FCMAT
FISCAL CRISIS & MANAGEMENT ASSISTANCE TEAM
CSIS California School Information Services

Oakland Unified School District

Assessment and Recovery Plan
Fifth Progress Report

November 28, 2007

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Submitted by the

Fiscal Crisis & Management Assistance Team

Executive Summary

Introduction

This report, dated November 28, 2007, is the fifth progress report provided for the Oakland Unified School District by the Fiscal Crisis and Management Assistance Team (FCMAT), and reflects the continuing progress made by the Oakland USD in addressing the recommendations of the <u>Oakland Unified School District Assessment and Recovery Plan</u> first developed for the district by FCMAT in January 2000. This report provides data to the district, community and Legislature to assist the district in achieving fiscal solvency, building the necessary capacity to promote student learning, and returning to local governance.

Senate Bill 39, signed into law on May 30, 2003, required the Superintendent of Public Instruction to assume all the legal rights, duties and powers of the Governing Board of the Oakland Unified School District and to appoint an administrator to act on his behalf in the school district. The bill appropriated $100 million as an emergency loan to the Oakland Unified School District to cover cash flow needs, the district's structural budget deficit, and to mitigate the impact of deficit spending.

The district requested $65 million of the $100 million on June 4, 2003 to make the June payroll and cover its severe negative cash position. The remainder of the $100 million authorized by the legislation was requested by the district in late June 2006. Each of the requested draws on the loan is amortized over 20-year periods.

Senate Bill 39 also required that FCMAT prepare an improvement plan for the school district by July 1, 2003, by updating the <u>Oakland USD Assessment and Recovery Plan</u> developed by FCMAT for the district in January 2000. The bill required FCMAT to report on the implementation of the improvement plan beginning in September 2003 and continuing with six-month progress reports in March 2004 and September 2004.

On July 1, 2003, FCMAT reported to the Superintendent of Public Instruction that the January 2000 <u>Oakland USD Assessment and Recovery Plan</u> prepared for the district remained a viable improvement plan, but that the ratings for the professional and legal standards first reported in January 2000 needed to be updated to provide new baseline data to determine the progress made by the district over time.

On September 30, 2003, FCMAT issued the <u>Oakland USD Assessment and Recovery Plan Update</u> that provided updated ratings, based on an assessment of district operations in summer 2003, for each professional and legal standard first reported in January 2000. The <u>Recovery Plan Update</u> also included the assessment of several additional standards that reflected new laws or regulations that became effective subsequent to January 2000. The <u>Recovery Plan Update</u> also established criteria, developed in collaboration with the California Department of Education, for the district's eventual return to local governance and identified a priority subset of 136 standards from the total array of professional and legal standards for the district to focus on in its recovery.

In March 2004 FCMAT provided the <u>First Six-Month Progress Report</u> of the Oakland Unified School District's efforts to address the recommendations in the identified priority subset of 136 legal and professional standards. Ratings for the standards reflected the progress made by the district since the September 30, 2003 <u>Recovery Plan Update</u> was issued. In September 2004 FCMAT provided the <u>Second Six-Month Progress Report</u> assessing the district's progress since the March 30, 2004 First Six-Month Progress Report was issued.

Senate Bill 39 required FCMAT to conduct ongoing monitoring reports only through September 2004. Assembly Bill 2525, chaptered on September 29, 2004, provided authorization for FCMAT to utilize any of its 2003-04 unexpended funds to develop an annual progress report for the Oakland USD. The Third Progress Report was issued on September 30, 2005 and reflected the progress made by the district since the Second Six-Month Progress Report was issued by FCMAT a year previously on September 30, 2004.

Language in the 2006 State Budget Act provided authorization and flexibility for FCMAT to utilize any of its unexpended balances from prior appropriations to fund another progress report for three districts under state receivership. A Fourth Progress Report was issued for the Oakland USD on September 30, 2006.

The 2007-08 State Budget Act provided funding for progress reports for three districts under state receivership, making this November 28, 2007 Fifth Progress Report available to the Oakland USD. It is anticipated that FCMAT will continue to monitor the district's progress for the district's full return to local governance.

The findings presented in this progress report represent a snapshot of the district at a specific period in time. The district has continued its work to address the recommendations in the Assessment and Recovery Plan since the data-gathering for this report.

Study Guidelines

FCMAT's approach to implementing the statutory requirements of SB 39 was based on a commitment to a standards-based, independent and external review of the Oakland Unified School District's operations. FCMAT performed the initial assessment of the district in fall 1999 and developed the improvement plan in collaboration with five other external providers selected through a competitive process. Professionals from throughout California contributed their knowledge and applied the identified legal and professional standards to the specific local conditions found in the Oakland Unified School District. The initial assessment was reported to the district in a document entitled Oakland Unified School District Assessment and Recovery Plan, January 31, 2000.

The five provider agencies again contributed their expertise in assisting FCMAT to conduct the follow-up reviews of the district.

- The Assessment and Recovery Plan Update, September 30, 2003 identified the January 2000 Assessment and Recovery Plan as a still viable Recovery Plan for the district, and provided updated ratings of the standards first assessed in January 2000. This Recovery Plan Update also identified a subset of 136 standards, of the more than 400 legal and professional standards, for the district to address for its eventual return to local governance.
- The Assessment and Recovery Plan, First Six-Month Progress Report, March 30, 2004.
- The Assessment and Recovery Plan, Second Six-Month Progress Report, September 30, 2004.
- The Assessment and Recovery Plan, Third Progress Report, September 30, 2005.
- The Assessment and Recovery Plan, Fourth Progress Report, September 30, 2006.
- This Assessment and Recovery Plan, Fifth Progress Report, November 28, 2007 reflects the district's progress since September 2006.

Prior to beginning work in the district in 1999, FCMAT adopted five basic tenets to be incorporated in the assessment and improvement plans. These tenets were based on previous assessments conducted by FCMAT in school districts throughout California and a review of data from other states implementing external reviews of troubled school districts. These tenets formed the basis of FCMAT's continuing work in the district. The five basic tenets are as follows:

1. Use of Professional and Legal Standards
FCMAT's experience indicates that for schools and school districts to be successful in program improvement, the evaluation, design and implementation of improvement plans must be standards-driven. FCMAT has noted positive differences between an objective standards-based approach versus a nonstandards-based approach. When standards are clearly defined, reachable, and communicated, there is a greater likelihood they will be measured and met.

To participate in the process of the Oakland Unified School District review, potential providers responded to a Request for Applications (RFA) that identified these standards as the basis of assessment and improvement. Moreover, the providers were required to demonstrate how the FCMAT-identified standards would be incorporated into their work. It is these standards on which the improvement plans for the Oakland district were based. The standards, while identified specifically for the Oakland Unified School District, are benchmarks that could be readily utilized as an indication of success for any school district in California.

Every standard was measured on a consistent rating format, and each standard was given a scaled score from zero to 10 as to its relative status of completeness. The following represents a definition of terms and scaled scores. The single purpose of the scaled score is to establish a baseline of information by which the district's future gains and achievements in each of the standard areas can be measured.

Not Implemented (Scaled Score of 0)
    0. There is no significant evidence that the standard is implemented.

Partially Implemented (Scaled Score of 1 through 7)
A partially implemented standard lacks completeness, and it is met in a limited degree. The degree of completeness varies as defined:

1. Some design or research regarding the standard is in place that supports preliminary development.
(Scaled Score of 1)
2. Implementation of the standard is well into the development stage. Appropriate staff is engaged and there is a plan for implementation. (Scaled Score of 2)
3. A plan to address the standard is fully developed, and the standard is in the beginning phase of implementation. (Scaled Score of 3)
4. Staff is engaged in the implementation of most elements of the standard. (Scaled Score of 4)
5. Staff is engaged in the implementation of the standard. All standard elements are developed and are in the implementation phase. (Scaled Score of 5)
6. Elements of the standard are implemented, monitored and becoming systematic. (Scaled Score of 6)
7. All elements of the standard are fully implemented, are being monitored, and appropriate adjustments are taking place. (Scaled Score of 7)

Fully Implemented (Scaled Score of 8-10)
A fully implemented standard is complete relative to the following criteria.

8. All elements of the standard are fully and substantially implemented and are sustainable. (Scaled Score of 8)
9. All elements of the standard are fully and substantially implemented and have been sustained for a full school year. (Scaled Score of 9)
10. All elements of the standard are fully implemented, are being sustained with high quality, are being refined, and have a process for ongoing evaluation. (Scaled Score of 10)

2. Conduct an External and Independent Assessment
FCMAT employed an external and independent assessment process in the development of the Oakland Unified School District assessment and improvement plans. FCMAT's reports represent findings and improvement plans based on the external and independent assessments from various professional agencies. The following five agencies assisted in the initial January 31, 2000 report, the September 30, 2003 update report, and each of the progress reports of March 2004, September 2004, September 2005, September 2006 and November 2007:

- California School Boards Association (CSBA) – Community Relations and Governance
- Schromm and Associates – Personnel Management
- Curriculum Management Systems, Inc. (formerly CA Curriculum Management Audit Center) – Pupil Achievement
- MGT of America – Facilities Management
- School Services of California – Financial Management

Collectively, the five professional agencies that assisted FCMAT constitute FCMAT's providers in the assessment process. Their external and independent assessments serve as the primary basis for the reliability, integrity and credibility of the review.

3. Utilize Multiple Measures of Assessment
For a finding to be considered legitimate, multiple sources need to be utilized to provide the same or consistent information. The assessments and improvement plans were based on multiple measures. Testing, personal interviews, group meetings, public hearings, observations, review and analysis of data all provide added value to the assessment process. The providers were required to utilize multiple measurements as they assessed the standards. This process allowed for a variety of ways of determining whether the standards were met. All school district operations with an impact on student achievement, including governance, fiscal, personnel, and facilities were reviewed and included in the improvement plan.

4. Empower Staff and Community
The development of a strong professional development plan for the board and staff is a critical component of an effective school district. All FCMAT reports include the importance of a comprehensive professional development plan. The success of the improvement plans and their implementation are dependent on an effective professional and community development process. For this reason, the empowerment of staff and community is one of the highest priorities, and emphasizing this priority with each of the five partners was critical. As a result, a strong training component for board, staff and administration is called for consistently throughout the report.

Of paramount importance is the community's role of local governance. The absence of parental involvement in education has been a growing concern nationally. A key to success in any school district is the re-engagement of parents, teachers, and support staff. Parents care deeply about their children's future and most want to participate in improving the school district and enhancing student learning. The community relations section of the reports provide necessary recommendations for the community to have a more active and meaningful role in the education of its children.

5. Engage Local, State and National Agencies
It is critical to involve various local, state and national agencies in the recovery of the district. This was emphasized through the Request for Applications (RFA) process, whereby state-recognized agencies were selected as partners to assist with the assessment and improvement process. City and county interests, professional organizations, and community-based organizations all have expressed and shown a desire to assist and participate in the improvement of the Oakland Unified School District.

Study Team

The study team for this fifth progress report was composed of the following members:

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For the California School Boards Association –Community Relations and Governance
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For Schromm Associates – Personnel Management
Richard A. Schromm, President and Project Director, Schromm Associates
Charles Diggs, Human Resources Consultant; former HR Assistant Superintendent, San Juan USD
Michael Keebler, Human Resources Consultant; former State Trustee, Coachella USD

For the Curriculum Management Systems, Inc. – Pupil Achievement
William Streshly, Ph.D., Lead Auditor and Emeritus Professor of Educational Leadership, San Diego State University
James Scott, Ph.D., Educational Consultant and President, AAFTON Research and Media, Inc.
Penny Gray, Ph.D., Educational Consultant and Director, California Curriculum Management Systems, Inc.
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For School Services of California – Financial Management
John Gray, Associate Vice President, Management Consulting Services, SSC
Lewis Wiley, Jr., Director, Management Consulting Services, SSC

For MGT of America – Facilities Management
Jonathan Finley, Consultant, MGT of America
Dave Teater, Principal, MGT of America; Educational Facilities Specialist, Coleman Engineering; former Superintendent, Filer School District; former Partner and School Facilities Planner, The Matrix Group.

Summary of Principal Findings and Recommendations

In the last year, the district has made significant progress in addressing the recommendations of the <u>Assessment and Recovery Plan.</u>

Section Two of this report provides a more in-depth review of the progress made by the district in addressing the recommendations in the identified subset of standards reported in the January 2000 <u>Oakland Unified School District Assessment and Recovery Plan,</u> the September 2003 <u>Assessment and Recovery Plan Update,</u> and the subsequent five <u>Progress Reports</u>. The following is a summary of the general findings and recommendations that are presented in greater detail by operational area in Section Two of this report.

This November 2007 <u>Assessment and Recovery Plan, Fifth Progress Report</u> represents data collection and analysis at a specific point in time. FCMAT review teams visited the district in late September and October 2007. This report was presented to the Oakland Unified School District and Superintendent of Public Instruction on November 28, 2007.

GENERAL OVERVIEW

The Oakland Unified School District has been under state receivership since June 2003, and has been led by three appointed State Administrators during that time. Dr. Randolph Ward, appointed as State Administrator on June 16, 2003, left the district on August 11, 2006 to accept another position. Dr. Kimberly Statham, then Assistant Superintendent of Instruction, was appointed Interim State Administrator on August 14, 2006 and State Administrator on September 15, 2006. Dr. Statham left the district in September 2007 to accept another position, and Vincent Matthews, the district's Chief of Staff since May 1, 2007, was appointed interim State Administrator, effective September 24, 2007.

The district has undertaken a number of educational reform initiatives since June 2003. FCMAT, in its September 2006 report, cautioned the district to take some time to measure the effectiveness of the initiatives that had been implemented. The district's organization has been in a constant state of redesign, resulting in numerous changes in management, assigned functions and responsibilities, and levels of services. The lack of consistency in district leadership and management has affected the district's direction and the progress of the district's recovery. The district placed a strong emphasis on developing a market economy in which district office support services were to be purchased by the client schools. Results-Based Budgeting required site administrators to understand their sources of revenues and to allocate those revenues to staff their schools and purchase those district services that would lead to improved student performance. Concurrently, the district had promoted the small school concept, dividing campuses into several smaller schools, supporting small schools in "incubation," and encouraging the creation of charter schools, resulting in a further decline in the district's student enrollment. The reforms undertaken by the district have not always considered fiscal recovery as the primary goal. The number and speed of these reform efforts resulted in significant system changes with few written guidelines or operational procedures for management and staff to follow.

During its most recent visit in late September and early October 2007, the team noted that the district administration appears to have heeded the earlier cautions from the review team. The district seems to have curtailed the initiation of new programs and taken steps to assess the effectiveness of programs implemented earlier. The market economy approach has been tempered with the understanding that all students must have equitable access to basic core services and programs. Parameters have been established to guide the implementation of Results-Based Budgeting to better ensure that site revenues are used to provide equitable services and core programs at all sites and for all students. Operational procedures have been documented in writing and operational handbooks have been developed and are now in use by many staff. The team also noted that the district in the last year has made a serious effort to implement the recommendations in the Assessment and Recovery Plan, paying greater attention to detailing and documenting its efforts, than in previous assessment visits.

Stability in district leadership is critical. Many new staff members and managers were hired in the last four years to fill district office vacancies, many of them new to the district and new to school district operations. Most of the five operational areas monitored by FCMAT have had several new leaders since June 2003. Human Resources in particular has had numerous directors. Each new leader initiated new directions and goals, with new planning documents. Although plans were well-thought out, little implementation of the plans occurred with constant changes in leadership and direction. Progress toward recovery could not be made when plans constantly changed. For the first time since FCMAT began conducting these progress reviews, the team was able to meet with administrators in the personnel operational area who have been in their positions for more than a year. The continuity in personnel management has thus resulted in implementation of plans initiated last year, and growth and progress in this area.

Leadership in facilities management has been stable for more than five years, and progress has steadily increased. Leadership in the instructional area has been stable for two years. Three of the five members of the Strategy Team have been in their positions for two years. The most recent changes in leadership have occurred in the positions of State Administrator and Chief Financial Officer. These leadership changes could again mean changes in the district's direction, however, at the time of FCMAT's visit in October, there did not appear to be major changes being made in direction or operational procedures. Middle managers and directors appeared to be continuing to implement the directions and plans initiated by the Strategy Team and the previous State Administrator and CFO.

Currently, the district has significant long-term debt and has not yet remedied its previous pattern of deficit spending. In June 2003, the district requested $65 million of the $100 million state loan made available by the Legislature. The district requested the $35 million balance of the $100 million loan in June 2006. The district therefore has two long-term debts of $65 million and $35 million, each amortized over 20-year periods, requiring annual repayments. Expenditures exceeded revenues in the 2004-05, 2005-06 and 2006-07 fiscal years, and it is anticipated that this pattern will continue in the 2007-08 fiscal year. The district's student enrollment continues to decline, further decreasing the district's incoming revenues. Enrollment information provides the nexus for establishing projections for Average Daily Attendance (ADA) and staffing patterns. Enrollment projections are similar to probability statements and are dependent on historical data and future trends. Proper enrollment tracking, analysis and interpretation of demographic factors will assist the district in building a solid foundation for the budget. Enrollment decline is an area of significant concern for any district, as expenditures must be continually reduced to correspond to diminishing annual revenues.

Progress toward implementing the recommendations of the recovery plan has been made in all operational areas. Several operational areas have made sufficient progress for FCMAT to recommend to the Superintendent of Public Instruction (SPI) the consideration for their return to the authority of the local governing board. The area of Community Relations and Governance was returned to the district's governing board by the SPI on July 9, 2007. The areas of Personnel Management and Facilities Management now meet the established criteria and are being recommended by FCMAT for consideration by the SPI for return to local governance. The area of Pupil Achievement is a fraction away from meeting the criteria. Further progress in Pupil Achievement can be expected if the recently developed curriculum management plans are implemented as intended.

A summary of the progress made in each of the five school district operational areas is provided on the next several pages. Additional information is available in Section Two of this report where the individual standards identified for ongoing assessment are discussed in greater detail.

COMMUNITY RELATIONS AND GOVERNANCE

The board, administration, and staff of the Oakland Unified School District have continued to demonstrate progress in the area of Community Relations and Governance. In July 2007, the OUSD Governing Board entered into a memorandum of understanding with the California Department of Education that returned local governing authority in the area of Community Relations and Governance.

Over the past year, the board has been engaged in a long-term professional development program on coherent governance with an outside consultant. As part of this work, the board developed and adopted a series of policies that established expectations for board members, affirmed a protocol for board meetings, set goals for district results, and established criteria for the monitoring and evaluation of progress toward those goals. By establishing policy-making as the top priority for the board, and making these policies of coherent governance an integral part of board operations, the board is positioned to demonstrate its ability to continue to govern effectively.

Parents interviewed indicated that members of the board have been more visible in the community and more engaged in the work of the district in recent months. Parents also expressed their appreciation for the return of local governing authority in this area, as they believe that there is an opportunity for greater accountability to the community.

Communications

The district has continued to implement aspects of its strategic communications plan and has built on internal newsletters, mass e-mail distribution, and forums. The district has updated and standardized its logo and branding, incorporated the "Expect Success" campaign into all significant district communications, redesigned its Web site for ease of use, and implemented daily advisories as a way to reach out to the media proactively. The district has built on the success of its "Use Your Voice" survey of parents, students, district employees, and community members by conducting a follow-up survey. By analyzing survey data to judge the effectiveness of communications with parents and families, the district can better evaluate and monitor the effectiveness of its communication efforts.

The district has continued to provide principals with media training, and has sustained the strategy of providing daily media advisories. The communications staff has made an effort to improve the district's outreach to non-English media outlets and to increase advertising in non-English publications. Board members indicate their recognition that serving as a spokesperson on behalf of the district is different from presenting an individual point of view, a belief affirmed in the coherent governance policies adopted by the board.

Parent-Community Relations

The district has continued to augment its resources in the area of parent and family engagement. In particular, the district has built processes and provided structure to enhance the effectiveness of the District Advisory Committee (DAC) and the District English Language Advisory Committee (DELAC). By offering trainings, creating handbooks, setting expectations for roles, and providing guidance on how representatives from school sites can be conduits for two-way communications, the district has made progress in making these committees more relevant and more useful. Parents in the district also noted their satisfaction with the expanded role for parent involvement and community accountability through the creation of the Family and Community Office.

The district has continued the practice of mandatory school registration to ensure that parents are provided with information about school events and activities. Oakland Unified has employed the practice of scheduling multiple trainings for parents at different times and different locations, offering child care at no cost, and providing translation services to achieve these goals. The student handbook is available in five different language translations. In another organizational move designed to better engage the community, the Helpers Engaged in Reaching Oakland's Excelling Schools (HEROES) volunteer placement program has been made a part of the Community and Family Office.

The district has built and maintained an effective complaint process, operated through the Office of the Ombudsperson. Feedback provided by district parents about the role of the Ombudsperson is generally positive. The district is also making an effort to implement training to prevent complaints before they occur and to resolve complaints before they escalate. This year, training on the uniform complaint procedure and *Williams* lawsuit complaint procedure has also been provided to the DAC and DELAC, as well as to site principals.

Collaboratives/District Advisory Councils/School Site Councils

The district has sustained progress in the area of collaborating with community groups and businesses. The relationship developed with Oakland Community Organizations has been maintained in an effort to engage groups in districtwide programs as well as educational initiatives at individual school sites. In the past year, the district has hired additional student engagement and parent advisory specialists and parent liaisons, including Spanish, Chinese and Cambodian speakers, in an effort to enhance community and family involvement in district schools.

The district has continued to provide training and support to help parents elected to site and district councils understand their role and responsibilities. The handbooks for School Site Councils, the District Advisory Council, and the district and site English Learner Advisory Committees are provided in Spanish, Cambodian, Vietnamese, Mandarin and Cantonese. Based on observation, the current members of the DAC and DELAC generally have a better understanding of their role than the members of those committees did when the initial assessment was conducted in 2003. Both the DAC and DELAC use a model of representation where each school site sends a nominee to the district level to provide input and to consistently report back information to the site-level committees.

Policy

With the board of education having resumed authority in the area of policymaking in July, 14 new and revised policies have been adopted, demonstrating that policies that need revising or updating are regularly reviewed. These policies cover topics including field trips, work permits, immunizations, tuberculosis, charter schools, audits, open enrollment, and extracurricular and cocurricular activities. Additionally, the board has adopted 33 policies on coherent governance, covering four areas: board governance, board/CEO relationship, operational expectations, and results. The goal of these coherent governance policies is to establish clear protocols for the board to set policy direction at a high level, not to make choices regarding the details of specific district programs.

The district continues to utilize a systematic numbering and category system for adopted policies, and maintains the policies online. District policies reflect current law, and the two policies that need to be examined annually were reviewed and adopted during this school year.

Board Roles/Boardsmanship

During the past year, the board participated in a training program on coherent governance and developed policies and protocols to reflect agreement on the training. In general, parents indicated that members of the board have been more visible in the community and more engaged in the work of the district in recent months. Board members have demonstrated that they are able to make the distinction between presenting personal views as opposed to representing the board or the district. Individual members of the board participate in community events and school activities in their trustee areas. The board also provided specific direction to the district administration and staff that progress toward improvement on areas addressed by the FCMAT standards be made a priority for the district staff.

Board Meetings

Board meetings are generally perceived to be conducted in an efficient and professional manner. Meeting agendas include presentations on business and fiscal matters, progress being made toward the FCMAT standards, board policy, labor issues, and areas impacting student achievement. Parents indicated that they felt greater satisfaction at being able to raise issues to the board and to the State Administrator during board meetings than they had in the past. The board and State Administrator must continue to work closely together to ensure a successful transition of authority and stewardship of the district. As the governance capacity of the board is expanded, strong working relationships between the board and the administration should be maintained in order for thoughtful policy decisions to be made in the best interest of students in the district.

In Summary

The review of Community Relations and Governance includes the assessment of 26 selected professional and legal standards of performance. Of the 26 standards, 15 are partially implemented, with ratings between one and seven, and 11 standards are fully implemented with ratings of eight or better. The average rating of the subset of 26 standards in this operational area in September 2003 was **3.92** on a scale of 1 to 10 with 10 the highest score possible. The average rating in March 2004 was **4.54**, in September 2004 was **5.73**, in September 2005 was **6.42** and in September 2006 was **7.0**.

The ratings of the standards in this operational area, as of this November 28, 2007 progress report, average **7.27** and all identified standards have scores of four or greater. In September 2005 and September 2006, this area of school district operations met the criteria and was recommended for return to the authority of the local Governing Board. The Superintendent of Public Instruction returned this operational area to the district in a Memorandum of Understanding on July 9, 2007. This operational area continues to meet and exceed the established criteria.

PERSONNEL MANAGEMENT

The lack of consistent leadership in personnel management has been a major concern. For the first time since the FCMAT reviews began in 2003, the team met with the same personnel administrator that was present the previous year. The Human Resources Executive Officer has been in this position approximately 14 months and recently began a second school year in this leadership position. Five individuals occupied this position in the previous three years. In the past four years, the number of employees in the Human Resources office has also fluctuated greatly. Although there has been significant turnover among administrators and employees in the district's Human Resources Division, there are indications that the division currently provides continuity and stability of services to its clients.

The district started the school year with only 15 vacant certificated positions and utilized experienced district resource teachers to fill these vacancies as substitutes. This effort by Human Resources was an improvement over the previous year. There were also 56 unfilled classified positions, 19 of them at the school sites.

There has been considerable improvement in the daily operations of the Human Resources Support and Services Division, and staff members emphasize customer service and teamwork. With few exceptions, interviewees indicated that the HR staff is more responsive, respectful and customer-oriented. However, some concerns remain about lost paperwork and the need for greater technology use, particularly in processing vacancies online. Staff members also plan meetings that go beyond providing information, to offering team-building activities, staff training and specific target-dated activities.

At the time of FCMAT's latest visit, four collective bargaining units had completed contracts that expire on June 30, 2009: the Building and Construction Trades Council of Alameda County; Oakland Child Development and Paraprofessional Association Service Employees International Union (SEIU)/OCDPA; SEIU Local 1021; and the United Administrators of Oakland Schools (UAOS). Four other units completed contracts expiring on June 30, 2008: the American Federation of State, County, and Municipal Employees (AFSCME), Local 257; Oakland Education Association; Brotherhood of Teamsters, Warehouse Workers, Local 853; and Brotherhood of Teamsters, Auto Truck Drivers, Local 70. The district was also negotiating with the Oakland American Federation of Teachers, Local 771 (AFL-CIO). Recent developments resulted in the return of the school police officers employee group to the district. As a result, negotiations may occur while the contract that expired on June 30, 2003 is still in effect.

A significant district accomplishment is the completion of a position control system that is fully integrated with payroll. A major division accomplishment is the completion of desk manuals by all personnel staff members. The district's Pay Concern Committee continues to function effectively, addressing payroll-related issues and developing solutions for problem areas. Other areas that merit commendation include the district's mandatory reference checking and the well documented procedures used in classified recruitment and selection.

Areas that need continued attention include the refinement and implementation of the online operational procedures manual, clarification of the individual and/or department responsible for ensuring compliance with the Americans with Disabilities Act (ADA), updating Administrative Regulation 4032, and greater delegation of administrative responsibilities among members of the management team.

Organization, Planning and Communications

The Human Resources Support and Services Division has vision and mission statements as well as a comprehensive list of service standards that serve as goals. The study team was also provided with a set of beliefs for the division.

The division holds twice-monthly staff meetings for all team members, and one hour each day is set aside in the afternoon for the Executive Officer to meet with the office HR generalists. This leadership team develops the agenda and provides minutes at the end of the meeting. An annual calendar with monthly activities and necessary action is used for planning purposes. The planning calendar was prepared by the Executive Officer and is an effective document.

Employee Recruitment, Selection and Orientation

The district has established a Teacher Recruitment, Retention, Quality and Distribution Committee composed of representatives from the administration, Oakland Education Association (OEA), California Teachers Association (CTA) and UAOS. Through this committee, the district has created a new draft document to address teacher recruitment and retention from 2007 through 2012. The division maintains detailed information on all teacher recruitment activities, including the recruitment event, the number of people interviewed, the number of people hired from the event and the cost per hire. Data on teacher hiring was submitted to the Governing Board at the start of school and showed only 15 vacant positions. The district has established a reference checking system that allows hiring managers to fill out reference check forms online or on paper and submit them with their choices of candidates for hire.

Employee orientation is now a high priority for Human Resources. The division has new employee handbooks for substitute teachers, packets of information for regular teachers and a draft version of a new classified employee handbook.

Human Resources has developed detailed procedures to describe the classified selection process. The procedures are included in the electronic "Notebook" (eNotebook) that is made available to all selecting administrators. In addition, all certificated selecting administrators have received training on the procedures. Applicants have access to informational sheets that describe some aspects of the selection process. To ensure classified selection takes place in a timely manner, Human Resources has developed two performance standards that include posting a vacancy within 48 hours of receipt and processing a recommended hire within 14 work days.

Human Resources Operational Procedures and Use of Technology

The job descriptions newly updated by Human Resources and consultants have been revised to include legal standards on the Americans with Disabilities Act (ADA) and the Fair Labor Standards Act (FLSA). A flow chart has been developed to create a system to review new positions and develop new job descriptions. This system includes a meet-and-confer process with the appropriate bargaining unit leaders.

The Human Resources staff has been working on an online operational procedures manual that covers all critical areas of service in the office. The division has a large number of written procedures that will have to be reviewed for content, updated and formatted for the electronic version of the operational procedures manual. There is a significant amount of work ahead in this area.

The Human Resources office and the financial office have established a systematic process to meet and resolve payroll-related problems through the cross-functional pay concern team. Regular meetings with the staffs of both offices have led to the elimination of many problems. For example, the number of manually prepared checks was reduced from 43 in September 2006 to two in June 2007.

The division is utilizing a fully functional position control system that is integrated with payroll and allows only the budget office to establish positions. The system allows payment only for monthly employees who are placed in a budget-approved position. There are internal written procedures for this system, and all the staff has been trained to use them.

State and Federal Compliance, Staff Training and Evaluation/Due Process

The Human Resources Division has completed a major effort to update 230 classified job descriptions to reflect current Americans with Disabilities Act (ADA) requirements for identifying essential job tasks and related physical requirements. The staff has prepared written procedures for ensuring that job descriptions remain current and that new jobs are created within a structured process. The district is working collaboratively with the unions to ensure the smooth implementation of the updated job descriptions. It is anticipated that an update of the certificated school-based job classifications will take place during 2007-08.

Last year, Human Resources finished developing a set of comprehensive procedures, flow charts and forms to carry out Family Medical Leave Act (FMLA) requirements. All Human Resources staff members have received training in leave provisions and steps for requesting leave. Included in the procedures are the necessary steps to ensure FMLA leaves are coordinated with sick leave benefits.

The district has adopted detailed administrative regulations to implement the requirements of the ADA. Human Resources also has included appropriate legal questions for applications on disabilities.

The division is responsible for monitoring employee evaluations. Lists of teachers to be evaluated are sent to the work sites at the beginning of the school year. Human Resources provides the executive team with reports on the status of evaluations in January and September. An evaluation calendar and written guidelines for the evaluation of all employee groups are available to all district administrators and managers. Human Resources provides district administrators and managers with training sessions on employee performance. Mechanisms are in place to allow upper-level administration to follow up on employees who are not evaluated.

Employee/Employer Relations and Benefits

The Legal Services Division continues to handle employee/employer relations. The Labor Management and Employee Relations (LMER) office in Legal Services has a director and two administrators who serve in the areas of collective bargaining, grievances and arbitrations. The director meets with administrators to review the implications of tentative agreements before they are finalized. Following any settlement, the LMER posts the agreements online and orients administrators at meetings. Regular meetings with employee organization representatives are held to address problems as they arise.

In the past, the Risk Manager provided the strategy group with a written report on the district's workers' compensation program. These reports are helpful in maintaining focus on a controllable district program that consumes significant budget dollars. The Risk Management Department continues to operate an effective back-to-work, modified-duty program for injured workers. These programs are very important in achieving an early return to work for injured workers.

In Summary

The review of Personnel Management included the assessment of 25 selected professional and legal standards of performance. Of the 25 standards in this operational area, nine are fully implemented with ratings of eight or better, and 16 are partially implemented with ratings between one and seven.

The average rating of the subset of 25 standards in this operational area in September 2003 was **2.64** on a scale of 1 to 10 with 10 the highest score possible. The average rating in March 2004 was **2.80**, in September 2004 was **3.96**, in September 2005 was **4.56**, and in September 2006 was **5.20**. The ratings of the standards in this operational area, as of this November 28, 2007 progress report, average **6.60**. None of the 25 standards has a score less than four. It is recommended that the Superintendent of Public Instruction consider returning this operational area to the authority of the local Governing Board.

PUPIL ACHIEVEMENT

The Oakland Unified School District has made substantial gains during the past year toward implementing the Pupil Achievement recommendations of the Assessment and Recovery Plan, January 31, 2000. The departure of the State Administrator, Kimberly Statham, after only a year resulted in reshuffling key administrative positions. Nonetheless, the district leadership has managed to maintain stability and continue the district's progress. The top instructional leaders articulate a clear vision of where the district is headed. Moreover, faculty members and classified staff members in the district are aware of the district's vision and appear willing to work toward improving operations. Work continues to improve instructional program management based on the systematic use of data. Databases are growing and becoming more refined. The Results-Based Budgeting system has been fully implemented. As a consequence, budgeting of resources in the district appears to be increasingly results-based and curriculum-driven.

Control of Resources, Programs, and Personnel

New and revised board policies, along with the board-approved Curriculum, Instruction, and Assessment Management (CIAM) Plan, provide a clear operational framework for the management of curriculum. The policies clearly define the roles and responsibilities of the district and site staff relative to curriculum design and delivery, the expectation for consistency in curriculum design documents, and the linkage between the professional development of personnel and improved student achievement. Board policies adopted since April 2006 provide direction for the management of curriculum design and delivery, as well as periodic review, assessment, and evaluation of student performance and program effectiveness.

Sound planning in key areas of the district is evident, and the study team observed movement toward established goals as a result of this planning. The critical Curriculum, Instruction, and Assessment Management Plan outlines five strategic practices to be implemented over a five-year period to achieve established goals. Site planning is focused on the strategic goals of the district and is monitored by the district's Network Executive Officers.

The high expectations for students established through the "Expect Success" initiative have been well communicated through comprehensive reports to business partners, community service organizations, parents, and the educational community. In addition, regular reports to the board help promote a collective focus on student achievement.

Clear and Valid Objectives for Students

Four years ago, the district adopted several standards-based textbook series in lieu of developing formal curriculum guides. Initially, the district's need to rapidly reform its instructional operations made the adoption of a textbook-based curriculum a sound strategy. At grades 1 through 8, the textbooks approved by the state were more or less adequately aligned with the state's standards and the state's assessment instruments. High school texts were less adequately aligned, but were considered adequate by the study team if they were accompanied by California Standards maps. The staff addressed the inherent lack of focus of a textbook-based curriculum by developing pacing guides to give teachers the necessary specificity and direction.

Recently, the district reversed its position on formal curriculum guides. Over the summer, K-12 curriculum guides for mathematics were developed. Language arts curriculum guides are currently being developed, and there are plans to develop guides for science and history/social science. The pacing guides developed earlier are being aggressively revised to allow for greater differentiation of instruction to better meet the needs of the district's diverse student population.

During the 2005 on-site visit, none of the standards-based textbooks and scope and sequence documents analyzed by the study team contained enough information to enable teachers to develop complete and comprehensive work plans to guide their teaching. This year, nearly all of the revised documents and newly drafted curriculum guides reviewed by the study team were adequate. Of the 14 new mathematics guides developed over the summer, 11 or 78.5% met the criteria for adequacy.

The study team visited a cross-section sample of 204 classrooms in 20 schools across the district and observed that instruction continues to be increasingly focused on the California Standards. The lack of cohesion described in the 2000 Recovery Plan has been addressed.

When the study team compared English/language arts and mathematics instruction in district classrooms to the California Standards, 64.2 % of instruction observed in the classrooms was at grade level, 30.4 % were below grade level, 2.6 % were above grade level, and 2.9 % were not on standard. The highest percentage of instruction considered to be at grade-level was observed at the elementary schools (73.1%, up from 64% last year); the highest percentage of instruction considered to be below grade level was at the middle schools (44.2%, down from 54% last year). Overall, the focus and quality of the curriculum and instruction in the district has improved.

Program Development and Implementation

The newly adopted Certificated Professional Development Plan 2006-11 specifies that professional development decisions originate at the schools and are guided by district goals, districtwide strategic practices, and research on teacher development. The plan is linked to the strategic goals established in the Multi-year Academic Acceleration Plan (MAAP). Though not explicitly stated, these plans are complemented by staff development activities buil in to professional learning community (PLC) collaboration and reinforced by linkages with administrator and teacher appraisal processes. Taken together, these plans and procedures constitute clear and coherent direction for programs of profes-sional development for the district's teachers, administrators, supervisors, and support personnel.

The district has bolstered its efforts to comply with the recommended action in the exit report from the Comité, delivered in February 2005. At that time, an agreement was signed calling for the continued implementation and monitoring of programs to improve the education of English Language Learners. Progress has been made enforcing the provisions of this Voluntary Resolu-tion Plan, however, the budgeting process does not fully address the issues of equity at many of the schools. Staff development is voluntary and not all teachers are trained. The district needs to implement the placement and assessment plans for English-language learners and require that they be monitored at the school site level.

The leadership of the district's special education programs continues to address the priority prob-lems in the program. Numbers of overdue IEPs and triennials have been reduced, but remain high in spite of the district's efforts. As a result, numerous potential compliance issues within the programs remain.

The special education procedures manual was updated in 2007. Training for staff regarding compliance issues has been initiated. The number of nonpublic school placements has been reduced. Progress has been made toward recovering dollars lost due to inaccurate accounting and reporting. Progress has also been made addressing staffing in a definitive manner, reviewing nonpublic school placements, and reviewing transportation costs. A master plan for special education is in the process of being developed.

Use of Assessments to Improve Programs

The district's approach for building a comprehensive assessment system in English/Language Arts and Mathematics for grades pre-K to12 includes comprehensive and focused instructional support, technology, and professional development. The Multi-year Academic Acceleration Plan (MAAP) meets seventeen of twenty quality characteristics of a comprehensive assessment plan recommended in the Assessment and Recovery Plan, 2000. Network executive officers meet regularly with principals to discuss academic progress, and cross-functional teams have been formed to oversee MAAP and the assessment schedules for grades 2-11. The district continues to provide data disaggregated by race/ethnicity, gender, socioeconomic factors, and language. The data are available in useable formats to gauge operational performance and to improve instructional programs and decision making. The assessments, however, do not include all required subjects at all grade levels. The present focus is on reading/language arts and math.

Student achievement continues to be a major concern. California Standards Test scores are up slightly again this year, however, the district ranks near the bottom when comparing its 2007 Academic Performance Index (API) score (658) with other large urban school districts in the state. The district ranks higher when comparing one-year (2006-2007) API growth with the other urban districts. When considering three years of API score growth (57 points), the district has the distinction of being the most improved large urban school district in California. Nonetheless, student achievement based on STAR 2007 results continues to remain below state and district expectations.

The staff has taken actions and deployed resources to prevent students from failing the California High School Exit Examination (CAHSEE) on their first attempt. Eighth graders who are at risk of not passing are identified at the end of the eighth-grade year and provided interventions in the ninth and tenth grades. Ninth graders requiring assistance are placed in strategic Algebra and English courses that provide additional instructional time and appropriate interventions. Tenth-graders receive intensive reviews to prepare them to pass the CAHSEE on their first attempt. Extended sessions are provided for ELD and Special Education students. Summer acceleration and intervention programs are provided for academically at-risk ninth graders and for eleventh and twelfth-graders who have not passed one or both parts of the CAHSEE.

The district supports CAHSEE instruction with professional development, instructional resources, and communication with parents and the community. The High School Network communicated to all students and their parents about CAHSEE dates and the importance of passing. Combined scores from all scheduled CAHSEE exams in 2006-2007, however, were generally flat when compared with 2005-2006.

Improved Organizational Productivity

The Budget Planning Manual has been finalized and the Results-Based Budgeting (RBB) system is operational. Principals have received training for their expanded fiscal role. Most have developed their second results-based budget. The Budget Narrative Template offers the district's managers a systematic method to align their goals with their activities and consider the trade-offs associated with changes in the budget. A column is provided requiring the manager to enter a "justification." This encourages the budget-builder to consider the consequences of the proposed budget item.

