CALIFORNIA’S GOLDEN OPPORTUNITY

District Case Studies of Professional Capital

EXECUTIVE SUMMARY

Long Beach Unified School District

—one of five case studies of school districts—

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November 2016
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Introduction

The Long Beach Unified School District (LBUSD) exemplifies high levels of professional capital in action. This case study captures how LBUSD has continuously improved student learning across the entire district, while providing ongoing support and professional enhancement to its teachers for over two decades. The three concepts underpinning our analysis are professional capital, system coherence, and student success for all. Professional capital—comprised of human, social, and decisional capital—is the key asset that has to be invested, accumulated, and circulated to yield continuous growth and strong return in student and adult learning in an education system. Where professional capital is the asset to be developed and circulated, system coherence is about the clarity of the key priorities and strategies in the minds, hearts, and hands of educators, staff or faculty at all levels of the system. While system alignment is about how structures and processes are organized and put into place to advance a system’s agenda, coherence is the development of shared mindsets across the system. Increasingly, we see student success, especially around deep learning and closing achievement gaps, as part and parcel of professional capital and coherence. They should be seen as a mutual feed that promotes deep learning on the part of adults and students in the system.

This short report begins with an overview of LBUSD, and then identifies some of the key conditions and strategies that underlie its success. Its findings are based on interviews and focus groups with staff members from across all levels of the system (i.e., district office to schools to classrooms), observation data collected from site visits (14 classrooms in 3 high schools), a district-wide professional learning session and one school-level professional learning meeting conducted over two site visits in February and November 2015, and from analyses of over 50 documents collected during these visits and from the district’s website. It concludes with some key lessons and focused recommendations that we view as essential points of action in order for LBUSD to continue on its upward trajectory of student success.

The Long Beach Unified School District in a Nutshell

The Long Beach Unified School District is the third largest district in California serving one of the most diverse student populations with about 90% visible minority students coming from homes where a total of 34 languages are spoken. The district is comprised of 84 schools serving 79 000 students, two thirds of whom are eligible for free or reduced lunch and one quarter are English Language Learners.

In a global study, LBUSD was named as a highly improved district that keeps getting better. It has sustained steady improvement on student achievement over the past two decades, consistently increasing their scores on the Academic Performance Index (API) up until 2013, the last year the API was used. It increased Advanced Placement enrolment by 154% between 2004 and 2014, maintaining a pass rate of 50% during this same period. LBUSD regularly outperforms other school districts serving similar populations in reading and math at the elementary, middle, and secondary levels. As one of only two school districts in California in complete compliance for its English Language Learners,

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LBUSD is also narrowing the achievement gap between white and minority students at a faster rate than similar districts in the state. Although the new measures from the California Assessment of Student Performance and Progress (CAASPP) are difficult to interpret at this early stage of implementation, LBUSD’s recent results are consistent with the state’s average scores in reading and math.

Long Beach’s culture of learning and continuous improvement has placed the district in a good position to work through radical changes in state policy. Such changes include the redefinition of California’s state funding and accountability structure through the Local Control Funding Formula (LCFF) and the Local Control and Accountability Plans (LCAP), in addition to a fundamental shift in the teaching and learning agenda with the adoption of the Common Core State Standards (CCSS). The district is simultaneously establishing new teacher and principal evaluation systems and integrating educational services from K-12. Faculty and staff are maintaining their excitement and enthusiasm towards their work despite this period of complex change.

**Strong Foundations: Stable Leadership and 24 Years of Steady, Focused Progress**

Strong foundations in LBUSD enable its success. First, the district has benefited from **stable leadership**. It has had only two superintendents over the past 24 years. Both Carl Cohn (1992-2002) and Chris Steinhauser (2002-present) worked hard to foster collaborative and respectful relationships between the district and the union with open and regular lines of communication between the senior leadership teams of both organizations. LBUSD was the first system in California to garner full union support in the development of a new teacher evaluation system.

The rather unusual continuity and stability of district leadership at Long Beach has allowed the development of a sharp focus on high expectations for student learning; the establishment of strong and coherent systems of support to students, teachers, principals, and schools; and, the development of consistent practices and mindsets across the entire district.

