



**Riverside County
Board of Education**

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DATE: August 30, 2024

TO: Mr. Terrence Davis, District Superintendent
Mrs. Laura Troutman, Board President
Mr. Victor Herrera, Assistant Superintendent, Business Services
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Banning Unified School District

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

BY: Scott Price, Ph.D.  Chief Business Official (951) 826-6790
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SUBJECT: 2024-25 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 2024-25 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 and the California Department of

Education (CDE). Based on our analysis, the district’s Local Control and Accountability Plan for the 2024-25 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 the 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 necessary to be successful in both college and career. The Riverside County Office of Education conducted a review of research on TK-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 table below for all student groups.

| Banning Unified School District Student Groups – Program Participation Status | | | | | | |
|--|--------|-----------------|---------------------------------|----------------------------|--------------|----------------|
| Indicator | LEA | English Learner | Socioeconomically Disadvantaged | Students with Disabilities | Foster Youth | Homeless Youth |
| Enrollment Count 2023 ¹ | 4,376 | 825 | 3,930 | 622 | 52 | 324 |
| Enrollment Percent 2023 ¹ | N/A | 18.9 | 89.8 | 14.2 | 1.2 | 7.4 |
| English Language Arts (ELA) Distance from Standard 2023 ² | -72.6 | -96.6 | -76.3 | -127.2 | -155.4 | -89.5 |
| Mathematics Distance from Standard 2023 ² | -111.6 | -124.3 | -113.8 | -165.7 | -184.0 | -130.2 |
| English Learner Progress Indicator 2023 ² | N/A | 51.8 | N/A | N/A | N/A | N/A |
| Graduation Rate 2023 ² | 83.7 | 80.9 | 84.1 | 68.9 | * | 82.3 |
| A-G Completion Rate 2023 ² | 29.6 | 14.9 | 29.7 | 3.3 | * | 12.9 |
| Career Technical Education (CTE) Completion Rate 2023 ² | 11.7 | 4.3 | 11.5 | 8.2 | * | 4.8 |
| Chronic Absenteeism Rate 2023 ² | 34.7 | 26.9 | 35.0 | 43.8 | 51.0 | 43.4 |
| Suspension Rate 2023 ² | 7.9 | 6.9 | 8.1 | 14.1 | 21.5 | 9.2 |
| ¹ 2023 California School Dashboard Downloadable Enrollment File ² 2023 California School Dashboard/Dashboard Additional Report Downloadable Data Files * Data Suppressed for Student Privacy Reasons | | | | | | |

| 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 2023 ¹ | 4,376 | 101 | 148 | 312 | 47 | 3,216 | 3 | 413 | 136 |
| Enrollment Percent 2023 ¹ | N/A | 2.3 | 3.4 | 7.1 | 1.1 | 73.5 | 0.1 | 9.4 | 3.1 |
| English Language Arts (ELA) Distance from Standard 2023 ² | -72.6 | -114.3 | -42.1 | -99.9 | -25.6 | -74.5 | * | -50.2 | -79.1 |
| Mathematics Distance from Standard 2023 ² | -111.6 | -169.7 | -67.5 | -138.4 | -68.7 | -112.8 | * | -94.3 | -126.2 |
| English Learner Progress Indicator 2023 ² | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Graduation Rate 2023 ² | 83.7 | 100.0 | * | 77.8 | * | 85.8 | * | 61.8 | * |
| A-G Completion Rate 2023 ² | 29.6 | 18.2 | * | 5.6 | * | 31.4 | * | 20.6 | * |
| Career Technical Education (CTE) Completion Rate 2023 ² | 11.7 | 9.1 | * | 0.0 | * | 12.8 | * | 11.8 | * |
| Chronic Absenteeism Rate 2023 ² | 34.7 | 54.0 | 13.4 | 42.2 | 15.8 | 34.2 | * | 33.7 | 47.9 |
| Suspension Rate 2023 ² | 7.9 | 18.3 | 4.7 | 15.8 | 2.0 | 6.8 | * | 7.5 | 15.8 |
| ¹ California School Dashboard/Dashboard Additional Report Files ² 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 2024-25 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 an overall increase of 7.1 points in English language arts (ELA) and 6.7 points in mathematics. The district is also to be commended for increasing English Learner (EL) progress by 12.4 percent. These achievements underscore the district's commitment to student success and well-being. The reduction in chronic absenteeism reflects effective implementation of attendance initiatives and support systems, ensuring that students are consistently engaged in their education. Simultaneously, the substantial increase in EL

progress demonstrates the district's dedication to providing high-quality instruction and resources tailored to the needs of EL students. This dual success not only highlights the district's strategic approach to addressing key educational challenges but also serves as a testament to the hard work of educators, administrators, and the community in fostering a positive and inclusive learning environment.