The study team recognizes that the dynamics of RBB can result in increased productivity. However, the procedure must also include the more rigorous and defined processes which constitute cost-benefit analysis in order to achieve maximum educational productivity. The planning manual does not contain procedures for cost/benefits analysis, nor does it contain procedures and criteria for evaluating the consequences of eliminating programs. The study team also found no directives prohibiting school-based decisions that cause inequities among schools in course offerings, materials, and instructional practices. The RBB system has the potential to significantly increase the district's educational productivity, providing cost/benefit analysis is included in the decision-making process.

In Summary

The review of Pupil Achievement included the assessment of 30 selected professional and legal standards of performance. Of the 30 standards in this operational area, 28 standards are partially implemented with ratings between one and seven, and two are fully implemented with ratings of eight or better.

The average rating of the subset of 30 standards in this operational area in September 2003 was **2.47** on a scale of 1 to 10 with 10 the highest score possible. The average rating in March 2004 was **3.40**, in September 2004 was **4.20**, in September 2005 was **4.57**, and in September 2006 was **5.0**. The ratings of the standards in this operational area, as of this November 28, 2007 progress report, average **5.87**. None of the 30 standards has a score less than four. This operational area has not quite met the established criteria of an average of 6.0. However, if recently developed curriculum plans are implemented as intended, further progress is expected.

FINANCIAL MANAGEMENT

The Oakland Unified School District has made steady improvement in addressing the financial management standards during the last year. Unlike prior reviews, the district made an effort to document its progress on each standard. The district continues to make progress in developing and implementing a functional position control system by working with its business/human resources/administrative software vendor.

As the district works to address its structural budget problems, it has experienced turnover in its management and staff in both the Business and Personnel Departments. The district had been working to stabilize staffing in the Business Department. During the last review, the team found that stabilization had occurred. However, since that time, the district has had turnover in two key fiscal positions: the Chief Financial Officer position and the Budget Director position. In the past, staff turnover, coupled with the district's reorganization of virtually its entire management structure, resulted in a loss of management continuity. The district has filled the Chief Financial Officer position with a retired, experienced CBO on an interim basis.

The district continues to face several issues that make recovery challenging, and the issue of greatest concern has been the district's structural deficit and the need to reduce expenditures to the level that revenues will support. The district was able to close the 2006-07 fiscal year with its required 2% reserve for economic uncertainties. While the district has met its reserve requirement for 2006-07, its financial difficulties continue to be exacerbated by the district's steep and ongoing decline in enrollment. The enrollment decline by itself requires the district to reduce expenditures every year, in order to prevent the structural deficit from increasing. In periods where enrollment and ADA are flat or declining, the district must exercise extreme caution regarding budgetary issues such as negotiations, staffing and deficit spending to ensure its fiscal solvency. Diligent planning will enable the district to more clearly understand its financial objectives and strategies to sustain financial solvency.

Oakland Unified School District Enrollment
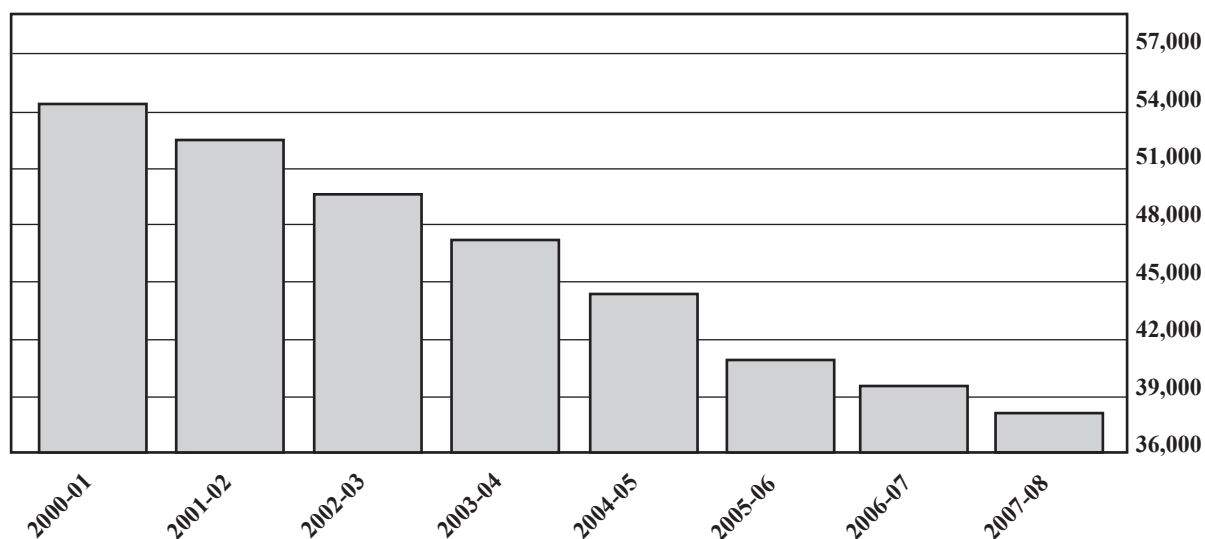
Year	District Enrollment
2000-01	54,024
2001-02	52,467
2002-03	50,424
2003-04	47,650
2004-05	44,925
2005-06	41,467
2006-07	39,854
2007-08	38,720

Source: *Figures for 2000-2007 are from Ed-Data (District enrollment does not include charter schools). Figure for 2007-08 is district reported.*

State Loan

Since the prior review, the district has made a draw down of the remaining $35 million left of the $100 million line of credit provided by the state as part of the initial emergency loan. The $35 million is currently residing in a separate account. The funds are not being used for ongoing operational expenses to aid in the district's fiscal recovery; however, the funds are available for operational purposes should the district's fiscal circumstances take a significant negative change. The district thus has two long-term debts to service, totaling $100 million, both draws amortized over 20-year periods.

Budget Development and Monitoring

The district's budget development process continues to be actively managed by the Budget and Finance departments. The oversight by management staff provides for some level of critical review and evaluation of budget information and assumptions. Further, it appears that the district is continuing to more effectively document its information and the basic assumptions used in building the budget.

The district utilizes the results-based budgeting (RBB) process, which shifts a significant amount of responsibility for site and department budgets to the site/department administrators. For the development of the 2007-08 site and district office budgets, the district is in its third year of using an online software tool that provides necessary revenue and expenditure information. Principals have been provided training, a user manual, and an online tutorial, and are specifically assigned fiscal staff to assist in the budgeting process.

Accounting Policies, Procedures, and Controls

The key to monitoring and controlling the budget is the ability to produce accurate and timely financial information. Accounting policies, procedures, and controls are the tools used by districts to ensure that transactions are processed timely and accurately, financial information is reported appropriately and is free from misstatement, and assets are protected from theft or misappropriation. The district has made some progress in improving its accounting processes by:

- Providing staff with relevant performance evaluations

- Improving staff capacity by revising job qualifications to require greater education and technical knowledge

- Providing staff training regarding the Standardized Account Code Structure (SACS) and year-end closing

- Providing resource materials for staff by providing a copy of the California School Accounting Manual (CSAM) to all accounting staff and formalizing its Business Services Guide

Management Information Systems

The most important tools in managing district finances are appropriate and effectively utilized management information systems. Integrated budget, financial, and personnel systems assist the district in preparing and monitoring its budget, projecting and controlling personnel costs, and recording and reporting accurate financial information in a timely manner. In the past, the district operated with antiquated and ineffective non-integrated systems. Insufficient management information systems have contributed to the lack of timely and accurate financial information, and undermined budgetary controls.

The online RBB budget tool continues to coordinate and integrate with the Human Resources system's position budgeting function to develop the 2007-08 budget. While currently the interface is only done during budget development, the district is working on also having the interface during the interim reporting periods. The district has developed reports and procedures to ensure that the interface functions properly and that only authorized positions with unique position numbers end up in the system of record in the financial system, Bi-Tech IFAS system.

Internal Audit Function

Progress has been made to address the deficiencies noted in the internal audit function. The district has implemented the general recommendation regarding the establishment of an audit committee and has established board policies that address the role of an audit committee.

The district has made progress on implementing the prior recommendation to establish an independent audit function to review and evaluate district programs and operations on an ongoing basis. The district has approved an Internal Auditor job description, but has yet to fill the position.

In Summary

The review of Financial Management included the assessment of 30 selected professional and legal standards of performance. All of the 30 standards in this operational area have been partially implemented.

The average rating of the subset of 30 standards in this operational area in September 2003 was **0.73** on a scale of 1 to 10 with 10 the highest score possible. The average rating in March 2004 was **2.00,** in September 2004 was **2.83**, in September 2005 was **3.10** and in September 2006 was **4.0**. The ratings of the standards in this operational area, as of this November 28, 2007 progress report, average **5.30**. Two of the 30 standards have a score less than four.

FACILITIES MANAGEMENT

The Oakland Unified School District (OUSD) Division of Facilities Planning & Management has continued to make great strides in the last year in the areas of creating policies and procedures, and implementing the recommendations of the identified subset of standards. The OUSD Division of Facilities Planning & Management either maintained or improved their scores on all but one standard from last year, showing a significant overall improvement. The review team commends the division for the documentation provided the team during the site visit and the effort and preparation obviously made throughout the year.

Custodial Services

The evaluations for custodial staff have been transferred back to the Custodial Services Department from the individual site administrators. The custodians will benefit from the technical expertise of the custodial supervisors for both formative and summative evaluations. Site administrators regularly conduct restroom and facilities evaluations (based on industry standards). The site administrators provide input to the custodial evaluation based on their first-hand experience and knowledge of the condition of their site restrooms and facilities.

In addition, the Custodial Services Department has fully communicated the industry cleaning standards to all custodial staff members, so the staff members understand the standards that will be used to evaluate them.

Buildings and Grounds

The Buildings and Grounds Department has made great progress in the two areas that the division had its lowest scores last year: preventative maintenance and planned program maintenance.

The department has created a "preventative maintenance team" of six full-time equivalents (FTEs) to conduct routine maintenance. The team consists of electricians, painters, and carpenters. In addition, the district purchased a new computerized maintenance management system (CMMS) software program with more robust capabilities than their previous system. The Buildings and Grounds Department enters work order data for all school sites, and the system automatically generates preventative maintenance work orders based on a preventative maintenance schedule, which will later become priority work orders.

The district has made significant progress on planned program maintenance. The Buildings and Grounds Department has created a five-year deferred maintenance plan, with categories including classroom lighting; electrical; floor covering; heating, ventilation and air conditioning (HVAC); painting; paving; plumbing; roofing; and wall systems. The new CMMS will be able to integrate inventory with equipment life expectancies, costs, and replacement schedules. This information will then be integrated with the capital planning document that also includes school construction and deferred maintenance projects.

However, the areas of preventative maintenance and planned program maintenance will need to be monitored in the coming years to ensure that the changes made in the last year are implemented as intended and become sustainable.

The score for the standard involving fire extinguishers was reduced from last year. Most fire extinguishers that were checked had tags that were older than one year or had no tags at all. Only one of seven fire extinguishers checked by the review team had a tag less than one year old, five extinguishers had tags older than one year, and one classroom did not have an extinguisher. The reduced rating is a result of fire extinguishers that were older than one year and/or missing.

Facilities Planning & Management Department

The Facilities Department continues to follow the Facilities Master Plan, which was completed in February 2006. The master plan provides the department with a data-driven list of project priorities, as well as specifications for high schools, middle schools, elementary schools, and small schools. The master plan is being implemented in the department to the degree that all new construction and renovations are dictated by the top priority projects listed in the master plan. The projects with the greatest need, which are determined by the data-driven criteria, are the first in line to be completed. The existence and use of these set documented procedures for prioritizing and distributing work is a great improvement.

In addition, deferred maintenance projects are now being coordinated between Facilities and Buildings and Grounds, and are being integrated with other capital construction projects. The department created a procedure for integrating deferred maintenance projects from Buildings and Grounds into the Facilities Department projects. If a Buildings and Grounds receives a work order that exceeds a certain dollar limit, the project is transferred to Facilities to be bid as an isolated project (such as roofing or paving). A smaller project may be incorporated into elements of a modernization project.

Facilities Operations

The stable leadership in the Facilities Division has benefitted the division. The Assistant Superintendent has been in the position since the beginning of the FCMAT review process and thoroughly understands what the department must accomplish to improve in the standards. In a district that has experienced such a high turnover of management staff, the Facilities Division has been an exception, and its leadership stability has resulted in steady incremental progress over time.

The district continues to make progress in addressing graffiti and vandalism. All three departments in the Division of Facilities Planning & Management are working to eradicate graffiti, and most graffiti is removed within five days. Efforts include the following strategies:

- A group of dedicated painters patrol the schools on a set schedule and visit the schools with the highest incidence of graffiti daily.
- Custodians remove small, vulgar, and gang-related graffiti from the school sites.
- Several schools have refinished their restrooms in ceramic tile from floor to ceiling, which eases graffiti cleanup. In addition, all restrooms in new construction projects planned for middle and high schools will have the ceramic tile in the restrooms.

The Facilities Department is also proactive in preventing graffiti. Each school is allotted a certain number of hours of graffiti removal by the Buildings and Grounds personnel. If a school does not use all the allotted hours for graffiti removal, Buildings and Grounds personnel use the remaining hours for school beautification, which may include painting classrooms or landscaping.

While the Facilities Department is working diligently to remove graffiti, it cannot abate graffiti and vandalism alone. A large amount of the graffiti and vandalism occurs inside buildings during school hours, and could be decreased by better staff supervision. Combating graffiti and vandalism should be a joint effort among the students, teachers, administrators, and parents. The Facilities Department can supplement this work by building graffiti-resistant restrooms and diligently painting over new graffiti, but the department cannot initiate the cultural change necessary within the schools to prevent the problem.

The division has greatly improved its management of utility costs and consumption. The division completed a second energy assessment with Pacific Gas and Electric (PG&E), and also hired a full-time Internal Resource Conservation Manager to monitor utility costs and consumption. In addition, the department has the custodial staff with several training sessions on energy savings and is considering a proposal to construct solar panels for 13 schools.

The division has also made great strides in its procedures for community use of facilities. The division conducted a second survey of several districts to compare current rates per hour for facilities use and employee costs. In addition, the department has continued to update the rental software program, and has created a handbook for the use of facilities by community organizations. The handbook includes the adopted board policy, administrative procedures, guidelines for use, frequently asked questions, school-site directories, and facility use applications and evaluation forms.

In Summary

The review of Facilities Management included the assessment of 25 selected professional and legal standards of performance. Of the 25 standards in this operational area, 13 are fully implemented with ratings of eight or better, and 12 are partially implemented with ratings between one and seven.

The average rating of the subset of 25 standards in this operational area in September 2003 was **1.46** on a scale of 1 to 10 with 10 the highest score possible. The average rating in March 2004 was **2.96,** in September 2004 was **3.58**, in September 2005 was **4.52** and in September 2006 was **5.80**. The ratings of the standards in this operational area, as of this November 28, 2007 progress report, average **7.08**. None of the 25 standards has a score less than four. It is recommended that the Superintendent of Public Instruction consider returning this operational area to the authority of the local governing board.

Returning the District to Local Governance

Several conditions need to be met for the district's eventual return to local governance. Senate Bill 39, Perata, Statutes of 2003, provided clarity, conditions and intent regarding the return of the designated legal rights, duties and powers to the Governing Board. The authority of the Superintendent of Public Instruction (SPI) and his administrator designee shall continue until the SPI determines that the conditions of subdivision (e) of SB 39 are satisfied. The Superintendent of Public Instruction has sole authority to decide when the return of legal rights, duties and powers to the Governing Board occurs.

SB 39 provides specific and direct responsibilities to FCMAT in assisting the Superintendent of Public Instruction and the Oakland Unified School District with recovery. These duties include the following:

1. FCMAT shall prepare an improvement plan for the Oakland Unified School District by updating the January 2000 comprehensive assessments and recovery plans of the district.
2. Based on the progress reports, FCMAT shall recommend to the Superintendent of Public Instruction those designated functional areas of school district operation that it determines are appropriate for the Governing Board of the school district to assume.
3. FCMAT shall file written status reports that reflect the progress the district is making in meeting the recommendations of the improvement plans.
4. FCMAT, after consultation with the state administrator, determines that for at least the immediately previous six months the district made substantial and sustained progress in the following functional areas:

   - Community Relations and Governance
   - Pupil Achievement
   - Financial Management
   - Personnel Procedures
   - Facilities Management

As required by SB 39, FCMAT updated the ratings of all of the standards assessed in the Oakland Unified School District Assessment and Recovery Plan developed for the district in January 2000. The Assessment and Recovery Plan Update completed in September 2003 provided the updated ratings for all of the standards and also included the assessment of several additional standards that became applicable subsequent to the initial assessment conducted in 2000.

The September 2003 Assessment and Recovery Plan Update also identified criteria and provided an implementation plan, based upon a smaller subset of standards, for the district's recovery. FCMAT selected the subset of standards to be targeted for the ongoing six-month progress reports in collaboration with the California Department of Education (CDE) and the appointed State Administrator. The standards were selected as having the most probability to assist the district with recovery. The selected standards are identified in the Tables of Standards in Section Two of this report. A descriptive narrative of the progress made in addressing the recommendations of each of the selected standards is also provided in Section Two of this report.

The September 2003 <u>Assessment and Recovery Plan Update</u> reported updated scaled scores for all of the standards to provide an accurate measure of the district's status regarding recovery at that time. Each standard was measured for completeness and a relative scaled score from zero (not met) to 10 (fully met) was applied. An average of the scores of the selected subset of standards in each operational area was determined. The averages of the scaled scores reported in September 2003 became the baseline of data against which the district's progress could be measured over time. Progress reports issued in March 2004, September 2004, September 2005, September 2006, and this November 2007 report, indicated the district's progress in implementing the recommendations in the identified subset of standards.

The Oakland Unified School District is not required to reach a scaled score of 10 in every selected standard, but the district is expected to make steady progress that can be sustained, as substantial and sustained progress is a requirement of SB 39. It is reasonable to expect that the district can reach an average rating of at least a six in each of the five operational areas identified in SB 39. In collaboration with the California Department of Education, FCMAT established the following criteria to measure the district's progress. When the average score of the subset of standards in a functional area reaches a level of six, and it is considered to be substantial and sustainable, and no individual standard in the subset is below a four, FCMAT will recommend to the Superintendent of Public Instruction that this particular condition of SB 39 has been met and that this operational area could be returned to the Governing Board. The final authority to return governance authority to the district board lies with the Superintendent of Public Instruction.

Senate Bill 39 suggests an incremental return of powers to the district. Subject to progress, a functional area of school district operations may be recommended for return to the Governing Board of the school district by the SPI. The ultimate return of legal rights, duties and powers is based upon the SPI's concurrence with the assessment of his administrator designee and FCMAT that the future compliance by the district with the improvement plans and the multiyear financial recovery plan is probable.

Implementation Plan

FCMAT updated and assessed 416 professional and legal standards for the September 30, 2003 Recovery Plan Update, providing an in-depth review of 138 of these standards in five operational areas. Based on this work, a subset of standards in each operational area was identified to assist the district in successfully achieving recovery and return to local governance. This subset of standards has become the focus of the ongoing progress reviews conducted in the district. Although all professional and legal standards utilized in the comprehensive assessment process are important to any district's success, focusing on this identified subset of standards will enable the Oakland Unified School District to more quickly achieve a return to local governance.

FCMAT, in collaboration with the California Department of Education and the State Administrator, identified the following subset of standards in the five operational areas to be reviewed during each periodic progress review.

> 26 standards in Community Relations and Governance
> 25 standards in Personnel Management
> 30 standards in Pupil Achievement
> 30 standards in Financial Management
> 25 standards in Facilities Management

These standards are addressed in-depth in each of the five operational areas in Section Two of this report. They are also identified in bold print in the Table of Standards displayed at the end of each operational area section.

In collaboration with the California Department of Education, FCMAT established the following criteria to measure the district's progress. When the average score of the subset of standards in an operational area reaches a level of six and it is considered to be substantial and sustainable, and no individual standard in the subset is below a four, FCMAT will recommend to the Superintendent of Public Instruction (SPI) that this particular condition of SB 39 has been met and that this operational area could be returned to the Governing Board.

Subject to progress, functional areas of school district operations may be recommended for return on an incremental basis to the Governing Board of the school district by the SPI. The ultimate return of legal rights, duties and powers will be based upon the SPI's concurrence with the assessment of his administrator designee and FCMAT that the future compliance by the district with the improvement plans and the multiyear financial recovery plan is probable.

September 30, 2003 <u>Assessment and Recovery Plan Update</u> Report:
Community Relations/Governance: average rating **3.92**, with **6** standards under a 4.
Personnel Management: average rating **2.64**, with **15** standards under a 4.
Pupil Achievement: average rating **2.47**, with **25** standards under a 4.
Financial Management: average rating **0.73**, with **29** standards under a 4.
Facilities Management: average rating **1.46**, with **23** standards under a 4.

March 30, 2004 <u>First Six-Month Progress Report</u>:
Community Relations/Governance: average rating **4.54**, with **3** standards under a 4.
Personnel Management: average rating **2.80**, with **15** standards under a 4.
Pupil Achievement: average rating **3.40**, with **17** standards under a 4.
Financial Management: average rating **2.00**, with **29** standards under a 4.
Facilities Management: average rating **2.96**, with **17** standards under a 4.

September 30, 2004 <u>Second Six-Month Progress Report</u>:
Community Relations/Governance: average rating **5.73**, with **1** standard under a 4.
Personnel Management: average rating **3.96**, with **9** standards under a 4.
Pupil Achievement: average rating **4.20**, with **6** standards under a 4.
Financial Management: average rating **2.83**, with **25** standards under a 4.
Facilities Management: average rating **3.58**, with **10** standards under a 4.

September 30, 2005 <u>Third Progress Report</u>:
Community Relations/Governance: average rating **6.42**, with **0** standards under a 4.
Personnel Management: average rating **4.56**, with **5** standards under a 4.
Pupil Achievement: average rating **4.57**, with **4** standards under a 4.
Financial Management: average rating **3.10**, with **20** standards under a 4.
Facilities Management: average rating **4.52**, with **4** standards under a 4.

September 30, 2006 <u>Fourth Progress Report</u>:
Community Relations/Governance: average rating **7.00**, with **0** standards under a 4.
Personnel Management: average rating **5.20**, with **4** standards under a 4.
Pupil Achievement: average rating **5.00**, with **2** standards under a 4.
Financial Management: average rating **4.00**, with **7** standards under a 4.
Facilities Management: average rating **5.80**, with **2** standards under a 4.

November 28, 2007 <u>Fifth Progress Report</u>:
The average of the subset of standards in each operational area as of this November 28, 2007 report is indicated below. These averages can be compared to the averages reported in the previous reports to determine the progress made by the district over time, and in the interval since the last report was issued in September 2006.

Community Relations/Governance: average rating **7.27**, with **0** standards under a 4.
Personnel Management: average rating **6.60**, with **0** standards under a 4.
Pupil Achievement: average rating **5.87**, with **0** standards under a 4.
Financial Management: average rating **5.30**, with **2** standards under a 4.
Facilities Management: average rating **7.08**, with **0** standards under a 4.

The district continues to make progress in all five operational areas.

AVERAGE OF RATINGS OVER TIME

Operational Area	Average Rating Sept 2003	Average Rating Mar 2004	Average Rating Sept 2004	Average Rating Sept 2005	Average Rating Sept 2006	Average Rating Nov 2007
Comm. Relations & Governance	3.92	4.54	5.73	6.42	7.00	**7.27**
Personnel Management	2.64	2.80	3.96	4.56	5.20	**6.60**
Pupil Achievement	2.47	3.40	4.20	4.57	5.00	**5.87**
Financial Management	0.73	2.00	2.83	3.10	4.00	**5.30**
Facilities Management	1.46	2.96	3.58	4.52	5.80	**7.08**

NUMBER OF STANDARDS SCORING LESS THAN 4 ON A 10-POINT SCALE

Operational Area	Stds < 4 Sept 2003	Stds < 4 Mar 2004	Stds < 4 Sept 2004	Stds <4 Sept 2005	Stds <4 Sept 2006	Stds <4 Nov 2007
Comm. Relations & Governance	6	3	1	0	0	**0**
Personnel Management	15	15	9	5	4	**0**
Pupil Achievement	25	17	6	4	2	**0**
Financial Management	29	29	25	20	7	**2**
Facilities Management	23	17	10	4	2	**0**

Incremental Return of Legal Rights, Duties and Powers to the Governing Board

The operational area of Community Relations and Governance continues to meet the criteria of an average of 6.0 or greater with no individual standard less than a four. The ratings of the standards in this operational area average 7.27 and all identified standards have scores of four or greater.

The operational areas of Personnel Management and Facilities Management have met the criteria of an average of 6.0 or greater with no individual standard less than a four. FCMAT has determined that these areas of school district operations are appropriate for the governing board of the Oakland Unified School District to assume. FCMAT recommends to the Superintendent of Public Instruction that consideration be given to the return of these operational areas to the district governing board.

The area of Pupil Achievement, with an average of 5.87, is a fraction away from meeting the established criteria of 6.0. Further progress can be expected if the district's newly developed curriculum management plans are implemented as intended.

Continuing Assessment Reports

Senate Bill 39 required FCMAT to conduct ongoing monitoring reports through September 2004. Assembly Bill 2525 provided authorization for FCMAT to conduct an annual monitoring report for the district in September 2005. Language in the 2006 State Budget Act provided authorization for FCMAT to utilize any of its own existing fund balances to conduct the report for September 2006. Funds were made available in the 2007-08 State Budget Act for FCMAT to conduct this November 2007 progress report. FCMAT will continue to respond to the requests of either the district or the legislature for continued monitoring of the district's progress for the district's full return to local governance.

Background of FCMAT's Involvement in the District

The information presented here chronologically summarizes FCMAT's involvement with the Oakland Unified School District beginning in spring 1999.

Oakland USD Assessment and Recovery Plan, January 31, 2000

On April 14, 1999 the Oakland Unified School District Board of Directors voted unanimously to ask for a comprehensive audit from the Fiscal Crisis and Management Assistance Team. The vote was contingent upon Senator Don Perata acquiring funds from the state legislature to conduct the study. Assembly Bill 1115 allocated $750,000 to FCMAT to conduct the comprehensive assessment for the district in five major operational areas.

FCMAT utilized a Request for Applications (RFA) process to identify competent agencies in California to assist with the comprehensive assessment. The agencies selected to assist in the process were:

- California School Boards Association (CSBA) – Community Relations and Governance
- Schromm and Associates – Personnel Management
- California Curriculum Management Audit Center (CCMAC), an affiliate of the Association of California School Administrators (ACSA) – Pupil Achievement (CCMAC is now Curriculum Management Systems, Inc.)
- School Services of California – Financial Management
- MGT of America – Facilities Management

After months of field work in the district, the FCMAT comprehensive assessment was presented to the district on January 31, 2000 under title Oakland Unified School District Assessment and Recovery Plans. The report provided an assessment of 379 professional and legal standards in five operational areas, and rated each standard on a scale of 1 (not implemented) to 10 (fully implemented, sustained) as to their relative status of completeness.

Neither the Oakland Board of Directors nor Assembly Bill 1115 requested or required any subsequent monitoring of the district's work to implement the recommendations contained in the Assessment and Recovery Plan. However, in the report FCMAT identified several key standards in each operational area that the district should focus on during the first six months following the presentation of the report.

Follow-Up Report for Oakland Unified School District, March 9, 2000

On March 9, 2000 FCMAT provided the Oakland Unified Superintendent with a follow-up report on several areas of district operations. This report, in the form of a management letter, was sent as FCMAT was concerned about the district's ability to fund multiyear contractual agreements. This follow-up report addressed several fiscal and operational issues and made several recommendations for improvement, including the following: the need for the district to decrease staff when enrollment decreases; reconcile payroll records to position control records; begin to address the 2000-01 budget shortfall that would occur if reductions were not made; prepare multiyear financial projections relative to any district negotiated bargaining agreements; adopt a consistent method of reporting charter school enrollment; monitor student attendance systems; monitor the budget to actual expenditures on a regular basis.

Oakland Unified SELPA Review, September 13, 2000

In March 2000 FCMAT was invited by the Oakland Unified School District Superintendent to conduct a review and analysis of the district's special education programs, services and administrative support structure. The review included the areas of the budget, staffing levels, programs offered, student population, student performance and achievement, program compliance, student discipline, and facilities. The district further requested that FCMAT focus on the additional areas of the management information systems, transportation, non-public school placement (NPS), student assessment and student study teams, teacher recruitment and support, certificated staff credential status, class size and caseload, 504 accommodation, revenue maximization, service delivery structure, and administrative support structure.

The Management Assistance SELPA Review for the Oakland USD was provided to the district on September 13, 2000. The report noted that the district had numerous unresolved compliance issues and that 30 percent of students had overdue IEPs or triennial assessments. The special education program encroached significantly on the district's general operating fund, far exceeding the statewide average, and strategies to contain costs had not been implemented. The district was making significant expenditures in the area of nonpublic school placements.

FCMAT was not requested to provide additional assistance or to conduct any follow-up reviews of the district's efforts to implement the recommendations in the special education SELPA review.

Alameda COE Appointed Fiscal Advisor

In October 2002, the Alameda County Superintendent of Schools requested FCMAT to provide management assistance to the Oakland Unified School District. On October 11, 2002, the county office disapproved the district's 2002-03 budget, declared a "lack of going concern" and appointed FCMAT as the county office's fiscal advisor to the district.

The County Superintendent also requested the FCMAT Board of Directors to declare that a fiscal emergency existed in the district under Education Code Section 42127.8(e). On October 20, 2002, the FCMAT Board, after hearing testimony on the district's fiscal condition, took action declaring that a fiscal emergency existed in the Oakland Unified School District. This action by the FCMAT board allowed FCMAT to direct its resources to assist the district and enabled FCMAT to assign fiscal and technology staff to provide hands-on assistance to district personnel in the business office and with the district's data-management systems. The district was unable to close its books for the 2001-02 fiscal year. Working daily in the district, FCMAT ultimately assisted the district in closing the 2001-02 fiscal books and developing the budget for fiscal year 2002-03. FCMAT also subsequently assisted the district in developing the 2003-04 budget.

The district's ending fund balance for 2001-02 was a negative $31 million. FCMAT initially projected a negative ending fund balance for 2002-03 of more than $70 million including all of the components of fund balance. The 2 percent reserve requirement for 2002-03 of approximately $8 million was not budgeted. FCMAT concluded that the district would require an emergency loan to address the budget issues accumulated in the 2001-02 and 2002-03 fiscal years and expected to continue into the 2003-04 fiscal year. FCMAT, the Alameda COE and the Oakland USD ultimately determined that the district may need an emergency loan in the amount of $100 million.

At a special board meeting on January 22, 2003, the Oakland Unified Board of Directors considered Board Resolution No. 0203-0143 requesting a state emergency loan in an amount to be determined by FCMAT as the county appointed Fiscal Advisor. That resolution failed. Board Resolution No. 0203-0140 providing for a state loan, the appointment of a State Trustee, and other provisions, was subsequently passed by the board. On February 20, 2003 Senator Don Perata requested the Oakland Unified Board of Directors to submit a formal request for a specific loan amount by April 2, 2003 for inclusion in a bill that he would carry to the legislature. On March 27, 2003 the Oakland Unified Board of Directors approved Board Resolution No. 02030226 requesting a state emergency loan in the amount of $100 million.

State Administration of the Oakland USD

On May 30, 2003 the Governor signed Senate Bill 39 (Perata) into law. The bill appropriated $100 million as an emergency loan to the Oakland Unified School District. The bill required the Superintendent of Public Instruction to assume all the legal rights, duties and powers of the Governing Board of the Oakland Unified School District and to appoint an administrator to act on his behalf in the school district.

The bill further required FCMAT to prepare an improvement plan for the school district by updating the comprehensive Oakland Unified School District Assessment and Recovery Plan developed by FCMAT for the district in January 2000, and to report on the implementation of the improvement plan beginning in September 2003 and continuing with six-month progress reports in March 2004 and September 2004.

A state administrator was appointed to the district effective June 16, 2004. The state administrator requested fiscal assistance from FCMAT for the district's finance department. Beginning July 1, 2003, one full-time equivalent staff member on loan from FCMAT, under the direction of the State Administrator, provided on-site assistance and training for the finance department staff and served as a senior fiscal manager for the district. This FCMAT on-site assistance ended on June 30, 2004.

July 1, 2003 Report to the Superintendent of Public Instruction

FCMAT prepared a report for the Superintendent of Public Instruction (SPI) on July 1, 2003 indicating that the January 2000 Assessment and Recovery Plan developed for Oakland Unified remained a viable plan of improvement, but that the professional and legal standards first assessed in January 2000 needed to be "re-benched" in order to provide the new baseline data needed to determine progress made by the district over time.

FCMAT's general review of the Assessment and Recovery Plan indicated that the findings and recommendations identified in January 2000 were still applicable to the district's recovery. However, new standards, not developed or included in January 2000, were now applicable to the district's recovery and needed to be included and assessed. Scaled scores assigned to standards in January 2000 were not indicative of progress that may have occurred in the intervening years and were in need of revision.

FCMAT's July 1, 2003 report to the SPI described the process FCMAT would employ to update the January 2000 <u>Assessment and Recovery Plan</u> in the two months remaining before the September 2003 deadline in the legislation. FCMAT successfully reconvened the study team members who participated in the initial <u>Assessment and Recovery Plan</u> to assist with the ongoing assessment of the district's progress since that time. FCMAT study teams conducted their work in the district during August and September 2003.

Assessment and Recovery Plan Update, September 2003

Senate Bill 39 required that FCMAT prepare an improvement plan for the school district by updating the comprehensive <u>Oakland Unified School District Assessment and Recovery Plan</u> developed in January 2000. FCMAT was required to report on the implementation of the improvement plan beginning in September 2003 and continuing with six-month progress reports in March 2004 and September 2004.

The <u>Oakland USD Assessment and Recovery Plan Update</u>, provided on September 30, 2003, provided the Oakland Unified School District with the results of FCMAT's systematic, comprehensive assessment in five areas of district operations:

> Community Relations and Governance
> Personnel Management
> Pupil Achievement
> Financial Management
> Facilities Management

The report reviewed all of the original standards assessed in the January 2000 report, added new standards that had since become applicable, and provided current rating scores for each of the standards. Several selected standards were reviewed in-depth and findings and recommendations developed to provide guidance to the district for implementing the standards.

In collaboration with the California Department of Education and the State Administrator, FCMAT identified a subset of the professional and legal standards to address in follow-up six-month progress reviews. These standards were identified to assist the district to focus on a fewer number of standards with the most probability that, if addressed successfully, would lead to the district's recovery.

FCMAT's updated assessment of the Oakland Unified School District indicated that the district continued having difficulty meeting many of the basic legal and professional standards. The report noted that many of the issues identified in the updated report could not be remedied in a short period of time, and many of them would require collaboration with community and employee groups.

First Six-Month Progress Report, March 2004

In January and February 2004, FCMAT study teams conducted several visitations to the district office and various school sites, reviewed documents, and interviewed district staff, advisory board members, parents, students and community members to assess the district's progress in addressing the recommendations of the <u>Assessment and Recovery Plan</u>.

A FCMAT representative also attended several community forums to solicit community input first hand and to further explain FCMAT's role in the district's recovery process. A FCMAT representative also participated in regular status meetings with the district, Alameda County Office of Education, and the California Department of Education.

Second Six-Month Progress Report, September 2004

In May, August and September 2004, FCMAT study teams visited the district and various school sites, reviewed documents prepared by the district staff, interviewed district staff, advisory board members, parents, students and community members to assess the district's progress in addressing the recommendations of the identified subset of standards in the Assessment and Recovery Plan in the six-month period since the March 2004 report.

Third Progress Report, September 2005

Senate Bill 39 required FCMAT to conduct ongoing monitoring reports for the Oakland Unified School District only through September 2004. As the California Department of Education desired that FCMAT continue to monitor the district's progress for the district's eventual return to local governance, Assembly Bill 2525, Chaptered on September 29, 2004, provided authorization for FCMAT to utilize any of its own 2003-04 unexpended funds to develop an annual progress report for the Oakland USD.

A progress report was issued September 30, 2005 and recommended the return to local governance of the operational area of Community Relations and Governance.

Fourth Progress Report, September 2006

Language in the 2006 State Budget Act authorized FCMAT to utilize any of its unexpended fund balances from previous appropriations to conduct an annual progress report for the Oakland Unified School District. The district continued to make modest progress in addressing the recommendations of the identified subset of standards in all operational areas, and had maintained the progress made in the operational area of Community Relations and Governance. FCMAT again recommended the return to local governance of the operational area of Community Relations and Governance.

The operational area of Community Relations and Governance was returned to the governance of the district's governing board by the Superintendent of Public Instruction on July 9, 2007.

Fifth Progress Report, November 2007

The 2007-08 State Budget Act made funds available to FCMAT to conduct comprehensive reviews of three school districts under state receivership: Oakland USD, Vallejo City USD and West Fresno ESD. FCMAT teams began their on site field work in the Oakland USD in late September and early October. The district had developed written guidelines to systematize operational procedures, had maintained continuity in management/leadership in two divisions, and demonstrated significant progress in all operational areas since the team's visit in the prior year. Although a new Interim Superintendent, the third since state receivership was implemented in June 2003, had been appointed in September 2007, and a new Chief Financial Officer had been appointed in July 2007, district directions and procedural guidelines enacted under the previous two state administrators and the previous CFO were progressing.

The operational areas of Personnel Management and Facilities Management have met the identified criteria for considered return to local governance. FCMAT recommends to the SPI the consideration of the return of these two operational areas to the governance of the district's Governing Board.

The operational area of Pupil Achievement is a fraction away from achieving the identified criteria for considered return to local governance. Further progress can be expected if the recently developed curriculum management plans are implemented as intended.

Community
Relations
& Governance

COMMUNITY RELATIONS AND GOVERNANCE
Summary of Findings and Recommendations

The board, administration, and staff of the Oakland Unified School District have continued to demonstrate progress in the operational area of Community Relations and Governance. In July 2007, the board entered into a memorandum of understanding with the California Department of Education that returned local governing authority in this area. Since the last report, the board has set specific direction for district administration to devote additional staff resources to areas highlighted as needing improvement in the FCMAT progress report, and has received regular updates provided by staff at board meetings.

Over the past year, the board has been engaged in a long-term professional development program on coherent governance with an outside consultant. As part of this work, the board developed and adopted a series of policies that established expectations for board members, affirmed a protocol for board meetings, set goals for district results, and established criteria for the monitoring and evaluation of progress toward those goals. By establishing policymaking as the top priority for the board, and making these policies of coherent governance an integral part of board operations, the board is positioned to demonstrate its ability to continue to govern effectively.

Parents interviewed indicated that board members have been more visible in the community and more engaged in the work of the district in recent months. Parents also expressed their appreciation for the return of local governing authority in this area, as they believe that there is an opportunity for greater accountability to the community.

The district has continued to augment its resources for parent and family engagement. In particular, the district has built processes and provided structure to enhance the effectiveness of the District Advisory Committee (DAC) and the District English Language Advisory Committee (DELAC). By offering trainings, creating handbooks, setting expectations for roles, and providing guidance on how representatives from school sites can be a conduit for two-way communications, the district has progressed in making these committees more relevant and more useful. District parents noted their satisfaction with the expanded role for parent involvement and community accountability through the creation of the Family and Community Office.

The additional staff working on community engagement is charged with enhancing outreach to parents of different language groups, particularly in Asian communities. The personnel responsible for student testing and placement, school options, volunteerism, and transitional families are part of the Family and Community Office, in an effort to better coordinate services and enhance communications. Communicating to parents about the structure of the office and the ways in which it can support and assist families will be a critical piece of its ongoing success. The district staff has also maintained relationships with the faith-based community in Oakland, local businesses and community groups, in addition to regional and national foundations.

The district continues to use its strategic communications plan as the framework for the improved dissemination of information. The district has updated and standardized its logo and branding, incorporated the Expect Success campaign into all significant district communications, redesigned its Web site for ease of use, and implemented daily advisories as a way to proactively reach out to the media. The district has built upon the success of its Use Your Voice survey of parents, students,

district employees, and community members by conducting a follow-up survey. By analyzing survey data to judge the effectiveness of communications with parents and families, the district can better evaluate and monitor the effectiveness of its communication efforts.

Communications

Communication has sustained improvement. The district has continued to implement aspects of its strategic communications plan and has built upon internal newsletters, e-mail notices, and forums. Oakland USD has continued to conduct an annual survey of students, parents and guardians, employees and community members. This collection of feedback and data should be made routine as a means of monitoring the effectiveness of communications efforts and to provide an opportunity to track and compare data over time. The district has continued to provide principals with media training, and has sustained the strategy of providing daily media advisories. The communications staff has made an effort to improve the district's outreach to non-English media outlets and to increase advertising in non-English publications. District spokespersons and their roles are clearly identified. Board members indicate their recognition that serving as a spokesperson on the district's behalf is different from presenting an individual point of view, a belief affirmed in the coherent governance policies adopted by the board.

