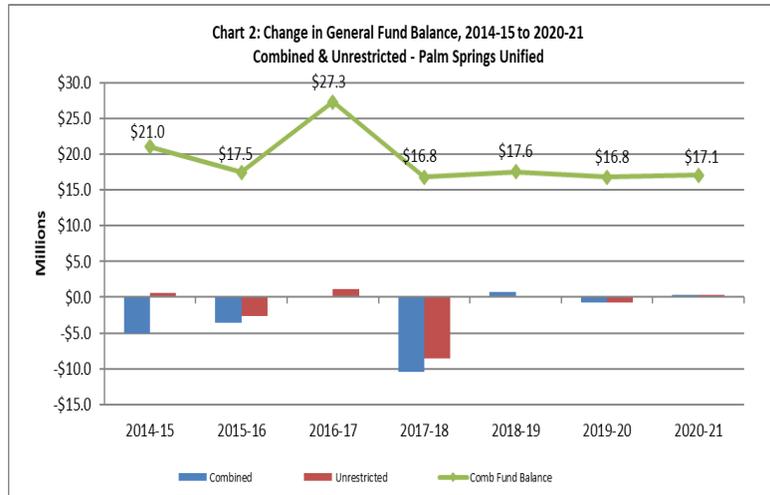


Unduplicated Pupil Percentage – The district reports an unduplicated pupil percentage of 87.91 percent for 2018-19, 88.67 percent for 2019-20, and 88.57 percent for 2020-21. The district’s unduplicated pupil percentage included in the 2017-18 P-2 certification by the California Department of Education was 87.07 percent.

Local Control Funding Formula (LCFF) – The district has incorporated target funding as proposed in the Governor’s 2018-19 budget projections. Additionally, the district estimated COLAs of 3.00 percent, 2.57 percent, and 2.67 percent for the 2018-19, 2019-20, and 2020-21 fiscal years,

respectively. Our office recommends a contingency plan should LCFF funding not materialize as projected in the Governor’s 2018-19 budget proposal.

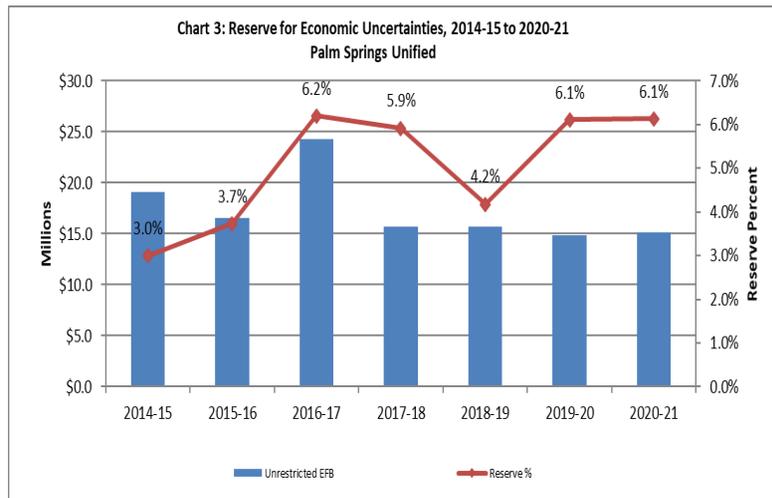
Fund Balance – The district’s Adopted Budget indicates a positive ending balance for all funds in the 2018-19 fiscal year. However, for the General Fund, the district anticipates expenditures and uses will exceed revenues and sources by \$0.8 million in 2019-20. Chart 2 shows the district’s deficit spending historical trends and projections.