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

- What additional impact data might the district collect to ensure technology investments are contributing to meeting student academic growth?
- In what ways would a root cause analysis support the district in understanding factors that contribute to "red" indicators in ELA and mathematics for each student subgroup?
- How might the district enhance the skills and effectiveness of instructional coaches by implementing professional development and support systems that focus on targeted training to address the needs of specific student subgroups?

Student Access, Enrollment, and Success in Rigorous Coursework

The district is to be commended for its strategic enhancements aimed at promoting student success and enriching educational opportunities. The addition of a Secondary ELA Coach, Math Instructional Coaches, and Elementary Teacher Specialists demonstrates a commitment to elevating core academic instruction. Furthermore, the hiring of elementary school physical education teachers, middle school visual and performing arts teachers, and a high school orchestra teacher indicates the district's dedication to providing a well-rounded education. The appointment of a Coordinator of Data and Assessment to manage assessment data, analyze trends, and identify areas for improvement, particularly focusing on the unduplicated population, reflects a data-driven approach to educational excellence. The inclusion of secondary counselors to support college and career guidance for EL students and the employment of bilingual aides to assist with classroom instruction highlights the district's focus on equitable access to education. Additionally, by employing CTE teachers across various disciplines such as Theater, Technical Theater, Automotive, and Digital Film, the district is significantly bolstering its high school CTE program, preparing students for diverse career pathways. These initiatives collectively underscore the district's commitment to fostering a supportive, inclusive, and comprehensive educational environment.

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 strengthen partnerships with local businesses and industries to provide more authentic, work-based learning experiences for CTE students?
- How can the district expand access to college and career readiness — such as Advanced Placement, Honors courses, concurrent enrollment, Seal of Biliteracy, and Advancement Via Individual Determination (AVID) — especially for student groups identified as “red” on the Dashboard?

Student Engagement and School Climate

The district is to be commended for its significant achievements and for its strong commitment to meeting the academic and behavioral needs of its students by increasing supplemental staff. The addition of elementary counselors, Mental Health Therapists, Licensed Vocational Nurses (LVNs), and an Alternative to Suspension (ATS) Program for middle and high schools demonstrates a proactive approach to supporting student well-being. By recognizing and valuing diversity, the district fosters a positive environment where every student feels safe, respected, and supported. Additionally, the introduction of a Coordinator of District School Safety and Campus Safety Supervisors will enable the district to implement further safety measures, enhancing the security and well-being of both students and staff. These comprehensive efforts highlight the district's dedication to creating a climate where students feel secure, nurtured, and respected.

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

- How can the district further revise the plan to address chronic absenteeism, especially for designated student subgroups to ensure equitable educational opportunities and outcomes for all students?
- How might the district analyze and measure the impact and success of each targeted initiative, such as the Alternative to Suspension Program and supplemental school personnel, implemented across subpopulations and within schools?

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

In accordance with California Education Code (EC) Section 42127, our office has completed its review of the district's 2024-25 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 2024-25 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 would like to highlight the following:

Enrollment and Average Daily Attendance (ADA) – The district estimates 3,918 ADA for the current fiscal year, or a 0.4 percent decrease from the certified 2023-24 P-2 ADA. For 2025-26, the district projects a 2.5 percent decrease in ADA. For 2026-27, the district projects a 2.2

percent decrease 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 Cost-of-Living Adjustments (COLAs) for LCFF funding of 1.07 percent, 2.93 percent, and 3.08 percent for the 2024-25, 2025-26, and 2026-27 fiscal years, respectively. Our office recommends a contingency plan should LCFF funding not materialize as projected in the 2024-25 State Budget.

Unrestricted Deficit Spending – The district’s Adopted Budget indicates a positive ending balance for all funds in the 2024-25 fiscal year. However, for the unrestricted General Fund, the district anticipates expenditures and uses will exceed revenues and sources by \$1.4 million in 2024-25, \$1.4 million in 2025-26, and \$1.5 million in 2026-27. Our office strongly discourages districts from committing to additional ongoing expenditures without offsetting reductions and stresses the need to continue identifying solutions to reduce any potential structural deficit.

Employee Negotiations – As of the board date, June 26, 2024, the district reports salary and benefit negotiations continue with both the certificated and classified bargaining units for the 2024-25 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.

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 2024-25 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.