Parent-Community Relations

The district has continued to implement additional means of engaging parents, families and the greater Oakland community. While finding ways to enhance outreach is a challenge for most school districts in California, it can be particularly difficult in large, diverse and multilingual districts such as Oakland USD. The district has continued mandatory registration to ensure that parents are provided with information about school events and activities. The district continues to promote its "Expect Success" campaign on all marketing and communications materials. The goal of the campaign is to improve student achievement through parent and family involvement in the schools and to engage parents who are typically underrepresented and/or disenfranchised. The district has scheduled multiple trainings for parents at different times and different locations, offering childcare at no cost, and providing translation services to achieve these goals. The student handbook is available in five different language translations. In another organizational move designed to better engage the community, the Helpers Engaged in Reaching Oakland's Excelling Schools (HEROES) volunteer placement program has been made a part of the Community and Family Office.

The district has built and maintained an effective complaint process, operated through the Office of the Ombudsperson. Feedback provided by district parents about the role of the Ombudsperson is generally positive. The district is also making an effort to implement training to prevent complaints before they occur and to resolve complaints before they are escalated. This year, training on the uniform complaint procedure and *Williams* lawsuit complaint procedure has also been provided to the DAC and DELAC, as well as to site principals.

Collaboratives/District Advisory Councils/School Site Councils

The district has sustained progress in collaborating with community groups and businesses. The relationship developed with Oakland Community Organizations has been maintained in an effort to engage groups in district-wide programs as well as educational initiatives at individual school sites. In the past year, the district has hired additional student engagement and parent advisory specialists and parent liaisons, including Spanish, Chinese and Cambodian speakers, in an effort to enhance community and family involvement in district schools.

The district has continued to provide training and support to help parents elected to site and district councils to understand their role and responsibilities. Parents cite a need for even more training, and the district has made strides to offer the trainings multiple times, at different sites and at different times, and provided translation services and childcare. The handbooks for School Site Councils, the District Advisory Council, and the district and site English Learner Advisory Committees are provided in Spanish, Cambodian, Vietnamese, Mandarin and Cantonese. Based on observation, the current members of the DAC and DELAC generally have a better understanding of their role than the members of those committees did when the initial assessment was conducted in 2003. Both the DAC and DELAC use a model of representation where each school site sends a nominee to the district level to provide input and to consistently report back information to the site-level committees.

As additional capacity to fulfill the duties of these committees is developed by parent representatives, the district should also continue to encourage greater ethnic diversity, including parents speaking Asian languages. The district should ensure that training for parents and principals is not only provided on roles and responsibilities, but also on the use and analysis of data, statistics, and budgets.

Policy
With the board of education having resumed policymaking authority in July, 14 new and revised policies have been adopted, demonstrating that policies that need revising or updating are regularly reviewed. These policies cover topics including field trips, work permits, immunizations, tuberculosis, charter schools, audits, open enrollment, and extracurricular and cocurricular activities. Additionally, the board has adopted 33 policies on coherent governance, covering four areas: board governance, board/CEO relationship, operational expectations, and results. The goal of these coherent governance policies is to establish clear protocols for the board to set policy direction at a high level, not to make choices regarding the details of specific district programs.

The district continues to utilize a systematic numbering and category system for adopted policies, and maintains the policies online. District policies reflect current law, and the two policies that need to be examined annually were reviewed and adopted during this school year.

Board Roles/Boardsmanship
During the past year, the board participated in a training program on coherent governance and developed policies and protocols that reflect the training. These policies established expectations for board members, affirmed a protocol for board meetings, set goals for district results, and established criteria for the monitoring and evaluation of progress toward those goals. By establishing policymaking as the top priority and making these policies of coherent governance an integral part of board operations, the board will be able to demonstrate its ability to continue to govern effectively. Even in the situation where an individual trustee was censured by the board, the board relied upon the protocols set forth in the coherent governance policies to take unambiguous disciplinary action. In holding to the agreed-upon protocols even during a difficult situation, the board continues to demonstrate an ability to work together as a governance team.

In general, parents indicated that members of the board have been more visible in the community and more engaged in the work of the district in recent months. Board members have demonstrated that they are able to make the distinction between presenting personal views as

opposed to representing the board or the district. Individual members of the board participate in community events and school activities in their trustee areas. The board also provided specific direction that progress toward improvement of areas addressed by the FCMAT standards is a priority for the district administration and staff.

Board Meetings

Board meetings are generally perceived to be conducted in an efficient and professional manner. Meeting agendas include presentations on business and fiscal matters, progress being made on the FCMAT standards, board policy, labor issues, and areas affecting student achievement. Parents indicated that they felt greater satisfaction at being able to raise issues to the board and to the state administrator during board meetings than they had in the past. Meeting attendance, affirmed by the board as a key responsibility in the coherent governance policies, must be made a high priority. Generally, parent perceptions and observation of board meetings indicate that most board members are consistently prepared for meetings.

The board and state administrator must continue to work closely to ensure a successful transition of authority and stewardship of the district. As the governance capacity of the board is expanded, strong working relationships between the board and the administration should be maintained so that thoughtful policy decisions can be made in the best interest of the district's students.

1.1 Communications

Professional Standard
Information is communicated to staff at all levels in an effective and timely manner.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has sustained efforts to communicate more effectively with district employees, with the goal that well-informed employees are empowered to support district initiatives that promote student success. The district continues to use communication with principals as the primary means of reaching employees at school sites. The principals' advisory group has served to facilitate the flow of communications between school sites and the district office. The district has continued to utilize a number of strategies to communicate with staff, including monthly newsletters, weekly e-mails, and routine meetings. Two-way communications in the district will continue to be enhanced by utilizing multiple means of communication and providing multiple ways for staff to offer input and feedback. The district administration has implemented a plan to ensure that all school sites are visited early in the school year, and parents report that individual board members have increased their visibility on school sites in the past year. District staff has also continued to implement communications strategies including media training for principals, revising the district Web site, and re-branding the district logo and marketing materials for a consistent look and feel.

   The district should keep two-way communications as a top priority. By continuing to utilize the successful methods of communications that are already in place and making refinements to the strategic communications plan, based on the feedback from staff in the survey results, the district will be able to engage staff and build support for initiatives.

Standard Implemented: Fully - Substantially

January 2000 Rating:	2
September 2003 Rating:	3
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	7
November 2007 Rating:	8

Implementation Scale:

```
      0   1   2   3   4   5   6   7   8   9   10
      |———|———○———○———|———○———○———○———●———|———|
      Not ◄─────────────────────────►  Fully
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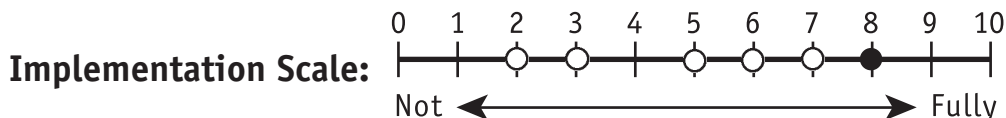
1.2 Communications

Professional Standard

Staff input into school and district operations is encouraged.

Progress on Implementing the Recommendations of the Recovery Plan

1. Feedback from site staff about district operations is generally solicited through the principals, then routed up to the Network Executive Officers to share with the district administration. The state administrator has also held lunches open to principals to solicit feedback on issues that may be arising at the site level. An all-site administration meeting has also been held to bring together principals and other administrators from across the district. Additionally, the top-level administrators who make up the Strategy Team have implemented a plan to visit every school site during the school year. The Strategy Team also provides input to the state administrator, who in turn shares information with the board. Staff participated in the Use Your Voice survey, which provided employees through the district an opportunity to offer their comments and opinions on relevant topics. Union representatives continue to have an opportunity to provide input at board meetings, and have met with the state administrator.

   The district has maintained its efforts in this area, and, as part of its strategic communications plan, should continue efforts that seek to enhance two-way communications, solicit feedback from staff, and otherwise provide opportunities for staff at all levels to share input. Particularly as the transition toward local control continues, it will be critical for the district to continue to communicate to staff about topics that will affect operations.

Standard Implemented: Partially

January 2000 Rating: 3
September 2003 Rating: 3
March 2004 Rating: 5
September 2004 Rating: 6
September 2005 Rating: 7
September 2006 Rating: 7
November 2007 Rating: 7

Implementation Scale:

```
      0   1   2   3   4   5   6   7   8   9   10
      |—+—+—+—O—+—O—+—O—●—+—+—|
      Not  ◄————————————————►  Fully
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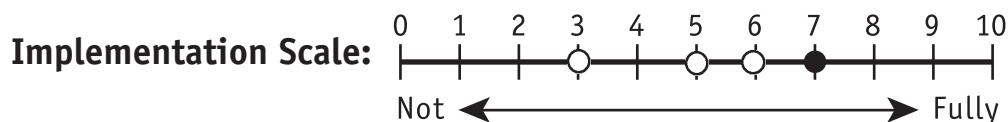
1.3   Communications

Professional Standard

The district has developed and implemented a comprehensive plan for internal and external communications, including media relations.

Progress on Implementing the Recommendations of the Recovery Plan

1. The strategies outlined in the district's communications plans have begun to be implemented. A new logo incorporates the Expect Success campaign and presents a consistent look to most materials distributed by the district. The district has also issued proactive daily media advisories and conducted media training for district and site administrators. Outreach to non-English media and advertisements in languages other than English has increased. These strategies have allowed the district to more effectively address the communications expectations of internal and external stakeholders.

    External communication strategies include bus shelter ads in multiple languages, board meeting presentations, and Strategy Team members addressing the community at Sunday religious services. Using multiple means of communication broadens the audience of stakeholders who understand the reforms and support the district's initiatives. The prominence of the Expect Success campaign has helped parents to view it as an important area of focus. The district continues to distribute parent letters and parent/student handbooks in five languages to provide information regarding the opening of the school year.

2. The board has adopted a series of policies on coherent governance, some of which address the internal board protocols on media relations. The board should engage in educational opportunities and communications training as part of the coaching that is proposed to implement the coherent governance policies.

    The district should continue issuing media advisories and initiating positive news stories. Staff should ensure that the district's strategic communications plan is re-examined and updated as necessary to best meet the needs of the stakeholders in the community.

Standard Implemented: Partially

January 2000 Rating:	3
September 2003 Rating:	4
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	7
November 2007 Rating:	7

Implementation Scale:

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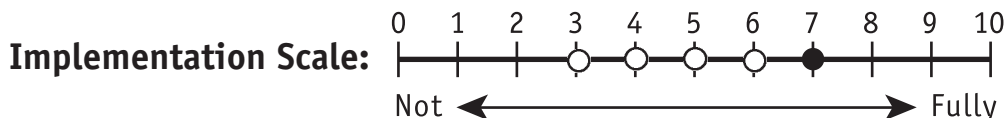
1.5   Communications

Professional Standard

The district has established and adheres to procedures for communications with the media, including identification of district contacts and spokespersons.

Progress on Implementing the Recommendations of the Recovery Plan

1. As part of the coherent governance policies adopted by the board, the role and definition of board spokespersons has been affirmed. Board members have also made an effort to clearly define when they are speaking on their own behalf or speaking on behalf of the entire board and representing an official district position.

   The district has in place a strategic communications plan that addresses press relations. Guidelines on how to respond to press calls have been created and shared with district and site administrators. Members of district staff generally indicate a clear understanding of the role that the Communications Department plays in serving as the district's spokesperson.

Standard Implemented: Fully - Substantially

January 2000 Rating: 0
September 2003 Rating: 0
March 2004 Rating: 3
September 2004 Rating: 5
September 2005 Rating: 7
September 2006 Rating: 8
November 2007 Rating: 9

Implementation Scale:

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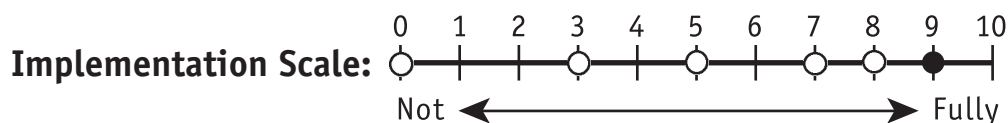
2.4 Parent-Community Relations

Professional Standard

Parents' and community members' complaints are addressed in a fair and timely manner.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has made efforts to implement training on preventing situations that could cause complaints and on the effective resolution of complaints before they escalate to the district level. For complaints that do escalate, the district continues to successfully utilize the Office of the Ombudsperson to respond to complaints registered as part of the uniform complaint procedures (UCP), Title IX and the *Williams* settlement. The office offers written materials in five languages and has provided training to staff and to parents at district-level committee meetings.

    Generally, parents interviewed had positive reactions to the Office of the Ombudsperson, describing it as a helpful and reliable place to turn for assistance. The office continues to distribute materials to parents, including a brochure on the complaint procedures.

2. There has been no evidence since the last progress report of any board members attempting to resolve complaints that otherwise should be referred to the administration.

3. As in prior years, the district has conducted administrator training on the complaints process and sexual harassment to ensure that complaints are resolved consistent with the law. Training on complaint procedures has also been conducted for the DAC and DELAC, and will be conducted for school site councils.

    The district has begun to use data more effectively to monitor and evaluate the effectiveness of the complaint procedure, tracking statistics from one year to the next. This type of analysis should be ongoing and should incorporate data from the annual survey to verify community awareness of and satisfaction with the district and its complaint resolution.

Standard Implemented: Fully - Substantially

January 2000 Rating: 1
September 2003 Rating: 4
March 2004 Rating: 6
September 2004 Rating: 6
September 2005 Rating: 7
September 2006 Rating: 8
November 2007 Rating: 8

Implementation Scale:

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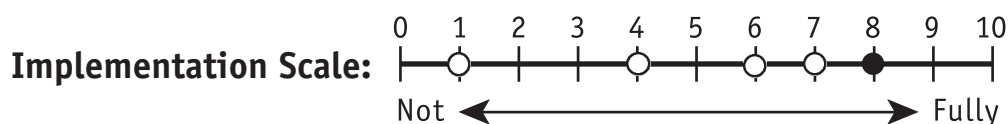
2.7   Parent-Community Relations

Professional Standard

Parents and community members are encouraged to be involved in school activities and their children's education.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has made it a priority to engage and reinvigorate the school-based governance bodies such as School Site Councils and English Language Advisory Councils. By offering training and additional support, the district has begun to involve more parents and community members in the schools in meaningful ways. Child care and food are frequently provided at meetings to help make attendance easier for parents. These efforts are still in the early phase of implementation, but examples like the Parent Engagement Conference should be continued and enhanced. The district has continued to utilize mandatory school registration, requiring parents to visit the district office. The Expect Success campaign to improve student achievement has been incorporated into many of the district's publications. The updated Use Your Voice survey has been used to solicit feedback from families and the community about the best and most appropriate ways of reaching parents to engage them in the education of their children.

   The district has continued to phase in its plan to enhance the involvement of underrepresented and disenfranchised parents and community members in the schools. Through the Office of Family and Community, under the Chief of Community Accountability, there has been expanded outreach to community groups in addition to concerted efforts to provide parents with liaisons who speak multiple languages. The centerpiece of the parent outreach plan is to convene a district-wide parent summit again this year. As the district continues to develop additional strategies for improving parent outreach, it must ensure that it monitors and evaluates the effectiveness of these efforts, and that parents from all different segments of the community feel welcome to be involved.

Standard Implemented: Fully - Substantially

January 2000 Rating:	6
September 2003 Rating:	6
March 2004 Rating:	6
September 2004 Rating:	6
September 2005 Rating:	6
September 2006 Rating:	7
November 2007 Rating:	8

Implementation Scale:

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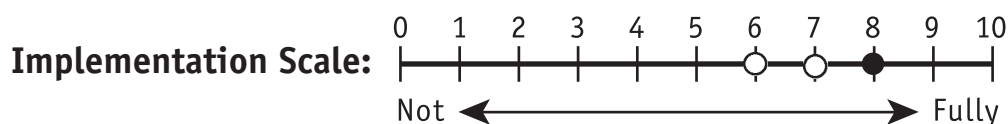
3.2   Collaboratives/District Advisory Councils/School Site Councils

Professional Standard

Community collaboratives and district and school advisory councils all have identified specific outcome goals that are understood by all members.

Progress on Implementing the Recommendations of the Recovery Plan

1. Parents report greater satisfaction with training efforts and the consistent focus on roles and responsibilities for councils. The district continues to provide handbooks, in multiple languages, for members of School Site Councils (SSC) and English Learner Advisory Committees (ELAC) to assist in clarifying the roles, responsibilities and goals of these groups. The district has adopted a policy on the establishment of School Site Councils (see Standard 3.7).

2. The district has provided additional support to site administrators to help them explain the roles and responsibilities of SSC and ELAC membership to parents. The district must also ensure that principals have a consistent understanding of the role for councils. Workshops for SSC and ELAC members have been held this year at multiple locations at different times in an attempt to maximize parental participation. Parents voiced a desire to have even more training, particularly on data and funding.

Standard Implemented: Partially

January 2000 Rating:	4
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Rating:	6

Implementation Scale:

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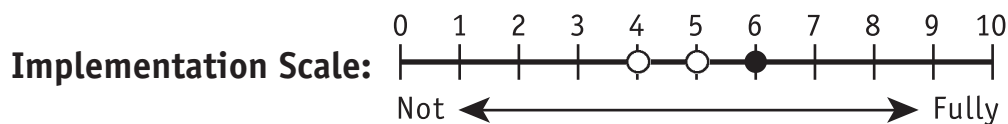
3.3 Collaboratives/District Advisory Councils/School Site Councils

Professional Standard
The membership of community collaboratives and district and school advisory councils reflects the full cultural, ethnic, gender and socioeconomic diversity of the student population.

Progress on Implementing the Recommendations of the Recovery Plan

1. In the past year, the district has made attempts to enhance outreach to parents through the Office of Family and Community and through the Parent Engagement Conferences. In the coming year, the district intends to specifically engage the Chinese community of Oakland in parent involvement efforts. The district continues to provide child care and translation at meetings, and has maintained the structure for the District Advisory Council and District English Language Advisory Committee that relies on parent representation from each of the school sites. These efforts have been met with generally positive feedback from parents, but parents note that translation services are not always available at school sites when situations arise. The expansion of the team of parent liaisons should help with this concern, but the district still should identify staff or community members who can serve in an on-call capacity to translate on short notice.

   The district has maintained outreach to community groups and associations, as well as the faith-based community. The district has demonstrated progress at better utilizing and engaging the parents serving on the district's advisory committees. With representatives from each of the school sites, it appears that the committees are beginning to operate more effectively, with improved two-way communication as parents bring concerns to the district level, while also carrying information back to the sites. It should also be noted that the DAC and DELAC are working together more effectively than in the past.

Standard Implemented: Partially

January 2000 Rating: 1
September 2003 Rating: 1
March 2004 Rating: 2
September 2004 Rating: 3
September 2005 Rating: 4
September 2006 Rating: 5
November 2007 Rating: 5

Implementation Scale:

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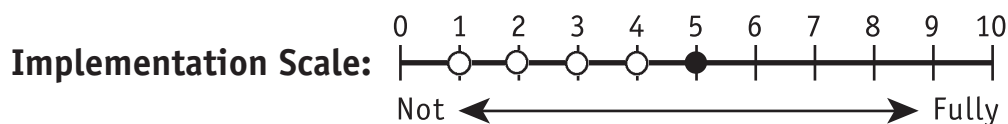
3.5 Collaboratives/District Advisory Councils/School Site Councils

Professional Standard
Collaborative and advisory council processes are structured in such a way that there is a clear, meaningful role for all participants with appropriate input from parents, members of the community and agency policymakers.

Progress on Implementing the Recommendations of the Recovery Plan

1. Training workshops for SSC and ELAC members have been held this year at multiple locations at different times, in an attempt to maximize parental participation. Handbooks for SSC and ELAC members have been provided, defining the roles, responsibilities and goals for each group. Parents have voiced positive feedback about this training, but also express a desire for additional opportunities to learn about relevant topics such as budgets and data analysis. The district should plan for an expansion of training in the future, as the Office of Family and Community builds additional capacity, as training parents on these topics can help them to be more fully engaged in this vital role. The district should also ensure that this feedback, and the input gathered on the annual survey, is used to refine the trainings offered to maximize their effectiveness. The district should also evaluate the marketing for these trainings to see whether parents are getting the message about the availability of such opportunities.

2. The composition of the district councils/committees, particularly the DAC and DELAC, has shifted since the initial assessment was conducted. The structure for these groups has been shifted to a model of parental representation from each site, which appears to have successfully increased participation and allowed for input from a wider variety of parents. As outreach strategies are expanded and implemented, the district should work to ensure that parents feel engaged and welcome to attend meetings, even if they are not voting members.

Standard Implemented: Partially

January 2000 Rating:	6
September 2003 Rating:	6
March 2004 Rating:	6
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	7
November 2007 Rating:	7

Implementation Scale:

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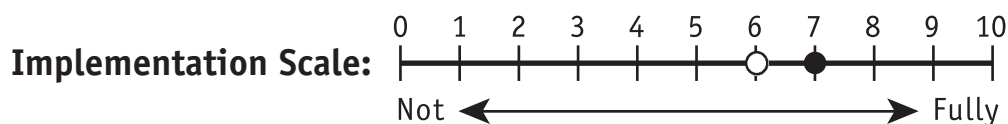
3.6 Collaboratives/District Advisory Councils/School Site Councils

Professional Standard
Community collaboratives and district and school advisory councils effectively fulfill their responsibilities (e.g., research issues, develop recommendations, etc.).

Progress on Implementing the Recommendations of the Recovery Plan

1. The district continues to provide training and handbooks on the roles and responsibilities for members of the SSCs and ELACs. These guides are available in five languages and serve as a resource for site councils/committees.

2. Parent perception of council effectiveness continues to be generally positive. The district continues to execute its plan to enhance training opportunities for parents. These training workshops should provide participants with a greater understanding of their responsibilities. The district should continue to conduct these trainings at several different school sites, at different times of day, and with translation and child care provided to maximize attendance.

    The District Advisory Committee and District English Learner Advisory Committee comply with statutory requirements. Members of the groups indicated they have a better understanding of their roles and responsibilities than in the past. The training for these committees should continue to ensure that parent representatives understand their roles as conduits of communications between the district-level and site-based committees.

    Because each principal has a key role in ensuring that site councils/committees understand and fulfill their responsibilities, training on consistent practices and procedures should be conducted. All principals must understand how parent involvement on school-based committees can build support for the educational program. Additionally, it is important for Network Executive Officers to be aware of and to support the relationship between principals and site councils.

Standard Implemented: Partially

January 2000 Rating: 4
September 2003 Rating: 4
March 2004 Rating: 4
September 2004 Rating: 4
September 2005 Rating: 4
September 2006 Rating: 5
November 2007 Rating: 6

Implementation Scale:

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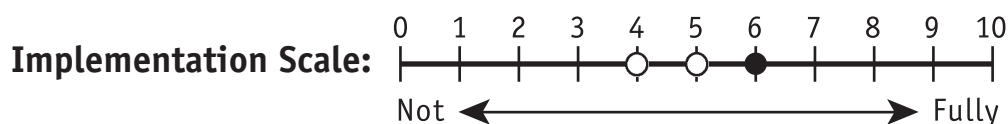
3.7 Collaboratives/District Advisory Councils/School Site Councils

Legal Standard

Policies exist for the establishment of school site councils for schools that participate in School-Based Program Coordination. (EC 52852.5)

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has an adopted policy on the establishment of school site councils that reflects current law. The district appears to be using its available resources to monitor changes in law to ensure that the policy remains accurate and meets district needs. This monitoring should be sustained as an ongoing process for the district.

Standard Implemented: Fully - Substantially

January 2000 Rating: 6
September 2003 Rating: 6
March 2004 Rating: 5
September 2004 Rating: 8
September 2005 Rating: 9
September 2006 Rating: 9
November 2007 Rating: 9

Implementation Scale:

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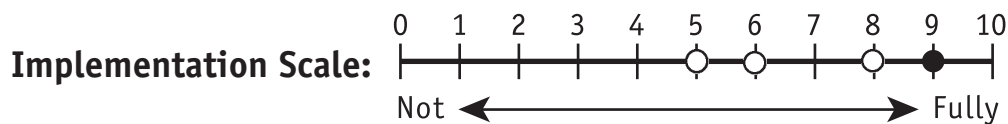
4.1 Policy

Professional Standard
Policies are written, organized and readily available to all members of the staff and to the public.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has a well-maintained policy manual, categorized and numbered based on the policy indexing system provided by the California School Boards Association. Forty-seven policies have been adopted this year: 14 policies addressing district operations and 33 policies that specifically address the role of the board in coherent governance.

2. The district's policies are easy to navigate on the district's Web site, making them available to staff, parents, and the community. Public access to computers continues to be made available in the district lobby.

   The district needs to continue to ensure that staff at all sites are aware and have a consistent understanding of policies that are adopted. As the board adopts additional policies, the district should periodically monitor that all stakeholders have sufficient notice, access and understanding of policies that affect them to ensure consistent implementation. As part of the yearly survey, the district should also assess whether efforts to notify and inform staff about updated policies are effective.

Standard Implemented: Fully - Substantially

January 2000 Rating:	4
September 2003 Rating:	5
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	8
November 2007 Rating:	8

Implementation Scale:

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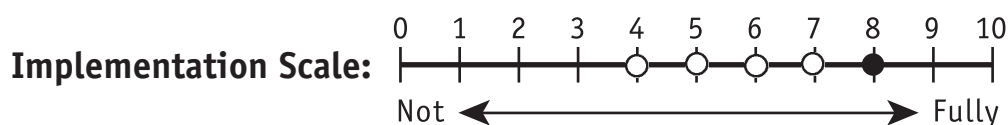
4.2 Policy

Professional Standard

Policies and administrative regulations are up to date and reflect current law and local needs.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has maintained its policy manual in the last year. Since resuming authority in the area of policymaking, the board has adopted 47 policies, including 14 policies addressing district operations and 33 policies that specifically address the role of the board in coherent governance. These policies cover topics including field trips, work permits, immunizations, tuberculosis, charter schools, audits, open enrollment, and extracurricular and cocurricular activities. The board governance policies cover four areas: board governance, board/CEO relationship, operational expectations, and results.

2. The board has maintained the past district practice of ensuring that policy review involves staff and opportunities for input by the public. The board should continue to ensure that proposals about policy are presented at least one meeting in advance of any decision or adoption of the policy. Additionally, the board should ensure that a schedule for monitoring and evaluating adopted policies is made a routine part of board meetings.

Standard Implemented: Fully - Substantially

January 2000 Rating: 2
September 2003 Rating: 4
March 2004 Rating: 4
September 2004 Rating: 7
September 2005 Rating: 8
September 2006 Rating: 9
November 2007 Rating: 9

Implementation Scale:
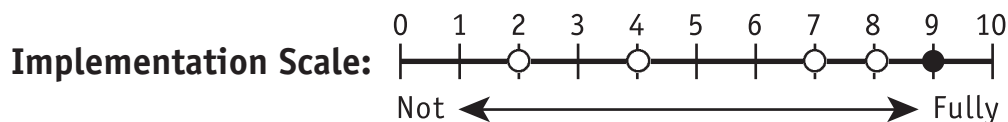
4.3   Policy

Professional Standard

The board has adopted all policies mandated by state and federal law.

Progress on Implementing the Recommendations of the Recovery Plan

1. The board has regained the authority to adopt policy for the district. The board has adopted new and revised policies on field trips, work permits, immunizations, tuberculosis, charter schools, and audits. In September 2007, the district reviewed and adopted policies on intradistrict transfers and cocurricular activities. The district must continue to update its policies as frequently as necessary to reflect changes in law. As part of the adoption of policies on coherent governance, the board has affirmed its critical responsibility to set policy direction for the district.

2. The district continues to subscribe to a service that identifies new policy mandates. As the board continues to move forward with the policy development process, it must also ensure that board meetings include an opportunity to monitor adopted policies and to discuss and propose new and revised policies.

Standard Implemented: Fully - Substantially

January 2000 Rating:	4
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	8
November 2007 Rating:	9

Implementation Scale:

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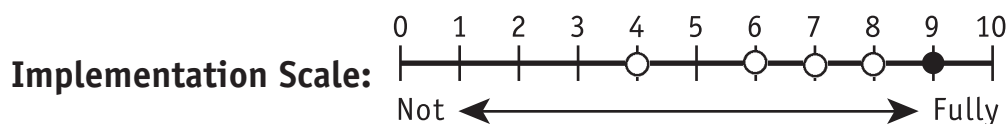
4.4   Policy

Legal Standard
The board annually reviews its policies on intradistrict open enrollment and extracurricular and cocurricular activities. (Education Code 35160.5)

Progress on Implementing the Recommendations of the Recovery Plan

1. The district last reviewed and adopted the policies on intradistrict open enrollment and extracurricular and cocurricular activities in September 2007. Pursuant to law, staff should continue to ensure that these policies are brought to the board annually for review.

Standard Implemented: Fully - Substantially

January 2000 Rating: 0
September 2003 Rating: 3
March 2004 Rating: 3
September 2004 Rating: 6
September 2005 Rating: 8
September 2006 Rating: 9
November 2007 Rating: 9

Implementation Scale:
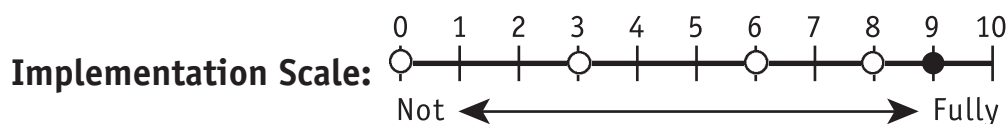
4.5 Policy

Professional Standard

Existing board policies are reviewed regularly with the involvement of the staff.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has adopted policies in the areas of field trips, work permits, immunizations, tuberculosis, charter schools, and audits in the past year. Each of these policies involved input and recommendations from staff. Additionally the board has adopted policies on coherent governance of the board, addressing four areas: board governance, board/CEO relationship, operational expectations, and results.

Standard Implemented: Fully - Substantially

January 2000 Rating: 4
September 2003 Rating: 5
March 2004 Rating: 5
September 2004 Rating: 6
September 2005 Rating: 7
September 2006 Rating: 8
November 2007 Rating: 8

Implementation Scale:
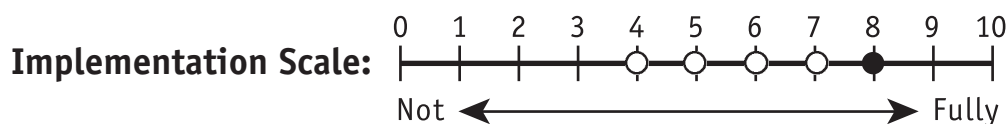
5.4 Board Roles/Boardsmanship

Professional Standard

Functional working relations are maintained among board members.

Progress on Implementing the Recommendations of the Recovery Plan

1. Generally, the relationships between board members appear to be functional and professional. Parents report that board members have been more visible in the district in the past year, and are actively working to ensure that the district makes progress on the priority FCMAT standards. As the board transitions toward regaining additional governing authority, it is important that the training and professional development that has been a part of the development of coherent governance policies continues to drive its actions.

   Even in the situation where an individual trustee was censured by the board, the board relied upon the protocols set forth in the coherent governance policies to take unambiguous disciplinary action. In holding to the agreed-upon protocols, even during a difficult situation, the board has demonstrated an ability to work together as a governance team.

2. The board has spent the last year working with an outside consultant to develop a series of policies on coherent governance. The board has agreed to and affirmed these protocols for board operations. Additionally, the board has set the expectation with district staff that presentations on the progress being made toward the priority FCMAT standards will be made regularly at board meetings. Board members continue to advocate for a transition to additional local governing authority.

3. As part of the coherent governance training and policy development by the board, the district should implement a calendar setting expectations for the evaluation and monitoring of policy, including a self-assessment of the board's role in setting policy direction for the district.

Standard Implemented: Fully - Substantially

January 2000 Rating: 5
September 2003 Rating: 4
March 2004 Rating: 5
September 2004 Rating: 6
September 2005 Rating: 7
September 2006 Rating: 8
November 2007 Rating: 8

Implementation Scale:

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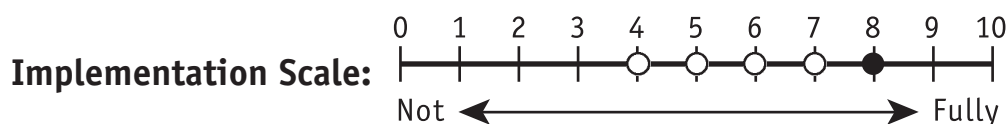
5.5 Board Roles/Boardsmanship

Professional Standard

Individual board members respect the decisions of the board majority and do not undermine the board's actions in public.

Progress on Implementing the Recommendations of the Recovery Plan

1. In July, the district board entered into a memorandum of understanding with the California Department of Education that returned local governing authority in the area of Governance and Community Relations. The board now votes in areas of policy. The board and state administrator will need to continue to work closely as the transition to local governing authority continues.

2. While the members of the board sometimes do not agree with the decisions made by the state administrator, the general perception by community members in the district is that board members make their positions clear in a professional manner. A specific example cited by parents were the discussions about the sale of the district office building. At meetings, board members continue to provide commentaries, express their opinions on issues, and ask questions of the administration. The board also continues to have the expectation that district staff will make presentations on the progress being made on the priority FCMAT standards at board meetings.

Standard Implemented: Partially

January 2000 Rating: 4
September 2003 Rating: 4
March 2004 Rating: 4
September 2004 Rating: 6
September 2005 Rating: 6
September 2006 Rating: 6
November 2007 Rating: 6

Implementation Scale:
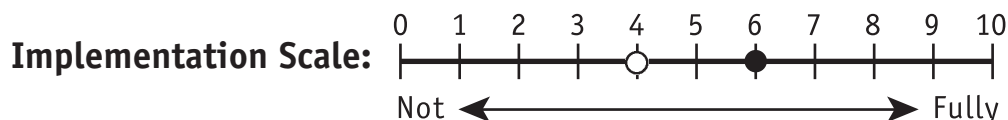
5.6   Board Roles/Boardsmanship

Professional Standard
Functional working relations are maintained between the board and administrative team.

Progress on Implementing the Recommendations of the Recovery Plan

1. In July, the district board entered into a memorandum of understanding with the California Department of Education that returned local governing authority in the area of Governance and Community Relations. The board now votes in areas of policy. The board has been engaged in a training and professional development program with an outside consultant to develop a series of coherent governance policies. The board continues in an advisory capacity while transitioning to local governing authority in policymaking.

    The board members have expressed their desire to increase their own accountability for decisions made at the local level. The board has also affirmed that its primary role is to set the policy direction for the district. Board members indicate the desire to be accountable to their constituents for policy decisions made for the district, as elected representatives of the community.

    Attendance at board meetings must be made a top priority for the elected board members. Preparation by board members for meetings in the past year is perceived by community members to have improved. The board has participated in a series of trainings and workshops on coherent governance, demonstrating a commitment to enhance its understanding of, and commitment to, effective governance. Particularly as the board transitions to resuming more authority in governing the district, the administration should continue to work closely with board leadership to develop meeting agendas and to provide adequate information, communication and support.

2. As the transition to local control over district affairs continues, the board must ensure that the protocols and policies of coherent governance are followed. The board has continued to meet with the state administrator in retreats and study sessions, and the board and administration are working with an outside consultant to strengthen the board's overall governance capabilities.

3. The relationship between the board and district administration is perceived to be collegial and professional. Board members report that information and background materials for meeting agendas are sufficient, but could be even more frequent and detailed. The state administrator and the board must work closely to ensure that the coherent governance policies are followed to sustain the positive progress that has been made after local authority is restored.

Standard Implemented: Partially

January 2000 Rating: 6
September 2003 Rating: 4
March 2004 Rating: 5
September 2004 Rating: 6
September 2005 Rating: 6
September 2006 Rating: 6
November 2007 Rating: 6

Implementation Scale:

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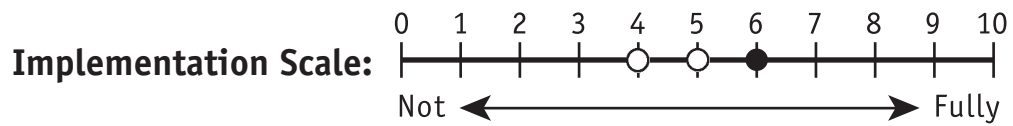
5.7 Board Roles/Boardsmanship

Professional Standard

The board publicly demonstrates respect for and support for district and school site staff.

Progress on Implementing the Recommendations of the Recovery Plan

1. Members of the board continue to be perceived as respectful, offering positive feedback to staff making presentations at meetings, offering praise publicly when appropriate, and recognizing the contributions of staff at an awards banquet. Most board members and the Strategy Team of top district administration have regularly visited school sites this year. Parent interviews indicate that board members have been more visible in the district in the last year.

Standard Implemented: Partially

January 2000 Rating:	4
September 2003 Rating:	4
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	6
September 2006 Rating:	6
November 2007 Rating:	6

Implementation Scale:

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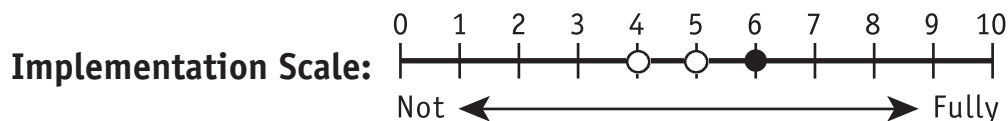
5.9   Board Roles/Boardsmanship

Professional Standard
Board members respect confidentiality of information.

Progress on Implementing the Recommendations of the Recovery Plan

1. Staff and board members both report that breaches of confidentiality have not been an issue of concern in the last year.

2. As part of the coherent governance policies, board members have affirmed their commitment to keeping sensitive information confidential, as appropriate. The board should continue to monitor its adherence to the policy through self-assessment.

Standard Implemented: Partially

January 2000 Rating:	6
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Rating:	6

Implementation Scale:
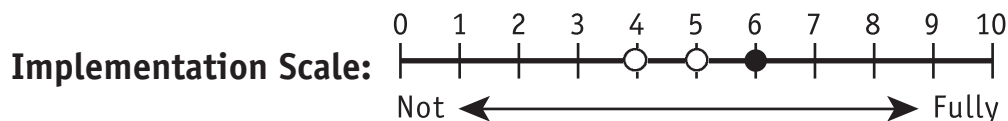
Professional Standard

No individual board member attempts to exercise any administrative responsibility.

Progress on Implementing the Recommendations of the Recovery Plan

1. As the board has begun to resume governing authority in the area of policymaking, there do not appear to have been major conflicts about the division of authority between the board and state administrator. The board and state administrator must remain vigilant to prevent issues of authority from taking resources away from efforts to improve student achievement and enhance parent engagement. There have been no examples cited by interviewees of attempts by the board to overstep its role and responsibilities or to exercise administrative responsibilities in the past year.

    The coherent governance policies adopted by the board should be used as a framework for operations. Particularly as the board moves to regaining additional authority, it will be critical for the board and state administrator to work closely to ensure that the transition is smooth and effective.

Standard Implemented: Partially

January 2000 Rating: 1
September 2003 Rating: 3
March 2004 Rating: 4
September 2004 Rating: 5
September 2005 Rating: 6
September 2006 Rating: 6
November 2007 Rating: 7

Implementation Scale:
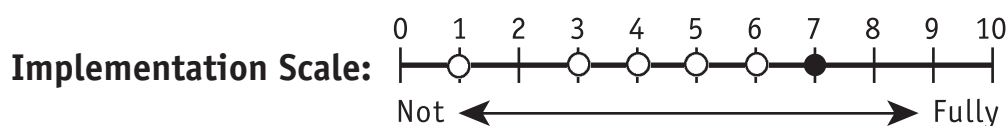
5.13   Board Roles/Boardsmanship

Professional Standard
The board acts for the community and in the interests of all students in the district.

Progress on Implementing the Recommendations of the Recovery Plan

1. Parents report that board members have generally been more visible in the district and at school sites in the last year. The board members report that they continue to engage their constituents via meetings, school site visits, and other events and activities. The board has set the expectation that the district staff will continue to work to address areas identified as needing improvement in the FCMAT progress report. Board members also note an understanding of their role to set the policy direction for the district, as a means of assuring their accountability to parents and the community in meeting the needs of all students.

    The board members bring a diversity of experiences and skills to the district. The makeup of the board generally reflects the district's cultural and ethnic diversity. Board members continue to receive strong support from the constituents who reside in their trustee areas. Even when an individual trustee was censured, the board relied on the protocols set forth in the coherent governance policies to take unambiguous disciplinary action. In holding to the agreed-upon protocols even during a difficult situation, the board continues to demonstrate an ability to work together as a governance team.

