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OFFICE OF EDUCATION

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**DATE:** August 25, 2021

**TO:** Dr. Trent Hansen, District Superintendent  
Ms. Karen Bradford, Board President  
Mrs. Paula Ford, Assistant Superintendent, Business Services  
Mr. Dave Doubravsky, Assistant Superintendent, Education Services  
Jurupa Unified School District

**FROM:** Edwin Gomez, Ed.D., Riverside County Superintendent of Schools

**BY:** Scott Price, Ph.D.  Amanda Corridan   
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**SUBJECT: 2021-22 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 2021-22 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 2021-22 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 2021-22 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 education agencies (LEAs) closely monitor the metrics listed in the data tables below for all student groups.

Jurupa Unified School District Student Groups – Program Participation Status						
Indicator	LEA	Socioeconomically Disadvantaged	English Learner	Foster Youth	Homeless Youth	Students with Disabilities
Enrollment Count 2020 <sup>1</sup>	19,089	14,484	5,369	96	163	2,227
Enrollment Percentage 2020 <sup>1</sup>	N/A	75.9%	28.1%	0.5%	0.9%	11.7%
ELA Distance from Standard 2019 <sup>1</sup>	-30.3	-38.9	-60.7	-54.3	-41.2	-114.1
Math Distance from Standard 2019 <sup>1</sup>	-66.8	-74.1	-89.0	-118.1	-94.9	-151.9
English Language Progress Indicator Rate 2019 <sup>1</sup>	N/A	N/A	41.3%	N/A	N/A	N/A
Reclassified Fluent English Proficient Rate 2021 <sup>2†</sup>	N/A	N/A	7.2%	N/A	N/A	N/A
Graduation Rate 2020 <sup>1</sup>	92.4%	92.3%	82.6%	83.3%	79.4%	82.3%
College and Career Prepared Rate 2020 <sup>1</sup>	37.1%	36.4%	9.2%	0.0%	30.9%	5.9%
A-G Completion Rate 2020 <sup>2</sup>	38.3%	36.5%	12.9%	0.0%	25.0%	10.5%
CTE Completion Rate 2020 <sup>1</sup>	9.1%	9.4%	8.9%	0.0%	13.2%	11.7%
Dropout Rate 2020 <sup>2</sup>	4.4%	4.7%	11.2%	12.5%	15.6%	7.2%
Chronic Absenteeism Rate 2019 <sup>1</sup>	9.7%	10.7%	8.9%	20.0%	51.9%	14.3%
Suspension Rate 2020 <sup>2</sup>	2.4%	2.6%	2.4%	11.5%	3.5%	5.5%
Expulsion Rate 2020 <sup>2</sup>	0.21%	0.24%	0.25%	0.00%	0.35%	0.31%
<sup>1</sup> California School Dashboard Data Files <sup>2</sup> CDE Dataquest and Files †Indicator Includes Charter Schools Within the District *Data Suppressed for Student Privacy Reasons						

