



Riverside County  
Board of Education

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**DATE:** September 13, 2019

**TO:** Mr. Scott Bailey, District Superintendent  
Mrs. Wendy Jonathan, Board President  
Mr. Jordan Aquino, Assistant Superintendent, Business Services  
Dr. Kelly May-Vollmar, Assistant Superintendent, Educational Services  
Desert Sands Unified School District

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

**BY:** Tina Daigneault  Chief Business Official (951) 826-6790  
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**SUBJECT: 2019-20 LCAP and ADOPTED BUDGET – 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 2019-20 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 2019-20 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 2019-20 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.

Desert Sands Unified School District											
Indicator	District	African American	American Indian or Alaska Native	Hispanic or Latino	White	Two or more Races	Socioeconomically Disadvantaged	English Learners	Students with Disabilities	Foster Youth	Homeless Youth
Dashboard: Academic Indicator for English Language Arts	Orange	Orange	Yellow	Orange	Green	Green	Orange	Orange	Red	Orange	Orange
Dashboard: Academic Indicator for Mathematics	Orange	Orange	Orange	Orange	Yellow	Green	Orange	Orange	Red	Orange	Orange
Dashboard: Chronic Absenteeism	Orange	Orange	Green	Orange	Orange	Orange	Orange	Orange	Orange	Red	Red
Dashboard: High School Cohort Graduation	Green	Green	*	Green	Yellow	*	Green	Yellow	Orange	*	Orange
Dashboard: Suspension	Green	Yellow	Yellow	Green	Green	Green	Yellow	Green	Yellow	Red	Yellow
Dashboard: Prepared for College and Career	Yellow	Green	*	Yellow	Orange	*	Yellow	Red	Red	*	Orange
Cohort A-G Completion Rate	51.4%	56.8%	77.8%	47.1%	60.7%	*	45.9%	19.8%	21.2%	0.0%	25.9%
English Learner Reclassification Rate	N/A	N/A	N/A	N/A	N/A	N/A	N/A	9.3%	N/A	N/A	N/A
Cohort High School Dropout Rate	4.8%	2.5%	7.7%	4.9%	5.0%	*	5.7%	10.2%	4.7%	20.0%	16.8%
Expulsion Rate	0.10%	0.20%	0.00%	0.13%	0.00%	0.00%	0.12%	0.13%	0.09%	0.00%	0.00%

\* – To protect student privacy, data are suppressed when student population (cohort students) is 10 or less.

To access additional data information, please go to <https://www.caschooldashboard.org/>.

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

### **Student Success in English Language Arts and Mathematics**

The district is to be commended after-school teacher academies in English language arts (ELA)/English language development (ELD), mathematics, history-social science, science, and special education. Furthermore, the district should be commended for the use of lesson study in mathematics and English language arts to support, monitor, and evaluate the effectiveness of schools identified for Comprehensive Support and Improvement (CSI). Additionally, the district should be commended for providing Level 1 and Level 2 Google certification training for 90 teachers.

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 a root cause analysis of the decrease of California Assessment of Student Performance and Progress (CAASPP) ELA proficiency for African American, Students with Disabilities, and Foster Youth inform supports needed for these student groups?
- How might the district assess the implementation of after school academies for teachers to determine impact on student learning?
- How might the district consider a systemic approach to evaluate the site-based before/after school intervention programs?
- How might the district analyze the correlation of the 1:1 Chromebook initiative to the impact on ELA and mathematics student achievement?

### **Course Access and Student Enrollment in Rigorous Coursework and Career Technical Education (CTE) Pathways**

The district is to be commended for significant growth among the African American student group in the college and career indicator on the California School Dashboard. Additionally, the continued training and support for International Baccalaureate and Advanced Placement programs support learning environments that prepare students for college and career in the global economy. The district should also be commended for the increase in graduates that completed the A-G college entrance requirements for a fourth consecutive year.

Additional dialogue related to the question 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:

- How might the tremendous growth shown by the College/Career Indicator on the California School Dashboard among the African American student group be replicated across other student groups?

### **Pupil Engagement and School Climate**

The district is to be commended for overall improvement in the suspension rate indicator on the California Dashboard from orange to green. In addition, the district should be commended for the significant increase in parent engagement in committee and workshop attendance. The district more than doubled parent and community member participation in their Panorama Survey from 1,700 in 2017-18 to 3,500 in 2018-19.