2. Most members of the board are viewed as being actively engaged in the activities and initiatives of the district. Board members continue to be supportive of the direction of the district, and have affirmed that their key role as elected officials is to set the policy direction for the district. Board members continue to show professionalism in their working relationship with district staff and administration. In working with an outside consultant on coherent governance policies, the board has affirmed its commitment to improving the protocols and developing the skills required to govern effectively.

Standard Implemented: Partially

January 2000 Rating:	4
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	6
September 2005 Rating:	6
September 2006 Rating:	6
November 2007 Rating:	7

Implementation Scale:

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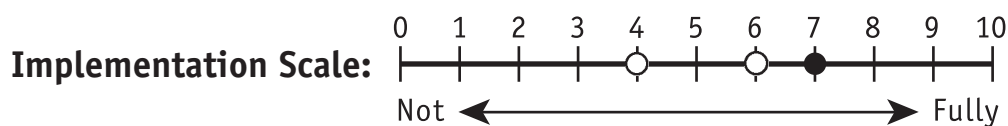
6.3   Board Meetings

Professional Standard
Board members are prepared for board meetings by becoming familiar with the agenda and support materials prior to the meeting.

Progress on Implementing the Recommendations of the Recovery Plan

1. Staff and members of the board report that engagement in meeting agendas and background materials has improved in the last year. Observations indicate that preparation for meetings continues to vary for individual board members. Meeting attendance continues to be an issue in the district, and board members must make it a priority, particularly given the desire of the community to see additional operational areas returned to local governing authority. In the past year, the board has engaged in a long-term series of workshops and training on coherent governance, resulting in the development of policies affirming the expectations, roles, and responsibilities of the board.

2. Board members have expressed their desire for even more background information and materials as part of meeting agendas. The board has also set the expectation that additional reports will be provided at meetings, updating the progress being made on the priority FCMAT standards.

Standard Implemented: Partially

January 2000 Rating:	7
September 2003 Rating:	5
March 2004 Rating:	5
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Rating:	6

Implementation Scale:

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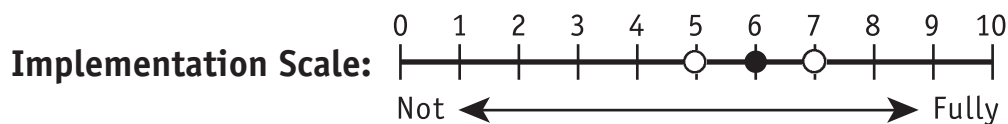
6.4   Board Meetings

Professional Standard
Board meetings are conducted in a business-like manner while allowing opportunity for full discussion.

Progress on Implementing the Recommendations of the Recovery Plan

1. The board has adopted a series of 33 policies on coherent governance that set the protocols for meeting operations and expectations for board members. The board should ensure that the plan for additional coaching on the monitoring and evaluation of policies is carried out. Reviewing and updating these coherent governance policies should be a routine part of overall policy review by the district, and the board should ensure that process is in place to orient newly elected board members to the expectations as well.

2. Board meetings continue to be conducted in a professional manner. The board and state administrator should ensure that meeting agendas are jointly developed and that additional opportunities for input from parents and the community are encouraged. Parents report a hopefulness that with local governing authority returned in the area of policymaking, more frequent opportunities will be provided for substantive input at meetings.

   The board and state administrator should continue the practice of structuring agendas so that topics of major policy consequence are placed on one meeting agenda for presentation and discussion, and a subsequent agenda for action.

3. The board should ensure that the protocols adopted as part of the coherent governance policies are actually followed as part of routine board meeting operations. To ensure that board meetings are run effectively, particularly during the transition to local governing authority, the board leadership must work closely with the state administrator.

Standard Implemented: Partially

January 2000 Rating:	6
September 2003 Rating:	4
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	6
September 2006 Rating:	6
November 2007 Rating:	7

Implementation Scale:
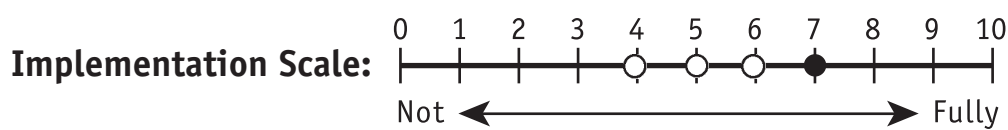
6.8   Board Meetings

Professional Standard

Board meetings focus on matters related to student achievement.

Progress on Implementing the Recommendations of the Recovery Plan

1. Board meeting agendas are generally perceived to address issues that are relevant to the district. Over the last year, observations of meetings and a review of agendas indicate that topics of discussion have included business and fiscal matters, progress being made toward the FCMAT standards, board policies, labor issues, and student achievement. Parents indicated that they felt greater satisfaction at being able to raise issues to the board and to the state administrator during board meetings than they had in the past. It is very important for the board and state administrator to continue to provide opportunities for engagement by the community and substantive discussion at board meetings whenever possible, including town hall meetings, public forums and study sessions on critical issues.

2. As the authority for governance begins to return to local control, the board must work closely with the state administrator to ensure that board meeting agendas and background materials meet the needs of all stakeholders. In its role to set the policy direction for the district, the board must continue to receive presentations on data and student achievement. As in past progress reports, meeting agendas have continued to align the meeting topics with the goals and priorities of the district.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	4
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	7
November 2007 Rating:	7

Implementation Scale:

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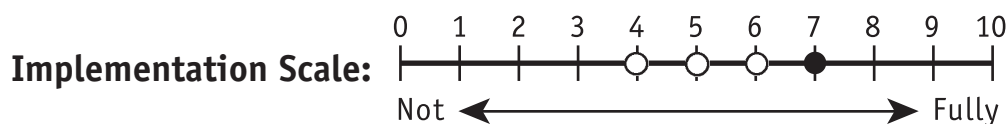
Table of Standards for
Community Relations/Governance

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.1	**Information is communicated to staff at all levels in an effective and timely manner. (Reworded since the 2000 report)**	**2**	**3**	**5**	**6**	**7**	**7**	**8**
1.2	**Staff input into school and district operations is encouraged.**	**3**	**3**	**5**	**6**	**7**	**7**	**7**
1.3	**The district has developed and implemented a comprehensive plan for internal and external communications, including media relations. (Reworded since the 2000 report)**	**3**	**4**	**5**	**6**	**7**	**7**	**7**
1.4	News releases are prepared and made available simultaneously to all appropriate news media.	5	7	NR	NR	NR	NR	NR
1.5	**The district has established and adheres to procedures for communications with the media, including identification of district contacts and spokespersons. (Reworded since the 2000 report)**	**0**	**0**	**3**	**5**	**7**	**8**	**9**
1.6	Board spokespersons are skilled at public speaking and communication and are knowledgeable about district programs and issues.	2	2	NR	NR	NR	NR	NR
2.1	Annual parental notice of rights and responsibilities is provided at the beginning of the school year. This notice is provided in English and in languages other than English when 15 percent or more speak another language. (EC 48980)	9	9	NR	NR	NR	NR	NR
2.2	A school accountability report card is issued annually for each school site. (EC 35256)	5	7	NR	NR	NR	NR	NR
2.3	The district has developed and annually disseminated uniform complaint procedures. (California Code of Regulations, Title 5, Section 4621) (Reworded since the 2000 report)	9	9	NR	NR	NR	NR	NR
2.4	**Parents' and community members' complaints are addressed in a fair and timely manner.**	**1**	**4**	**6**	**6**	**7**	**8**	**8**
2.5	Board members refer informal public concerns to the appropriate staff for attention and response.	4	4	NR	NR	NR	NR	NR
2.6	(Renumbered as Standard 5.14)							
2.7	**Parents and community members are encouraged to be involved in school activities and their children's education. (Reworded since the 2000 report)**	**6**	**6**	**6**	**6**	**6**	**7**	**8**
2.8	The district has established procedures for visitor registration and posts registration requirements at each school entrance. (PC 627.2, 627.6) (Reworded since the 2000 report)	4	4	NR	NR	NR	NR	NR

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
2.9	Board members are actively involved in building community relations.	4	5	NR	NR	NR	NR	NR
3.1	The board and Superintendent support partnerships and collaborations with community groups, local agencies and businesses. (Reworded since the 2000 report)	5	6	NR	NR	NR	NR	NR
3.2	**Community collaboratives and district and school advisory councils all have identified specific outcome goals that are understood by all members.**	**4**	**4**	**4**	**5**	**5**	**6**	**6**
3.3	**The membership of community collaboratives and district and school advisory councils reflects the full cultural, ethnic, gender and socioeconomic diversity of the student population.**	**1**	**1**	**2**	**3**	**4**	**5**	**5**
3.4	The district encourages and provides the necessary training for collaborative and advisory council members to understand the basic administrative structure, program processes and goals of all district partners.	4	3	NR	NR	NR	NR	NR
3.5	**Collaborative and advisory council processes are structured in such a way that there is a clear, meaningful role for all participants with appropriate input from parents, members of the community and agency policymakers.**	**6**	**6**	**6**	**6**	**7**	**7**	**7**
3.6	**Community collaboratives and district and school advisory councils effectively fulfill their responsibilities (e.g., research issues, develop recommendations, etc.). (Reworded since the 2000 report)**	**4**	**4**	**4**	**4**	**4**	**5**	**6**
3.7	**Policies exist for the establishment of school site councils for schools that participate in School-Based Program Coordination. (EC 52852.5) (Reworded since the 2000 report)**	**6**	**6**	**5**	**8**	**9**	**9**	**9**
3.8	The school site council develops a Single Plan for Student Achievement at each school applying for categorical programs through the consolidated application. (EC 64001) (Reworded since the 2000 report)	9	9	NR	NR	NR	NR	NR
3.9	School plans are comprehensive and have sufficient content to meet the statutory requirements. (EC 64001)	9	9	NR	NR	NR	NR	NR
3.10	The school site council annually reviews the school plan and the board annually approves or disapproves all site councils' plans. (EC 64001)	4	4	NR	NR	NR	NR	NR

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.

NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
4.1	**Policies are written, organized and readily available to all members of the staff and to the public.**	4	5	5	6	7	8	8
4.2	**Policies and administrative regulations are up to date and reflect current law and local needs.**	2	4	4	7	8	9	9
4.3	**The board has adopted all policies mandated by state and federal law.**	4	4	4	6	7	8	9
4.4	**The board annually reviews its policies on intradistrict open enrollment and extracurricular and cocurricular activities. (EC 35160.5)**	0	3	3	6	8	9	9
4.5	**Existing board policies are reviewed regularly with the involvement of the staff.**	4	5	5	6	7	8	8
4.6	The district has established a system of securing citizen input in policy development and district operation.	2	3	NR	NR	NR	NR	NR
4.7	The board supports and follows its own policies once they are adopted.	1	3	NR	NR	NR	NR	NR
5.1	Each board member meets the eligibility requirements of being a board member. (EC 35107)	10	10	NR	NR	NR	NR	NR
5.2	Board members participate in orientation sessions, workshops, conventions and special meetings sponsored by board associations.	4	4	NR	NR	NR	NR	NR
5.3	Pertinent literature, statutes, legal counsel and recognized authorities are available to and utilized by the board to understand duties, functions, authority and responsibilities of members.	6	6	NR	NR	NR	NR	NR
5.4	**Functional working relations are maintained among board members.**	5	4	5	6	7	8	8
5.5	**Individual board members respect the decisions of the board majority and do not undermine the board's actions in public. (Reworded since the 2000 report)**	4	4	4	6	6	6	6
5.6	**Functional working relations are maintained between the board and administrative team.**	6	4	5	6	6	6	6
5.7	**The board publicly demonstrates respect for and support for district and school site staff.**	4	4	5	6	6	6	6
5.8	The board demonstrates respect for public input at meetings and public hearings.	4	5	NR	NR	NR	NR	NR
5.9	**Board members respect confidentiality of information. (Reworded since the 2000 report)**	6	4	4	5	5	6	6
5.10	The board does not involve itself in operational issues that are the responsibility of the superintendent and staff. (Reworded since the 2000 report)	6	6	NR	NR	NR	NR	NR

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
5.11	**No individual board member attempts to exercise any administrative responsibility.**	**1**	**3**	**4**	**5**	**6**	**6**	**7**
5.12	The board evaluates the performance of the superintendent regularly on criteria which will encourage student achievement.	8	8	NR	NR	NR	NR	NR
5.13	**The board acts for the community and in the interests of all students in the district.**	**4**	**4**	**4**	**6**	**6**	**6**	**7**
5.14	The district has identified the needs of the students, staff and educational community through a needs assessment process. (Previously numbered 2.6)	5	5	NR	NR	NR	NR	NR
6.1	An adopted calendar of regular meetings exists and is published specifying the time, place and date of each meeting. (EC 35140)	10	10	NR	NR	NR	NR	NR
6.2	The board agenda is made available to the public in the manner and under the time lines prescribed by law. (EC 54954.1, 54954.2) (Reworded since the 2000 report)	9	10	NR	NR	NR	NR	NR
6.3	**Board members are prepared for board meetings by becoming familiar with the agenda and support materials prior to the meeting.**	**7**	**5**	**5**	**5**	**5**	**6**	**6**
6.4	**Board meetings are conducted in a business-like manner while allowing opportunity for full discussion. (Reworded since the 2000 report)**	**6**	**4**	**5**	**6**	**6**	**6**	**7**
6.5	Open and closed sessions are conducted according to the Ralph M. Brown Act. (GC 54950 et seq.)	9	9	NR	NR	NR	NR	NR
6.6	The board has adopted bylaws for the placement of items on the board agenda by members of the public.	10	10	NR	NR	NR	NR	NR
6.7	Members of the public have an opportunity to address the board before or during the board's consideration of each item of business to be discussed at regular or special meetings, and to bring before the board matters that are not on the agenda. (EC 35145.5)	9	10	NR	NR	NR	NR	NR
6.8	**Board meetings focus on matters related to student achievement. (Added since the 2000 report)**	**New**	**4**	**5**	**6**	**7**	**7**	**7**

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.

NR Indicates standard not reviewed

Personnel
Management

PERSONNEL MANAGEMENT
Summary of Findings and Recommendations

The Fiscal Crisis and Management Assistance Team (FCMAT) returned to the Oakland Unified School District in September 2007 to conduct a fifth progress review of 25 personnel standards. The study team was provided with numerous documents and materials to review and interviewed 36 individuals, including the Human Resources leadership team and other selected site and district personnel.

The Human Resources Executive Officer has been in this position approximately 14 months and recently began a second school year in this leadership position. Five individuals occupied this position in the previous three years.

In the past four years, the number of employees in the Human Resources office has greatly decreased. In September 2003, the organization included 51.60 full-time equivalents (FTEs). By July 2004, the office employed 42 FTEs, which included the elimination of the district's Compliance Officer position. The number of employees decreased to 35 FTE employees by September 2005, and labor relations functions were transferred to Legal Services. Benefits functions were moved to Risk Management under Business Services. During the study team's 2005 visit, 23 of the division's 35 employees were either new hires or new to their positions, and by August 2006, that number had decreased to 26 FTEs, including five vacancies and one temporary employee. Only nine employees had been with Human Resources the previous year, but not necessarily in the same positions.

This pattern of continual reorganization began to change in 2007. By September 2007, staffing had increased to 31 FTEs. Sixteen current staff members were with the division the previous year, and two of the 15 new positions remained vacant. In the past three years, the turnover rate has decreased from approximately 70 percent to approximately 50 percent.

At the time of FCMAT's latest visit, four collective bargaining units had completed contracts that expire on June 30, 2009: the Building and Construction Trades Council of Alameda County; Oakland Child Development and Paraprofessional Association Service Employees International Union (SEIU)/OCDPA; SEIU Local 1021; and the United Administrators of Oakland Schools. Four other units completed contracts expiring on June 30, 2008: the American Federation of State, County, and Municipal Employees (AFSCME), Local 257; Oakland Education Association; Brotherhood of Teamsters, Warehouse Workers, Local 853; and Brotherhood of Teamsters, Auto Truck Drivers, Local 70. The district was also negotiating with the Oakland American Federation of Teachers, Local 771 (AFL-CIO).

Recent developments resulted in the return of the school police officers employee group to the district. As a result, negotiations may occur while the contract that expired on June 30, 2003 is still in effect.

Although there is room for improvement in the employee turnover rate in the district's Human Resources division, there are indications that the division provides continuity and stability of services to its clients. The district relied on a few outside consultants to help respond to some of the FCMAT standards.

The district started the school year with only 15 vacant certificated positions and utilized experienced district resource teachers to fill these vacancies as substitutes. This effort by Human Resources was an improvement over the previous year. There were also 56 unfilled classified positions, 19 of them at the school sites.

There was considerable improvement in the daily operations of the Human Resources Support and Services Division. Many new pieces of equipment and carpeting were purchased for the division offices, and staff members emphasized customer service and teamwork. Staff members have also assumed responsibility for planning meetings that go beyond providing information, to offering team-building activities, staff training and specific target-dated activities.

As part of the annual formal evaluation, each staff member was assigned to complete a list of individual annual goals and professional growth activities. All evaluations of HR staff were completed.

A significant district accomplishment is the completion of a position control system that is fully integrated with payroll. A major division accomplishment is the completion of desk manuals by all personnel staff members. The district's Pay Concern Committee continues to function effectively, addressing payroll-related issues and developing solutions for problem areas. Other areas that merit commendation include the district's mandatory reference checking and the well documented procedures used in classified recruitment and selection.

Areas that need continued attention include the refinement and implementation of the online operational procedures manual, clarification of the individual and/or department responsible for ensuring compliance with the Americans with Disabilities Act (ADA), updating Administrative Regulation 4032, and greater delegation of administrative responsibilities among members of the management team.

Customer Service

Human Resources is one of many support groups under the leadership of the district's Chief Service Office. Each group is monitored for standards completion, budget utilization, staff efficiency and customer service.

In the past year, Human Resources customers were surveyed for information on staff reliability, assurance, tangibles, empathy, and responsiveness. The survey found increased customer services outcomes in all these areas over the previous year, with increases ranging from eight percent to 23 percent.

Several elementary, middle and high school principals, along with key central office administrators, were interviewed. The interviewees expressed their understanding, acceptance and utilization of the division's organization of staff to HR generalists. These generalists are employees who help with both certificated and classified issues, including employee due process. Those interviewed indicated that it is helpful to have a designated initial contact for personnel concerns.

With few exceptions, interviewees also indicated that HR staff is more responsive, respectful and customer-oriented. However, some concerns remain about lost paperwork and the need for greater technology use, particularly in processing vacancies online.

Organization, Planning and Communications

Human Resources has vision and mission statements as well as a comprehensive list of service standards that serve as goals. The study team was also provided with a set of beliefs for the division.

Last fall, each division employee was required to submit planning objectives and a professional development plan for the current year as part of the annual performance evaluation. All office employees completed an annual formal evaluation this year.

The division holds twice monthly staff meetings for all team members. An agenda is prepared that lists topics to be covered, an assigned facilitator for each topic, and a designated time allotted for each item. One hour a day is set aside in the afternoon for the Executive Officer to meet with the office generalists. This leadership team develops the agenda and provides minutes at the end of the meeting.

At the office staff's various staff meetings, an annual calendar with monthly activities and necessary action is used for planning purposes. The planning calendar was prepared by the Executive Officer and is an effective document.

Employee Recruitment, Selection and Orientation

The district has established a Teacher Recruitment, Retention, Quality and Distribution Committee composed of representatives from the administration, Oakland Education Association (OEA), California Teachers Association (CTA) and UAOS. Through this committee, the district has created a new draft document to address teacher recruitment and retention from 2007 through 2012. The division maintains detailed information on all teacher recruitment activities, including the recruitment event, the number of people interviewed, the number of people hired from the event and the cost per hire. Data on teacher hiring was submitted to the Governing Board at the start of school and showed only 15 vacant positions. The district has established a reference checking system that allows hiring managers to fill out reference check forms online or on paper and submit them with their choices of candidates for hire.

Employee orientation is now a high priority for Human Resources. The division has new employee handbooks for substitute teachers, packets of information for regular teachers and a draft version of a new classified employee handbook. Regular monthly meetings for new classified employees will be held to review the handbook and important district policies and procedures. Teacher orientation will continue to occur at the start of the year, and support for substitute teachers will be continuous throughout the year.

Human Resources has developed detailed procedures to describe the classified selection process. The procedures are included in the electronic "Notebook" (eNotebook) that is made available to all selecting administrators. In addition, all certificated selecting administrators have received training on the procedures. Applicants have access to informational sheets that describe some aspects of the selection process. To ensure classified selection takes place in a timely manner, Human Resources has developed two performance standards that include posting a vacancy within 48 hours of receipt and processing a recommended hire within 14 work days. The selection process could be improved if the selecting administrator incorporated written documents outlining the process used.

Human Resources Operational Procedures and Use of Technology

The job descriptions newly updated by Human Resources and consultants have been revised to include legal standards on the Americans with Disabilities Act (ADA) and the Fair Labor Standards Act (FLSA). A flow chart has been developed to create a system to review new positions and develop new job descriptions. This system includes a meet-and-confer process with the appropriate bargaining unit leaders.

The Human Resources staff has been working on an online operational procedures manual that covers all critical areas of service in the office. The division has a large number of written procedures that will have to be reviewed for content, updated and formatted for the electronic version of the operational procedures manual. There is a significant amount of work ahead in this area. The eNotebook, a Human Resources guide for district administrators, continues to be used successfully to help principals and others understand Human Resources practices and find appropriate forms.

The Human Resources office and the financial office have established a systematic process to meet and resolve payroll-related problems through the cross-functional pay concern team. Regular meetings with the staffs of both offices have led to the elimination of many problems. For example, the number of manually prepared checks was reduced from 43 in September 2006 to two in June 2007.

The division is utilizing a fully functional position control system that is integrated with payroll and allows only the budget office to establish positions. The system allows payment only for monthly employees who are placed in a budget-approved position. There are internal written procedures for this system, and all the staff has been trained to use them.

During the past year, Human Resources has provided all staff members with training in a number of areas, including the use of the Integrated Financial and Accounting System (IFAS), Word, Excel and mail merge. Arrangements have been made with the Adult Education Department to determine, through testing, what level of training may be provided to Human Resources employees next year.

State and Federal Compliance, Staff Training and Evaluation/Due Process

The Human Resources Division has completed a major effort to update all 230 classified job descriptions to reflect current Americans with Disabilities Act (ADA) requirements for identifying essential job tasks and related physical requirements. The staff has prepared written procedures for ensuring that job descriptions remain current and that new jobs are created within a structured process. The district is working collaboratively with the unions to ensure the smooth implementation of the updated job descriptions. It is anticipated that efforts to update the certificated school-based job classifications will take place during 2007-08.

Last year, Human Resources finished developing a set of comprehensive procedures, flow charts and forms to carry out Family Medical Leave Act (FMLA) requirements. All Human Resources staff members have received training in leave provisions and steps for requesting leave. Included in the procedures are the necessary steps to ensure FMLA leaves are coordinated with sick leave benefits.

The district has adopted detailed administrative regulations to implement the requirements of the ADA. Human Resources also has included appropriate legal questions for applications on disabilities. The current regulation (AR 4032) refers to a position that no longer exists as the responsible party for ensuring compliance with the Act. In the current process, Human Resources refers applications and district employees with ADA and fitness-for-duty issues to Risk Management. Although the Risk Management department appears to address these issues, it is unclear which district department is responsible for ensuring ADA compliance.

Over the past two years, the Executive Officer of Human Resources has worked with the district's legal office to prepare and present staff training sessions on evaluation and progressive discipline. The Executive Officer has become aware of specific training needs for Human Resources staff and has worked with the Adult Education Department to develop classes to address various topics. The district will continue to provide training programs for employees online so that staff members can complete them at their convenience. The Human Resources staff has been trained in the "Haberman interview model," customer service, Microsoft Office components, employee fitness for duty, safety in the workplace, and other areas.

The division is responsible for monitoring employee evaluations. Lists of teachers to be evaluated are sent to the work sites at the beginning of the school year. Human Resources provides the executive team with an interim report on the status of evaluations in January. In September, Human Resources provides the team with the final report. An evaluation calendar and written guidelines for the evaluation of all employee groups are available to all district administrators and managers. Human Resources provides district administrators and managers with training sessions on employee performance. Mechanisms are in place to allow upper-level administration to follow up on employees who are not evaluated.

Over the years, the legal office has provided training, especially in the area of employee discipline. The position of Employee Performance Specialist continues to exist, although a new employee from outside the district is now in the position. This specialist will be working with the division staff to develop training for the Human Resources generalists in progressive discipline and other Human Resources areas.

Employee/Employer Relations and Benefits

The Legal Services Division continues to handle employee/employer relations. The Labor Management and Employee Relations (LMER) office in Legal Services has a director and two administrators who serve in the areas of collective bargaining, grievances and arbitrations. The director recently started publishing a monthly update on LMER developments and has developed an online survey so that district administrators and managers can provide input into upcoming negotiations. The director also meets with administrators to review the implications of tentative agreements before they are finalized. Following any settlement, the LMER posts the agreements online and orients administrators at meetings. Regular meetings with employee organization representatives are held to address problems as they arise. The Director of LMER also sits on the district's labor-management committee on employee benefits.

In the past, the Risk Manager provided the strategy group with a written report on the district's workers' compensation program. These reports are helpful in maintaining focus on a controllable district program that consumes significant budget dollars.

The Risk Management Department continues to operate an effective back-to-work, modified-duty program for injured workers. These programs are very important in achieving an early return to work for injured workers.

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1.5   Organization and Planning

Professional Standard

The division has established goals and objectives directly related to the district's goals that are reviewed and updated annually.

Progress on Implementing the Recommendations of the Recovery Plan

1. The study team was provided with a written copy of the Oakland Unified School District's vision and core values, which are as follows:

    "In partnership with our community, we are creating an exceptional public school system with high standards of teaching and learning for every student and high standards of service to our schools with a recommitment to our shared values of equity, learning, and shared responsibility."

2. The study team was also provided with a number of documents that portrayed the Human Resources Division's vision, mission, and goals (in the form of service standards) as follows:

    a.   Vision

    "HRSS will be the most respected and valued service area within OUSD; called upon by principals, senior management and employees to provide accurate information, responsive service and value-added consultation."

    b.   Mission

    "HRSS is here to facilitate creation of the most effective learning environment for Oakland students through the professional delivery of value-added services and support in the development of the human capital available to the Oakland public school system."

    c.   Human Resources Services and Support Standards

    Recruitment & Selection

    Teachers
    *   *Postings for advertised vacancies occur within 48 hours of notice.
    *   100% of all teacher vacancies filled by start of school. (Stretch Goal: 99% of positions filled by June 30 annually.)
    *   100% of teaching positions that open during the school year will be filled within four weeks of posting.
    *   100% of new teachers are high quality (needs to be defined).

Principals
- 100% of Principal openings filled by June 2006 and openings during the year filled within three weeks.

Classified Staff & Management
- 100% of newly created positions filled within six weeks of posting days.
- Replacement positions filled within six weeks of posting.

New Hire and Employee Status Changes

- 100% accuracy of audited data for new hire data set-up in IFAS system.
- *New hire on-boarding process completed within a monthly average of 14 business days.
- 100% accuracy of audited data for changes and updates made to employee files (e.g. stipends, raises, transfers, etc.).
- 100% accuracy of audited data for processing employee terminations.
- Reduction of errors reported/detected per payroll period (joint standard with FS).
- *90% of payroll problems reported resolved within 48 hours (joint standard with FS).
- Reduction of % of people we should not be paying over baseline (joint standard with FS).
- Reduction of number of over- and underpayments per month over baseline (joint standard with FS).
- Reduction of number of people who are not getting paid who should be over baseline (joint standard with FS).

Overall

- 98% of employees receive timely evaluations.
- 90% fill rate for substitute requests for all schools.
- 2% increase in teacher attendance.
- 100% of teachers and paraprofessionals meet NCLB and EL authorization requirements.
- 2% reduction in teacher turnover.
  Major emphasis was placed on the asterisk-labeled support standards.

3. On August 11, 2006, the Human Resources Support and Services Division Executive Officer sent a memorandum to all Human Resources members on 2006-07 performance evaluations. This document pointed out the first important date on the evaluation time line as August 31, 2006, when staff members' objectives and professional development growth plans should be available for review with their evaluations. These objectives and staff development plan need to be based on district goals and Human Resources standards.

   The study team was also provided with copies of an evaluation conference discussion document, a six-page Confidential (nonunion) Performance Evaluation Form.

4. The study team was presented a document summarizing the scheduling of meetings for all staff members for their interim evaluations. This took place in January and February of 2007. Final evaluations were completed for all Human Resources staff members before September 2007.

Standard Implemented: Fully - Substantially

January 2000 Rating: 2
September 2003 Rating: 2
March 2004 Rating: 3
September 2004 Rating: 5
September 2005 Rating: 5
September 2006 Rating: 5
November 2007 Self-Rating: 9
November 2007 New Rating: 8

Implementation Scale:

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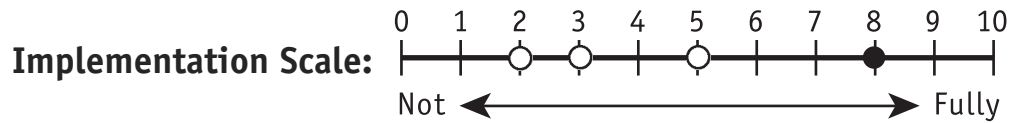
1.6   Organization and Planning

Professional Standard
Individual staff members have developed goals and objectives in their areas of responsibility and also a personal professional development plan.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Human Resources Support and Services Division has fully implemented this standard, which requires all staff members to develop goals and objectives in their area of responsibility and a personal professional development plan.

    Each staff member submits his/her district goals/targets and his/her own professional development goals. This information is submitted to the employee's supervisor on an adopted Confidential (nonunion) Performance Evaluation Form. This form is used to record the individual's competence in the following areas:

    Operations
    　　Achieves unit objectives
    　　Develops and builds functional expertise

    People
    　　Builds and works to help ensure a high performing team
    　　Collaborates effectively with colleagues

    Customer
    　　Providing high quality customer service

    Overall performance summary is recorded along with key strengths and developmental needs.

Standard Implemented: Fully - Substantially

January 2000 Rating: 1
September 2003 Rating: 1
March 2004 Rating: 2
September 2004 Rating: 3
September 2005 Rating: 4
September 2006 Rating: 5
November 2007 Self-Rating: 9
November 2007 New Rating: 8

Implementation Scale:

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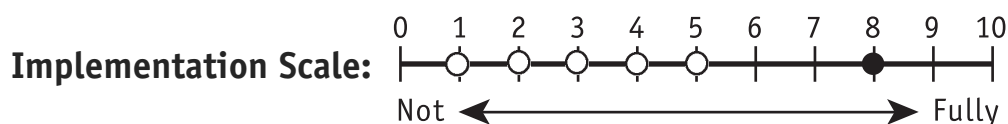
1.7   Organization and Planning

Professional Standard

The division has a monthly activities calendar and accompanying list of ongoing Human Resources activities to be reviewed by staff at planning meetings.

Progress on Implementing the Recommendations of the Recovery Plan

1.   The study team was provided with a copy of the Human Resources Support and Services Division Annual Calendar. This document consisted of annual ongoing activities and necessary actions monthly from July to June. This calendar is meant to be of assistance in planning time lines for the division.

   To assist in the planning process, the calendar provides a list of each activity for that month, the due date, the staff member responsible for the activity, and a check-off box indicating completion of the task.

2.   This document is an excellent planning tool to be used at staff planning meetings.

Standard Implemented: Fully - Substantially

January 2000 Rating: 3
September 2003 Rating: 3
March 2004 Rating: 3
September 2004 Rating: 3
September 2005 Rating: 3
September 2006 Rating: 4
November 2007 Self-Rating: 9
November 2007 New Rating: 8

Implementation Scale:

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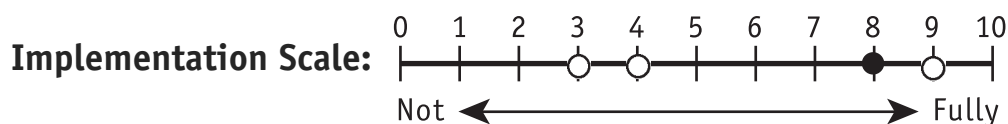
2.2 Communications: Internal/External

Professional Standard
The Human Resources and Business divisions have developed and distributed a menu of services that includes the activities performed, the individual responsible, and the telephone numbers where they may be contacted.

Progress on Implementing the Recommendations of the Recovery Plan

1. The study team was provided with a document titled: Service Area: Human Resources Services and Support. A list of services provided was grouped as follows:

   General Services
   > Staffing
   > New Employee Processing
   > Employee Status Changes
   > Other Services

   Credentials, Highly Qualified Status, Peer Assistance Review, Immigration, and Compensation and Classification

   Substitute System

   Recruitment
   > Classified
   > Certificated

   Board Liaison for Personnel Items

   Each area listed a contact name with an e-mail address and a telephone extension number. This information was reported to be widely distributed to all managers and available online.

2. A Web site (H.R. Contact Us) list provided 20 names and titles of Human Resources staff members and their telephone number and e-mail address. This information did not indicate the area of service for each staff member.

3. The study team was also provided with a draft copy of a site administrator's service handbook that will list all district services available. This will include Human Resources service information.

Standard Implemented: Fully - Substantially

January 2000 Rating:	0
September 2003 Rating:	3
March 2004 Rating:	6
September 2004 Rating:	7
September 2005 Rating:	7
September 2006 Rating:	7
November 2007 Self-Rating:	9
November 2007 New Rating:	8

Implementation Scale:

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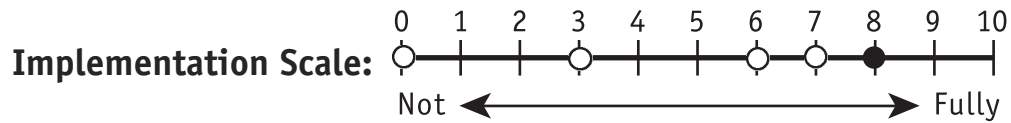
2.5 Communications: Internal/External

Professional Standard
The Human Resources Division holds regularly scheduled staff meetings.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Human Resources Executive Officer has scheduled divisionwide meetings for all staff members on the first and third Thursday of each month. A comprehensive agenda is prepared for each meeting. At the top of the agenda, reminder statements are listed in three areas: HRSS beliefs, agreements among community of quality service providers and expected outcomes.

   The agenda is time controlled for each item with an assigned facilitator for each activity. These meetings begin at 11:30 a.m. and last approximately three hours.

   At this meeting, a monthly report is made of the "on-boarding" process. This process has scoring for specific hiring practices that include hires made within the target of 14 business days.

2. Time each day is set aside (2 p.m. to 3 p.m.) for the Executive Officer to meet with the office generalists. The agenda and resulting minutes are recorded and shared by all.

3. During the study team's August 2006 visitation, a newly established Payroll Concern Committee was meeting weekly to resolve personnel/payroll issues and correct procedures needing change. As of September 2007, the committee was still functioning effectively and meeting every two weeks.

4. Human Resources collects sign-in sheets of attendance at all staff meetings.

Standard Implemented: Fully - Substantially

January 2000 Rating:	4
September 2003 Rating:	4
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	7
November 2007 Self-Rating:	9
November 2007 New Rating:	8

Implementation Scale:

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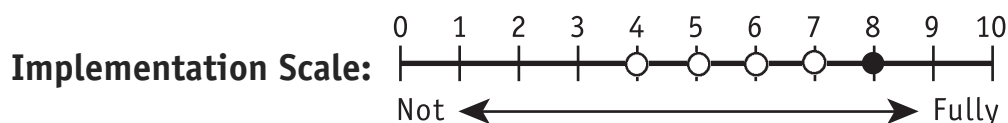
3.7 Certificated Recruitment and Selection

Professional Standard

A summary or evaluation of the results of the year's recruitment efforts is provided in written form.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources provided certificated staffing information to the Governing Board in August 2007. This report showed that the district was opening school with only 15 vacant positions.

2. A Teacher Recruitment, Retention, Quality and Distribution Committee is composed of district representatives of the Oakland Education Association, the United Administrators of Oakland Schools and the California Teachers Association. This committee was ongoing and held meetings that were open to current employees, teachers, parents, students and concerned community members.

3. A draft of the new Recruitment, Retention, Quality and Distribution document (August 2007) for 2007 through 2012 is available for review. This is a comprehensive document that can be used by the district to plan recruitment, retention and other teacher-related activities designed to attract and retain teachers.

4. Through the mayor's office, the city of Oakland, along with the Oakland Unified School District State Administrator and the Oakland Education Association, held an education summit at City Hall on August 18, 2007. This event was designed for students, college students/graduates, career changers, paraprofessionals, concerned community members, and retired professionals. The purpose was to recruit people from all parts of the community to become teachers. The event was very well attended and considered a success.

5. Human Resources has collected data on recruitment efforts and costs for the 2007-08 year. The data includes the recruitment event/partner program, the date and time of the event, the number of attendees at the event, the number of attendees at the Oakland Unified School District booth, the cost to the district, the number of candidates interviewed, the number of candidates hired and the cost per hire. The district will be able to use this data to determine which events should be scheduled for future recruitment efforts.

6. A report by the Human Resources Support and Services Division lists the source of teachers selected for employment for 2007-08. The data shows

    a. Ed-Join   152 positions
    b. Oakland Teaching Fellows   76 positions
    c. Oakland City Teacher Corps   61 positions
    d. Teach For America   46 positions
    e. Visiting Teachers-Spain/Mexico   15 positions
    f. Internal Teacher Transition   156 positions
    g. Project Pipeline   5 positions

7. Human Resources continues to use a stand-alone database to collect information on new hires, transfers, etc. The district is working on new software that will ultimately allow Human Resources to have the data downloaded into the Integrated Financial and Accounting System (IFAS) without rekeying all the information. This will be a great benefit to the district and should be in operation by the next school year.

8. Human Resources has developed a document that reports the reasons that 248 teachers left the district effective the summer of 2006. The main reasons include: personal/moved – 48 percent, released by the district – 22 percent, other jobs in public education – 14 percent, retirement – 10 percent, job dissatisfaction – 4 percent, other jobs in private industry – 0.8 percent, and deceased – 0.4 percent.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:

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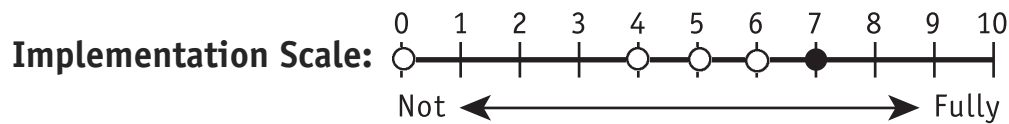
3.9 Certificated Recruitment and Selection

Professional Standard
The district systematically initiates and follows up on experience and reference checks on all applicants being considered for employment.

Progress on Implementing the Recommendations of the Recovery Plan

1. During the district hiring process, the procedures call for the hiring manager to perform all reference checks for both certificated and classified employees. The hiring manager can obtain references from the employee application that requires all applicants to submit three references. A minimum of two references for each candidate is required of the hiring manager.

2. Hiring managers have the option of completing an online reference check form or a paper reference check form. The district provides a copy of the reference check form in the eNotebook that is given to all district management staff. The eNotebook also provides instructions on how to fill out a reference check form online.

3. The district monitors reference checks by requiring the hiring manager to submit them, along with the Employee Action Form (EAF), to the Human Resources Generalist. Human Resources will not process the EAF unless the reference check is completed.

4. The district reference check form contains 17 questions regarding the characteristics of the applicant. It also contains a few open-ended questions with a ranking scale from one to three (three being highest) for all 17 areas.

5. The district also provides the hiring manager with guidelines and tips on how to conduct a reference check and stresses the importance of such a process. This information can be found in the "eNotebook: A Hiring Manager's Guide to HRSS Policies and Procedures."

6. If the district receives negative feedback from references for an applicant, the applicant is removed from the applicant pool.

7. All completed reference checks are reviewed for accuracy by the Human Resources staff before a candidate is offered employment.

8. Once a candidate is hired, the reference check forms are maintained by the division in files separate from the employee's personnel file.

9. Any applicant who has previously worked for the district is checked through the Integrated Financial and Accounting System (IFAS) and/or his or her personnel file to ensure that he/she left the district on good terms.

10. The district has revised its certificated application to include supplemental questions regarding the applicant's past performance in other jobs.