Jurupa Unified School District Student Groups – Race/Ethnicity									
Indicator	LEA	American Indian	Asian	Black/African American	Filipino	Hispanic	Pacific Islander	White	Two or More Races
Enrollment Count 2020 <sup>1</sup>	19,089	24	258	369	94	16,432	45	1,510	152
Enrollment Percentage 2020 <sup>1</sup>	N/A	0.1%	1.4%	1.9%	0.5%	86.1%	0.2%	7.9%	0.8%
ELA Distance from Standard 2019 <sup>1</sup>	-30.3	-26.8	24.2	-37.1	31.6	-34.7	-2.1	4.6	-11.6
Math Distance from Standard 2019 <sup>1</sup>	-66.8	-68.5	-0.6	-87.3	10.3	-71.3	-15.8	-34.5	-30.8
Graduation Rate 2020 <sup>1</sup>	92.4%	*	94.4%	88.0%	*	92.7%	*	91.1%	*
College and Career Prepared Rate 2020 <sup>1</sup>	37.1%	*	61.1%	8.0%	*	37.5%	*	36.6%	*
A-G Completion Rate 2020 <sup>2</sup>	38.3%	*	64.7%	19.0%	*	38.8%	*	33.0%	*
CTE Completion Rate 2020 <sup>1</sup>	9.1%	*	11.1%	0.0%	*	9.1%	*	9.8%	*
Dropout Rate 2020 <sup>2</sup>	4.4%	*	5.6%	8.3%	*	4.3%	*	3.1%	*
Chronic Absenteeism Rate 2019 <sup>1</sup>	9.7%	9.5%	3.9%	16.3%	4.5%	9.4%	25.0%	10.1%	15.3%
Suspension Rate 2020 <sup>2</sup>	2.4%	0.0%	0.4%	10.7%	0.0%	2.2%	6.0%	2.5%	4.4%
Expulsion Rate 2020 <sup>2</sup>	0.21%	0.00%	0.00%	0.68%	0.00%	0.21%	0.00%	0.12%	0.00%
<sup>1</sup> California School Dashboard Data Files									
<sup>2</sup> CDE Dataquest and Files									
*Data Suppressed for Student Privacy Reasons									

We offer the following commendations and inquiry questions to consider for the implementation of the 2021-22 Local Control and Accountability Plan and the refinement of the plan in future years:

**Student Academic Success in English Language Arts (ELA) and Mathematics**

The district is to be commended for incorporating a site-based professional learning approach that encourages collective efficacy, teacher expertise, and student learning. Providing release time for literacy professional development and planning is also to be commended.

Additional dialogue related to the questions below may support achievement of the goals and desired outcomes aligned to student achievement in ELA and mathematics:

- How might further monitoring and analysis of the district’s successes ensure rigorous, best first instruction across all disciplines in order to accelerate achievement for American Indians, Black/African American, English Learner, Foster Youth, and Students with Disabilities student groups?
- How might changes sparked by the district's root cause analysis of the 28.5 point decrease in Foster Youth's mathematics California Assessment of Student Performance and Progress (CAASPP) scores continue to be monitored for effectiveness and impact?
- How might a root cause analysis of the decrease of CAASPP proficiency for Advanced Learners and Redesignated English Proficient students inform support measures for student groups?
- What might it look like for the district to harness data from intervention programs and ongoing in-house professional development to ensure accelerated learning during Tier 1 instruction, particularly for targeted student groups?
- How might the district measure the reported success of, and further extend the availability of, at-home math numeracy games for grade levels beyond TK-1?

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

The district is to be commended for their dedication to collaborating on instructional practices and working in teams to build consensus. Commendations are also in order for progress toward systematizing efforts to best address the academic needs of students.

Additional dialogue related to the questions below may support achievement of the goals and desired outcomes aligned to course access and student enrollment in rigorous coursework and CTE pathways:

- How might the district use the grade-level continuum of scores on the CAASPP ELA and mathematics exams to drive instruction, and increase course rigor for all students?
- How could the district develop and monitor the effectiveness of Tier I Multi-Tiered System of Supports (MTSS) academic programs and services to ensure best first instructional practices are addressed prior to recommendations into Tier 2 and 3 supports?

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

The district is to be commended for their commitment to stakeholder input in developing goals, actions, and resources through a continuous cycle of reflection and adaptation. Commendations are also in order for progress toward addressing chronic absenteeism rates and suspension rates. Such measures include focusing on strategies around inclusive practices, building teacher efficacy, increasing student ownership in the learning process and their social and emotional wellness.

Additional dialogue related to the questions below may support achievement of the goals and desired outcomes aligned to pupil engagement and school climate:

- How might impact measurement of social and emotional wellness initiatives inform the district's MTSS framework?