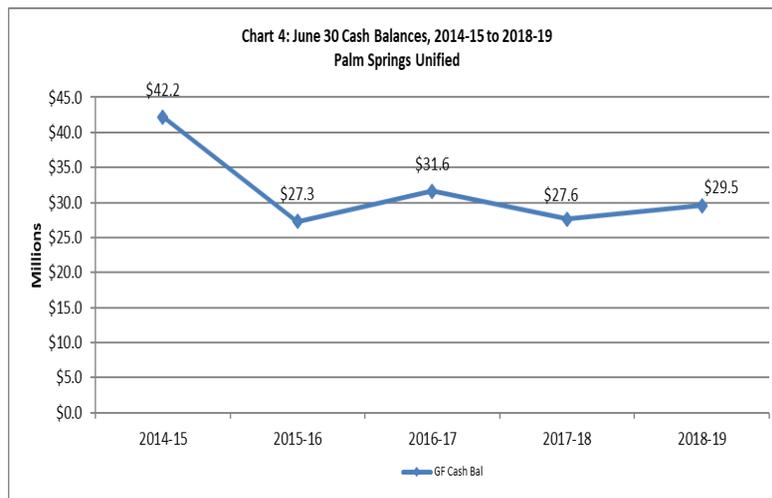
Employee Negotiations – As of the board date, June 26, 2018, the district reports salary and benefit negotiations are complete with both the certificated and classified bargaining units for the 2018-19 fiscal year. The certificated agreement provided for a 0.75 percent increase effective July 1, 2018. The total work year for certificated personnel will not increase, instead one work day will become an instructional day; increasing total instructional days to 181. The agreement also provided for a \$262 health and welfare benefit cap increase (from \$14,258 to \$14,520) beginning October 1, 2018.

The classified agreement with Teamsters I provided for a \$985 health and welfare benefit cap increase (from \$15,590 to \$16,575) beginning October 1, 2018. Effective July 1, 2018, 0.07 percent was applied to the Teams I Supplemental Retiree Medical Benefits Pool. Thereafter, the pool shall be funded by a contribution of 1.0 percent from the total costs of salaries as of February 1 annually. The work year for nutritional services delivery drivers increased by one day effective in the 2018-19 fiscal year. The classified agreement with Teamsters II provided for a 0.75 percent increase to employees that currently work over 180 days. In addition, employees that currently work 180 days, shall be required to work 181 days and shall receive a 0.2 percent increase. The agreement also provided for an \$825 health and welfare benefit cap increase (from \$14,771 to \$15,596) beginning October 1, 2018.

Reserve for Economic Uncertainties – The minimum state-required reserve for a district of Palm Springs Unified’s size is 3.0 percent. 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 in the current and subsequent fiscal years.

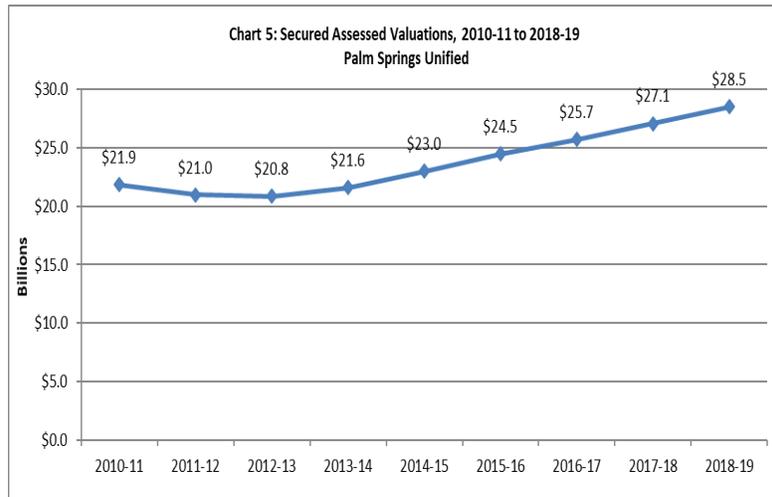


Cash Management – Chart 4 provides a historical summary of the district’s June 30th General Fund cash balance. Based on the budget’s cash flow analysis, the district projects a positive General Fund cash balance of \$29.5 million as of June 30, 2019. This balance does not include any temporary borrowings, 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 6.26 percent countywide in 2019-20. Chart 5 displays a historical summary of the district’s secured property tax assessed valuations.



Conclusion

As we enter a new era in California school finance, it is crucial that districts maintain prudent budget practices. Changes in State and Federal legislation, which remain uncertain, could lead to significant changes in future funding levels and compliance requirements. Additionally, there is increasing pressure for public agencies to provide additional layers of spending transparency. We encourage districts to begin assessing program contributions and reducing any structural deficits so that fiscal solvency can be preserved through changes in the operational landscape. 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.