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:

- How might the district explore factors that have contributed to the increased suspension rate for the Foster Youth student group?
- How might the district consider actions to increase the percentage of students, staff, parents, and other stakeholders who feel connected and safe at school?
- What would it look like to collect evidence to monitor the effective implementation of Positive Behavioral Interventions and Supports (PBIS) in each school and classroom?
- 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/>.

### **Adopted Budget**

In accordance with California Education Code (EC) Section 42127, our office has completed its review of the district's 2019-20 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 2019-20 fiscal year, as well as satisfy its multi-year financial commitments.

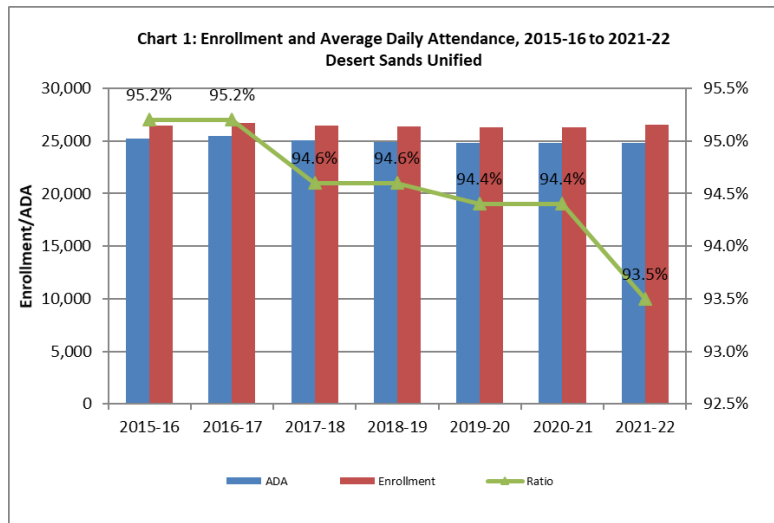
Based on our analysis of the information submitted, we approve the district's budget, but note the following concerns:

- *Operating Deficits* – Multi-year financial projections indicate substantial unrestricted General Fund operating deficits, which appear due to the spending down of committed fund balances for the current and first subsequent fiscal years.
- *Declining Enrollment* – The district's projections indicate declining enrollment for the current year.

### **Assumptions and Other Considerations**

The district's Adopted Budget was developed prior to adoption of the 2019-20 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.

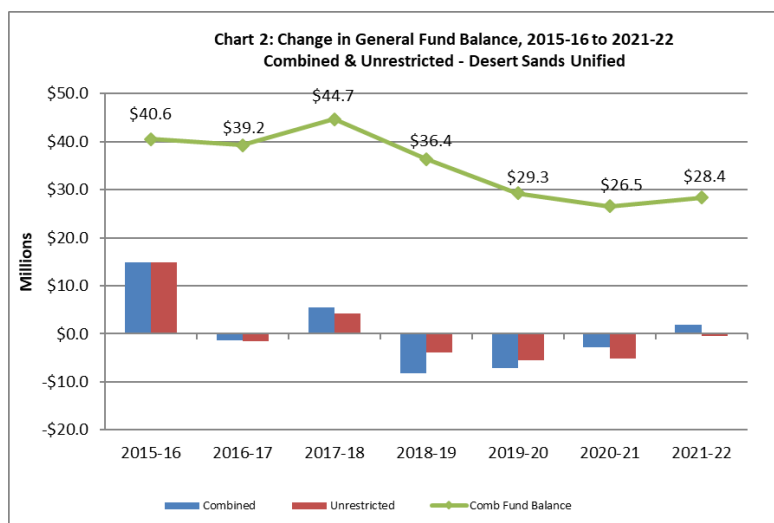
*Enrollment and Average Daily Attendance (ADA)* – The district's projected ADA to enrollment ratio (capture rate) for 2019-20 is 94.4 percent, which is below the historical average ratio for the three prior fiscal years. The district estimates 24,802 ADA for the current fiscal year, or a 0.5 percent decrease from the 2018-19 P-2 ADA. For 2020-21, the district projects a 0.1 percent ADA increase. For 2021-22, the district projects no change.