Twenty-four years of **steady, focused progress** has resulted in an organizational climate that embraces collective learning and continuous improvement. Back in the early 1990s, Carl Cohn’s lead the district in a successful effort to de-escalate gang violence in the community, following waves of immigration in the decade prior. Through his leadership, Cohn gained the trust of Long Beach parents and the broader community, giving them a strong sense that positive change was underway. His efforts to establish high academic standards for all LBUSD students, the adoption of a district-vision of effective pedagogy, a pilot-and-consult approach to policy developments, and partnerships with community stakeholders aimed at improving student achievement are hallmarks of LBUSD’s journey that remain today. Steinhauser’s transition from Cohn’s Deputy Superintendent to Superintendent in 2002 saw the continuation and deepening of the work already in progress in the district. The deliberate creation of a focused and coherent whole system improvement agenda sustained (and continuing) for over 24 years by educators and leaders in the system is a testament to Long Beach’s commitment to excellence and student success for all.
Professional Capital at the Long Beach Unified School District

We have used the term wrong drivers in reference to policies and strategies that have characterized many education reform efforts over the past several decades and yet do not produce their intended results. Among these are punitive accountability, human capital solutions, and technology. Their counterparts, capacity building, social capital solutions, and pedagogy, are right drivers in the sense that they foster school and system improvement. In LBUSD, a relentless focus on effective pedagogy has been a touchstone of their improvement agenda. The development and circulation of professional capital has been instrumental in leading Long Beach Unified to being one of the world’s most improved school districts.

Cultivating Decisional Capital

Cultivating decisional capital by relentlessly focusing on effective pedagogy and data-driven decision making is an important part of LBUSD’s improvement journey. The district has been remarkably successful at articulating and operationalizing a vision that “all students can achieve at high standards” and clearly defining what that means for teachers and students. Developing the expertise of educators to make good decisions was paramount to the success of their vision. From very early on, district leadership built systems of supports for all educators across the system in order to enact their vision in all Long Beach classrooms.

The district’s first step was the adoption, under Cohn’s tenure, of the Essential Elements of Effective Instruction (EEEI), which became the touchstone of LBUSD’s instructional approach. The EEEI include establishing the objective for each lesson, teach, and correct for students’ level of understanding, and using diagnostics and assessments. Although, in retrospect, EEEI may appear too teacher-driven and too prescriptive, an updated version still provides a set of tools to achieve the vision and academic goals of the district. Furthermore, EEEI served as a key point of reference in the development of teacher education programs and curriculum, professional development, appraisals, and so on.

The adoption of Common Core shifted the district’s pedagogical vision from direct instruction to an emphasis on students understanding big ideas and explaining their thinking. The fertile ground cultivated by the district’s work with EEEI provides a context for favorable conditions for the implementation of the CCSS. While we heard about some of the difficulties teachers and administrators are facing in their efforts to master the new state standards, the overall tone we perceived was one of comfort with the necessary “muddiness” of the learning process required for mastery, and confidence that the incorporation of the new standards in everyday practice will become easier over time. The CCSS are pushing teachers and principals to further develop their decisional capital in order to develop more flexible pedagogical practices, allow students to take control of the learning process, and enable students to deepen their thinking and learning.

To be clear, the adoption of CCSS has not meant a complete abandonment of EEEI, but rather a richer understanding of the continued work required to build upon EEEI in recognition of the broader and deeper levels of pedagogical mastery required to move forward. As a result, LBUSD has developed its “4 Understandings” framework as its renewed vision for effective (and expected) pedagogy (see Box 1). By the time the research team made its second visit in November 2015, a mere 15 months after the

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3 Michael Fullan (2011). Choosing the Wrong Drivers for Whole System Reform. Seminar Series 204. Victoria, Australia: Centre for Strategic Education.
framework’s introduction, it had permeated the district appearing repeatedly in our conversations with teachers, principals, and district leaders.