- To further promote a culture in which teachers and students are partners in learning, how can the district's Impact Model enhance the articulation of assessment scores and collaborative inquiry outcomes into target growth goals and interventions?
- Considering the site-based professional learning teams approach, how might the district explore avenues that impact chronic absenteeism and suspension rates?
- How might the district analyze the types of infractions which resulted in suspensions for Black/African American, Foster Youth, and Homeless Youth student groups to refine progressive discipline practices and continue to consider district-supported other means of correction?
- As the district continues to refine student support systems, which virtual practices might be advantageous to continue implementing in an effort to increase school climate and connectedness?

### **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 *Desired Outcomes* related to each goal specified in the 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 *Goal Analysis* 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

<https://www.rcoe.us//lcap-support>.

### **Adopted Budget**

The district's Adopted Budget was developed in the context of the Governor's 2021-22 May Revise. Subsequently, the 2021-22 State Budget was adopted, which contained significant differences from the May Revise. The district should update and revise its budget projections to reflect changes in available funding and the associated programming responses.

Based on our analysis of the information submitted, and our assessment of revenue changes in the enacted State Budget, we approve the district's budget, but would like to highlight the following:

*Enrollment and Average Daily Attendance (ADA)* – The district estimates 17,684 ADA for the current fiscal year, or a 3.2 percent decrease from the held harmless 2020-21 P-2 ADA. The district projects a 0.5 percent decrease in 2022-23 and flat ADA in 2023-24. It will be important for the district to monitor enrollment in the current and subsequent years to ensure accurate LCFF revenue and plan accordingly.

*Local Control Funding Formula (LCFF)* – The district's Adopted Budget incorporates LCFF funding as proposed in the Governor's 2021-22 May Revision, which includes compounded COLAs of 5.07 percent, 2.48 percent, and 3.11 percent for the 2021-22, 2022-23, and 2023-24 fiscal years, respectively. Subsequent to the district's Adopted Budget approval, the 2021-22 enacted State Budget increased the concentration grant funding factor from 50 percent to 65 percent, which includes a provision that 15 percent of the grant must be used to increase the number of

credentialed or classified staff who provide direct services to pupils. We encourage the district to update its projection of available LCFF funding provided by the enacted state budget and incorporate the stakeholder engagement process in the creation of the district's one-time supplement to the *Annual Update* of the 2021-22 Local Control and Accountability Plan, which must be board approved on, or before, February 28, 2022.

*Unrestricted Deficit Spending* – The district's Adopted Budget indicates a positive ending balance for all funds in the 2021-22 fiscal year. However, for the unrestricted General Fund, the district anticipates expenditures and uses will exceed revenues and sources by \$4.0 million in 2022-23 and \$3.6 million in 2023-24. Our office strongly discourages districts from committing to additional ongoing expenditures without offsetting reductions and stresses the need to begin identifying solutions to reduce any structural deficit.

*Employee Negotiations* – As of the board date, June 28, 2021, the district reports salary and benefit negotiations are complete with the certificated bargaining unit for the 2021-22 fiscal year. The district reports salary and benefit negotiations continue with the classified bargaining unit for the 2021-22 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 Jurupa Unified School District's size is 3.0 percent. The district projects to meet the minimum reserve requirement in the current and subsequent fiscal years.

*Cash Management* – Attention to cash solvency remains a critical fiscal practice and should continue to be prioritized in the coming year. The district projects sufficient cash balances to cover projected expenditures during the 2021-22 fiscal year. Should the district identify the need for other temporary borrowing options, 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.

*COVID-19 Response Funds* – Both the Federal and State governments have provided substantial one-time funding to schools in response to the COVID-19 pandemic, which include specific restrictions on timing and use of the funds. The enacted budget trailer bill extended several timelines for the one-time funding, therefore developing multi-year plans on the use of these funds, as well as capturing additional detail required for federal reporting purposes, will be critical to the district's long-term plan. We encourage districts to begin formulating a plan for these funds that incorporates Federal and State requirements and how the district will mitigate any ongoing expenditures that are planned to be supported by one-time funding.

*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.