Standard Implemented: Fully - Substantially

January 2000 Rating: 2
September 2003 Rating: 3
March 2004 Rating: 3
September 2004 Rating: 5
September 2005 Rating: 6
September 2006 Rating: 7
November 2007 Self-Rating: 9
November 2007 New Rating: 8

Implementation Scale:

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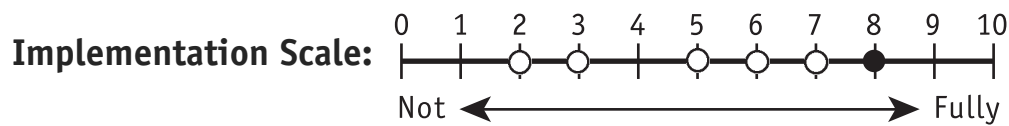
4.2　Classified Recruitment and Selection

Legal Standard
Employment procedures and practices are conducted in a manner that ensures equal employment opportunities. Written hiring procedures are provided. Education Code 44100-44105.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources has expanded its eNotebook to provide a more detailed description of the process for requesting and selecting classified employees. The eNotebook is provided online to the selecting administrators.

2. Information sheets have been developed for applicants, including: (a) Application Process: Frequently Asked Questions; and (b) Before You Apply – Helpful Hints.

3. For the start of the 2007 school year (August 24, 2007), there were 56 unfilled classified positions, 19 of them at school sites.

4. The classified selection process requires a minimum of two reference checks before a new hire can be processed.

5. Human Resources has developed written procedures to describe the classified recruitment and selection process.

6. There are no formal procedures to document the selection process utilized by the selecting administrator. These would cover information such as the applicants interviewed, panel members and key dates.

7. Selecting certificated administrators have received training on the selection process, use of proper forms and time lines.

8. Human Resources has established two performance standards for the selecting staff. The division is committed to having a position posted within 48 hours of receipt of a Vacancy Verification Form (VVF). Human Resources will also complete processing a new hire within 14 work days of notice of selection.

9. Human Resources prepared and submitted to the Governing Board a Classified Workforce Report in December 2006. The report provides an overview and statistical data on the classified workforce.

Standard Implemented: Partially

January 2000 Rating:	6
September 2003 Rating:	6
March 2004 Rating:	4
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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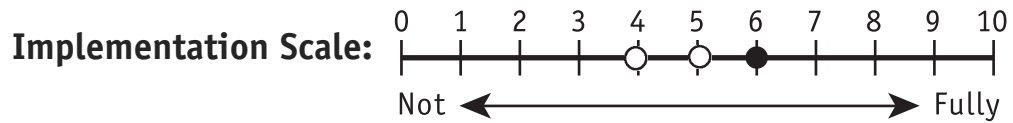
5.2   Employee Induction and Orientation

Professional Standard
The Human Resources Division provides orientation handbooks for new employee orientation in all classifications: substitutes, teachers and classified employees.

Progress on Implementing the Recommendations of the Recovery Plan

1.   The district continues to develop and refine the "eNotebook: A Principal's Guide to Human Resources Services and Support Policies and Procedures." This notebook contains valuable information for both new and veteran administrators that they can use in completing Human Resources tasks. Human Resources plans to continue to expand the materials in this notebook.

2.   Human Resources has been working with district administrators and managers on a new classified employee handbook in the past year. A completed draft of the hand-book is available for final review and revisions. This handbook will be used by Human Resources during monthly orientation meetings to be held for new classified employees upon initial employment.

3.   A completed draft of a new classified employee orientation agenda has been devel-oped to be used with new classified employees each month. This orientation contains the following components:

     a.   Welcome and introduction by the Executive Officer of Human Resources
     b.   A district overview by the Recruitment Supervisor of Human Resources
     c.   A presentation of all employee benefits
     d.   A presentation of services to employees, including the Employee Assistance Program
     e.   A presentation of workplace policies and procedures
     f.   Coverage of the various attendance and leave policies and procedures
     g.   Discussion of payroll and salary information
     h   Coverage of employee conduct and job performance, including employee evaluation
     i.   Overview of the Human Resources office staff organization, appropriate contacts, and the Human Resources mission statement

4.   A new orientation program was developed and implemented for all new teachers. This included a three-hour orientation session where new teachers met in groups dur-ing July and August 2007. Materials included in the new teacher orientation packet include:

     a.   The 2007-08 school calendar
     b.   A list of schools and principals
     c.   Injury and Illness Prevention Program
     d.   The Smart Find Express substitute program
     e.   Information on support provided by the Instructional Services Division

f. Payroll information with a Payroll Mini Guide
g. Board policies covering critical legal areas affecting employees, including information on the Family Medical Leave Act (FMLA)
h Salary placement procedures
i. Information on the Intern Teacher Support Program

5. The district continues to work with substitute teachers ("guest teachers") to provide orientation and trainings. A substitute teacher handbook, a Substitute Kickoff in August 2007, and professional development trainings are available to substitutes during the school year and allow employees to receive pay increases. Training topics include: The Open Court Reading curriculum, classroom management, Second Step Violence Prevention training, etc. The district also sponsors an appreciation dinner for substitutes. A Substitute Teacher Incentive Program ultimately allows these employees to receive health insurance.

6. There are currently no online materials for classified employees, however, based on what has been accomplished with online administrators and teacher materials, the division will consider this in the future.

7. The district has various handout materials for employees that include:

a. How to Read My Direct Deposit
b. How to Read My Check
c. BTSA Induction Program
d. No Child Left Behind (NCLB) Highly Qualified Teachers, Frequently Asked Questions

Standard Implemented: Partially

January 2000 Rating: 2
September 2003 Rating: 4
March 2004 Rating: 5
September 2004 Rating: 5
September 2005 Rating: 5
September 2006 Rating: 5
November 2007 Self-Rating: 7
November 2007 New Rating: 6

Implementation Scale:

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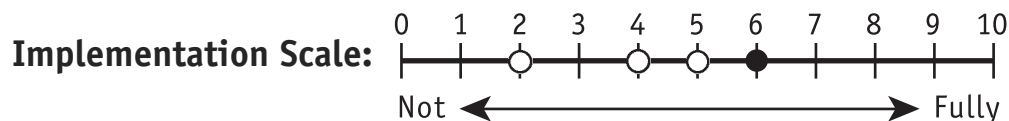
6.2   Operational Procedures

Professional Standard
Human Resources Division nonmanagement staff members have individual desk manuals for all of the personnel functions for which they are held responsible.

Progress on Implementing the Recommendations of the Recovery Plan

1.   Human Resources contracted with a consultant to help the office establish individual desk manuals for each nonmanagement staff member in the Human Resources office. The manuals are complete and printed, ready for use.

2.   The consultant met with Human Resources staff to determine the office needs and the specific information to be included in the desk manuals. This allowed the division staff to become completely involved in the project and help determine the contents of the desk manuals they will eventually use every day.

3.   The structure of each desk manual is similar to the others. This uniformity provides a standard to use in updating the manuals and keeping the information current. The general outline of the desk manuals is as follows:

    a.   Organization overview
    b.   Job description
    c.   Responsibilities
    d.   Daily (tasks)
    e.   Seasonally (tasks)
    f.   Tools/resources
    g.   Key business policies
    h.   Getting started
    I.   Detailed procedures
    j.   Most commonly used forms
    k.   Job aids

4.   The desk manuals will be included on the shared drive in Human Resources so every staff member has access to them. The format for the manuals will be similar to the eNotebook that is already on the shared drive.

5.   The Human Resources office advocates the cross-training of its staff. This training is most prevalent in the credentials office, the Integrated Financial and Accounting System (IFAS) and the Site Team Assistant areas. Cross-training is most important in the beginning of the school year. The new desk manuals will help the staff learn more about other positions in the Human Resources office and facilitate cross-training.

6. The Human Resources office is very supportive of staff training. In 2007-08, 10 staff members will attend the Association of California School Administrators (ACSA) School Personnel Academy in Burlingame. This academy requires each staff member to attend class one weekend each month from October through April.

7. Other staff training programs focus on the Family Medical Leave Act (FMLA), first-time management issues, classified and certified performance evaluations, employee discipline, and credentialing systems and software related to SEMS, IFAS, Excel, mail merge and Word.

8. The division also holds bimonthly department meetings and generalist meetings daily. These meetings are used for group discussion on solving current problems. Staff members often help other staff members, and these meetings also recognize these efforts. The desk manuals and meetings provide tools that staff members can use to understand other staff members' roles and promote better comprehension of how to work together.

Standard Implemented: Partially

January 2000 Rating: 0
September 2003 Rating: 0
March 2004 Rating: 0
September 2004 Rating: 0
September 2005 Rating: 4
September 2006 Rating: 3
November 2007 Self-Rating: 6
November 2007 New Rating: 6

Implementation Scale:

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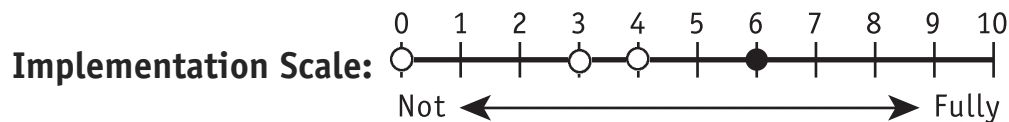
6.3   Operational Procedures

Professional Standard

The Human Resources Division has an operations procedures manual for internal department use in order to establish consistent application of personnel actions.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources continues to develop an online division operations procedures manual. The current round of revisions includes key processes, especially related to aspects of staffing. These were developed and shared electronically with the Human Resources generalists and distributed to hiring managers in the form of a Hiring Manager's Electronic Notebook. The project manager for the operations manual will, with Human Resources team members, continue to work to finalize the various areas of the manual, using a comprehensive and standard format in each section.

2. The Operations Procedures Manual will be available electronically through Share-Point. The current table of contents is very comprehensive and includes:

   a.   Recruiting procedures
   b.   New employee on-board procedures
   c.   Staffing procedures
   d.   Compensation and classification
   e.   Immigration
   f.   Employment verification
   g.   Unemployment claims processing
   h.   March 15 process
   I.   Evaluation process
   j.   Employee status changes
   k.   Certificated layoff procedures
   l.   Classified layoff procedures
   m.   Leave
   n.   Classified progressive discipline
   o   Certificated discipline
   p.   Employee off-boarding
   q.   Creation of external reports
   r.   Substitutes
   s.   Summer school
   t.   Integrated HR calendar
   u.   Hiring emergency temporary teachers during a teachers' strike
   v.   Personnel files

3. The format for the individual sections of the Operational Procedures Manual is:

    a. Title
    b. Overview
    c. Frequently asked questions
    d. Policies
    e. Contract guidelines
    f. Tools
    g. Process
    h. Process steps

4. The Human Resources office will work with the district Legal Department in developing materials for the Operational Procedures Manual to ensure that the contents comply with district policies and procedures, as well as any applicable laws in the area.

5. The Human Resources Support and Services Division continues to maintain the eNotebook for district principals and other administrators. This notebook contains valuable information on recruitment, hiring procedures, employee leaves and benefits, progressive discipline and layoffs. Administrators can also download necessary forms from this notebook.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	1
September 2004 Rating:	2
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Self-Rating:	8
November 2007 New Rating:	6

Implementation Scale:

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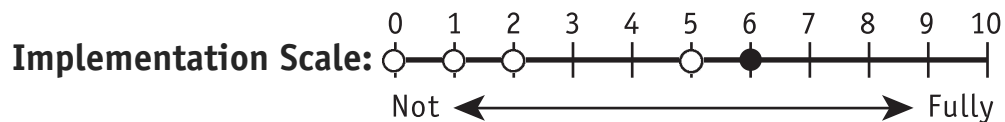
6.4   Operational Procedures

Professional Standard
The Human Resources Division has a process in place to systematically review and update job descriptions. These job descriptions should be in compliance with the Americans with Disabilities Act (ADA) requirements.

Progress on Implementing the Recommendations of the Recovery Plan

1. During the 2006-07 year, the district contracted with Human Resources consultants to compile a comprehensive package of job descriptions for all classified employee positions. This process was completed, and all job descriptions were submitted to the Governing Board on June 27, 2007. A resulting board resolution included the approval of "the revised 239 classified job descriptions, made for legal compliance." The resolution also included FCMAT Standards of 6.4, 7.6 and 7.8 as reasons for approval of these job descriptions.

2. The district informed classified employee association representatives that these job descriptions would be submitted to the Governing Board for approval prior to the board meeting. There was no written documentation at that time to show whether the classified bargaining units approved the job descriptions that relate to their bargaining units.

3. The new job descriptions have been reviewed and revised to comply with legal standards in the area of the Americans with Disabilities Act (ADA) and the Fair Labor Standards Act (FLSA). Each job description has a section that addresses the physical requirements for the position (ADA compliance) and identifies each position as either exempt or nonexempt from the FSLA's overtime provisions.

4. The district has posted a job vacancy for a Classification/Compensation Specialist who would oversee classified job descriptions, be instrumental in helping create new job descriptions where necessary, and update job descriptions when needed. The district was unable to find acceptable candidates for this position, so the position has remained vacant. It is essential for the district to pursue finding a person to work in this area.

5. The district has a very comprehensive flow chart labeled, OUSD Job Approval Process. This flow chart provides time lines and a series of boxes that the district must address when reviewing job positions. As part of the system, the district requires that the position undergo a meet-and-confer process with employee bargaining units. This process involves both Human Resources and the Labor Management and Employee Relations office and must occur prior to any changes going to the Governing Board.

6. The district has not yet established a systematic process of ongoing review of job descriptions. Such a system would select job families to be evaluated on a rotational basis such as every five years. This would allow all employees to anticipate the timely review of their position and understand how their position fits into the larger scheme of the district organization.

7. The next step in the process of review is the Scope of Work for Fall 2007. This will include further classification review with employee unions, procedural steps and strategies for principals' salary structure changes and procedural steps and strategies for alignment of central office positions.

Standard Implemented: Partially

January 2000 Rating:	5
September 2003 Rating:	1
March 2004 Rating:	1
September 2004 Rating:	1
September 2005 Rating:	1
September 2006 Rating:	3
November 2007 Self-Rating:	6
November 2007 New Rating:	4

Implementation Scale:

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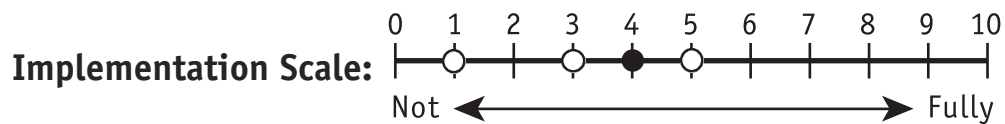
6.6 Operational Procedures

Professional Standard
The Human Resources Division has procedures in place that allow for both personnel and payroll staff to meet regularly to solve problems that develop in the processing of new employees, classification changes and employee promotions.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has a cross-functional pay concern team that is comprised of the executive officers of both Human Resources and Financial Services. Additional staff members from each of these departments also belong to the team. Other individual staff members may be invited to the meetings as resource people or to help solve specific problems.

2. The purpose of this team is to track, resolve and monitor both systematic and individual pay concerns. It has also reviewed or developed documents to inform employees of payroll processes to avoid misunderstandings. As an example, the number of manually written checks was reduced from 43 checks in September 2006 to only two checks in June 2007.

3. The team meets every two weeks during the year and as often as necessary during the summer. During these meetings, the members review the employee on-boarding report to ensure new employee processing is completed within 14 business days. If need arises, the team also reviews the report on manual warrants resulting from Human Resources errors. Minutes of the meetings are kept on file.

4. There is also daily e-mail communication among Human Resources, Payroll and Benefits staff. These communications are designed to solve problems as they are discovered. The Payroll and Human Resources staffs also meet regularly to ensure efficient processing and payments for all summer activities.

5. The district has worked to establish joint service standards for Finance/Payroll and Human Resources Divisions. These standards are posted in the district office to remind all staff members of their importance.

6. Human Resources considers 48 hours a maximum time limit to process changes in the IFAS system. This time limit is the norm.

7. The district has established job descriptions for all staff members, including Human Resources and Finance/Payroll staff members. These job descriptions should ensure better understanding of staff responsibilities and aid in communication between the divisions.

Standard Implemented: Partially

January 2000 Rating: 0
September 2003 Rating: 0
March 2004 Rating: 1
September 2004 Rating: 4
September 2005 Rating: 4
September 2006 Rating: 5
November 2007 Self-Rating: 8
November 2007 New Rating: 7

Implementation Scale:
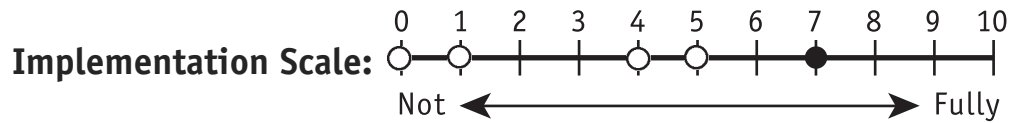
7.6 State and Federal Compliance

Legal Standard
Duties to be performed by all persons in the classified service and other positions not requiring certification are fixed and prescribed by the governing board. Education Code § 45109.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources has finished updating all classified job descriptions (230 job classes) to reflect Americans with Disabilities Act (ADA) requirements. All job descriptions now identify essential duties and physical requirements for the job.

2. On June 27, 2007, the Governing Board adopted the updated job descriptions.

3. There was no documentation at the time of the team's visit to show that the employee bargaining units have agreed to the updated job descriptions. These units may still expect to bargain certain aspects of the board-adopted changes. Given the number of job classifications involved, this could delay the district's ability to implement the adopted job descriptions.

4. A new administrative regulation has been developed for approval that establishes the process for creating new job classes and modifying existing job classes.

Standard Implemented: Partially

January 2000 Rating:	6
September 2003 Rating:	6
March 2004 Rating:	2
September 2004 Rating:	2
September 2005 Rating:	2
September 2006 Rating:	3
November 2007 Self-Rating:	6
November 2007 New Rating:	4

Implementation Scale:

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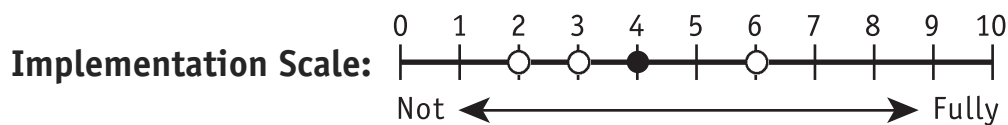
7.8 State and Federal Compliance

Legal Standard
Current position descriptions are established for each type of work performed by certificated and classified employees. Education Code § 35020.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources has finished updating all classified job descriptions (230 job classes) to reflect Americans with Disabilities Act (ADA) requirements. All job descriptions now identify essential duties and physical requirements for the job.

2. On June 27, 2007, the Governing Board adopted the updated job descriptions.

3. There was no documentation at the time of the team's visit to show that the employee bargaining units have agreed to the updated job descriptions. These units may still expect to bargain certain aspects of the board-adopted changes. Given the number of job classifications involved, this could delay the district's ability to implement the adopted job descriptions.

4. Human Resources plans to use a consultant to help update all school site certificated positions during 2007-08.

5. Human Resources anticipates starting on the remaining certificated job descriptions after the school site updates are completed.

Standard Implemented: Partially

January 2000 Rating: 6
September 2003 Rating: 6
March 2004 Rating: 2
September 2004 Rating: 2
September 2005 Rating: 2
September 2006 Rating: 3
November 2007 Self-Rating: 6
November 2007 New Rating: 4

Implementation Scale:

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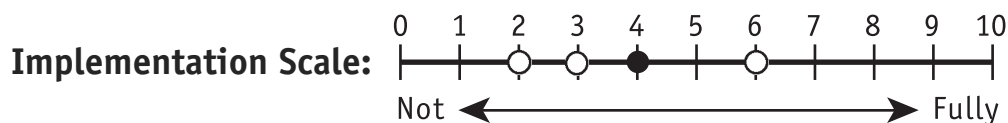
7.12 State and Federal Compliance

Professional Standard

The district is in compliance with the Family and Medical Leave Act (FMLA), including posting the proper notifications.

Progress on Implementing the Recommendations of the Recovery Plan

1. During the past year, the Human Resources staff attended a number of training sessions on the Family Medical Leave Act (FMLA).

2. Human Resources has developed a flow chart, forms and written supporting procedures to describe the process for receiving and processing requests for FMLA leaves.

3. The district has procedures to ensure the use of FMLA is coordinated with sick leave use where appropriate.

4. Employees requesting a FMLA leave meet with a Generalist to review the options and procedural requirements for a leave. All requests for FMLA leaves and supporting documentation are reviewed by the Executive Officer, Human Resources, before final approval is granted.

5. All new employees receive written notification of the district's FMLA leave benefits, and sites are provided with approved posters for posting.

6. The district's administrative regulation on FMLA still refers to Business as the responsible party.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	4
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:

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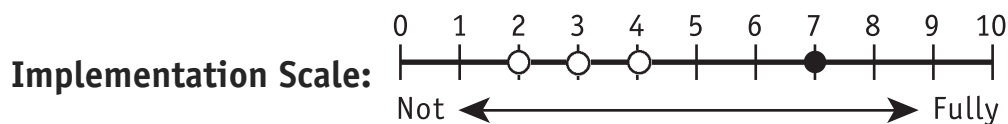
7.13 State and Federal Compliance

Professional Standard

The district is in compliance with the Americans with Disabilities Act (ADA) of 1990 in application procedures, hiring, advancement or discharge, compensation, job training and other items, conditions and privileges of employment.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources has updated all classified job descriptions to be Americans with Disabilities Act (ADA) compliant. The revised job descriptions identify essential job duties and physical requirements.

2. The district's job applications ask applicants to identify whether they require any special ADA accommodations to participate in the selection process.

3. The district's Administrative Regulation 4032 designates the Nondiscrimination Coordinator as the position to whom complaints are to be directed, but this position no longer exists. Board Policy 4032, which identifies the Nondiscrimination Coordinator, has a blank space for the identified person.

4. Human Resources and Risk Management both identified the other department as the responsible party for administering the district's ADA. There is a definite need to clarify the designated department for addressing ADA requirements.

5. Requests for special accommodation are currently being referred to Risk Management for review and resolution.

Standard Implemented: Partially

January 2000 Rating:	4
September 2003 Rating:	5
March 2004 Rating:	5
September 2004 Rating:	5
September 2005 Rating:	4
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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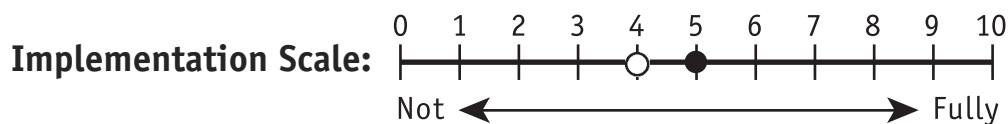
8.1 Use of Technology

Professional Standard
An online position control system is utilized and is integrated with the payroll/financial systems.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district's position control module was made operational in June 2006. Since the module has become operational, all employees who are paid monthly have been placed in a unique position control slot.

2. The position control system is set up so that only the Fiscal Department can establish or modify a position; Human Resources can only fill a position that has been approved and established by the Fiscal Department.

3. Human Resources has established internal written operational procedures that require verification of a vacant position before advertising or filling a vacant position.

4. Human Resources has written procedures that describe the steps for entering an employee in a vacant position control slot.

5. The district uses a Results Based Budgeting system (RBB) for developing staffing projections, and it is used by the Human Resources Support and Services Division in its early staffing analysis and projections. The data developed in RBB is ultimately entered into the Integrated Financial Accounting System (IFAS) and its position control module for control of actual positions.

6. Human Resources is having a system developed that will allow position control data and RBB-projected positions to be shown in real time when RBB data is being used for staffing in the spring.

Standard Implemented: Fully - Substantially

January 2000 Rating: 0
September 2003 Rating: 0
March 2004 Rating: 5
September 2004 Rating: 5
September 2005 Rating: 5
September 2006 Rating: 6
November 2007 Self-Rating: 8
November 2007 New Rating: 8

Implementation Scale:

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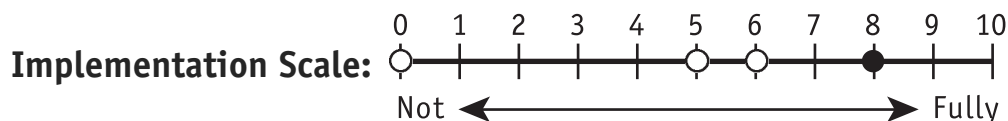
8.4 Use of Technology

Professional Standard
The Human Resources Division has in place a program of providing funds and time for staff training and skill development in the use of computers.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources staff members who work with the Integrated Financial and Accounting System (IFAS) were provided with training on procedures for keying in employee data.

2. All new Human Resources assistants and generalists were provided with training in the use of LiveScan.

3. Adult education classes were held in May 2007 and are scheduled for September and October 2007 to train the staff to use Word, Mail-Merge, Outlook and Excel. These classes are provided during the workday.

4. Human Resources has made arrangements for 10 staff members to attend the Association of California School Administrators (ACSA) Personnel Academy for 2007-08.

5. A number of staff members were sent to a California Association of School Business Officials (CASBO) training on leadership skills for first-level supervisors.

6. During the past year, Human Resources provided minitraining sessions for select employees on using IFAS.

7. The district has a program for classified employees that allows them to take 40 hours of professional development each year in customer service, technology and operational effectiveness.

8. Twenty staff members will participate in an adult-education assessment of their respective skill levels in a variety of stand-alone applications such as Word and Excel. The results of this testing will be used to provide further training that is better matched to each employee's skill level.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	1
March 2004 Rating:	1
September 2004 Rating:	3
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Self-Rating:	8
November 2007 New Rating:	7

Implementation Scale:
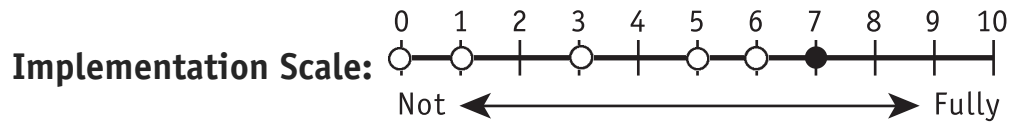
9.7   Staff Training

Professional Standard
The division develops handbooks and materials for all training components.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources has established an impressive system of staff training. In the past, Human Resources and the legal office have teamed up to develop and present training sessions on topics that have strict legal standards, such as progressive discipline and employee evaluation. Through this process, the Executive Officer of Human Resources has learned to independently assess the needs of the Human Resources staff and establish the appropriate training sessions and materials. Human Resources and the legal office will continue to work together to address the Human Resources staff's special needs.

2. The district uses the Haberman Star Teacher interview process as part of its application process. The Human Resources staff has attended Haberman training, and individuals have become certified Haberman interviewers of teacher candidates. Written materials are available and ongoing in this area.

3. The district also uses the Haberman administrator interview method in the application process for new administrator candidates. The Human Resources staff has also been trained in this area, and individuals have become certified Haberman interviewers for administrative candidates. There are also written materials for this training.

4. Customer service has been stressed by the Executive Office of Human Resources. As part of the training program, the Human Resources staff has attended classes in Achieving Results with Customers, labeled as P.R.O.G.R.E.S.S. training published by Forum. Workbooks from this training are maintained in the Human Resources office.

5. Other training materials from Forum include: Achieving Service Excellence: Inside and Outside Your Company. The Human Resources staff has access to these materials in the office on an ongoing basis.

6. Human Resources works with the Adult Education Department to design specific classes to address the special needs of the Human Resources staff. Over the school year, the Human Resources staff received training in these courses.

7. Human Resources staff members have also received specific training in computer software programs that directly affect their work area, such as Microsoft Excel and Microsoft Word.

8. The Risk Management Office conducted training for the Human Resources staff in fitness for duty. This training is a valuable resource for both offices and will benefit the district as a whole since it can effectively address the work-readiness of district employees.

9. The School Security Office conducted training on safety in the workplace for all Human Resources staff members. This training will continue to raise the staff's awareness of its surroundings and help prevent accidents and interruptions in work, leading to ongoing productivity in a safe environment.

10. The division is involved with online training and traditional workshop models. The division will continue to assess the needs of employees and establish on-demand trainings where needed. Topics for future training include recruitment, project planning and HR processes.

Standard Implemented: Fully - Substantially

January 2000 Rating:	3
September 2003 Rating:	3
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	6
September 2006 Rating:	7
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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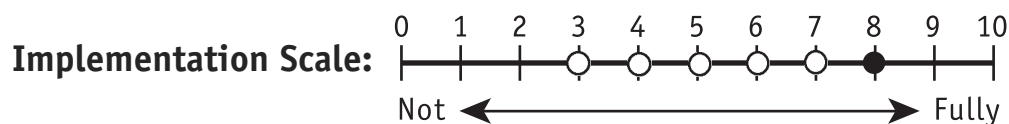
10.1 Evaluation/Due Process Assistance

Professional Standard
The Human Resources Division provides a process for the monitoring of employee evaluations and the accountability reporting of their completion.

Progress on Implementing the Recommendations of the Recovery Plan

1. Human Resources is responsible for identifying employees to be evaluated and for maintaining the records of those employees who are evaluated. In September 2006, Human Resources provided information on the number of teachers who were to be evaluated during 2005-06, the results of the evaluations, and the teachers to be evaluated during the 2007-08 school year.

2. In January 2007, Human Resources provided the executive team with information for all Oakland Education Association members and UAOS evaluated during 2006-07. This valuable information provides the opportunity for the executive team to contact any administrators or managers on a timely basis if there are concerns over the status of evaluations.

3. In September 2007, Human Resources provided the executive team with evaluation information for all Oakland Education Association members evaluated during 2006-07. This is valuable information for upper-level administrators and allows for cabinet-level administrators to work with individual administrators and teachers in the area of evaluation.

4. In September 2007, Human Resources provided the executive team evaluation information for all UAOS members evaluated in 2006-07. This process also provides upper-level administration with the information needed to work with district administrators in the area of evaluation.

5. The Executive Officer of Human Resources conducted three trainings for district administrators on teacher evaluation. Written materials are available for administrators on an ongoing basis in this area.

6. In the area of due process, the district has established the position of Employee Performance Specialist (EPS). This position is responsible to the Labor Management and Employee Relations Department and works in conjunction with Human Resources and district administrators and managers on all disciplinary matters once they get beyond the reprimand stage. The EPS investigates specific situations and works to resolve disciplinary issues. The EPS also is available to train Human Resources staff and district administrators and managers on due process procedures.

7. The EPS designed and offered evaluation training for all categories of employees throughout the district. The first training concentrated on teacher evaluations, and much of the training is now available online. Administrators and managers are given the opportunity to ask questions during monthly seminars where other administrators

and managers, as well as Human Resources staff members who have completed the online training are present. To assist the trainees, there are job aids for teacher evaluation trainings that include an electronic version of the Oakland Education Association Evaluation Handbook, the Integrated Evaluation Calendar, the Evaluation List, and electronic reminders of the key evaluation dates.

Standard Implemented: Fully - Substantially

January 2000 Rating:	0
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	5
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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Not ← → Fully
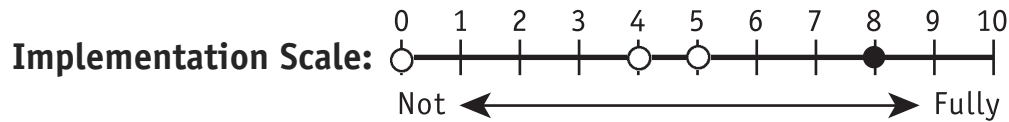
12.2   Employer/Employee Relations

Professional Standard
The Human Resources Division involves site-level administrators in the bargaining and labor relations decision-making process.

Progress on Implementing the Recommendations of the Recovery Plan

1. Under the district's administrative organization, all employer-employee relations reside in the office of Labor Management and Employee Relations (LMER), which is part of the Legal Services Division. The office director started in this position less than two years ago.

2. LMER has increased communications with district administrators and managers by publishing the LMER update starting in September 2007. This document is available to principals on the intranet and is printed for other staff members. The update contains the names and contact information for all LMER staff, a message from the director, and a tip of the month. The LMER staff intends to publish this document each month.

3. While site-level administrators are not always part of the district negotiating teams, the district uses their input when preparing for negotiations. The Director of LMER has established an online survey to allow principals and other district administrators and managers to provide input on collective bargaining issues, including upcoming negotiations with specific employee organizations, such as the Oakland Education Association (OEA). The survey contains specific areas of the collective bargaining agreement, and administrators can provide their reactions as well as answer open-ended questions. The first survey was scheduled to be posted in September 2007. Results of the survey also were intended to be distributed to district administrators.

4. The LMER office presented information to district administrators and managers at the district leadership retreat in August 2007. Topics such as LMER responsibilities, employee evaluation, employee discipline and grievances were included in the presentation.

5. The LMER office has become more involved in monitoring grievances and now requests that copies of all district grievances be sent to the LMER office for review. Such involvement will provide a more uniform reaction to grievances and provide the district administration with additional information on the labor matters occurring at the sites.

6. As a regular part of LMER procedures, following each successful memorandum of understanding (MOU), ratified agreement, arbitration decision, or other labor management event, the LMER convenes an implementation meeting with administrators in Finance, Payroll, Benefits, Human Resources and Technology. When necessary, LMER will meet with administrators in these areas before approving a tentative agreement with a union. The information from these actions are also communicated to district administrators via the intranet.

7. The LMER office holds weekly Labor-Management Committee meetings with the Oakland Education Association (OEA) to address issues that have arisen in the district. The committee includes the Executive Officer from Human Resources, the Director of LMER and three representatives from the OEA. The State Administrator attends one meeting a month.

8. Other regularly scheduled Labor-Management Committee meetings (usually monthly) are held with SEIU, UAOS and AFSCME to discuss and address current issues. LMER is also involved in the principals' roundtable with the State Administrator.

9. The LMER staff will also meet with bargaining unit representatives and administrators from Special Education, Programs for Exceptional Children, Adult Education and Early Childhood Education, when necessary, to discuss unique problems in those programs.

10. The district's Health Benefits Improvement Committee (HBIC) is an ongoing committee where important issues regarding employee benefits are discussed by district administrators and bargaining unit representatives. The LMER office has continued to be an important participant in this committee.

11. The LMER office has had an incomplete staff for a significant period of time. All positions in the office recently have been filled, and the LMER office can again offer full services to district administrators and other staff members.

Standard Implemented: Partially

January 2000 Rating:	4
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	6
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:

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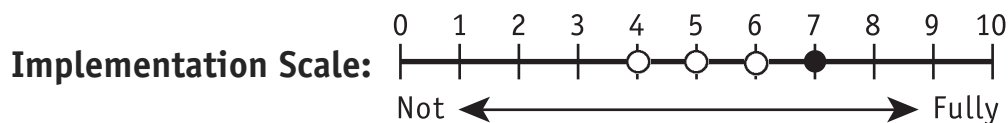
13.9 Employee Benefits/Workers' Compensation

Professional Standard
The district's Workers' Compensation experiences and activities are reported periodically to the Superintendent's cabinet.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Risk Management Officer provided the Strategy Group with a Status of Worker's Compensation Program on August 31, 2007. The report showed progressive cost reductions for the past four years. The report also identified some procedural problems and made recommendations for resolution.

2. The department is to be commended for achieving significant cost reductions over the past three years. Periodically reporting current problems to the strategy group (more than once a year) may help ensure key staff members are aware of problem areas and solutions needed to bring about further cost reductions.

3. The Risk Manager meets periodically with his supervisor to report on current worker's compensation issues.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	0
September 2004 Rating:	4
September 2005 Rating:	5
September 2006 Rating:	5
November 2007 Self-Rating:	10
November 2007 New Rating:	6

Implementation Scale:

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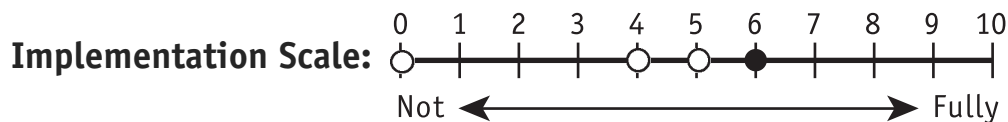
Professional Standard

The district has provided the third party administrator with a copy of all current job descriptions and updates them, if needed, quarterly.

Progress on Implementing the Recommendations of the Recovery Plan

1. Risk Management continues to receive copies of new job descriptions. The recently updated job descriptions for all classified employees will be an improvement over the present situation. Updated job descriptions need union "buy-in."

2. Human Resources still operates with some job descriptions that are not Americans with Disabilities Act (ADA) compliant. The lack of identification of essential duties and physical requirements is necessary for the worker's compensation third-party administrator and treating physician.

Standard Implemented:

January 2000 Rating: 2
September 2003 Rating: 2
March 2004 Rating: 3
September 2004 Rating: 4
September 2005 Rating: 4
September 2006 Rating: 4
September 2006 Rating: 5
November 2007 Self-Rating: 10
November 2007 New Rating: 5

Implementation Scale:

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      Not  <----------------------->  Fully
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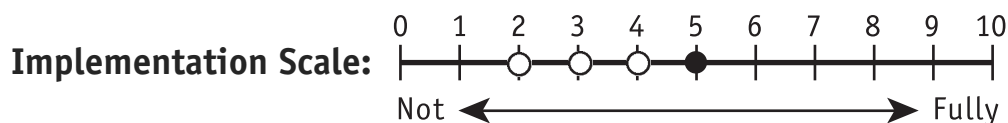
13.13   Employee Benefits/Workers' Compensation

Professional Standard

The Workers' Compensation unit is actively involved in providing injured workers with an opportunity to participate in a modified duty program.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has had a fully operational modified duty program for more than two years. The program includes written procedures, forms, temporary work assignments and a function job analysis for most jobs.