Box 1. Four Understandings at LBUSD

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<td>U1: California standards and quality instruction leading to them</td>
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<td>U2: Regular practice with complex text and tasks.</td>
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<td>U3: Preparation and participation in effective collaborative conversations.</td>
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<td>U4: Formative assessment strategies (collecting evidence on student learning and planning adequate response)</td>
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<th>Key strategy to embed 4 understandings in the culture of schools and the district</th>
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<td>U5: Instructional Leadership Team for Collaboration, problem solving, reflection, to move site and district forward.</td>
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A paramount effort to dramatically shift pedagogy in Long Beach high schools is Linked Learning, an approach adopted by the district in 2010. Linked Learning combines rigorous disciplinary knowledge, technical skills, work-based learning and student supports to develop strong foundations for success in college and career. Currently, there are 43 “Pathway” programs at Long Beach organized around common industry sectors such as medicine, biotechnology, hospitality, arts and multimedia, law, engineering, etc. The schools offering pathways are easily accessible to all students. Linked Learning pedagogy is designed to be personally meaningful, college and career-focused, and connected to real-world opportunities. It offers students opportunities to develop what we have called the 6Cs (collaboration, communication, character, citizenship, critical thinking, and creativity).

Outside of pedagogical practice, decisional capital is also accumulating through the use of data-informed decision making. LROIX (acronym used for LBUSD Research Office Intranet) has been used in the district for 20 years; it provides student and school data to inform short and long-term planning. LROIX data is available to everyone within the system, although the types of data and information available to individuals depends on their role within the system. Teachers and principals can use LROIX’s dashboard to customize queries with data from formative and summative assessments such as the common LBUSD benchmark assessments. LROIX is constantly redesigned based on user feedback and changing system demands (e.g., LCAP). In addition to data available on LROIX, teachers and administrators often spoke of using qualitative data such as that collected through walkthroughs to inform their decision-making.

It is crucial to note that it is not the availability of data per se but the skilled use of data that builds decisional capital. In Long Beach, the use of data on student and school performance to inform short term decision making and long term planning seems embedded in the regular work of people at every level of the system. Hargreaves and Fullan made the point that decisional capital has not been a
strong suit of the teaching profession. By comparison, LBUSD has built its decisional capital over the years (albeit not using the terminology) to the point where the district can now take advantage of the availability of better measures, and the growing requirement of the public and central authorities for districts to account to themselves and externally for their work. In short, as Fullan and Quinn describe,\(^4\) LBUSD combines internal and external accountability to great effect.

**Developing Social Capital**

Cuts to the district in 2008 forced LBUSD to take a more collaborative approach to carry out its mandate, which has seen the district develop and implement new approaches to sharing the work. This has broadened collective awareness of the interconnectedness of the organization (i.e., classrooms, schools, and central office), changing how people interact with each other and emphasizing a K-12 system-oriented view of LBUSD: “[It’s] more about we...a much broader we...[that] increasingly includes people K-12.” An emphasis on creating space and time for people to come together encourages staff to co-construct common tools and develop a language to carrying out their work with each other. There is a focus on developing safe and respectful environments where opportunities to learn with and from each other are abundant, and such environments encourage and enable people “to be vulnerable [and] to trust each other so...[they] can really commit together and hold each other accountable.”

In 2015, 2 million dollars of centralized funds were allocated to release teachers for collaboration. By contract, every school has 4 hours per month that can be used for collaborative work or meetings. Instructional Leadership Teams (ILTs) and Walkthroughs currently serve as the main vehicles to develop social capital in schools and across the entire district. It is the combination of these two main initiatives that intensifies the development of social capital.

**Instructional Leadership Teams** are formed by 2 teachers per age group, the school principal, and a Special Education teacher. They serve at the key interface between schools and the central office, meeting with the district four times per year. In these sessions, they gain exposure to the key priorities and strategies of the district (e.g., 4 understandings, Common Core Standards, use of LROIX data to examine and redesign instructional practice) and are offered planning time to develop shared strategies to embed such PD learning in their schools. ILTs interact with other leadership teams in the school (e.g. department teams, grade teams or inter-disciplinary teams) and may lead monthly faculty meetings that, by contract, schools are expected to hold.

