



**Riverside County
Board of Education**

Kim J. Cousins

Ray "Coach" Curtis

Bruce N. Dennis

Barbara Hale

Corey A. Jackson



Ben Johnson II

Elizabeth F. Romero

DATE: August 26, 2022

TO: Mr. Terrence Davis, District Superintendent
Ms. Leslie Sattler, Board President
Mr. Victor Herrera, Chief Business Officer
Dr. Tonia Causey-Bush, Chief Academic Officer
Banning Unified School District

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

BY: Scott Price, Ph.D.  Amanda Corridan 
Chief Business Official Chief Academic Officer
(951) 826-6790 (951) 826-6648

SUBJECT: 2022-23 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 2022-23 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.
- The plan adheres to the expenditure requirements for funds apportioned on the basis of the number and concentration of unduplicated pupils.
- The plan includes the calculations to determine whether there is required carryover. If applicable, the plan includes a description of the planned uses of the specified funds and a description of how the planned uses of those funds satisfy the requirements for specific actions to be considered as contributing toward meeting the increased or improved services requirement.

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 2022-23 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 future Local Control and Accountability Plans and any additional plans designed 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 the 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.

Banning Unified School District Student Groups – Program Participation Status						
Indicator	LEA	Socioeconomically Disadvantaged	English Learner	Foster Youth	Homeless Youth	Students with Disabilities
Enrollment Count 2021 ¹	4,440	4,088	759	62	194	677
Enrollment Percent 2021 ¹	N/A	92.1	17.1	1.4	4.4	15.2
English Language Arts (ELA) Achievement	#	#	#	#	#	#
Mathematics Achievement	#	#	#	#	#	#
English Language Proficiency Assessments for California (ELPAC) Summative Level 4 Percentage 2021 ²	N/A	N/A	9.8	N/A	N/A	N/A
Reclassified Fluent English Proficient Rate 2021 ^{3†}	N/A	N/A	4.7	N/A	N/A	N/A
Graduation Rate 2021 ¹	78.1	77.1	64.3	*	66.7	74.2
College and Career Prepared Rate 2021	#	#	#	#	#	#
A-G Completion Rate 2021 ¹	29.4	28.5	16.7	*	8.3	1.5
Career Technical Education (CTE) Completion Rate 2021 ¹	15.2	15.4	9.5	*	8.3	6.1
Dropout Rate 2021 ³	17.8	18.0	27.0	26.7	24.0	12.3

Banning Unified School District Student Groups – Program Participation Status						
Indicator	LEA	Socioeconomically Disadvantaged	English Learner	Foster Youth	Homeless Youth	Students with Disabilities
Chronic Absenteeism Rate 2021 ³	29.0	29.9	27.3	55.3	44.9	33.6
Suspension Rate 2021 ³	0.0	0.0	0.1	0.0	0.0	0.0
Expulsion Rate 2021 ³	0.0	0.0	0.0	0.0	0.0	0.0
¹ California School Dashboard/Dashboard Additional Report Files ² CAASPP (California Assessment of Student Performance and Progress)/ELPAC Reporting Website and Files ³ CDE Dataquest and Files † Indicator Includes Charter Schools Within the District * Data Suppressed for Student Privacy Reasons # Data Unavailable Due to CA School Dashboard Suspension Due to the COVID-19 Pandemic						

Banning 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 2021 ¹	4,440	116	184	323	44	3,157	4	485	125
Enrollment Percent 2021 ¹	N/A	2.6	4.1	7.3	1.0	71.1	0.1	10.9	2.8
English Language Arts (ELA) Achievement	#	#	#	#	#	#	#	#	#
Mathematics Achievement	#	#	#	#	#	#	#	#	#
Graduation Rate 2021 ¹	78.1	77.8	88.2	73.3	*	78.2	*	82.5	*
College and Career Prepared Rate 2021	#	#	#	#	#	#	#	#	#
A-G Completion Rate 2021 ¹	29.4	22.2	41.2	16.7	*	30.2	*	32.5	*

Banning Unified School District Student Groups – Race/Ethnicity									
Indicator	LEA	American Indian	Asian	Black/African American	Filipino	Hispanic	Pacific Islander	White	Two or More Races
Career Technical Education (CTE) Completion Rate 2021 ¹	15.2	22.2	23.5	10.0	*	12.9	*	27.5	*
Dropout Rate 2021 ³	17.8	27.3	11.1	21.4	*	16.8	*	10.8	*
Chronic Absenteeism Rate 2021 ³	29.0	35.0	15.7	36.9	8.7	29.4	*	27.4	26.0
Suspension Rate 2021 ³	0.0	0.0	0.0	0.0	0.0	0.0	*	0.0	0.0
Expulsion Rate 2021 ³	0.0	0.0	0.0	0.0	0.0	0.0	*	0.0	0.0
¹ California School Dashboard/Dashboard Additional Report Files ² CAASPP/ELPAC Reporting Website and Files ³ CDE Dataquest and Files †Indicator Includes Charter Schools Within the District *Data Suppressed for Student Privacy Reasons # Data Unavailable Due to CA School Dashboard Suspension Due to the COVID-19 Pandemic									