2. Approximately 30 employees participated in the district's modified duty program during the past 12 months.

Standard Implemented: Fully - Sustained

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	0
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	8
November 2007 Self-Rating:	10
November 2007 New Rating:	10

Implementation Scale:

```
      0   1   2   3   4   5   6   7   8   9   10
      O---+---+---+---+---+---O---O---O---+---●
      Not  <------------------------>  Fully
```
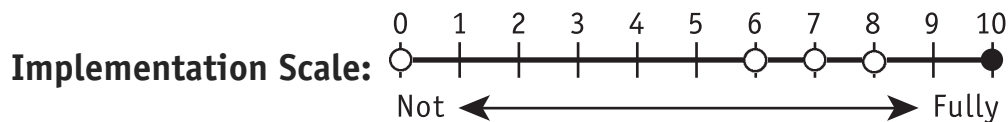
Table of Standards for Personnel Management

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.1	An updated, detailed policy and procedures manual exists which delineates the responsibilities and operational aspects of the personnel office.	2	2	NR	NR	NR	NR	NR
1.2	The district has clearly defined and clarified roles for board and administration relative to recruitment, hiring, evaluation, and dismissal of employees.	2	3	NR	NR	NR	NR	NR
1.3	The division has developed a Mission Statement that sets clear direction for human resources staff.	7	8	NR	NR	NR	NR	NR
1.4	The division has an organizational chart and a functions chart that include the names, positions and job functions of all staff in the Human Resources Division.	6	6	NR	NR	NR	NR	NR
1.5	**The division has established goals and objectives directly related to the district's goals that are reviewed and updated annually.**	**2**	**2**	**3**	**5**	**5**	**5**	**8**
1.6	**Individual staff members have developed goals and objectives in their areas of responsibility and also a personal professional development plan.**	**1**	**1**	**2**	**3**	**4**	**5**	**8**
1.7	**The division has a monthly activities calendar and accompanying list of ongoing Human Resources activities to be reviewed by staff at planning meetings.**	**3**	**3**	**3**	**3**	**3**	**4**	**8**
1.8	The division head is a member of the Superintendent's Cabinet and participates in decision making early in the process.	10	10	NR	NR	NR	NR	NR
2.1	The Human Resources Division utilizes the latest technological equipment for incoming and outgoing communications.	2	5	NR	NR	NR	NR	NR
2.2	**The Human Resources and Business Divisions have developed and distributed a menu of services which includes the activities performed, the individual responsible, and the telephone numbers where they may be contacted.**	**0**	**3**	**6**	**7**	**7**	**7**	**8**
2.3	The Human Resources Division provides an annual report of activities and services provided during the year.	0	0	NR	NR	NR	NR	NR
2.4	The Human Resources Division staff is cross trained to respond to client need without delay.	2	2	NR	NR	NR	NR	NR
2.5	**The Human Resources Division holds regularly scheduled staff meetings.**	**4**	**4**	**5**	**6**	**7**	**7**	**8**

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
2.6	Various publications are provided on a number of subjects to orient and inform various clients.	5	6	NR	NR	NR	NR	NR
3.1	The governing board will provide equal opportunities for all persons without regard to race, color, creed, sex, religion, ancestry, national origin, age, or disability. Education Code 44100-44105.	6	6	NR	NR	NR	NR	NR
3.2	Employment procedures and practices are conducted in a manner that ensures equal employment opportunities. Written hiring procedures are provided.	4	6	NR	NR	NR	NR	NR
3.3	The job application form requests information that is legal, useful, pertinent, and easily understood.	5	7	NR	NR	NR	NR	NR
3.4	The Human Resources Division recruitment plan includes a training component for the district recruitment team.	0	4	NR	5	NR	NR	NR
3.5	The recruitment plan identifies placement centers, colleges and publications where there are significant numbers of candidates to meet the district's diverse needs.	3	5	NR	7	NR	NR	NR
3.6	The recruitment plan provides a cost estimate (included in the division budget) for the recruitment program.	5	7	NR	NR	NR	NR	NR
3.7	**A summary or evaluation of the results of the year's recruitment efforts is provided in written form.**	**0**	**4**	**4**	**5**	**5**	**6**	**7**
3.8	Selection procedures are uniformly applied.	5	6	NR	NR	NR	NR	NR
3.9	**The district systematically initiates and follows up on experience and reference checks on all applicants being considered for employment.**	**2**	**3**	**3**	**5**	**6**	**7**	**8**
3.10	The district appropriately monitors teacher assignments and reports as required under Education Code 44258.9.	0	5	NR	NR	NR	NR	NR
4.1	The governing board will provide equal employment opportunities for persons without regard to race, color, creed, sex, religion, ancestry, national origin, age, or disability. Education Code 44100-44105.	7	7	NR	NR	NR	NR	NR

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NR Indicates standard not reviewed

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
4.2	**Employment procedures and practices are conducted in a manner that ensures equal employment opportunities. Written hiring procedures are provided. Education Code 44100-44105.**	**6**	**6**	**4**	**4**	**4**	**5**	**6**
4.3	The job applicant form requests information that is legal, useful, pertinent, and easily under-stood.	7	7	NR	NR	NR	NR	NR
4.4	The recruitment plan identifies various recruit-ment sources utilized in the search process for the numerous position classifications.	2	5	NR	NR	NR	NR	NR
4.5	The district systematically initiates and fol-lows-up on all applicants being considered for employment.	5	5	NR	NR	NR	NR	NR
4.6	Appropriateness of required tests for a specific position is evident.	10	10	NR	NR	NR	NR	NR
4.7	A summary of the recruitment efforts for the year is provided in written form.	0	0	NR	NR	NR	NR	NR
5.1	Initial orientation is provided for all new staff.	4	7	NR	NR	NR	NR	NR
5.2	**The Human Resources Division provides orientation handbooks for new employee orientation in all classifications: substitutes, teachers and classified employees.**	**2**	**4**	**5**	**5**	**5**	**5**	**6**
5.3	The Human Resources Division has developed a video of the district's activities and expecta-tions for new employee orientation.	0	2	NR	NR	NR	NR	NR
6.1	Personnel files are complete, well organized, and up-to-date.	2	3	NR	NR		NR	NR
6.2	**Human Resources Division nonmanagement staff members have individual desk manuals for all of the personnel functions for which they are held responsible.**	**0**	**0**	**0**	**0**	**4**	**3**	**6**
6.3	**The Human Resources Division has an operations procedures manual for internal department use in order to establish consis-tent application of personnel actions.**	**0**	**0**	**1**	**2**	**5**	**6**	**6**
6.4	**The Human Resources Division has a process in place to systematically review and update job descriptions. These job descriptions should be in compliance with the Americans with Disabilities Act (ADA) requirements.**	**5**	**1**	**1**	**1**	**1**	**3**	**4**
6.5	The Human Resources Division provides an office environment with appropriate furniture, equipment and materials.	7	9	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
6.6	**The Human Resources Division has procedures in place that allow for both personnel and payroll staff to meet regularly to solve problems that develop in the processing of new employees, classification changes and employee promotions.**	**0**	**0**	**1**	**4**	**4**	**5**	**7**
6.7	Wage and salary determination and ongoing implementation are handled without delays and conflicts (substitutes, temporary employees, stipends, and shift differential, etc.)	5	5	NR	NR	NR	NR	NR
6.8	Regulations or agreements covering various types of leaves are fairly administered.	7	7	NR	NR	NR	NR	NR
6.9	Personnel staff members attend training sessions and workshops to keep abreast of the most current acceptable practices and requirements facing personnel administration.	6	6	NR	NR	NR	NR	NR
6.10	The Human Resources Division provides employees with appropriate forms for documenting requested actions (i.e., leave, transfers, resignations, and retirements).	10	10	NR	NR	NR	NR	NR
6.11	Established staffing formulas dictate the assignment of personnel to the various sites and programs.	7	7	NR	NR	NR	NR	NR
7.1	Policies and regulations exist regarding the implementation of fingerprinting requirements.	10	10	NR	NR	NR	NR	NR
7.2	The governing board requires every employee to present evidence of freedom of tuberculosis as required by state law. Education Code §§ 44839 and 49406.	10	10	NR	NR	NR	NR	NR
7.3	No person shall be employed as a teacher's aide unless that person has passed the basic reading, writing and mathematics skills proficiencies required for graduation from high school. Education Code § 45361.5	9	9	NR	NR	NR	NR	NR
7.4	A clear implemented policy exists on the prohibition of discrimination. Government Code § 11135.	8	8	NR	NR	NR	NR	NR
7.5	All certificated persons hold one or more valid certificates, credentials or life diplomas that allow the holder to engage in the school services designed in the document. Education Code § 44006.	3	6	NR	NR	NR	NR	NR

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	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
7.6	**Duties to be performed by all persons in the classified service and other positions not requiring certification are fixed and prescribed by the governing board. Education Code § 45109.**	**6**	**6**	**2**	**2**	**2**	**3**	**4**
7.7	Professional growth requirements for maintenance of a valid teaching credential exist. Education Code § 44277.	10	10	NR	NR	NR	NR	NR
7.8	**Current position descriptions are established for each type of work performed by certificated and classified employees. Education Code § 35020.**	**6**	**6**	**2**	**2**	**2**	**3**	**4**
7.9	The district has established a process by which all required notices/in-service training has been performed and documented, i.e., child abuse reporting, blood-borne pathogens, Hepatitis B vaccination, etc. Education Code § 44691 and Government Code § 8355.	7	7	NR	NR	NR	NR	NR
7.10	The district is in compliance with the Title IX policies on discrimination and Government Code § 12950 (a) posting requirements concerning harassment or discrimination.	7	7	NR	NR	NR	NR	NR
7.11	The district is in compliance with the Consolidated Omnibus Budget Reconciliation Act of 1986 (COBRA)	5	7	NR	NR	NR	NR	NR
7.12	**The district is in compliance with the Family and Medical Leave Act (FMLA), including posting the proper notifications.**	**2**	**4**	**2**	**3**	**3**	**4**	**7**
7.13	**The district is in compliance with the Americans with Disabilities Act (ADA) of 1990 in application procedures, hiring, advancement or discharge, compensation, job training and other items, conditions and privileges of employment.**	**4**	**5**	**5**	**5**	**4**	**4**	**5**
7.14	The district has identified exempt and nonexempt employees and has promulgated rules and regulations for overtime, which are in compliance with the Fair Labor Standards Act (FLSA) and California statutes.	3	3	NR	NR	NR	NR	NR
8.1	**An online position control system is utilized and is integrated with the payroll/financial systems.**	**0**	**0**	**5**	**5**	**5**	**6**	**8**

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
8.2	The Human Resources Division provides an automated substitute calling system. The system should have the ability to input and retrieve data. Data should be distributed to site and program managers.	6	6	NR	NR	NR	NR	NR
8.3	The Certificated and Classified Departments of the Human Resources Division have in place an applicant tracking system.	4	4	NR	NR	NR	NR	NR
8.4	**The Human Resources Division has in place a program of providing funds and time for staff training and skill development in the use of computers.**	**0**	**1**	**1**	**3**	**5**	**6**	**7**
8.5	The Human Resources Division utilizes the latest technology to provide staff and clients with improved communication (e.g., voice mail, fax, and e-mail).	4	5	NR	NR	NR	NR	NR
8.6	The Human Resources Division has computerized its employee database system including, but not limited to, credentials, seniority lists, evaluations, personnel by funding source, program, location, and Workers' Compensation benefits.	4	4	NR	NR	NR	NR	NR
9.1	The district has developed a systematic program for identifying areas of need for in-service training for all employees.	4	5	NR	NR	NR	NR	NR
9.2	The district shall make provisions for department-directed staff development activities, including a plan for "buy back" days for certificated and classified employees. Education Codes: 52000, 52034(g), and 44579-44579.4.	4	6	NR	NR	NR	NR	NR
9.3	Teachers and other professional school services personnel are provided diversity training. Education Code §44560.	3	4	NR	NR	NR	NR	NR
9.4	The district has adopted policies and regulations regarding the recognition and reporting of sexual harassment. Government Code 12940.	7	7	NR	NR	NR	NR	NR
9.5	The district provides training for all management and supervisory staff responsible for employee evaluations.	3	7	NR	NR	NR	NR	NR
9.6	The district provides training opportunities to managers and supervisors in leadership development and supervision.	4	5	NR	NR	NR	NR	NR
9.7	**The division develops handbooks and materials for all training components.**	**3**	**3**	**4**	**5**	**6**	**7**	**8**

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NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
10.1	**The Human Resources Division provides a process for the monitoring of employee evaluations and the accountability reporting of their completion.**	**0**	**4**	**4**	**5**	**5**	**5**	**8**
10.2	Standards for management and supervisors will be developed and implemented to ensure that adequate levels of supervision will be provided at all levels within the district.	2	6	NR	NR	NR	NR	NR
10.3	A clear policy and practice exists for the written evaluation and assessment of certificated employees. Education Code § 44663	5	8	NR	NR	NR	NR	NR
10.4	The evaluation process is a regular function related to each employee involving criteria related to the position.	2	5	NR	NR	NR	NR	NR
10.5	The Human Resources Division has developed an evaluation handbook for management and supervisory training.	2	8	NR	NR	NR	NR	NR
10.6	The Human Resources Division has developed due process training for managers and supervisors.	3	5	NR	NR	NR	NR	NR
10.7	The Human Resources Division has developed a process for providing assistance to marginal employees (remediation).	0	4	NR	NR	NR	NR	NR
10.8	The district has developed a plan to address a Peer Assistance and Review Program (PAR). Education Codes 44498, 44500-44508, 44662, and 44664.	0	8	NR	NR	NR	NR	NR
11.1	The Human Resources Division has developed a program for retirement counseling, including STRS counseling, PERS counseling and "life after retirement."	5	5	NR	NR	NR	NR	NR
11.2	The Human Resource Division has developed recognition programs for all employee groups.	2	7	NR	NR	NR	NR	NR
11.3	The Human Resources Division has available to employees various referral agencies to assist those employees in need.	3	3	NR	NR	NR	NR	NR
12.1	Salary schedules and benefits are competitive.	3	4	NR	NR	NR	NR	NR
12.2	**The Human Resources Division involves site-level administrators in the bargaining and labor relations decision-making process.**	**4**	**4**	**4**	**5**	**6**	**6**	**7**
12.3	The Human Resources Division provides all managers and supervisors (certificated and classified) training in contract management with emphasis on the grievance process and administration.	5	7	NR	NR	NR	NR	NR

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NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
12.4	The Human Resources Division provides a clearly defined process for the bargaining with its employee groups (e.g., traditional and interest-based).	8	8	NR	NR	NR	NR	NR
12.5	The Human Resources Division has a process in place that provides management and the Board of Education with information on the impact of bargaining proposals (e.g., fiscal, staffing, management flexibility, and student outcomes).	7	7	NR	NR	NR	NR	NR
12.6	The Human Resources Division provides clearly defined forms and procedures in the handling of grievances for its managers and supervisors.	7	7	NR	NR	NR	NR	NR
12.7	Bargaining proposals and negotiated settlements are "sunshined" in accordance with the law to allow public input and understanding of the cost implications and, most importantly, the effects on the children in the district. Education Code § 3547 and 3547.5, and Government Code § 41242.	5	7	NR	NR	NR	NR	NR
12.8	The district systematically has examined the feasibility of implementing the provisions of the law that provides for increasing the minimum teacher's salary to $32,000. Education Code § 45023.4.	5	8	NR	NR	NR	NR	NR
13.1	The district has its self-insured workers' compensation programs reviewed by an actuary in accordance with Education Code Section 17566 and filed with the County Office of Education.	4	7	NR	NR	NR	NR	NR
13.2	Employee benefits are well understood by employees through periodic printed communications provided by the Human Resources Division.	2	6	NR	NR	NR	NR	NR
13.3	Employees are provided reasonable notice of when coverage for dependents will end, and the documentation needed to continue coverage beyond the normal termination date.	9	10	NR	NR	NR	NR	NR
13.4	Employees are provided immediate notification that premiums due under COBRA were not received timely and coverage stopped as of date specified.	0	6	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
13.5	Human Resources employees provide new hires with a detailed explanation of benefits, the effective date of coverage, along with written information outlining their benefits and when enrollment forms must be returned to implement coverage.	6	8	NR	NR	NR	NR	NR
13.6	Timely notice of annual open enrollment period is sent to all eligible employees.	0	8	NR	NR	NR	NR	NR
13.7	Employees are provided the state's injury report form (DWC Form 1) within one working day of the district having knowledge of an injury or illness.	8	8	NR	NR	NR	NR	NR
13.8	The district notifies the third party administrator of an employee's claim of injury within five working days of having knowledge and forwards a completed Form 5020 to them.	6	6	NR	NR	NR	NR	NR
13.9	**The district's Workers' Compensation experiences and activities are reported periodically to the Superintendent's cabinet.**	**0**	**0**	**0**	**4**	**5**	**5**	**6**
13.10	The district does not pay temporary disability benefits during those times when an employee is in an extended nonpay status.	6	7	NR	NR	NR	NR	NR
13.11	The Workers' Compensation Unit maintains the California OSHA log for all work sites and a copy is posted at each work site during the month of February as required.	10	10	NR	NR	NR	NR	NR
13.12	**The district has provided the third party administrator with a copy of all current job descriptions and updates them, if needed, quarterly.**	**2**	**2**	**3**	**4**	**4**	**5**	**5**
13.13	**The Workers' Compensation Unit is actively involved in providing injured workers with an opportunity to participate in a modified duty program.**	**0**	**0**	**0**	**6**	**7**	**8**	**6**

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Pupil
Achievement

PUPIL ACHIEVEMENT
Summary of Findings and Recommendations

FCMAT visited the Oakland Unified School District October 8 - 10, 2007 to conduct an on-site assessment of the progress the district has made implementing the Pupil Achievement recommendations of the <u>Oakland Unified School District Assessment and Recovery Plan</u>, January 31, 2000. The team also assessed the extent to which the district's instructional operations conformed to the additional requirements introduced in the <u>Recovery Plan Update</u> of September 2003, which reflected changes in law and legislation since 2000.

The primary goal of the Pupil Achievement assessment is to improve student achievement through complete implementation of required programs and recommended strategies. To determine the extent of the district's progress, the FCMAT study team examined district documents and interviewed members of the administration, the faculty, and other key personnel directly involved with the design and delivery of curriculum in the district's schools. In addition, a sample of the district's classrooms were visited to observe certain aspects of instructional implementation and to establish a context for all information gleaned from the documents and interviews. The visit was scheduled during the second month of regular instruction for the 2007-08 school year.

Status of District Progress

The district has made substantial gains during the past year toward implementing the Pupil Achievement recommendations of the <u>Assessment and Recovery Plan</u> of January 31, 2000. The departure of new State Administrator Kimberly Statham after only a year resulted in reshuffling of key administrative positions. Nonetheless, the district leadership has managed to maintain stability and continue the district's progress. The top instructional leaders articulate a clear vision of where the district is headed. Moreover, faculty members and classified staff members in the district are aware of the district's vision and appear more willing than ever to work toward improving operations. Work continues to improve instructional program management based on the systematic use of data. Databases are growing and becoming more refined. The results-based budgeting system has been fully implemented. As a consequence, budgeting of resources in the district appears to be increasingly results-based and curriculum-driven.

Control of Resources, Programs, and Personnel

New and revised board policies, along with the board-approved Curriculum, Instruction, and Assessment Management (CIAM) Plan, provide a clear operational framework for the management of curriculum. The policies clearly define the roles and responsibilities of the district and site staff relative to curriculum design and delivery, the expectation for consistency in curriculum design documents, and the linkage between the professional development of personnel and improved student achievement. Board policies adopted since April 2006 provide direction for the management of curriculum design and delivery, as well as periodic review, assessment, and evaluation of student performance and program effectiveness.

Sound planning in key areas of the district is evident, and the study team observed movement toward established goals as a result of this planning. The critical Curriculum, Instruction, and Assessment Management Plan outlines five strategic practices to be implemented over a five-year period to achieve established goals. Site planning is focused on the strategic goals of the district and is monitored by the district's network executive officers.

The high expectations for students established through the Expect Success initiative have been well communicated through comprehensive reports to business partners, community service organizations, parents, and the educational community. In addition, regular reports to the board help promote a collective focus on student achievement.

The Table of Organization for the district presents clear relationships among roles within the organization. The new job descriptions establish work expectations and clarify roles and relationships related to the core work of the district, although not all positions on the organizational chart are described by formal job description documents.

Clear and Valid Objectives for Students

Four years ago, the district adopted several standards-based textbook series in lieu of developing formal curriculum guides. Initially, the district's need to rapidly reform its instructional operations made the adoption of a textbook-based curriculum a sound strategy. At grades 1 through 8, the textbooks approved by the state were more or less adequately aligned with the state's standards and the state's assessment instruments. High school texts were less adequately aligned, but were considered adequate by the study team if they were accompanied by California Standards maps. The staff addressed the inherent lack of focus of a textbook-based curriculum by developing pacing guides to give teachers the necessary specificity and direction.

The district recently reversed its position on formal curriculum guides. Over the summer, K-12 curriculum guides for mathematics were developed. Language arts curriculum guides are currently being developed, and there are plans to develop guides for science and history/social science. The pacing guides developed earlier are being aggressively revised to allow for greater differentiation of instruction to better meet the needs of the district's diverse student population. During the 2005 on-site visit, none of the standards-based textbooks and scope and sequence documents analyzed by the study team contained enough information to enable teachers to develop complete and comprehensive work plans to guide their teaching. This year, nearly all of the revised documents and newly drafted curriculum guides reviewed by the study team were adequate. Of the 14 new mathematics guides developed over the summer, 11 or 78.5% met the criteria for adequacy.

The study team visited a cross-section sample of 204 classrooms in 20 schools throughout the district and observed that instruction continues to be increasingly focused on the California Standards. The lack of cohesion described in the 2000 Recovery Plan has been addressed.

When the study team compared English/language arts and mathematics instruction in district classrooms to the California Standards, 64.2 % of instruction observed in the classrooms was at grade level, 30.4 % were below grade level, 2.6 % were above grade level, and 2.9 % were not on standard. The highest percentage of instruction considered to be at grade level was observed at the elementary schools (73.1%, up from 64% last year); the highest percentage of instruction considered to be below grade level was at the middle schools (44.2%, down from 54% last year). Overall, the focus and quality of the curriculum and instruction in the district has improved.

Program Development and Implementation

The newly adopted Certificated Professional Development Plan 2006-11 specifies that professional development decisions originate at the schools and are guided by district goals, districtwide strategic practices, and research on teacher development. The plan is linked to the strategic goals established in the Multi-Year Academic Acceleration Plan (MAAP). Though not explicitly stated, these plans are complemented by staff development activities built into professional learning community (PLC) collaboration and reinforced by linkages with administrator and teacher appraisal processes. Taken together, these plans and procedures constitute clear and coherent direction for programs of professional development for the district's teachers, administrators, supervisors, and support personnel.

The district has bolstered its efforts to comply with the recommended action in the exit report from the Comité, delivered in February 2005. At that time an agreement was signed calling for the continued implementation and monitoring of programs to improve the education of English Language Learners. Progress has been made enforcing the provisions of this Voluntary Resolution Plan, however, the budgeting process does not fully address the issues of equity at many of the schools. Staff development is voluntary and not all teachers are trained. The district needs to implement the placement and assessment plans for English language learners and require that they be monitored at the school site level.

The leadership of the district's special education programs continues to address the priority problems in the program. Numbers of overdue IEPs and triennials have been reduced, but remain high in spite of the district's efforts. As a result, numerous potential compliance issues within the programs remain.

The special education procedures manual was updated in 2007. Training for staff regarding compliance issues has been initiated. The number of nonpublic school placements has been reduced. Progress has been made toward recovering dollars lost due to inaccurate accounting and reporting. Progress has also been made addressing staffing in a definitive manner, reviewing non-public school placements, and reviewing transportation costs. A master plan for special education is in the process of being developed.

Use of Assessments to Improve Programs

The district's approach for building a comprehensive assessment system in English/Language Arts and Mathematics for grades pre-K to12 includes comprehensive and focused instructional support, technology, and professional development. The Multi-Year Academic Acceleration Plan (MAAP) meets 17 of 20 quality characteristics of a comprehensive assessment plan recommended in the Assessment and Recovery Plan, 2000. Network executive officers meet regularly with principals to discuss academic progress, and cross-functional teams have been formed to oversee MAAP and the assessment schedules for grades 2-11.

The district continues to provide data disaggregated by race/ethnicity, gender, socioeconomic factors, and language. The data are available in useable formats to gauge operational performance and to improve instructional programs and decision making. The assessments, however, do not include all required subjects at all grade levels. The present focus is on reading/language arts and math.

Student achievement continues to be a major concern. California Standards Test scores are up slightly again this year, however, the district ranks near the bottom when comparing its 2007 Academic Performance Index (API) score (658) with other large urban school districts in the state. The district ranks higher when comparing one-year (2006-2007) API growth with the other urban districts. When considering three years of API score growth (57 points), the district has the distinction of being the most improved large urban school district in California. Nonetheless, student achievement based on STAR 2007 results continues to remain below state and district expectations.

The staff has taken actions and deployed resources to prevent students from failing the California High School Exit Examination (CAHSEE) on their first attempt. Eighth-graders who are at risk of not passing are identified at the end of the eighth-grade year and provided interventions in the ninth and tenth grades. The high schools are required to submit plans for accelerating these underperforming students. Ninth graders requiring assistance are placed in strategic algebra and English courses that provide additional instructional time and appropriate interventions.

Tenth-graders receive intensive reviews to prepare them to pass the CAHSEE on their first attempt. Extended sessions are provided for ELD and special education students. Summer acceleration and intervention programs are provided for academically at-risk ninth-graders and for eleventh and twelfth graders who have not passed one or both parts of the CAHSEE.

The district supports CAHSEE instruction with professional development, instructional resources, and communication with parents and the community. The High School Network communicated to all 10th, 11th, and 12th grade students and their parents about CAHSEE dates and the importance of passing. Combined scores from all scheduled CAHSEE exams in 2006-2007 were generally flat when compared with 2005-2006.

Improved Organizational Productivity

The Budget Planning Manual has been finalized and the results-based budgeting (RBB) system is operational. Principals have received training for their expanded fiscal role. Most have developed their second results-based budget. The Budget Narrative Template offers the district's managers a systematic method to align their goals with their activities and consider the trade-offs associated with changes in the budget. A column is provided requiring the manager to enter a "justification." This encourages the budget-builder to consider the consequences of the proposed budget item.

The study team recognizes that the dynamics of RBB can result in increased productivity. However, the procedure must also include the more rigorous and defined processes which constitute cost-benefit analysis to achieve maximum educational productivity. The planning manual does not contain procedures for cost/benefits analysis, nor does it contain procedures and criteria for evaluating the consequences of eliminating programs.

Also, the study team found no directives prohibiting school-based decisions that cause inequities among schools in course offerings, materials, and instructional practices. The study team has concluded that the RBB system has the potential to significantly increase the Oakland Unified School District's educational productivity, providing cost/benefit analysis is included in the decision-making process.

1.1 Curriculum Management—Policy

Professional Standard
The district, through its adopted policy, provides a clear, operational framework for the management of the curriculum.

Progress on Implementing the Recommendations of the Recovery Plan

1. Policies that articulate expectations for quality education provide a framework for managing all aspects of curriculum design and delivery. New and revised board policies along with the board approved Curriculum, Instruction, and Assessment Management (CIAM) Plan provide a clear, operational framework for the management of curriculum in the Oakland Unified School District. Board policies adopted since April 2006 provide direction for the management of curriculum design, delivery, periodic review, and assessment and evaluation of student performance and program effectiveness. Administrative regulations provide a communication system for the process of curriculum design and delivery. Roles and responsibilities of personnel related to curriculum management are articulated in board policy, administrative regulation, the CIAM Plan, and in some job descriptions. The direction provided through board policy, the CIAM Plan, and administrative regulations meet the Curriculum Management Audit Characteristics of Comprehensive Planning. To fully implement this standard, the district staff needs to continue to engage all stakeholders in implementing and monitoring the effects of implementation, and continuously refining policies and plans to adjust to realities in the district.

2. The purpose of integrated planning is to streamline the focus of all efforts on student achievement. The revised draft of Board Policy 0400 being submitted for board approval on October 10, 2007, states that effective district planning will include alignment and integration of strategic goals and practices throughout all plans. This revised policy directs staff members who manage the district strategic plan to incorporate the district's strategic goals in all comprehensive plans to align them with the district vision. The Expect Success Annual Report, 2006-07 communicates to all stakeholders the purpose of each planning framework and describes how all plans focus on improved student achievement. To fully implement this standard, the district staff needs to continue to align and integrate planning and monitor efforts to focus on the established goals of the district's strategic plan.

3. A district organizational table shows clear relationships among roles. Reporting relationships provide a clear connection between personnel and their roles in supporting student achievement.

4. A robust educational system has an established cycle of monitoring, evaluating and providing feedback to ensure that programs remain current in meeting the needs of students. Expectations for monitoring the design and delivery of curriculum are articulated in Board Policy 6400.5, Administrative Regulation 6400, and in the CIAM Plan. Administrative Regulation 6400 and the CIAM Plan specify the systems, processes and practices that will be used to implement, monitor and evaluate curriculum and

assessment. All documents articulate the role of administrative staff responsible for teacher supervision and support. The CIAM Plan details the components of monitoring that include criteria for the effective implementation and evaluation of the curriculum as well as the professional development of teachers and supervisors. Professional development has two purposes: to prepare teachers to teach the expected curriculum and to provide supervisors with the supervisory skills necessary for understanding quality delivery practices and providing feedback to monitor teacher growth.

5. Monitoring curriculum implementation and instructional delivery is also described in some job descriptions and appraisal procedures for administrative personnel. The district has processes and practices to provide monitoring and feedback throughout all levels of the organization's instructional division. Evaluation structures provide for monitoring the performance quality of executive officers, principals, coaches, supervisors, and teachers. This standard will be met when monitoring and feedback practices are systemic throughout all roles in the district.

6. The Governing Board needs structures for policy implementation and regular review to ensure the district is current in adapting to local, state, and federal expectations. While the board has not adopted such a policy, Administrative Regulation 6400 and the CIAM Plan articulate processes for monitoring the implementation of board policies related to curriculum design and delivery. These documents describe the role of administrative personnel in implementing such policies. Administrators are held accountable for implementation through the appraisal process and through informal monitoring procedures.

   The CIAM Plan includes a provision for the formation of a curriculum, instruction, and assessment council (CIAC) that is responsible for coordinating an annual review of policies related to curriculum and assessment.

   To fully comply with this standard, the board needs to establish an expectation that the direction established in policy is implemented and regularly reviewed. The district staff needs to implement the provisions outlined in Administrative Regulation 6400, the CIAM Plan, and in the formal and informal evaluation processes of administrators.

7. Job descriptions establish work expectations and clarify roles and relationships related to the district's core work. The district has several job descriptions for positions in the Instructional division. Job descriptions were not available for all positions on the organizational chart. To fully comply with this professional standard, district personnel need to update all job descriptions for both certificated and classified personnel to reflect the criteria in the Assessment and Recovery Plan of 2000 and to reflect current district operations. The district should ensure that job descriptions include appropriate linkages to curriculum and instruction and match the organizational chart.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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0   1   2   3   4   5   6   7   8   9   10
├───┼───○───○───○───○───●───┼───┼───┼───┤
    Not  ◄──────────────────►  Fully
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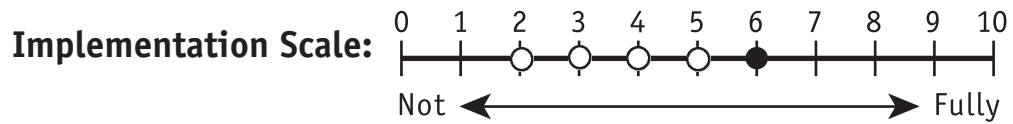
1.2 Student Objectives – Core Curriculum Content

Professional Standard
The district has clear and valid objectives for students, including the core curriculum content.

Progress on Implementing the Recommendations of the Recovery Plan

1. District administrators have a formal Curriculum, Instruction, & Assessment Management Plan (CIAM Plan) that includes the 10 elements recommended by FCMAT. These elements are described in Exhibit 1.2.1.

Exhibit 1.2.1
FCMAT Elements of a Comprehensive Curriculum Management Plan
Oakland Unified School District
Curriculum, Instruction, & Assessment Management Plan

October 2007

a.	The district's philosophical approach to the curriculum
b.	A curriculum review cycle for all disciplines
c.	A consistent curriculum format
d.	Delineation of responsibilities for curriculum related to decision-making for district administrators, principals, teachers, district and school committees
e.	Expectations for the delivery of the curriculum
f.	Instructions for monitoring the curriculum that include specific procedures and criteria for principals and other staff
g.	Timing, scope, team membership, and procedures for curriculum review and adoption
h.	Selection procedures for instructional resources
i.	A process for integrating technology into the curriculum
j.	A process for communicating curriculum revisions to the board, staff, and community

The district's new CIAM Plan fully satisfies FCMAT criteria described in the original recommendations in the Assessment and Recovery Plan (2000). The CIAM Plan is supported formally by Administrative Regulation 6400, Evaluation, Support and Monitoring of Instructional Program. No indication of selection procedures for instructional resources was found in board policy or in the district's textbook selection procedures.

The CIAM Plan covers in more specific detail the five elements found to be adequate in the September 2006 report. For example, the plan reaffirms the philosophical framework for curriculum when it states, "Overall, the OUSD curriculum is standards- and research-based, is aligned with assessment, instruction, and professional development, incorporates pacing or scheduling that ensures equitable coverage and standards

mastery, and incorporates interventions/scaffolds for students needing support to access the core." The plan's section entitled, "Oversight and Participatory Structures for Curriculum Management" defines in detail the cycle, scope, timing, procedures, and job responsibilities for curriculum review.

In addition, the five elements of curriculum management planning earlier reported as inadequate have now been met through the CIAM Plan. The study team found the following:

Element c: A consistent curriculum format.
The study team accepts the decision made by central office that the format of guides may vary given different subject area needs. However, the district expectation continues to require that all guides will include the following components:

- Alignment to California Standards
- Alignment to district and state assessments
- Delineation of "Essential Standards."
- Standards-based pacing guides that allow more time for teacher differentiation to tailor instruction to meet student learning needs
- Core and supplementary materials identified for each skill
- Strategies for differentiation
- Technology-based resources and links

During the summer of 2006, K-12 mathematics instructional guides were developed. To date, all of these mathematics guides include a pacing guide either locally developed or developed in conjunction with the Edgenuity program. Most guides include a "Concepts/Skills/Standards Matrix by Marking Period" that identifies the essential skills to be learned in each marking period. These instructional guides do not provide specific examples on how to approach key concepts/skills in the classroom. They also do not specifically define the time spent to learn each of the skills. District personnel report that instructional guides for English-language arts are being developed, and that there are plans to develop guides for science and history-social science.

Element e: Expectations for the delivery of curriculum.
The CIAM Plan supports expectations for the delivery of curriculum when it states, "A high quality curriculum must be supported with foundational professional development to ensure its understanding and implementation." The CIAM Plan describes a multilayered professional development plan to "ensure high quality delivery of the curriculum."

The district has instituted mandatory professional development in the core curriculum. Under this plan, new teachers participate in five-day summer training institutes. Level I training focuses on implementation of curriculum including textbook and pacing guide use and assessments.

District personnel reported that the professional development program was in transition last year. The study team confirmed that report in a review of the newly developed OUSD Certificated Professional Development Plan, which states that the purpose and goals of professional development are focused on increased student

achievement. These goals and purposes establish an implicit link between professional development, curriculum and student achievement. The district has revised its plan for professional development to be included in the schools' professional learning communities and school plans based on teacher needs, affirming that "Successful professional development is imbedded in the work of teachers." The study team found that the Certificated Professional Development Plan is consistent with FCMAT recommendations (see Standards 1.7 and 1.8).

Element f: Instructions for monitoring the curriculum that include specific procedures and criteria for principals and other staff.
This element has been met. Board Policy 6400.5, Curriculum Management - Supporting and Monitoring Implementation of Curriculum and Assessment, directs the superintendent to ensure that "systems, processes, and practices are in place to monitor the implementation of standards-based curriculum, instruction and assessment. All principals and administrative staff responsible for supervising teachers, and all instructional coaches will be highly knowledgeable about district-adopted and supplemental curriculum, instructional strategies and assessments, and be well trained in conducting classroom observations and reviews."

The CIAM Plan defines curriculum implementation and monitoring plan criteria to include:

- Clear standards, expectations, processes for teacher supervision
- Standards-based classroom observation techniques and protocols
- Monitoring of mandatory expectations for daily language arts and math instruction
- Development of expertise on the part of the instructional supervisors about what highly effective, content-specific teaching and learning looks like in practice
- Development of expertise on the part of instructional supervisors on providing meaningful and useful feedback to teachers regarding observed practice based on actual student performance measured by both common and progress assessments.
- Ability to analyze multiple classroom observations to identify trends and recurring challenges in classroom practice, and to link that analysis to professional development planning and curriculum development.

District and school administrators report that principals are required to be in classrooms two hours a day. The study team was not provided with a formal central office directive for this requirement. However, process and procedural documents of the network executive officers support this requirement and the expectation that principals monitor the curriculum. The district job description for network executive officers requires that they "calibrate classroom instructional quality on learning walks with the principal to elucidate their instructional vision and increase their capacity to provide direct and actionable feedback to teachers." Most network executive officers have provided their principals with guidance for monitoring curriculum. Interviews indicated that principals throughout the district have developed and refined their own procedures and processes for monitoring curriculum. The following are examples of some of these monitoring procedures and processes:

- Use an ELD checklist, district-generated, or personalized checklist when visiting classrooms.

- Analyze interim assessments through the professional learning community process.
- Require unit or lesson plans from teachers.
- Look to see that teachers are teaching the district curriculum and that children are responsive.
- Do walk-throughs with instructional facilitators and coaches.
- Talk informally with teachers and parents.
- Use pacing guides to see if the teacher is on target.

Element i: A process for integrating technology into the curriculum
The CIAM Plan states, "The curriculum will also include technology (software and hardware) to support high quality delivery of the curriculum." It states that "technology will be used to assist in higher order learning as well as supporting differentiation in the classroom." The plan also stipulates that "the integration of technology into the curriculum will be driven by the Oakland Unified School District Instructional Technology Plan." The technology plan is board approved and provides the process for professional development, teacher and student use of technology, and infrastructure support to ensure the various technology components are operational and funded. District personnel will begin to develop a new technology plan near the end of its 2005-2008 time frame.

Element j: A process for communicating curriculum revisions to the board, staff, and community
As detailed in the CIAM Plan, the "Curriculum Instruction Assessment Council (CIAC) is responsible not only for the implementation of the plan, but also the review of revisions to the curriculum, and is the vehicle through which revisions to curriculum, assessment, instructional policies, administrative regulations, adoptions are proposed and/or communicated to the board of education. All information related to curriculum is then posted to the OUSD website, in the respective subject area." The district has a CIAC charter document outlining roles and responsibilities for the design and delivery of curriculum.

New and revised curricula are posted on the OUSD Web site for parent and teacher use. There is a stream of communication between the central office and schools through school principals, department chairs, coaches, instructional facilitators, textbook adoption and other curriculum committees, and teaching assistants. Community forums are facilitated to ensure parents and community members receive information about teaching and learning. When asked whether there is coordination and articulation across grade levels and between grade-span specific networks (K-5, MS, HS), district administrators commented that such coordination and articulation implementation was the responsibility of each network executive officer. The district provides opportunities for coordination and articulation across grade levels and between networks during planned principal summer institutes.

2. The district continues to develop board policies and administrative regulations relative to the design and delivery of curriculum. Exhibit 1.2.2 presents the status of key board policies and administrative regulations for curriculum management.

Exhibit 1.2.2 - Status of District Board Policies and Administrative Regulations, Curriculum Management
October 2007

	Board Policies in Curriculum Management		Administrative Regulations
BP 6000	Concepts and Roles	AR 6000	Mathematics Instruction
		AR 6000	Science Instruction
BP 6011	Academic Standards		
BP 6142.91	Reading/Language Arts Instruction	AR 6142.91	Reading/Language Arts
BP 6190	Evaluation of the Instructional Program		Instruction
BP 6141	Curriculum Development and Evaluation		
BP 6400.1	Curriculum Management - California Academic Content Standards – foundation of the curriculum, instruction, and assessment in content areas.	AR 6400	Evaluation, support and monitoring of Instructional Program
BP 6400.2	Curriculum Management – Vertical Articulation of Skills and Concepts in the Curriculum		
BP 6400.3	Curriculum Management – Standards-Aligned Assessment System		
BP 6400.4	Curriculum Management – Alignment of curriculum, Instruction and Assessment		
BP 6400.5	Curriculum Management - Supporting and Monitoring Implementation of Curriculum and Assessment	AR 6400.5	Curriculum Management - Supporting and Monitoring Implementation of Curriculum and Assessment
BP 6162.5	Student Assessment		
BP 6162.7	Use of Technology in Instruction		
BP 4131	Professional Development	AR 4131	Staff Development
BP 4400	California Standards for the Teaching Profession		

Exhibit 1.2.2 includes policies and administrative regulations that provide a clear, operational framework for curriculum management planning.

3. In the past, the district's curriculum philosophy had included an alternative to FCMAT's recommendation to develop curriculum guides. The district had adopted California standards-based textbooks as its curriculum with pacing guides developed to address some of the inadequacies of a textbook curriculum. FCMAT accepted the district's original alternative to the curriculum monitoring process. Since then, the district has begun building out its pacing guides and developing instructional guides in mathematics and English-language arts. For this report, the study team analyzed newly adopted California standards-based science textbooks and pacing guides (Exhibit 1.2.4). In addition, the district's newly developed K-12 mathematics instructional guides (Exhibit 1.2.5) and a curriculum document for English-language development (Exhibit 1.2.6) have been reviewed using the five basic minimum audit criteria for guides to determine whether they contained the elements of each of the five criteria that support effective delivery of the curriculum. The criteria are listed in Exhibit 1.2.3. The reviewers' analyses will be discussed after each of the exhibits.