**Collaborative Inquiry Visit Walkthroughs** have been established by LBUSD as a process to monitor classroom instruction and provide support to teachers and schools; they take place twice per year (three times in underperforming schools). Walkthroughs consist of a three step process conducted by teams composed of central office staff, school administrators, and one or more school team members. In a pre-walkthrough stage, the principal and the school management team identify the classrooms to be visited, specify focus questions, articulate expectations and define what will count as evidence. The 4 Understandings (Box 1) constitute the main areas of observation for the Walkthrough team. Groups of 3-5 external team members conduct 10-20 minute classroom observations, collect relevant evidence using observation guides. After the walkthrough, a debriefing session is held that involves the external team, the principal, and the school management team. The external team offers

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focused feedback, identifying key questions for schools to consider, and offering advice to improve instructional practice.

The Support Teacher Effectiveness Project (STEP) funded by the Gates Foundation, provides another exemplary context for developing social capital at Long Beach. School teams in the project are expected to define a problem of practice that is simultaneously personally meaningful (e.g., what keeps you up at night?) and shared within the team. They are provided release time and expert facilitation to work effectively as a team to discuss, design, test, and refine solutions. The facilitation approach involves building on the expertise that exists within the group, facilitating relationships of trust and internal accountability, and constantly modeling the behaviors that enable and enhance collaboration. School teams in STEP are already breaking new ground on teacher collaboration—for example, by working on cross grade and cross-disciplinary teams in a district where teacher collaboration has historically been subject and grade bound. STEP has started its work in only six schools, but its leaders are already developing ideas for extension across the district, including capitalizing on the capacity for effective collaboration already developed among participating teachers.

Communication and collaboration between teams and departments is another signature feature of the organizational culture at LBUSD. Senior district leaders report that in recent years a different, more potent form of collaboration has emerged among departments at the central office, and between the central office and schools. It is not only having each department do their part to get things done, but rather joint planning, often through cross-departmental steering committees that bring in multiple perspectives to look at shared problems and design solutions. As a result of cross-departmental collaboration, for example, it is now regular practice of Human Resources and Finances to spend time in schools working with principals and other staff to ensure alignment of the budget with school and district priorities, which has brought about a new degree of integration between finances and instruction.

The sheer number of teachers and administrators engaged in purposeful, coordinated, formal and informal leadership roles makes for a change in the culture of continuous improvement. Professional capital cultures involve critical masses of teachers in leadership roles that, in effect, increase the collective efficacy of teachers. Social capital is more than working together: it is purposeful, specific, evidence based interaction designed to promote growth in teachers and progress in student learning.

Attracting, Developing, and Reinvesting Human Capital

Attracting talent. LBUSD is a highly attractive place to work for teachers and administrators because of its high quality professional development, competitive salaries, recognition as a high performing district, and its vibrant culture of collaboration, support, and continuous improvement. The district offers various financial incentives and early contracts (i.e., December start dates) to attract teachers in high need areas such as science, math, and special education. Consequently, Long Beach has a high teacher retention rate, low principal turnover, and strong pool of qualified administration candidates. Importantly, there are strong community ties with the vast majority of LBUSD’s employees living in Long Beach.

In addition to the information collected during our site visits, this section draws heavily on Julia E. Koppich’s Case study Strategic Management of Human Capital in the Long Beach Unified School District.
The Human Resources (HR) department adopted a customer service orientation to its teacher selection and placement processes. Following a successful application process (i.e., HR materials, background checks) and an initial screening interview at the district level, potential hires undergo interviews at the school level where a school-based hiring committee (including the principal, classified employees, teachers, and parents) makes recommendations regarding the fit between the school and the candidate. These local recommendations are influential in the district’s decision to extend an offer of employment. Over 70% of teachers in LBUSD come from California State University at Long Beach’s School of Education with which the district has a close, long-term partnership in developing educators. And while the district is intentional about attracting new talent, it is also proactive with regard to teachers who should not be in the profession. When a teacher with questionable performance is identified, they are offered support, and if no improvement occurs over a reasonable amount of time, the process for dismissal is initiated with the support of the union ensuring fair representation for the employee.

To attract local talent to school leadership positions, the district offers specialized workshops for educators considering the principalship, as well as a graduated series of workshops for individuals at various stages of their administrative career. The organizational culture and multiple supports for new principals at Long Beach offer a rich and robust system to help less experienced administrators navigate the transition into their new role. The selection and professional development of new principals is based on a developmental rubric that focuses on competencies across seven domains: teaching and learning; environment and equity; communication and engagement; evaluation and employee development; professionalism, disposition, and ethics; strategy and planning; and organization and management. A panel of current principals scores each applicant according to a district-developed scoring guide, and like potential teacher candidates, prospective principals participate in school-based interviews conducted by school teachers and community members. Based on the recommendations from these interviews, individuals are accepted into the pool of potential administration and/or placed in a school.