We offer the following commendations and inquiry questions to consider for the implementation of the 2022-23 Local Control and Accountability Plan and the refinement of the plan in future years:

Student Success in Academics

The district is to be commended for using educational partners' input to design and modify programs, services, and resources by identifying and responding to the needs of the students, staff, and community at large. The district is also to be commended for its transparency and in-depth reflection of its gaps and challenges. The commitment to authentic implementation of continuous improvement is also recognized.

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

- How might the district measure the impact and intended outcomes of ELA and mathematics support provided by instructional coaches and district liaisons?
- How might frequency of data collection and analysis impact redirection and adjustment of targeted support?

- How might the district's instructional coaches collaborate with the new Coordinator of Data Assessment to ensure that proper systems are in place to strategically intervene with all students?

Student Access, Enrollment, and Success in Rigorous Coursework

The district is to be commended for the adoption of new A-G approved English Language Development (ELD) courses as well as the addition of the College and Career Readiness Specialist who will focus on current areas of need. The district is also to be commended for increasing CTE completers as reported on California Longitudinal Pupil Achievement Data System End-of-Year (CALPADS EOY).

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

- How might the district expand the variety and availability of CTE coursework to strengthen course access and increase student enrollment in such courses?
- How might the district engage students and parents to choose curriculum pathways and related programs that best meet the student's needs and goals?
- How might the district expand access to an extended-day schedule that encourages student engagement and learning to meet their individual needs in areas such as CTE, Visual and Performing Arts, Work-Based Learning, Dual Enrollment, and other intra-curricular activities?

Student Engagement and School Climate

The district is to be commended for using local assessment data to identify baseline levels and needs in order to begin innovative comprehensive student support.

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

- How might the district restructure their LCAP needs-assessment instruments and processes to:
 - Ensure feedback from a diversified range of respondents.
 - Increase the number of survey participants.
 - Encourage and support authentic feedback.
- How might the district immediately implement actions as a result of the root cause analysis (as described in Goal 3 on p. 75) to further cultivate a safe and healthy learning environment?

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>.

Fiscal Recommendations

During our review, we identified opportunities to improve data accuracy between the district's LCAP and fiscal documents. After board adoption, the district revised certain items, which had no material impact on the implementation of the district's plan.

Adopted Budget

The district's Adopted Budget was developed in the context of the Governor's 2022-23 May Revise. Subsequently, the 2022-23 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 along with updating LCAP contributing actions and services to incorporate the associated increased funding.

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 4,156 ADA for the current fiscal year, or a 13.2 percent increase from the certified 2021-22 P-2 ADA. For 2023-24, the district projects a 0.1 percent decrease in ADA and for 2024-25, the district projects a 0.7 percent increase in ADA. 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 included COLAs for LCFF funding of 9.56 percent, 5.38 percent, and 4.02 percent for the 2022-23, 2023-24, and 2024-25 fiscal years, respectively. Subsequent to the district's Adopted Budget approval, the 2022-23 enacted State Budget included a statutory COLA of 6.56 percent with an additional 6.28 percent increase to the LCFF base grants for the current fiscal year. The enacted State Budget also included a 2021-22 ADA relief provision. We encourage the district to update its projection of available LCFF funding provided by the enacted state budget.

Unrestricted Deficit Spending – The district's Adopted Budget indicates a positive ending balance for all funds in the 2022-23 fiscal year. However, for the unrestricted General Fund, the district anticipates expenditures and uses will exceed revenues and sources by \$0.8 million in the 2022-23 fiscal year creating an operating deficit effect due to spending down of LCAP carryover funds for the current fiscal year. The district anticipates expenditures and uses will not exceed revenues and sources in the unrestricted General fund in 2023-24 and 2024-25.

Employee Negotiations – As of the board date, June 29, 2022, the district reports salary and benefit negotiations are complete with the certificated bargaining unit for the 2022-23 fiscal

year. However, the district reports benefit negotiations continue with the classified bargaining unit for the 2022-23 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. The district projects to meet the minimum reserve requirement, and board required reserve, in the current and two subsequent fiscal years. Additionally, existing law imposes a 10 percent cap on the amount school districts can maintain in their reserves in fiscal years immediately succeeding those in which the Public School System Stabilization Account balance is at least 3 percent of TK-12 Prop. 98 funding. This condition was met with the 2021-22 deposit amount, triggering the local reserve cap for the 2022-23 fiscal year. The district projects to meet the imposed 10 percent reserve cap.

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 2022-23 fiscal year. Should the district identify the need for 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.

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.