**Unduplicated Pupil Percentage** – The district reports an unduplicated pupil percentage of 71.56 percent for 2019-20, 71.04 percent for 2020-21, and 71.03 percent for 2021-22. The district’s unduplicated pupil percentage included in the 2018-19 P-2 certification by the California Department of Education was 71.66 percent.

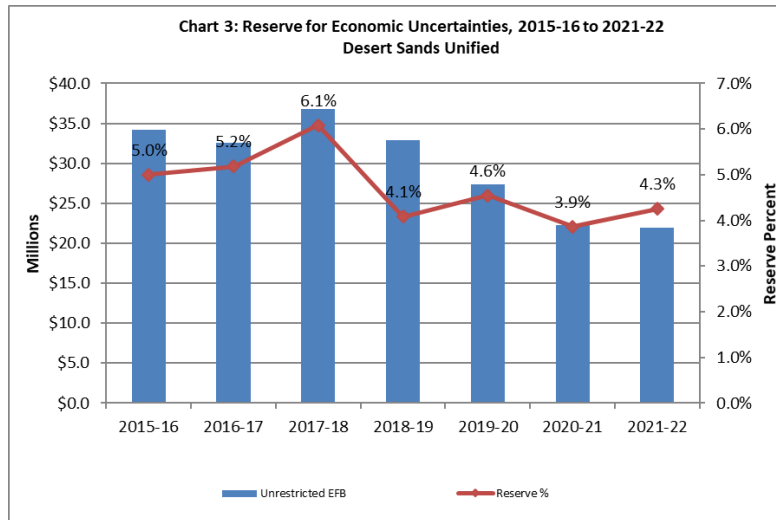
**Local Control Funding Formula (LCFF)** – The district has incorporated target funding as proposed in the Governor’s 2019-20 budget projections. Additionally, the district estimated COLAs of 3.26 percent, 3.00 percent, and 2.80 percent for the 2019-20, 2020-21, and 2021-22 fiscal years, respectively. Our office recommends a contingency plan should LCFF funding not materialize as projected in the Governor’s 2019-20 budget proposal.

**Fund Balance** – The district’s Adopted Budget indicates a positive ending balance for all funds in the 2019-20 fiscal year. However, for the General Fund, the district anticipates expenditures and uses will exceed revenues and sources by \$7.1 million in 2019-20 and \$2.8 million in 2020-21. Chart 2 shows the district’s deficit spending historical trends and projections.

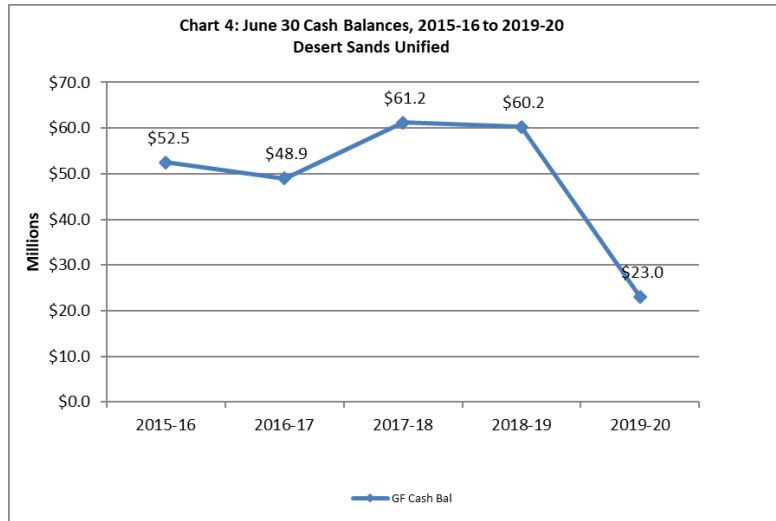


*Employee Negotiations* – As of the board date, June 25, 2019, the district reports salary and benefit negotiations continue with both the certificated and classified bargaining units for the 2019-20 fiscal year. Prior to entering into a written agreement, California Government Code (GC) Section 3547.5 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 Desert Sands 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 30<sup>th</sup> General Fund cash balance. Based on the budget’s cash flow analysis, the district projects a positive General Fund cash balance of \$23.0 million as of June 30, 2020. 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.

**Conclusion**

Our office commends the district for its efforts thus far to preserve its fiscal solvency and maintain a quality education program for its students. If we can be of further assistance, please do not hesitate to contact our office.