*Developing talent.* A partnership with CSU at Long Beach called Seamless Education Initiative aligns teacher development with LBUSD’s priorities, strategies, and culture. The district’s central administrative staff has been deeply involved in the design and delivery of teacher and administrator credential programs. The teacher credentialing program at CSU-Long Beach includes service learning within LBUSD schools, offering potential teachers the opportunity to acquaint themselves with the district and facilitate their transition into teaching at Long Beach. The district also brings applicants on board as substitute teachers before their contract year begins.

Both new teachers and new principals receive extensive support in their new roles within the district. Induction supports for new teachers organized around the Beginning Teacher Support and Assessment program (e.g., a New Teacher Institute, weekly coaching from trained senior teachers, and PD release time in years 1 and 2) and weekly coaching aimed at embedding effective pedagogy and management skills in everyday practice. Similarly, new principals receive extensive support, which includes shadowing a mentor principal, mentoring from an assigned administrative coach over their first year in office, and monthly workshops designed around common issues that arise at schools.

Quality professional development, highly centralized to ensure close alignment with district priorities and strategies, is a hallmark of LBUSD’s human resources strategy. Currently, the “4 Understandings” serve as the key framework to organize the district’s PD offerings. Essential features of teacher PD
include an explicit expectation that teacher learning should be directly connected to improved student learning, a close link to classroom practice, job-embeddedness, a dual focus on content and pedagogy, modeling of expected practices, and collaboration with colleagues. Professional development for school administrators focuses on forming internal leaders and developing their capacity to maintain program consistency and sustain the culture of the district. Over the past 7 years, principal training has shifted from administration to K-12 instruction, curriculum, and pedagogy, and includes work with a principal supervisor who works with novice principals to support implementation of CCSS. Principals also focus on observation and analysis of instructional practice and delivery of feedback.

**System Coherence at LBUSD**

We define system coherence as ‘the shared depth of understanding of the nature of the work’. Developing and enhancing system coherence is at the core of almost every decision made at LBUSD. For over two decades, district leaders have strived to develop a common language and understanding about what quality teaching and learning looks like and a widely shared culture of continuous improvement, as well as thoughtfully designed and integrated structures and processes to move the entire system in the same direction. All the while the district (at every level) understands that system coherence requires hard work, constant attention, and careful planning; it is always a work in progress. The district has developed and implemented several key structures and processes contributing to system coherence:

- **Centralized curriculum, textbooks, assessments, and professional development** has enabled alignment of the key structures and practices of the district. That said, what matters most is the development of coherence through thoughtful managing of the relationship between the central office and schools. Teachers are active in the processes through teacher committees to review and revise curriculum, examine texts and make recommendations based on identified needs and data.

- **A constant and increasingly refined focus on effective pedagogy**, successfully operationalizing the belief that all students could achieve at high standards while clearly articulating what that meant for teachers and students. Over time LBUSD developed precise definitions of effective pedagogy and organized the necessary system supports around such definitions. Shifts in perspective (i.e., from EEEI to the 4 Understandings) were perceived as natural progressions rather than abandoning one framework in favor of another. The CCSS and the integration of K-12 educational services are moving the system into a new refinement of pedagogical practice, with, shared understanding developed through collaborative practice across the system.

- **Staying the course** is one of the most important sustained efforts in LBUSD’s improvement journey. With a high level of discipline, the senior team stays focused, often turning down opportunities not aligned with district priorities, thus protecting schools from distractors. As Steinhauser said, “Conservative, slow, boring, and moving forward. And it yields great results!”

- **Deliberate structures for shared meaning making** involve careful planning around new initiatives and thoughtfully phasing out outdated programs. Such considerations create time and space for practitioners. “Go slow to go fast” is an expression used often in LBUSD, and the introduction of the CCSS in Long Beach is a case in point. The constant use of data on student outcomes that we’ve
discussed before works as a sharp meaning maker’ that constantly develops common understandings on the progress of schools and the larger system, the impact of specific initiatives, and key areas of improvement. As such, the continuous use of impact data at Long Beach serves as a vehicle to deepen system coherence.

**A flat leadership structure,** originally the result of the 2008 financial crisis, has resulted in more efficient management of the district, forced more collaboration among departments, and enhanced communication between the district and the schools. The flat leadership structure also spread the development of leaders so that short-term impact is greater (more leaders focused on a solution) and that long-term cultivation of leaders is built-in enhancing sustainability.

**A culture of focused learning** permeates all levels of the system. Deliberate actions for continuous improvement have fostered the complex work related to the new funding structure (LCFF), new state standards (CCSS), and the integration of educational services across K-12. Steinhauser’s mantra, “It’s okay to try and fail, but you can’t keep failing” captures the district’s combined approach of disciplined innovation and targeted intervention.

**Constant communication and collaboration,** both vertically and laterally, is not only one of the four strategic priorities in LBUSD, but it is evident throughout the district. Initiatives such as the Annual Parent Institute, email communications with registered voters, and frequent meetings with parents and other community stakeholders serve as vehicles for the district to stay attuned to concerns and shifts in the community.

Coherence making is more a function of relationships and purposeful interaction than it is of documents and tools. Although quality tools are necessary, they are only as good as the mindsets using them. LBUSD consistently demonstrates the value of relying on the ‘right drivers’ while either blunting the ‘wrong drivers’ or using them in the service of the right ones. We see in Long Beach a highly effective system that is pre-occupied with student success, not so much to please the external accountability system (although it does do that), but so that the district knows how and whether they are making progress.

**Key Lessons and Strategic Recommendations**

Long Beach Unified School District is a high performing district that has been going from strength to strength for over two decades. The main question now facing the district is what lies ahead. Here we present two key areas we believe will be crucial to maintain LBUSD’s upward trajectory.

1. **Pedagogy: incrementalism or radical redefinition?** Long Beach may be at a crossroads between incrementally incorporating the CCSS into the existing EEEI structure or radically shifting into the more sophisticated examples of Linked Learning pedagogy. In our view, the district’s most important investment for the future is intentionally cultivating the type of new pedagogies for deep learning exemplified in the most powerful examples of Linked Learning in the district.

2. **Leadership from the middle.** California as a whole state is in the midst of transforming its entire culture to capacity over compliance, i.e, to right over wrong drivers. LBUSB has
already shown its leadership beyond its own borders by joining CORE, welcoming visitors, helping other districts and so on. At this point in its own history and at this particular time in the history of California’s education reform it should review its external role in the state. In a recent book, Fullan called it ‘feed and be fed by the system’ (or go outside to get better inside), Fullan (2016, *Indelible leadership*). In some ways it has been the senior leadership that has had the external profile. We believe that the time is right for the district to foster a ‘whole system’ relationship to the outside: to discuss internally the many ways in which the system is and could be connected to the outside relative to state-wide development, and in reference to strengthening its own internal effectiveness. Few districts are in a position to play this dual role.
Note

This is one of five district case studies of Professional Capital under the title of California’s Golden Opportunity.

The five case studies are:

1. Corona Norco Unified School District
2. Fresno Unified School District
3. Long Beach Unified School District
4. Twin Rivers Unified School District
5. Whittier Unified School District

In addition, there are three supporting documents:

1. California’s Golden Opportunity: A Status Note
   Michael Fullan & Team
   November 2014

   Michael Fullan & Team and California Forward
   January 2015

   Michael Fullan & Team
   July 2015

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*Endnote*

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**Glossary**

ACSA: Association of California School Administrators

API: Academic Performance Index (former California student assessment program)

CaEdpartners: California Education Partners

CCEE: California Collaborative for Educational Excellence

CCSEA: California County Superintendents Educational Services Association

CDE: California Department of Education

COE: County Office of Education

CORE: California Office to Reform Education

CSBA: California School Boards Association

CSEA: California School Employees Association

CTA: California Teachers Association

CFT: California Federation of Teachers

LASSO: Local Agency System Support Office

LCFF/LCAP: Local Control Funding Formula/Local Control and Accountability Plan

SBE: State Board of Education