Exhibit 1.2.3 - Curriculum Guide Audit Criteria Description

Criteria	Description
One	Clarity and Validity of Objectives 0 no goals/objectives present 1 vague delineation of goals/learner outcomes 2 states tasks to be performed or skills/concepts to be learned 3 states for each objective the what, when (sequence within course/grade), how actual standard is performed, and amount of time to be spent learning
Two	Congruity of the Curriculum to Testing/Evaluation 0 no evaluation approach 1 some approach of evaluation stated 2 states skills, knowledge, concepts which will be assessed 3 each objective is keyed to district and/or state performance evaluation
Three	Delineation of the Prerequisite Essential Skills, Knowledge, and Attitudes 0 no mention of required skill 1 states prior general experience needed 2 states prior general experience needed in specified grade level 3 states specific documented prerequisite or description of discrete skills/concepts required prior to this learning (may be a scope and sequence across grades/courses)
Four	Delineation of the Major Instructional Tools 0 no mention of textbook or instructional tools 1 names the basic text/instructional resource(s) 2 names the basic text/instructional resource(s) and supplementary materials to be used 3 states for each objective the "match" between the basic text/instructional resource(s) and curriculum objective
Five	Clear Linkages (Strategies) for Classroom Use 0 no linkages cited for classroom use 1 overall, vague statement on linkage for approaching the subject 2 provides general suggestions on approach 3 provides specific examples on how to approach key concepts/skills in the classroom

The document sets were assigned values of zero to three on each of the five criteria. A maximum of 15 points is possible, and sets of documents receiving a rating of 12 or more points are considered adequate or strong. The mean ratings for each criterion and the mean for the total ratings were then calculated. Exhibit 1.2.4 displays the ratings of newly adopted California standards-based science textbook teacher's editions and pacing guides

Exhibit 1.2.4 - Rating of Newly Adopted California Standards-Based Science Textbook Teacher's Editions and Pacing Guides, Grades K-12
October 2007

Newly Adopted Textbooks and Pacing Guides	Grade	Year Adopted	Is There a Pacing Guide?	One (Objs)	Two (Assess-ment)	Three (Pre-reqs)	Four (Re-sources)	Five (Ap-proach)	Total
Biology	Not specified	2007	Yes	3	2	0	3	3	11
Conceptual Physics	Not specified	2007	No	2	2	0	3	3	10
Chemistry	Not specified	2007	Yes	2	2	0	3	3	10
Earth Science	Not specified	2007	Yes	2	2	0	3	3	10
Living in the Environment	Not specified	2007	No	1	1	0	3	1	6
*Physics: A First Course	Not specified	2007	Yes	2	1	0	2	0	5
CPO Focus on Physical Science	Not specified	2007	Yes	2	2	0	3	3	10
CPO Focus on Life Science	Not specified	2007	Yes	2	2	0	3	3	10
CPO Focus on Earth Science	Not specified	2007	Yes	2	2	0	3	3	10
**Foss	5	2007	Yes	2	2	3	3	3	13
Foss	4	2007	Yes	2	2	3	3	3	13
Foss	3	2007	Yes	2	2	3	3	3	13
Foss	2	2007	Yes	2	2	3	3	3	13
Foss	1	2007	Yes	2	2	3	3	3	13
Foss	K	2007	Yes	2	2	3	3	3	13
			Mean Totals	2.0	1.9	1.2	2.9	2.7	10.7

* A teacher's edition for *A First Course* was not available for analysis. Instead, a student text was reviewed.
**Foss teacher materials contain three sections for each grade level. The analysis for each grade level materials above is for all three sections combined

Exhibit 1.2.4 shows the following:
- No pacing guides were provided for two of the newly adopted textbooks examined.
- Only the K-5 Foss materials met the minimum FCMAT criteria for adequacy, with scores of 13.
- The strongest criterion across the 15 newly adopted science textbook teacher's editions and pacing guides reviewed is the delineation of instructional tools, with a mean score of 2.9. This rating is expected for curriculum defined by the district as the district-adopted standards-based textbook.
- The weakest criterion is delineation of prerequisite essential skills, knowledge, and attitudes (mean total of 1.2). Only the K-5 Foss materials contained a scope and sequence.
- The Biology text includes time to be spent teaching and learning each skill.
- The overall mean score for the 15 newly adopted science textbooks reviewed is 10.7.

Exhibit 1.2.5 displays the ratings for the newly developed K-12 mathematics instructional guides.

Exhibit 1.2.5
Rating Of K-12 Draft Mathematics Instructional Guides
October 2007

Mathematics Instructional Guides	Date of Draft	One (Objs)	Two (Assm't)	*Three (Prereqs)	Four (Res)	Five (App)	Total
K	8/1/2007	2	3	3	3	1	12
1	8/1/2007	2	3	3	3	1	12
2	8/1/2007	2	3	3	3	1	12
3	8/1/2007	2	3	3	3	1	12
4	8/1/2007	2	3	3	3	1	12
5	8/1/2007	2	3	3	3	1	12
6	8/1/2007	2	3	3	3	1	12
7	8/1/2007	2	3	3	3	1	12
Algebra A	8/1/2007	2	3	3	3	1	12
Algebra I	8/1/2007	2	3	3	3	1	12
Geometry	8/1/2007	1	2	3	3	0	9
Intermediate Algebra	8/1/2007	1	2	3	3	0	9
Advanced Algebra	8/1/2007	2	3	3	3	1	12
Math Analysis	8/1/2007	1	2	3	3	0	9
Mean Totals		1.8	2.8	3.0	3.0	.8	11.4

* A K-12 scope and sequence by course was included in the group of secondary Instructional Guides. The study team was told by central office personnel that this scope and sequence will be included in all grade level and course Instructional Guides for Mathematics.

Exhibit 1.2.5 displays the following:
- Eleven of the 14 mathematics instructional guides were rated by reviewers as adequate for the minimum audit criteria with ratings of 12.
- Textbook references for each standard are found in the Concepts/Skills/Standards Matrix by marking period or in the pacing guides for those courses where there were no Concepts/Skills/Standards Matrix by marking period.
- Geometry, intermediate algebra, and math analysis instructional guides contain only a pacing guide developed either with Edgenuity or by district personnel.
- A scope and sequence across grade levels is not included in each of the grade level instructional guides. However, one K-12 scope and sequence was found at the back of the math analysis guide. The study team was told that this scope and sequence would be inserted in each of the instructional guides.
- Pacing guides (most developed using the Edgenuity program) key each standard to state and local assessments.
- Instructional guides do not state the time to be spent teaching and learning each skill.
- Instructional guides include vague statements on linkage for approaching the subject but do not provide specific examples on how to approach key concepts/skills in the classroom.

The draft K-12 mathematics instructional guides include the following:
- Philosophical statements for the purpose of the guide.
- Definition of computational and procedural skills, conceptual understanding, and problem solving.
- Organization of the guide information.
- Use for the guide and instructions for using the pacing guide (developed with Edgenuity program).
- Concepts/skills/standards by marking period.
- Pacing guides (produced with Edgenuity program or district generated).
- Various assessment items such as alignment of standards to assessment items, sample CST and local test items.
- CA Mathematics Standards Test Blueprints (grades 2-5).
- A short list of discourse questions (The Art of Questioning in Mathematics from the NCTM Professional Teaching Standards).

4. The district has a document entitled English Language Development in addition to the instructional guides and newly adopted science textbooks listed in Exhibits 1.2.4 and 1.2.5. This document describes the correlation of the SB472 approved Thomson-Heinle Visions Program with the California ELA/ELD Standards for 9-12. The study team compared this document against the Curriculum Guide Audit Criteria. Exhibit 1.2.6 displays the ratings for this material.

Exhibit 1.2.6
Rating Of Thomson-Heinle Visions Correlation
to California ELA/ELD Standards, Grades 9-12
October 2007

Thomson-Heinle Visions Correlation to CA ELA/ELD Standards	Date of Draft	One (Obj)	Two (Assmt)	Three (Pre)	Four (Res)	Five (App)	Total
	10/5/2007	2	0	2	3	0	7

Exhibit 1.2.6 shows the following:

- Prerequisite skills received a two because contained in the document was a correlation for ELD 1, early intermediate, intermediate, and advanced.
- Each standard is keyed to a page(s) in the Vision program.
- No linkages for classroom use or assessment are included.

The study team was not provided with any other instructional guides or pacing guides revised to meet the FCMAT curriculum guide component criteria. District personnel report that the English-language arts instructional guide is a work in progress and not ready for review. Therefore, this portion of the recommendation is unmet.

5. The district continues to produce documents that address the professional standard for developing, adopting, implementing, and monitoring programs and interventions that are aligned with district priorities and student learning goals in keeping with Board Policy 6190, Evaluation of the Instructional Program. As earlier indicated, district

administrators have developed and are beginning implementation of the CIAM Plan that provides an operational framework. However, this portion of the recommendation continues to be unmet because there is a requirement of administrative regulations for the districtwide monitoring of programs and interventions, which includes the following components of a screening process recommended by FCMAT (see Standard 1.17):

- A statement of alignment with established district priorities
- Alignment with the curriculum
- A description of the program/intervention; a list of required resources and funding sources
- Budget
- Evaluation
- Programmatic results
- Criteria for renewal

District administrators state that they are continuing to refine Web site databases used by intervention and externally funded programs, and have proposed integration with the student achievement database to evaluate intervention programs. This professional standard is complete when all required elements are fully and substantially implemented and are sustainable.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	4
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	6
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:

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    0   1   2   3   4   5   6   7   8   9   10
    |---+---O---+---O---O---O---●---+---+---|
        Not  <------------------------>  Fully
```
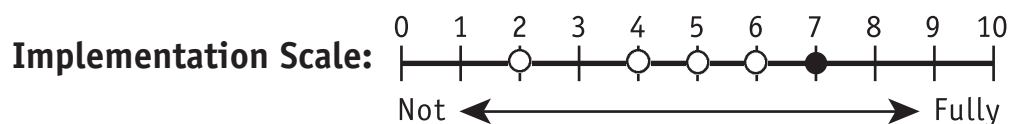
1.3 Allocation of Resources

Professional Standard
The district directs its resources fairly and consistently to accomplish its objectives.

Progress on Implementing the Recommendations of the Recovery Plan

1. The budget and results-based budgeting (RBB) handbook has been finalized to implement results-based budgeting. The system is operational.

2. Several FCMAT budget-related recommendations have been addressed:

    a. The Budget Narrative Template offers the district's managers a systematic method to align their goals with their activities and consider the trade-offs associated with changes in the budget. A column is included requiring the manager to enter a "justification." This encourages the budget-builder to consider the consequences of the proposed budget item. The dynamics of RBB can result in increased educational productivity and support the innovative Oakland model. However, the procedure must also include the more rigorous and defined processes that constitute cost-benefit analysis to achieve maximum educational productivity.

    b. No instructions have been developed directing the staff to routinely gather and present data describing the cost and benefits of various programs. Processes and criteria for evaluating the consequences of funding or not funding all elective programs, a key component of budgeting to increase educational productivity, have not been developed.

       The training in Coherent Governance contracted by the board supports the operational expectation that school expenditures are monitored "to assure their cost-effectiveness." This recent board initiative reinforces the efforts of the administration to allocate its resources effectively.

3. Instructions for using the Budget Narrative Template are included in the budget and results-based budgeting handbook, and principals report that they are adequate.

4. When fully functioning, results-based budgeting holds the potential for eliminating many inequities cited in previous reports. However, an operational expectation regarding the principles of equity must be defined and adopted by the board to ensure clear direction.

5. All staff members are required to comply with Voluntary Resolution Plan deadlines. The study team found a clear link between compliance with VRP requirements and personnel evaluations.

6. The study team found no policies, directives, or regulations prohibiting school-based de-
    cisions that cause inequities among schools in course offerings, materials, and practices.

    To fully comply with this professional standard, the following needs to be accom-
    plished:

    *   Revise the budget and results-based budgeting (RBB) handbook to include cost/
        benefit analysis in budgetary decision-making processes.
    *   Complete development of equity policies and procedures that:

        - Define the term "equity" and differentiate it from "equality."
        - Provide guidance regarding equity responsibilities of the staff.
        - Prohibit school-based decisions that cause inequities in course offerings,
          materials, and practices.
        - Specify responsibilities for implementing equity in district operations.
        - Incorporate accountability for equity actions in the personnel evaluation
          process.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating	4
September 2006 Rating:	5
November 2007 Self-Rating	6
November 2007 New Rating	6

Implementation Scale:

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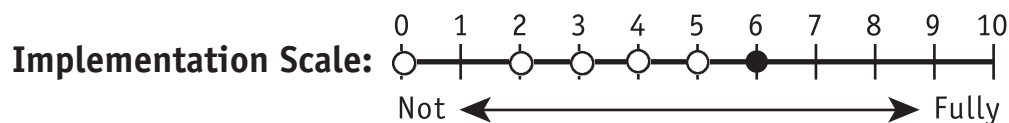
1.4 Multiple Assessments – Program Adjustment

Professional Standard
The district has adopted multiple assessment tools, including diagnostic assessments, to evaluate, improve, or adjust programs and resources.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district is making substantial progress in implementing recommendations related to assessment and the use of data to adjust programs. Many key documents and processes are in place, and the staff has moved to the implementation stage in several instances. However, some details require attention for full compliance, including the following:

    a. The district leadership has adopted the following policies related to student assessment and the evaluation of programs and organizational elements:

        • Board Policy 6162.5, Student Assessment, and Board Policy 6162.51, Standardized Testing and Reporting Program. The study team recommended that the assessment policy give direction regarding a district assessment plan. Instead of a policy, Administrative Regulation 6400 addresses that recommendation.
        • Board Policy 6190, Evaluation of the Instructional Program, requires each grade level and area of study to be assessed. Currently, the staff is focused exclusively on the core curriculum.
        • The following directives address evaluation of organizational elements: Board Bylaw 9000, Role of the Board; Board Policy 0200, Goals for Schools; and Administrative Regulation 0520.1, High Priority Schools Grant Program.

    b. A Comprehensive Assessment Plan has been written and is being implemented to describe the district's assessment approach and activities. The plan represents progress, but is missing key elements. Although state test results provide the foundation for critical judgments about student achievement, the plan does not include them. The plan also lacks a matrix of assessment tools (state, local and national), their purposes, subjects, the grade in which they are administered, and the type of student tested, and a testing schedule as recommended in <u>Exhibit 1.4.1</u>, Characteristic 6 on the following page. Team members were provided a separate testing schedule that was not included in the plan.

    c. The district has made progress assessing or planning to assess student mastery of the core curriculum as well as organizational performance.

        • Longitudinal data are being used to assess achievement trends. District and school score cards document this fact.

- Qualitative and quantitative data are used to develop school improvement plans. School staffs are provided assessment results that are essential for planning instruction, or they have access to those data through the Edusoft computer software package. School and district staffs will have better access to available data when the planned data warehouse comes on line in December 2007.
- Program evaluation is required in Board Policy 6190, Evaluation of the Instructional Program. Administrative Regulation 6400.5 provides a structure to manage the design and overall conduct of program evaluations. The details of program evaluations remain to be developed (e.g., the criteria, model(s), schedules, and other pertinent aspects).
- Procedures to assess organizational effectiveness are implicit in the goals for key administrators and the Tiered Accountability and Support System. The staff is also focusing on data with the Results-Based Inquiry approach, which include a variety of data inquiry protocols that address organizational performance.

d. The district has fully satisfied the recommendation in Exhibit 1.4.1, Characteristic 10, with the new Tiered Accountability and Support system that establishes the criteria for classifying schools based on their progress toward academic achievement and related goals. Schools are regularly analyzed for academic growth. Timely and appropriate reports are provided to principals and their supervisors. Clear, concise and easy to read charts and graphs with short narratives are used for reporting results.

e. Key central office staff members are signatories to a memorandum of agreement to coordinate curriculum development with assessment development and implementation and other essential services to schools. This process holds great promise for coordinating the work of the central staff to support schools. However, it needs to be documented so that it does not disappear with changes in leadership.

f. As noted above the district remains deficient in three of the 20 characteristics required for an effective comprehensive student assessment program (see Exhibit 1.4.1). The following table summarizes the district's progress toward the development of a comprehensive program and student assessment plan.

Exhibit 1.4.1		
Characteristics of a Comprehensive Program and Student Assessment Plan And FCMAT's Assessment of District Plan		
Characteristic	FCMAT Rating	
	Adequate	Inadequate
1. Describe the philosophical framework for the design of the program and student assessment plan (formative, alignment, all subjects all grades, link to mission).	X	
2. Gives appropriate direction through policy and administrative regulations.	X*	
3. Provides ongoing needs assessment to establish goals of student assessment and program assessment.	X	
4. Provides for assessment at all levels of the system (organization, program, student).		X
5. Identifies the multiple purposes of assessment, types of assessments, appropriate data sources.	X	
6. Provides a matrix of assessment tools, purpose, subjects, type of student tested, time lines, etc.	X	
7. Controls for bias, culture, etc.	X	
8. Specifies the roles and responsibilities of the board, central office staff, and school-based staff.	X	
9. Directs the relations between district and state assessments.	X	
10. Specifies overall assessment procedures to determine curriculum effectiveness and specifications for analysis.	X	
11. Directs the feedback process; assures proper use of data.	X	
12. Specifies how assessment tools will be placed in curriculum guides.		X
13. Specifies equity issues and data sources.	X	
14. Identifies the parameters of a program assessment.	X	
15. Provides ongoing training plan for various audiences on assessment.	X	
16. Presents procedures for monitoring assessment design and use.	X	
17. Establishes a communication plan for the process of student and program assessment.	X	
18. Provides ongoing evaluation of the assessment plan.		X
19. Specifies facility and housing requirements.	X	
20. Describes budget ramifications, connections to resource allocations.	X	

Policy adopted; administrative regulations not developed.

The district staff has accomplished a great deal in planning for and implementing the standard. However, to attain full compliance, the district should implement all 20 characteristics of a comprehensive student assessment program. This requires the following:

a. Incorporate all 20 characteristics shown in <u>Exhibit 1.4.1</u>.

b. Document in administrative regulations the procedures, criteria, and other essentials for conducting evaluations of specific programs and of organizational elements.

c. Revise the Comprehensive Assessment Plan to include the following:

- A matrix of all assessment tools used in the district, not just those being developed by the district staff. This should include local, state and national assessments, their purpose, subject, grade and type of student tested, and a testing schedule as recommended in Exhibit 1.4.1, Characteristic 6.
- A requirement for periodic evaluation of the plan itself.

d. Complete the integration of data systems to establish a comprehensive data ware-house.

e. Demonstrate that the agreements, plans and action to coordinate rollouts of the required assessments are working and on schedule.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	5
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	6
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:

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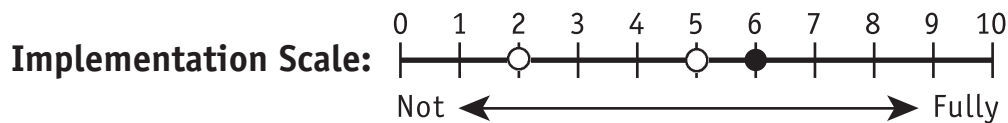
1.5 Preparation of Students—Expectations for Practices

Professional Standard

Expectations and practices exist to improve the preparation of students and to build a school structure with the capacity to serve all students.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district's expectations for student achievement are articulated in several documents that direct curriculum design and delivery. The district vision used to drive planning declares, "In partnership with our community, we are creating an exceptional public school system with high standards of teaching and learning for every student, high standards of service to our schools and a recommitment to our shared values of achievement, accountability, and equity." Administrative Regulation 6000 establishes five-year goals that focus the work of the instructional division on attaining expectations for student preparation for college and the workforce through an education that equips students to graduate. The CIAM Plan outlines five strategic practices to be implemented over the five years to attain these goals. The CIAM Plan further delineates several strategic projects led by the Central Services department to support sites in achieving these strategic goals. School and department scorecards are being implemented to communicate to all stakeholders the performance of each department and school on these goals.

   Directions to sites for the development of the multiyear Single Plan for Student Achievement indicates that the district sets academic targets for schools based on data from state assessments. District targets help schools maintain high expectations for student growth annually.

   To fully implement this standard, district personnel need to continue to implement the district vision of high expectations for student achievement through ensuring that the strategic goals established in Administrative Regulation 6000 and the CIAM Plan become systemic and ensure the attainment of key results for student achievement.

3. Site capacity to support powerful teaching and learning depends on the quality of site administrators and their supervisors/mentors. The preparation of supervisors to attain and sustain quality site performance is provided through the Certificated Professional Development Plan 2006-11, administrative professional learning communities, and supervision processes. New principals and new teachers have training programs, teacher coaches provide ongoing mentoring, and each school is engaged in a professional learning community model. To fully implement this standard, district personnel need to make the preparation of administrators a systemic component of school improvement.

4. Communicating high expectations for student success is key to engaging the efforts of personnel within the district and the community. The expectations established through the Expect Success initiative have been well communicated through very comprehensive reports to business partners, community service organizations, parents, and the district community. These reports thoroughly explain all efforts designed to attain high expectations for students and provide a progress report that includes budgets and

contact persons. In addition, each school site's planning process engages the parents in setting annual learning expectations and each school provides an evaluation of progress through the school scorecard.

5. Regular reports to the school board ensure a collective focus on student achievement. The State Administrator provides regular reports to the board on the impact of reforms on student achievement, planning initiatives, and refinements needed for continued growth.

6. Quality site management is anchored in planning that embeds district and site priorities for student achievement. Directives from Central Services indicate that site plans are focused on the district's strategic goals and that site goals need to set priorities for improved student achievement. Site goals are based on student achievement data and are directed by district expectations for growth. The development of site plans is monitored by network executive officers. To fully implement this standard, district personnel need to monitor the use of site plans to build capacity among site administrators and teachers to interpret data and design effective planned responses to attain measurable, expected performance for students.

Standard Implemented: Partially

January 2000 Rating: 0
September 2003 Rating: 3
March 2004 Rating: 4
September 2004 Rating: 4
September 2005 Rating: 4
September 2006 Rating: 5
November 2007 Self-Rating: 6
November 2007 New Rating: 6

Implementation Scale:

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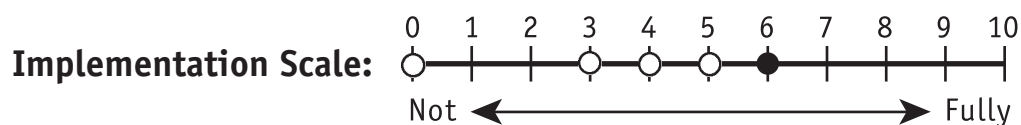
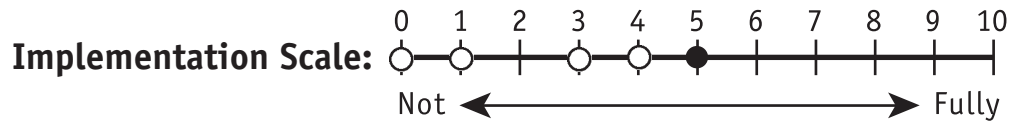## 1.6 Assessment Tools –Direction for Improvement

Professional Standard
The assessment tools are clear measures of what is being taught, and they provide direction for improvement.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has taken several important actions to meet the standard:

    a. Policy 6162.5, Student Assessment, has been adopted and requires that "tests must correspond to the material that is being taught and reliably measure the extent to which students meet specified standards of achievement."

    b. Board Policy 6190, Evaluation of the Instructional Program, requires each grade level and area of study to be assessed. The current focus is on the core curriculum.

    c. Administrative Regulation 6400.5, Evaluation, Support and Monitoring of the Instructional Program, requires courses of instruction to be evaluated on a regular schedule.

    d. The Comprehensive Assessment Plan (CAP) has been written to implement Policy 6162.5. The CAP contains a schedule to have assessments for most of the core curriculum fully implemented by school year 2009-2010.

    e. The Curriculum, Instruction & Assessment Management Plan has been written to integrate curriculum, instruction, and assessment and includes the CAP.

    f. A variety of procedures have been put in place to ensure that the results of student assessments provide direction to improve student achievement. These include the Tiered Accountability and Support System and Results-Based Inquiry procedures with supporting data use protocols.

2. The tasks that remain for the staff include developing and implementing all the required assessments. To fully comply with the professional standard, the district must complete the following:

    •   Direct the preparation and distribution of test guides to students and teachers that explain and demonstrate the contextual elements of high-stakes testing and provide detailed instructions to help students perform successfully in that environment, grades 2-11.
    •   Demonstrate success in planning and implementing assessment tools that encompass the taught curriculum, both core and noncore courses.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	1
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 Rating:	5

Implementation Scale:

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1.7 Staff Development – Improved Instruction/Curriculum

Professional Standard
Staff development provides staff with the knowledge and the skills to improve instruction and the curriculum.

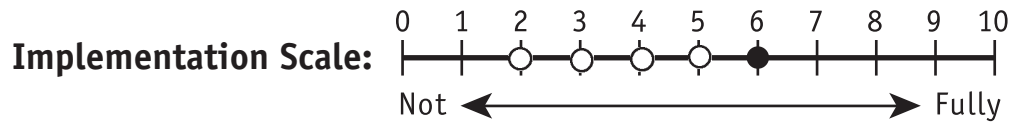### Progress on Implementing the Recommendations of the Recovery Plan

1. A staff development program designed to improve student achievement through a well qualified staff has clear linkages between content and needs. Board Policy 4131 and Administrative Regulation 4131 provide direction for the professional development of certificated staff to attain the skills necessary to accelerate student achievement. The 2006-2008 Classified Professional Development Plan addresses the preparation of classified staff members who perform functions that affect student achievement.

   The strategic projects identified by Central Services in the Curriculum, Instruction, and Assessment Management (CIAM) Plan cites "differentiated professional development on curriculum, assessment, and effective instruction" as a means of supporting sites in attaining the district's five strategic goals. The newly adopted Certificated Professional Development Plan 2006-11 indicates that professional development decisions originate at the schools and are "guided by district goals, district-wide strategic practices, and research on teacher development." Although the district plan does not make explicit linkages between teacher knowledge and skill and the data on student achievement, the roles and responsibilities described for the professional development of teachers indicates that individual teacher growth plans include district and school goals. The principal appraisal document makes this linkage explicitly.

2. A quality staff development program aligns professional development with evolving district priorities. The Certificated Professional Development Plan 2006-2011 is linked to the strategic goals established in the Multiyear Academic Acceleration Plan (MAAP) and the Curriculum, Instruction, and Assessment Management (CIAM) Plan. The stated purpose of the professional development plan is the development of teachers and those who affect the development of teachers to enhance and augment "individuals' and teams' ability to accelerate student achievement." In the professional development plan, background statistics on student achievement are used to provide momentum for a "significant investment to improve teacher effectiveness to accelerate student learning," which is a major focus of district priorities in the MAAP and the CIAM Plan. To continue to implement this standard, district personnel need to support structures and processes that equip teachers with the knowledge and skills necessary to interpret student needs and provide responsive instruction.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	3
March 2004 Rating:	3
September 2004 Rating:	4
March 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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1.8 Staff Development – Purpose, Goals, and Evaluation

Professional Standard
Staff development demonstrates a clear understanding of purpose, written goals, and appropriate evaluations.

Progress on Implementing the Recommendations of the Recovery Plan

1. A quality staff development program has an established purpose, clear goals, and processes for evaluation and refinement. The Certificated Professional Development Plan 2006-2011 includes a stated purpose, goals, and an evaluation process. The Classified Professional Development Plan 2006-2008 and the Enhancements 2007-2008 to this plan include a purpose, but do not state goals or a process for evaluation.

   The purpose and goals of the Certificated Professional Development Plan are focused on improved student achievement. Though not explicitly stated, this plan is complemented by the staff development that is built into the processes of professional learning community collaboration and administrator and teacher appraisal and self-evaluation. The goals in the Certificated Professional Development Plan lack specific linkages between teacher development and expected outcomes for student learning, and have an inadequate connection between the five strategic goals in the CIAM Plan and the expected results of professional development efforts. However, these expectations are articulated when all efforts are considered as a whole.

2. The evaluation of the plan's implementation is a layered system of principals directing and monitoring individual teacher growth, network executive officers reviewing schoolwide professional plans and the relationship between these plans and individual teachers' growth goals, and the executive officer's review of individual principals' growth plans. Professional development is ultimately evaluated through student achievement as measured by internal and external assessments.

   To continue meeting this standard, district personnel need to support implementation of efforts that enhance the expertise of all staff, certificated and classified, so professional growth is systemic and focused on the continuing improvement of student achievement.

Standard Implemented: Partially

January 2000 Rating:	1
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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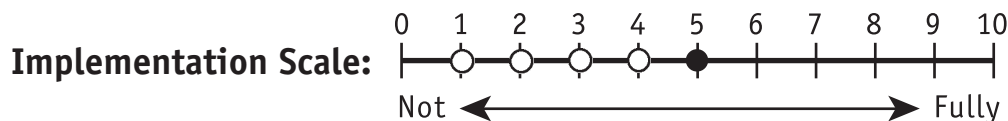
1.9 Evaluations – Improving Job Performance

Professional Standard

Evaluations provide constructive feedback for improving job performance.

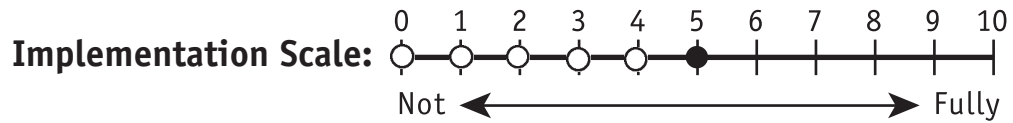## Progress on Implementing the Recommendations of the Recovery Plan

The district has made the following advances toward implementing this professional standard.

1. Board Policy 6162.5, recently adopted, states: "The effectiveness of … teachers … shall be evaluated in part on the basis of student assessment" and should "help teachers identify patterns of classroom achievement that need to be addressed thru (sic) instructional modifications."

2. The certificated manager evaluation instrument provides constructive feedback for improvement of job performance and requires appropriate professional development, as does the teacher evaluation form.

3. The required use of test data to improve student achievement is contained in administrator and teacher evaluation forms. Facility in the use of test data is supported through periodic formative encounters involving administrators and teachers using the Professional Learning Communities model. However, evaluation forms do not address the "knowledgeable use of … test guides, and curriculum guides."

4. Principals and their supervisors—network executive officers—have had extensive mandatory professional development on the evaluation process for administrators. A nationally known consultant has also provided them with training in how to observe and provide constructive feedback to teachers and to each other regarding observations of classroom instruction and environment. Administrators have taken a required on-line course in teacher evaluation. The Tiered Accountability and Support System also generates a wealth of information on student achievement that is used in evaluations and to provide constructive feedback.

5. Both administrators and teachers are aware of the link between use of student assessments and the evaluation process through knowledge of their assessment instruments.

6. In summary, the district staff has effectively implemented the structure and processes to satisfy the standard. The single recommendation that has not been implemented is the inclusion of the following criteria in the teacher evaluation instrument: "knowledgeable use of … test guides and curriculum guides." This language is important because it covers teaching the adopted curriculum and using test guides to familiarize students with the content and context of high-stakes tests, and should be included, if possible, in the teacher evaluation instrument.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	1
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating	6
November 2007 New Rating:	5

Implementation Scale:

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# 1.10 Variety of Instructional Strategies– Student Diversity

Professional Standard
Teachers use a variety of instructional strategies and resources that address their students' diverse needs.

Progress on Implementing the Recommendations of the Recovery Plan

1. In the past year, the district's professional development program has been in transition (see Standard 2.1). District personnel report that the OUSD Certificated Professional Development Plan has become operational during the past year. The plan states that the purpose and goals of professional development focus on increased student achievement. These goals and purposes make an implicit link between professional development, curriculum, and student achievement. The district's revised plan calls for professional development to be included in the schools' professional learning communities and school plans based on teacher needs. Explicit in the foundation of professional learning communities is analyzing data for each student and, based on those data, developing differentiated instructional strategies based on student need. The Certificated Professional Development Plan is consistent with FCMAT recommendations (see Standards 1.7 and 1.8).

2. Policy 4131, Professional Development, requires a program that includes staff development in the "development of strategies to meet the needs of diverse student populations, including the range of races and ethnicities represented in Oakland, students with disabilities, English language learners, economically disadvantaged students, and special education students." The program may also include "development of a robust system to build and support professional learning communities across all schools, networks, and Central Services." Professional learning communities are designed to meet the diverse needs of all students through data analysis and ongoing monitoring. The new Certificated Professional Development Plan focuses heavily on professional development based on teacher needs assessments through the work of schools with professional learning communities.

3. The district continues to focus on assessment feedback discrepancies as evidenced by the districtwide focus on professional learning community work and by the use of the Edusoft system to collect, organize, and report the results of interim assessments. These interim assessments are primarily in English/language arts and mathematics, with plans to move to all the core subject areas by 2010. A memorandum was sent to all school principals in October 2007, with copies to network executive officers, to remind them that administration of the fall progress assessments is mandatory. District administrators state that network executive officers are responsible for holding principals accountable for increasing participation in the district assessment program. This element is unmet until the study team is provided with an indication that all teachers are administering the required district assessments and that formal procedures systematically ensure participation and address discrepancies when teachers do not administer the assessments.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	1
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating	6
November 2007 New Rating:	6

Implementation Scale:

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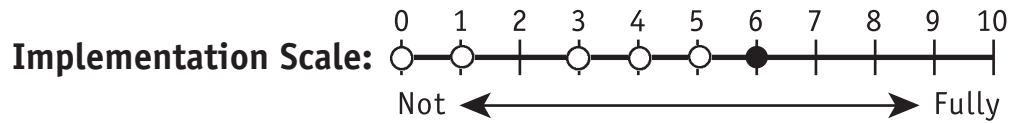
1.12 California Standards for the Teaching Profession

Professional Standard

The standards developed by the California Standards for the Teaching Profession are present and supported (California Commission on Teacher Credentialing and California Department of Education, July 1999).

Progress on Implementing the Recommendations of the Recovery Plan

1. The New Teacher Support and Development service team continues to refine and improve its program. BTSA and intern mentors use both the California Standards for the Teaching Profession and the BTSA Induction Standards to assess progress and attend mentor forums where they practice their coaching skills. All teachers are evaluated using CSTP-based criteria. The district reports that new and enhanced activities have been added, and all of them are grounded in the California Standards for the Teaching Profession. A contract has been signed between the district and the New Teacher Project to create a district intern program for special education interns. The OUSD BTSA program partners with the Santa Cruz New Teacher Center, and there are plans to partner with the New Teacher Center, San Diego Unified School District, and the Gates Foundation to design a next generation teacher induction program. Another new activity for the New Teacher Support and Development unit is the Intensive Classroom Management Program.

Standard Implemented: Fully - Substantially

January 2000 Rating: 1
September 2003 Rating: 5
March 2004 Rating: 5
September 2004 Rating: 6
September 2005 Rating: 7
September 2006 Rating: 7
November 2007 Self-Rating: 8
November 2007 New Rating   8

Implementation Scale:

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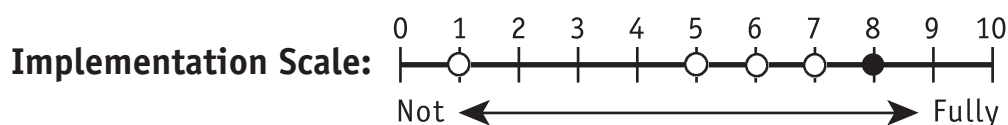
1.13 Instructional Plans – Modification and Adjustment

Professional Standard
Teachers modify and adjust instructional plans according to student needs and successes.

Progress on Implementing the Recommendations of the Recovery Plan

1. The board lacks a single equity policy that defines the term "equity," specifies responsibilities, and provides the rationale and guidance for adjusting instructional plans and reallocating resources to meet student needs. However, several other board policies address equity issues:

   a. Board Policy 0410 declares, "The Governing Board is committed to equal opportunity for all individuals in education. District programs and activities shall be free from discrimination based on gender, sex, race, color, religion, ancestry, national origin, ethnic group, marital or parental status, physical or mental disability, sexual orientation or the perception of one or more of such characteristics. …"

   b. Board Policy 4131 states, " The Governing Board believes that accelerated student achievement is dependent upon the skills, habits, and dispositions of teachers and the efforts of these teachers to continually reflect on, and improve their practice. … The superintendent or designee shall develop a plan that outlines the district's approach to and implementation of teacher professional development ... to include but not limited to … development of strategies to meet the needs of diverse student populations, including the range of races and ethnicities represented in Oakland, students with disabilities, English language learners, economically disadvantages students and special education students. …"

   c. Administrative Regulation 6000 states, "Our core achievement, equity and accountability are actualized in the following ways: The district Achievement: 1) Raise the bar, close the gap, accelerate student learning, close achievement gaps, continuously improve based on results; 2) Equity: all means all, ensure fairness and excellence, ensure opportunity and results, differentiate approaches to ensure high outcomes for all."

   d. Administrative Regulation 6000 declares, "Instructional staff's implementation of the curriculum will be supported by Instructional Services as high impact professional development activities are presented. … An accountability report will be presented each year and schools' implementation of curriculum will be monitored and supported by the Tiered Support and Intervention reports and Activities. ... Review and evaluation of the instructional program will be completed on a regular basis through the Research, Assessment and Accountability Division."

   e. Board Policy 5137, Positive School Climate, ensures that "OUSD aims to provide a learning environment for every student that is safe, orderly, caring, respectful and equitable. ... The goals of creating a positive school climate are: … to support the academic achievement of every student, to ensure educational equity for all students, and to create an environment that supports excellence in teaching."

f. Administrative Regulation 5137 further enhances the board policy by stating, "School sites are advised to use the following strategies to create and maintain safe and supportive learning environments that foster academic success, equity and pro-social behavior."

The district has developed a new vision and core values that identify equity as "all means all," including fairness and excellence; opportunity and results; different inputs to reach the similarly high outcomes; and removing the barriers to learning and achievement for every student. This vision and core values are disseminated and are in the process of being acculturated in the district. The Curriculum, Instruction and Assessment Management Plan (CIAM Plan) for the district was frequently referenced as a means to define, implement and monitor equity. This CIAM Plan has recently been implemented and is being used as a guiding internal document.

2. Staff members report several instructional modifications based on student performance data, particularly from the benchmark assessments. Professional Learning Communities have been established to emphasize peers working together to meet the students' needs. Coaching models provide teachers with assistance and modeling as they identify the needs of diverse learners. Modifications include after-school/weekend tutoring, peer coaching, reteaching, use of manipulatives, homework modifications and assistance, revising students' schedules for more exposure to core curriculum, and the use of computer-assisted learning.

3. The equity roles and responsibilities of the staff still have not been specified. Various documents, including the Professional Development Plan, Assessment Plan, Curriculum Instruction Assessment Management Plan and draft EL Master Plan, identified some roles in the district and provided role responsibilities. No single document defines all equity roles and responsibilities nor are these included in job descriptions.

4. Curriculum guidance documents have been developed for core content areas. These are used in conjunction with state-approved textbooks and local pacing guides to guide instruction. Additional strategies have not been added to curriculum documents for diverse learners. Teacher editions of textbooks are referenced. Accommodations are made by using High Point for English-language learners and students at risk. Advanced Placement courses are available for students who are ready for more challenging learning. Standards-based textbooks have been purchased for all K-12 core courses, but not for all noncore courses. Full assessment of district efforts in this area cannot be completed until curricula and textbooks have been selected for all courses. The EL Department and the Special Education Department provided lists of materials given to schools to meet the needs of EL and special education students. Some pilot programs are also being used such as Visions in high school language arts to meet additional needs. The EL department has developed a Strategies Guide for Teachers as it works with grade 6-12 students. The Williams textbook survey provided an indication that the district has worked on this standard.

5. An OCR Voluntary Resolution Agreement from 2000 was updated to address equity in student discipline concerns. Activities for 2006-07 include training of all new staff members on classroom management and positive discipline at the beginning of each school year. The AERIES database provides schools and network leaders information on discipline. Parent handbooks include discipline policies. The benchmark data and score cards include discipline data as part of the analysis. Examples of schools addressing discipline issues were provided. No single consistent approach is used to address this issue in the schools.

6. In 2006-07, a newly formed Department of Family and Community office coordinates work with parents including the dissemination of information about programs and parent/student handbooks. This department further monitors discipline by working with the AERIES system to document issues. Schools can track their own discipline data and work with network executive officers on data. A report was shared indicating that an executive officer had met with and discussed discipline/suspension data with a middle school, and the school had addressed this topic with a plan. There are indications that a report was produced showing discipline referrals from April 2005 to April 2006. Score cards were included in the documentation that indicate schools were aware of discipline data and suspension data, however, no additional school plans were available that included specific plans to address suspension. Minimal evidence addressed the discipline issue; however, there is some indication that it is starting to be addressed through score cards and executive officer visits.

The district should approve an equity policy that defines the term, provides the rationale and guidance for equity actions, and assigns equity responsibilities. It needs to incorporate all the several references and aspects of equity into one location with definitive expectation. Further, a district procedure should define how all services support equity, and must address monitoring. The district should also fully implement the OCR Voluntary Resolution on discipline of district minority students.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	4
November 2007 Self-Rating:	6
November 2007 New Rating:	5

Implementation Scale:

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    0  1  2  3  4  5  6  7  8  9  10
    ○──┼──○──○──○──●──┼──┼──┼──┼──┤
    Not ←─────────────────→ Fully
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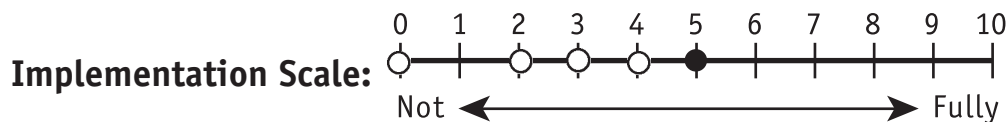
1.14 Learning Goals and Instructional Goals

Professional Standard
Challenging learning goals and instructional plans and programs for all students are evident.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has developed and begun implementation of the Curriculum, Instruction, and Assessment Management Plan (CIAM Plan) with its accompanying administrative regulation (see Standard 1.2). In reference to the presence of challenging learning goals and instructional plans and programs, the CIAM Plan includes the statement, "Our students will experience rigorous and relevant learning and high expectations." The draft document goes on to state that to avoid a "flattening" of rigor, it is imperative that "intervention and individualization be built off of a comprehensive research-based core curriculum and comprehensive assessment system that reflect grade-level standards."

   The study team visited 20 schools to assess whether teachers use district-adopted California standards-based textbooks, pacing guides, and instructional guides to teach the challenging California English/language arts and mathematics standards for the grade level or course. Exhibit 1.14.1 displays the difference between the selection of classrooms visited in October 2007 when compared to classrooms visited in 2004, 2005, and 2006.

Exhibit 1.14.1
Comparison of English/Language Arts and Mathematics Classrooms Visited in 2007 with Data from Classrooms Visited in 2004, 2005, and 2006

October 2007

Grade Level Span	API Color Code	# Of Classrooms Visited					Total Classrooms from Color Code Visited to Date	Percent of Total Classrooms Visited
		Jan. 2004	May 2004	May 2005	May 2006	Oct. 2007		
K-3	No Code					6	6	.59%
K-4	Yellow					9	9	.89%
K-5	Blue	7	10	21	40	6	84	8.34%
	Green	22	54	36	36	18	166	16.48%
	Yellow	50	66	49	23	40	228	22.64%
	Orange	27	57	24		12	120	11.91%
	No Code				4	15	19	1.88%
K-6	Yellow				16		16	1.58%
K-8	Yellow		3		13		16	1.58%
	Subtotals	106	190	130	119	119	664	66.00%
5-6	Yellow		6				6	.59%
5-8	Blue				4		4	.39%
	Yellow	36	22	6			64	6.35%
	Orange	16	4	21			41	4.07%

Grade Level Span	API Color Code						Total	%
6-8	Green	10			3		13	1.329%
	Yellow				31		31	3.07%
	Orange					8	8	.79%
	Red					35	35	3.47%
	Subtotals	62	32	27	38	43	202	20.05%
9-12	Green				3		3	.29%
	Yellow	23	7		16	5	51	5.06%
	Orange	13		19		10	42	4.17%
	Red					27	27	2.68%
	No Code	10	3	4			17	1.68%
	Subtotals	46	10	23	19	42	140	13.90%
	Totals	214	232	180	176	204	Total OUSD Classrooms Visited to date: 1,006	

Exhibit 1.14.1 shows that 66 percent (N = 664) of total classroom observations to date were in elementary schools (elementary data includes K-3, K-4, K-5, K-6, and K-8 schools) as compared to approximately 33.99 percent (N = 342) of the classroom observations in secondary schools (secondary data includes 5-8, 6-8 and 9-12 schools).

Exhibit 1.14.2 presents the results of the data collected from observations at the schools during the October 2007 visit.

Exhibit 1.14.2 --Results of Classroom Observations
October 2007

Grade Level Span	API Color Code	# of Schools Visited	# of ELA and Math Classes Observed	Calibration (Alignment) of Instruction to the California Standards								Classrooms Where 20% or More of Students Were Off Task	
				Instruction Above Grade Level		Instruction At Grade Level		Instruction Below Grade Level		Instruction Not California Standard			
				#	%	#	%	#	%	#	%	#	%
K-3 K-4 K-5	Blue	2	6	0	0%	4	66.66%	2	33.33%	0	0%	1	16.66%
	Green	2	18	0	0%	14	77.77%	4	22.22%	0	0%	0	0%
	Yellow	4	49	0	0%	34	69.38%	14	28.57%	1	2.04%	0	0%
	Orange	1	12	1	8.33%	11	91.66%	0	0%	0	0%	0	0%
	No Code	2	21	0	0%	17	80.95%	3	14.28%	1	4.76%	0	0%
K-8	Yellow	1	13	0	0%	7	53.84%	6	46.15%	0	0%	0	0%
	Subtotal	**12**	**119**	**1**	**.84%**	**87**	**73.10%**	**29**	**24.36%**	**2**	**1.68%**	**1**	**.84%**
6-8	Orange	1	8	0	0%	3	37.50%	5	62.50%	0	0%	0	0%
	Red	3	35	0	0%	20	57.14%	14	40.00%	1	2.85%	4	11.42%
	Subtotal	**4**	**43**	**0**	**0%**	**23**	**53.48%**	**19**	**44.18%**	**1**	**2.32%**	**4**	**9.30%**
9-12	Yellow	1	5	0	0%	2	40.00%	3	60.00%	0	0%	0	0%
	Orange	1	10	3	30.0%	5	50.00%	2	20.00%	0	0%	0	0%
	Red	2	27	1	3.70%	14	51.85%	9	33.33%	3	11.11%	2	7.40%
	Subtotal	**4**	**42**	**4**	**9.52%**	**21**	**50.00%**	**14**	**33.33%**	**3**	**7.14%**	**2**	**4.76%**
	Total	**20**	**204**	**5**	**2.45%**	**131**	**64.21%**	**62**	**30.39%**	**6**	**2.94%**	**7**	**3.43%**

<u>Exhibit 1.14.2</u> illustrates the following:

- When the review team compared English/language arts and mathematics instruction in district classrooms to the California standards, 64.21% of instruction observed in the 204 classrooms were at grade level, 30.4% were below grade level, 2.45% were above grade level, and 2.94% did not relate to a California standard.
- The highest average percentage (73.10%) of instruction at grade level occurred in elementary classrooms (K-3, K-4, K-5, K-8, No code schools).
- The highest average percentage (44.18%) of instruction considered below grade level was observed in classrooms of 6-8 middle schools.
- In seven of 204 classes, the study team observed 20 percent or more of the students not engaged in educational activities (off task).

2. The CIAM Plan includes requirements and procedures for the development and revision of all components of instructional guides (including pacing guides) at all grades and in all subject areas based on district and state assessment data to reflect district-wide and site-based diverse student needs. Pacing guides for two of the newly adopted textbooks in science were not provided to the study team. Science textbooks with pacing guides and instructional guides for mathematics reviewed by the study team do not meet all of the basic minimum audit criteria for curriculum guides. No instructional guides other than K-12 mathematics were available for review. Work has begun on K-12 English language arts instructional guides. No other subject area instructional guides were available in any form. (see Standard 1.2).

3. <u>Exhibit 1.14.3</u> shows the data collected when 35 mathematics and English/language arts teachers from elementary, middle, and high schools were asked if they use the district pacing guides or scope and sequence to help guide their instructional planning. The data from May 2006 is included for comparison purposes.

Exhibit 1.14.3
Teacher Responses to "Do You Use the Distric t Pacing Guides (Scope and Sequence) to Guide Your Instructional Planning?"

October 2007

	Elementary Teachers (N=24/20)				Middle School Teachers (N=8/7)				High School Teachers (N=7/8)			
	ELA		Math		ELA		Math		ELA		Math	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
2006	12	0	12	0	3	1	3	1	3	1	2	1
2007	9	2	9	0	4	0	3	0	2	2	4	0

As noted in <u>Exhibit 1.14.3</u>, 18 of the 20 elementary teachers, all seven of the middle school teachers, and six of the eight high school teachers interviewed by the study team responded with a yes when asked if they used the district pacing guides. Teachers shared various uses they have for the pacing guides including the following:

- To ensure they teach the standards, but not for the sequence indicated in the pacing guide.
- To plan lessons collaboratively or independently .
- To select the salient features of the standards.
- To keep on schedule for preparing students for the district assessments.

The reasons provided for not using the pacing guide were either that there was no pacing guide for ELD or that the pacing guide sequence does not match student needs. A few teachers continued to state that the pacing guide or scope and sequence is used as a general guide, and they have the flexibility to adjust it to meet diverse student needs as long as students are ready to take the district benchmark tests within the testing window. Some teachers commented that the mathematics pacing guide had been revised last year, and the timing and sequence was now more appropriate for their students.

The district must fully implement the CIAM Plan to continuously review and revise instructional guides and pacing guides in all subject areas based on district and state assessment data to reflect districtwide and site-based diverse student needs (see Standards 1.2 and 2.3[a]).

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	5
September 2006 Rating:	5
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:
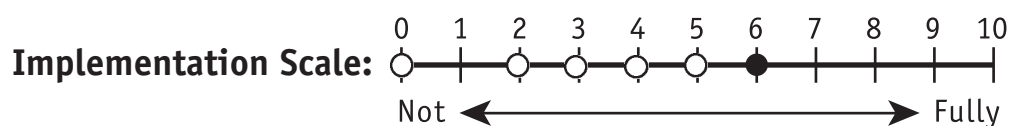
1.15 Utilization of Assessment Information

Professional Standard
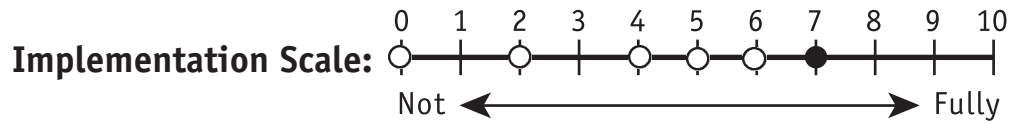The administration and staff utilize assessment information to improve learning opportunities for all students.

Progress on Implementing the Recommendations of the Recovery Plan

1. There is ample indication that the staff utilizes data to improve learning opportunities, including the following:

   a. Policy 6162.5, Student Assessment, has been adopted and requires student assessment to be used "… to help teachers identify patterns of classroom achievement that need to be addressed thru (sic) instructional modifications."

   b. The use of data is incorporated within administrator and teacher evaluations and supported by detailed data-use protocols and conferences with supervisors.

   c. The Tiered Accountability & Support System provides school assessment data as well as the support necessary to use this data effectively for improving student achievement.

2. A variety of reports are available for teachers, principals, and other administrators through the Edusoft software package. Those reports include results for the California Standards Test, CELDT, CAHSEE, and district-, school- and teacher-made tests. Those reports can be disaggregated by demographic groups, educational program, grade level, and longitudinally.

3. Documents as well as interviews with central staff members, network executive officers, principals and teachers indicate that data are being used to improve student achievement. Student achievement results suggest that data are being used effectively. Based on API growth comparisons, the district was the most improved large school district in California during the period 2004-2007.

4. A new assessment plan is being implemented to generate data that the staff needs to assess student mastery of the core curriculum. When those assessments are fully implemented, the resulting data can be used to modify instruction and improve student achievement.

   In summary, all the elements are in place to help the staff to satisfy this standard. To fully comply with the standard, the district needs to generate the required assessments and demonstrate that use of data improves student achievement.

Standard Implemented: Partially

January 2000 Rating: 0
September 2003 Rating: 2
March 2004 Rating: 4
September 2004 Rating: 5
September 2005 Rating: 6
September 2006 Rating: 6
November 2007 Self-Rating: 6
November 2007 New Rating: 7

Implementation Scale:

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          Not  ←─────────────────────→  Fully
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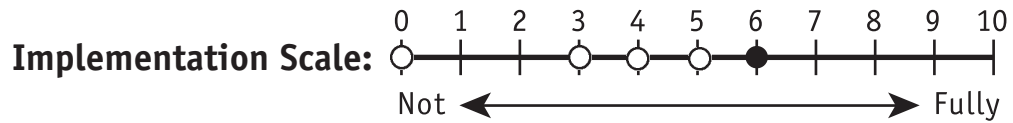# 1.17 Goals and Grade-Level Performance Standards

Professional Standard
Goals and grade-level performance standards based on a common vision are present.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has an Administrative Regulation 6400, Evaluation, Support and Monitoring of Instructional Program, that outlines the process for reviewing curriculum and calls for reviewing program evaluation results to develop recommendations on how to proceed. This regulation does not include, however, a systemwide process of program cost analysis, program integration, evaluation cycle time line, and program effectiveness data.

2. The job description for network executive officers requires that they "approve and monitor the development and implementation of approved instructional programs at schools in alignment with district goals, targets and strategic practices and projects." District administrators indicate that they have not started providing annual reports to the Governing Board on evaluations for each program. Full implementation of this professional standard requires that the policy or regulations include provisions on the annual review of evaluations for each program. These should include a cost analysis, a description of how particular programs interact with other programs, and data on program effectiveness.

3. The district has not developed a database of supplemental programs that includes all the following components recommended by FCMAT:

   - The name of the program
   - Purpose and the district goals it supports
   - Number of students directly served
   - Funding source
   - Funds available
   - Allocation of funds within program
   - Costs of program per student
   - Expected stability of funding
   - Degree of learning achieved (or not achieved)
   - Resulting action for improvement, including program termination, if appropriate

4. Although district personnel report that the process is part of Results Based Budgeting, there was no indication that the district has developed and institutionalized a system-wide process for utilizing data to track program implementation and evaluation (see Standard 1.2).

Standard Implemented: Partially

January 2000 Rating: 0
September 2003 Rating: 3
March 2004 Rating: 4
September 2004 Rating: 5
September 2005 Rating: 5
September 2006 Rating   6
November 2007 Self-Rating: 6
November 2007 New Rating: 6

Implementation Scale:

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1.21 Professional Development Linked to Evaluation

Professional Standard
Professional development is linked to personnel evaluation.

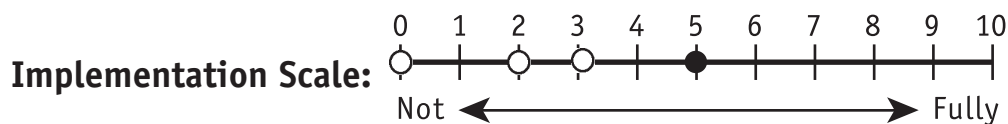## Progress on Implementing the Recommendations of the Recovery Plan

1. The district has an adequate professional development plan in its Certificated Professional Development Plan, 2006-2011. The plan is linked to evaluations through the professional learning communities provision of the administrators' evaluation form; the link to teachers is through Section VI of the teacher evaluation form. Further, the district has provisions for a variety of ways for certificated employees to partake of developmental experiences, including online. The staff has also implemented software that has the potential to identify educators who have participated in specific developmental experiences. This tracking function is essential for effectively managing the workforce and for sound staff development planning and operations. The system is not fully functional, but is being implemented.

    To fully comply with this standard the district must complete the following:

    a. Implement the professional development plan so as to address the required professional development needs identified through evaluation processes.

    b. Refine the tracking function so that educators with or without needed professional development can be identified and tracked for effective implementation of the plan and to support sound personnel management decisions.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	3
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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       0  1  2  3  4  5  6  7  8  9  10
       o--+--o--o--+--●--+--+--+--+--+
          Not  <------------------->  Fully
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1.23 Initial Student Placement—Procedures

Professional Standard
Initial placement procedures are in place to ensure the timely and appropriate placement of all students with particular emphases being placed on students with special needs.

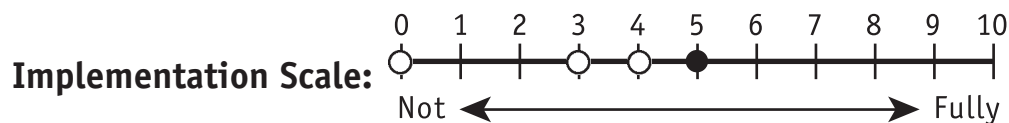### Progress on Implementing the Recommendations of the Recovery Plan

1. As a part of the Comité closure in 2005, the district signed an agreement to continue implementing and monitoring programs to improve the education of English learners. The district agreed to address the lack of full implementation of the ELD curriculum and of assessments tied to the curriculum, the lack of structured ELD instruction in the secondary mainstream classes, and the quality and degree of identified target interventions in the secondary programs. There is some indication that the district is addressing these issues. The ELD program is using Open Court benchmark assessments at the elementary level. The faculty does not feel these assessments are adequate indicators of the students' skills and has completed several workshops and coaching sessions to address teaching strategies to assist with assessment. The secondary schools are questioning the High Point curriculum and assessments for use with all EL students, and the district recently implemented Visions at the secondary level as a pilot program. The Family Community Center continues to assess new enrollees and provide schools with CELDT scores, administration of home language survey, an explanation of the academic programs for EL to parents/guardians, and English and primary language assessments in listening and speaking. At Grades 6-12, Highpoint diagnostic and placement tests are identified as being administered to determine placement for EL at grades 6 and 9. The district provides specific lists of students to each school with this data and makes a recommendation for placement at the schools. There is no indication of a follow-up on this data at the school level. An assessment plan for the district was provided for incorporation of several assessments for placement issues, but the plan has not been adopted and is not fully implemented. The Center for Culturally Responsive Teaching and Learning has become actively involved with AED program development and has a three-phase plan for working with schools. The plan was available, but there is no indication that the plan's phase one was completed [April – May 2007].

2. The budgeting process continues to be results based and does not fully address issues related to EL problems. The district received a $1 million fund to address EL issues, and a memorandum of understanding was to be implemented in 2006-07. The staff reports that positions were created, and an EL Coordinating Council was established to thoroughly evaluate the EL program and to draft a district master plan The district has a draft EL master plan along with EL Coordinating Council minutes, indicating this process occurred in 2006-07. Staff development continues to be offered through monthly meetings of the EL staff, focusing on best practices for EL students. Attendance at the meetings continues to be voluntary, and not all teachers are trained. The secondary EL staff has developed an EL strategies document that is not disseminated. The district does offer training and provides monetary reimbursement to teachers seeking CLAD and BCLAD certifications reported in the R-30 report. There is no data available regarding the number of CLAD and BCLAD certifications for 2007.

TSAs provided by the network executive officers are used to monitor Bins and Binders for compliance issues. The TSAs for EL programs at the middle and high schools were utilized in minimal monitoring of the EL programs. Course enrollments were monitored through a list generated from a central data base and sent to the schools.

For the district to fully comply with this professional standard, it must establish a process to monitor course enrollments at the site level with the site decision makers using EL data to make appropriate course placements. Further, all teachers who work with EL students must receive training on the strategies to meet the needs of EL students enrolled in their core curriculum courses and must be monitored to ensure that effective strategies are utilized to meet EL needs. The school staff must be an integral part of the monitoring of course placements, as well as ensuring that teachers attend best practice EL training. The district needs to adopt and implement the placement and assessment plans for EL students and ensure that schools follow the procedures. Monitoring must be done at school sites in addition to modeling by the central EL staff. A monitoring plan must be developed and implemented.

Standard Implemented: Partially

January 2000 Rating: 1
September 2003 Rating: 3
March 2004 Rating: 4
September 2004 Rating: 5
September 2005 Rating: 5
September 2006 Rating: 5
November 2007 Self-Rating: 6
November 2007 New Rating: 5

Implementation Scale:

| 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |

Not ← — — — — — — — → Fully

1.25 Instructional Materials – Student Accessibility

Professional Standard
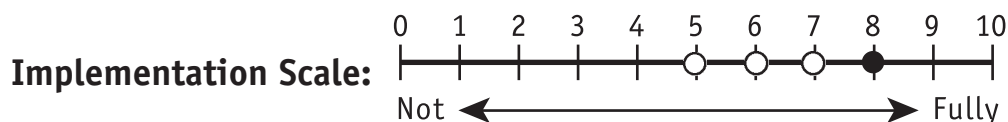The district will ensure that all instructional materials are accessible to all students.

Progress on Implementing the Recommendations of the Recovery Plan

1. For optimum learning, students need adequate instructional resources aligned to learning outcomes. All core subject areas have adopted and implemented standards-based textbooks. Teachers and administrators report that instructional materials are accessible to all students in all programs. The Williams report corroborates this information.

2. Special population students need access to instructional resources appropriate to their needs. The district recently adopted instructional resources for the English-language development program in grades K-5. The district staff reports that secondary school personnel are redesigning courses of study for English-language development at grades 6-12 and plan to replace the current state-approved High Point text with a more rigorous program. To continue to implement this standard, district personnel need to support the full implementation of appropriate instructional materials and continue to evaluate the effect on student learning to make the refinements necessary for student success.

Standard Implemented: Fully - Substantially

January 2000 Rating:	5
September 2003 Rating:	6
March 2004 Rating:	6
September 2004 Rating:	7
September 2005 Rating:	7
September 2006 Rating:	7
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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      0   1   2   3   4   5   6   7   8   9   10
      |   |   |   |   |   ○   ○   ○   ●   |   |
      Not  ←————————————————→  Fully
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1.27 Planning Process - Focus and Connectivity

Professional Standard
The district planning process ensures focus and connectivity to increased student productivity.

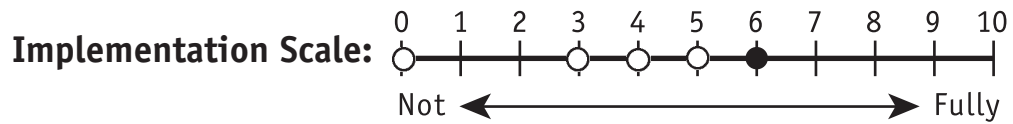### Progress on Implementing the Recommendations of the Recovery Plan

1. Coordinated planning helps ensure focus and connectivity among districts and sites for improved student achievement. Recent planning efforts demonstrate a focus on improved student learning throughout all plan documents. The mission of the 5-Year Strategic Alignment Plan provides a framework for all district planning. In the Instructional Services Division, the goals established in the Multiyear Academic Acceleration Plan (MAAP) have led the change effort over the last two years and continues to drive recent plans for curriculum management (Curriculum, Instruction and Assessment Management Plan), professional development (Certificated Professional Development Plan 2006-2001 and Classified Professional Development Plan 2006-2008), and assessment management (Comprehensive Assessment Plan). The plans for curriculum design are complemented by plans that enhance delivery by reaching out to the community (Complementary Learning) and establishing partnerships for student success (ComPAS).

   Each recent plan focuses on the connection between curriculum, instruction, and assessment and establishes improved student achievement as a core priority. An evaluation cycle is included in the Curriculum, Instruction and Assessment Management Plan and in the Certificated Professional Development Plan, but is not included in the Classified Professional Development plan or the Comprehensive Assessment Plan.

2. Training in planning processes builds capacity for quality plans to achieve desired results. Training has been provided for site administrators on the development of the Single Plan for Student Achievement. The focus of site planning has shifted from compliance to monitoring student achievement. Site planning processes clearly connect district and site priorities and are anchored in data on student achievement and data on customer satisfaction collected via the Use Your Voice Survey. The site plan is viewed as a process that "involves a continuous development, implementation, and monitoring cycle" instead of a static plan. Planning engages the school community in assessing current practices and the effects of these practices on student achievement, analyzing student performance data, and establishing adult practices (e.g., professional learning communities, family engagement) as action steps to operationalize goals linked to budget allocations. The goals established are revisited after each progress assessment (quarterly), after midyear assessments, and at the end of the school year. This process ensures that the site plan is a dynamic system of monitoring and adjusting site priorities to support student achievement. To continue to implement this standard, district personnel need to sustain efforts to make planning a dynamic process that provides an avenue for administrators and instructional staff to focus on student needs and establish priorities to continuously move student performance to high levels.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	3
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:

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    0  1  2  3  4  5  6  7  8  9  10
    ○——+——+——○——○——○——●——+——+——+
    Not  ◄─────────────────►  Fully
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1.28 Human Resources Practices

Professional Standard

Human resources practices support the delivery of sound educational programs.

Progress on Implementing the Recommendations of the Recovery Plan

1. A multiyear plan is necessary to build clarity of purpose, goals, structures and processes that ensure continuity and stability in an organization or a department. The Human Resources Department continues to implement the Human Resources Stabilization and Redesign Plan 2006-2008 to drive improvement efforts and establish service targets annually. A five-year district plan has been developed collaboratively with union officials for 2007-2012, Teacher Recruitment, Retention, Quality and Distribution (TRRQD). This plan establishes goals for teacher recruitment, retention, quality, and distribution. Each section of the plan evaluates the current context, identifies challenges to meeting the goals, and describes current action steps to meet proposed goals. Improvement targets in both plans address issues identified in previous FCMAT reports such as teacher recruitment, retention, absenteeism, and credentialing.
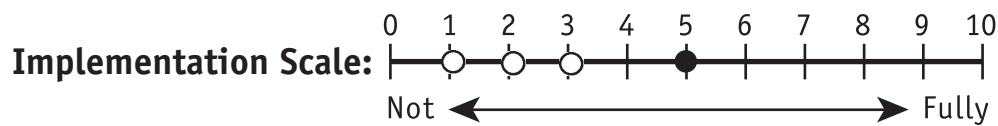
   The Human Resources Department has taken bold steps to honestly address shortcomings and establish processes that are service-oriented to support all aspects of the educational program. Technological structures have been developed to manage credentialing requirements, absenteeism, and substitute placement. Innovative strategies are being implemented to enhance recruitment of qualified staff, retain staff, and improve teacher attendance rates. A score card, designed to communicate performance and customer satisfaction, shows that fully credentialed teachers in general education comprise 97 percent of the faculties at the elementary sites. Seventy-five percent are fully credentialed at the middle schools, and 86 percent at the high school. In special education the rates are lower: 56 percent at elementary, 56 percent at middle school, and 26 percent at high school. The lower rate of credentialed special education teachers in the district mirrors a statewide shortage and is a target growth area identified by the staff for the current year.

2. Monitoring practices that support educational programs ensure ongoing diagnosis of changing situations so that services can be refined and adjusted for optimum performance. The Human Resources Department has used the district-designed survey for customer satisfaction, Use Your Own Voice, to collect information regarding staff satisfaction with working conditions, access to information, and attitudes toward work and colleagues. These survey results reveal a significant improvement in staff perception of services provided by the Human Resources Department over previous years. To continue to implement this standard, district personnel need to sustain collaborative relationships with union members to continue supporting the educational program through services that ensure quality staff members for every student every day.

3. Collective-bargaining management ensures credibility of intentions in contractual agreements between district management and employees. District personnel report that they have not hired a consultant to address contractual impediments, but are planning to do so as they proceed with the current stabilization plan.

Standard Implemented: Partially

January 2000 Rating:	1
September 2003 Rating:	1
March 2004 Rating:	1
September 2004 Rating:	1
September 2005 Rating:	2
September 2006 Rating:	3
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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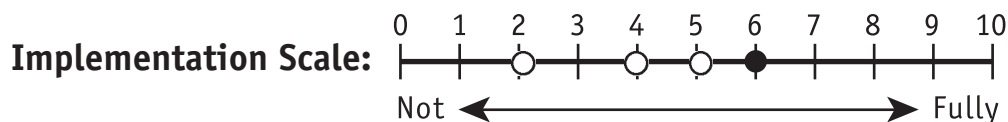
2.3(a) Management

Professional Standard
A process is in place to maintain alignment between standards, practices and assessment.

Progress on Implementing the Recommendations of the Recovery Plan

1. District administrators continue to indicate they support the importance of maintaining alignment between standards, practices, and assessments as directed in curriculum management Board Policies 6400.2, 6400.4, and 6400.5. The CIAM Plan emphasizes the importance of alignment of the written, taught, and assessed curriculum plan (see Standard 1.2).

2. The curriculum management policies and CIAM Plan provide clear guidance for maintaining alignment between standards, practices, and assessments. The study team was not, however, provided with documentation that the board receives regularly scheduled reports over a number of years on the status of implementing the policies and administrative regulations. This should serve to guide the curriculum management plan's alignment between standards, practices, and assessments.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	2
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:

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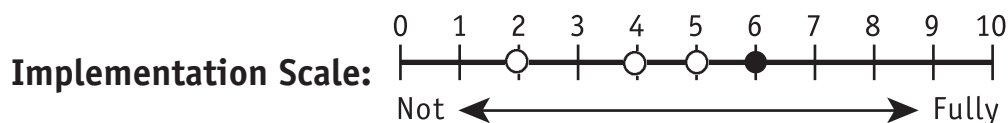
2.6(a) Standards

Professional Standard
The Governing Board has adopted and the district is implementing the California State Standards and assessments.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district's alternative to FCMAT's recommendation to develop curriculum guides, in keeping with the board directive in Board Policy 6400.1, was to adopt California standards-based textbooks as the district curriculum with pacing guides. The district has recently begun to develop traditional curriculum guides or instructional guides for some subject areas. The study team reviewed newly adopted textbooks and pacing guides as well as newly developed K-12 mathematics instructional guides based on the five basic minimum quality audit criteria (see Standard 1.2). Full implementation of this standard continues to require the inclusion of the following elements in each of the California standards-based textbooks and corresponding pacing guide sets and/or newly developed instructional guides for each core subject area, grade level, or course:

   a. State for each objective what the objective is, the sequence within the course/grade, and how the actual standard is performed as well as the amount of time to be spent learning each standard.

   b. Key each objective to district and state assessments.

   c. State specific prerequisites or describe the discrete skills/concepts required prior to this learning (this may be a scope and sequence across K-12).

   d. State for each objective the "match" between the basic text/instructional resource(s) and the curriculum objective.

   e. Provide specific examples of how to approach key concepts/skills in the classroom.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	2
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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3.1 English Language Learners

Professional Standard
The identification and placement of English language learners into appropriate courses is conducted in a timely and effective manner.

Progress on Implementing the Recommendations of the Recovery Plan

1. The English Learners (EL) Coordinating Council was appointed in summer 2006 to identify areas of need within the EL program and develop plans to address these areas. Four areas of need were identified as programs, curriculum and assessment, staffing, and professional development and parent involvement, with monitoring in each area. A 2007 EL Master Plan (draft) addresses these issues. Disaggregated data sheets are created for each school to review various subgroups to monitor progress and adjust instruction to meet the diverse needs of students. Questions about who is responsible for monitoring sites and ensuring adherence to district policy still remain. Professional development opportunities were offered during the summer and monthly during 2006-07. Attendance rosters were available, and although each school had at least one teacher in attendance, there was no indication that all teachers serving EL students attended these professional development sessions. There were a couple of monitoring reports from Secondary English Language Learner (EL) coaches showing observation and feedback to teachers regarding the differentiation of instruction. However, these were not inclusive of principals and Network Executive Officers at all times. Likewise, there were indications of some monitoring reports from lead elementary-level teachers and coaches on the implementation of a supplementary EL program. TSAs continue to monitor school documents for compliance, but nothing is maintained in the form of classroom monitoring. Principals conduct walk-throughs, but no consistent data form is used to monitor the implementation of EL strategies and differentiated strategies for compliance with state expectations. Staff members report that Network Executive Officers discuss this with principals during scheduled visits, but there was minimal indication that EL was addressed on a systematic basis. Strategies for all multifunded programs (particularly special education) have not been fully and systematically addressed.

2. The district continues to provide Foro Abierto [Open Court] at the elementary level and High Point at the secondary level for language arts materials. The district continues to pilot "Language for Learning and Language for Writing" as a supplemental program to Open Court. Benchmark data is being collected in 2007-08 to monitor EL progress. Incorporated into these programs are an assessment linkage, pacing guides, and some materials. However, it should be noted that alignment of these programs to each other is still in operation. At the secondary level, Visions is being piloted as an alternative to the High Point program. One high school has a coach assigned and has the appropriate instructional support and materials based on EL specific needs. This was not evident at the other schools. Elementary coaches provided some monitoring to provide guidance. Thirty-seven of 39 elementary schools with more than 30 EL learners have started implementing the program. The December 2004 agreement between the district and the California Department of Education and OCR at the federal level indi-

cates that assessments for the elementary program must be provided to assist with the monitoring of the curriculum. A process for monitoring the progress of EL students to ensure comparable progress in academic achievement with other peers at the elementary and secondary levels is in process and in early implementation stages.

3. The district developed a data portal for community access that was to provide data about district schools and student performance. It is still being upgraded to provide pertinent information to parents. Parent information continues to be disseminated through spring enrollment meetings held at school sites, newsletters, and routine documents. The Family Community Center (FCC) [formerly BSAC] provides information to parents about the different EL programs in the district. Handouts are available in English and Spanish about the EL programs. Parents have received notice of some supplemental programs such as summer school and after school tutoring, but full explanations are not available for all programs. A DELAC committee meets periodically, but minutes of these meetings were not provided to the study team, and parent participation on the DELAC committee appears minimal. The district utilized an EL Coordinating Council this year with district personnel, school personnel, community personnel, students and parents to work through issues in the EL program and to draft the master plan for improvement of the EL program for 2007-08. This plan has not been adopted by the district.

4. A district document on the placement of sixth- and ninth-grade students in EL programs indicates that the district provides the school staff with guidance on placing EL students in courses. Counselors were invited to a training session on using this information. However, once the placement lists go to the schools, a process for documenting how EL students are placed in courses is vague. There is no monitoring of how this information is utilized by schools. Placements for EL students do not consistently reflect the redesignation of EL students during the year. The FCC provides the district with assessment information for all new enrollees. This information includes the home language survey, the English and primary language assessments in listening and speaking, and the CELDT test information. The district provides copies of assessment data and reports on the progress of EL students in Open Court at the elementary level. However, the district failed to demonstrate how these reports were utilized in the classroom instructional decision-making process. There is an effort to provide training on using these data to front load curriculum for EL students. Coaches work with principals and the staff to establish professional learning communities to focus on goals for EL students and the program. Attendance at secondary professional development was poor (mostly due to substitute problems). EL coaches and coordinators schedule monthly walk-throughs of EL classrooms in the elementary schools to address program issues. However, principals report they do not use the EL protocol when they walk through classrooms without the EL coaches and coordinators.

5. A new Individual Student Profile for all students will start being used this year. The staff has not received training on the form since it has been introduced only to principals and counselors. The district does not have procedures for the development and use of these profiles for the instructional programming of EL students. The school staff reports that it can obtain student information through Edusoft. However, there is no indication that individual profiles were drafted as a result.
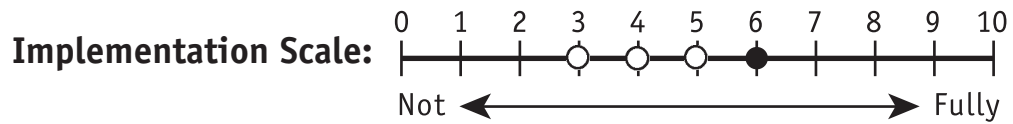
6. The Bins and Binders process continues to be utilized for equity compliance checks. However, no data were available that focused on individual course and program equity checks. The district uses the network officers and principals to monitor EL programs; however, there is no indication that monitoring is occurring.

7. The district utilizes the Family Community Center to identify EL learners. The center conducts initial evaluations, monitors reclassification, and conducts reclassification to ensure it occurs. Information is provided to the schools about the appropriate level placement of EL students. Schools were not forthcoming about how this information was utilized in the placement of students in courses other than language-arts courses. At the school level, responsibility for appropriate placement of EL students was not available. The score cards and the lists were identified, but monitoring to ensure appropriate EL placements was minimal. The district is in the process of adopting a new EL master plan. This plan outlines specifically the procedures and processes to be followed for EL placement. EL continues to be a subgroup gap issue in the district.

To fully comply with the recommendations for this professional standard, the district must accomplish the following:

- Implement and monitor a process for monitoring EL students to ensure they have success rates in academic progress comparable to their peers.
- Fully implement differentiated strategies based on student need in all classrooms to narrow the achievement gap between EL and general education students.
- Fully implement and monitor the process for ensuring that several forms of data, including classroom, district, and state assessments, are utilized for placing students in appropriate courses by school level personnel.
- Implement the monitoring of differentiated quality classroom instruction at the school site using the state quality standards for EL programs.
- Ensure that all teachers receive training on diverse learning and that strategies are implemented in all classrooms for closing the achievement gap between EL students and general education students.
- Utilize the individual student profile form and process in conjunction with the district's data rosters for focusing on individual EL student needs in all classes. Provide training for all school staff in the utilization of data in the development and implementation of this profile.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	3
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	5
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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3.2 English Language Learners

Professional Standard
Programs for English-language learners comply with state and federal regulations and meet the quality criteria set forth by the California Department of Education.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district utilized an EL Coordinating Council to review and revise the EL master plan for providing guidance and direction for the EL programs in the schools. This plan has not been adopted, so there is no indication that additional implementation of action steps has occurred. The plan provides for a comprehensive placement system that prioritizes several measures for assessment and access to grade-level core curriculum.

2. In the past, the secondary EL program utilized TSAs to monitor the implementation of the High Point program at the secondary level. Secondary EL coaches now provide assistance with monitoring and coaching at the secondary level. There was no indication of TSA monitoring for 2006-07. Coaching reports were provided at both elementary and secondary levels during periodic walk-throughs with principals. There was no further indication that the district monitors the EL classroom program for K-12. A district report on dropout rates indicates that the district EL dropout rate is still higher than the state dropout rate for EL students. Monitoring the success of EL students in secondary programs such as High Point and Visions could ensure success for EL students and encourage them to stay in school.

3. Schools are using the results-based budgeting process. Through the office that supports school portfolios, additional monies were provided to schools that demonstrated the need based on AYP and subgroup analysis. The district provides a color code to schools in the district based on several factors, and the Office of School Portfolio Management monitors to ensure that schools' needs are met through differentiated budgeting and support.

4. The district has provided additional staff at the district level to assist schools in classroom implementation and professional development for teachers. Several schools have hired EL coaches to assist with the EL subgroup and provide assistance to teachers in implementing the OCR benchmark assessments. The minimal number of monitoring reports continues to confirm the lack of differentiation of instruction to address EL needs, particularly in secondary classrooms. The secondary staff has designed a "Toolkit for EL Strategies" that has not yet been disseminated. However, with professional development, full implementation and frequent monitoring, it has the potential to address these needs. Classroom observations indicated that teachers report using EL methods, but only one or two methods are mentioned. During classroom observations, there was no documentation available on use of EL best practices. Training documents were available to indicate that the best practices have been offered during training, but sign-in sheets indicate that all staff members do not attend training.

5. The district EL staff has developed an EL Classroom Checklist to help monitor classroom EL practice. These protocols are reportedly used when EL coaches/coordinators perform walk-throughs with principals, but not consistently. Network Executive Officer meetings include some discussion of EL strategies, but not consistently. The EL staff frequently initiated the discussions. Staff members report that walk-throughs provide some monitoring of EL programs, but there was no indication of full monitoring occurring daily.

6. The district ELD committee documents included reports and information on achievement gap issues. Reports were provided to describe the achievement gap in the Open Court program and the CST assessment. Fourteen schools utilize Language for Learning and Language for Writing at the elementary level to address this. The K-5 Open Court does not provide explicit instruction in English language. The 6-12 High Point curriculum is still inadequate, and Visions is being piloted in one school. Not all other ELD curricula at schools are standards aligned. The district staff has developed differentiation and best practice strategies for teachers on Toolkits, but these have not been disseminated. The district continues to address the achievement gap issue through professional learning communities at the school level this year. This is a new emphasis that is in the early implementation stages. There is no new data to indicate the EL redesignation level has improved.

7. A map of standards for EL from West Ed, 5th Edition provides district secondary teachers with a link to the state ELD standards and the ELA standards. The maps highlight the 15 essential ELA standards in each grade level that are measured on the California High School Exit Exam (CAHSEE). The map further delineates how the CELDT standards and the CST standards map with the Big Ideas for EL Standards. The map also provides a guide on student reports. This map was provided to the team to demonstrate district support for giving teachers information on standards.

   Another district document provided information for elementary teachers on how to front-load EL instruction for Open Court. This document was provided as part of the reading and literature project from 2006. Professional development was offered to the elementary staff. A coaching plan provided by the Elementary Coordinator demonstrated district efforts to perform observations, debrief, and provide feedback and professional development for the elementary schools. A second document from the California Reading and Literature Project of 2006 provided information on Spanish to English Bi-Literary Transfer from Foro Abierto to Open Court. A district October 2006 memo to bilingual elementary teachers was provided to demonstrate district efforts to notify teachers of this available document and training.

8. The district restructured a Family Community Center office for all communication and documents for parents and community members. This office coordinates the Bilingual Assessment Center as well as all information for district newcomers. Site council meetings and district parent advisory committee meetings continue to be utilized for information dissemination. The district Web portal containing information about the school progress reports is still minimally used. Specific information about programs remains the same, but interviews with staff members indicate more will be forthcoming. The schools

hold meetings each spring to inform parents of the programs in each school. The EL Coordinating Council identified clear, consistent communication to parents, caretakers and community about the EL services as a major program issue to be addressed. This became a part of the EL Master Plan Draft Report.

9. A district site services database compiles statistics of site programs, but does not provide budget information. The EL district elementary and secondary program coordinators present schools and network executive officers with information regarding EL budgets and school expenditures.

10. Notices and agendas indicated DELAC meetings were held during the year. However, the minutes for these meetings were not available. The staff at school sites mentioned that there is some parent involvement in developing site plans. The district reports minimal involvement in the DELAC committee by parents, but the district reported major parent involvement in the EL Coordinating Council which revised the EL master plan.

11. A district data portal is available to all stakeholders for information about various school programs. The district EL Coordinating Council identified clear, consistent communications to parents, caretakers and community about EL services as one of the major areas to address in the revision of the EL Master Plan. A few EL trainings were offered on cultural diversity, and a Culturally Responsive Grant worked with certain schools with a three-phase program. However, no data was available regarding attendance or training content.

12. The district uses the network organization for monitoring and employs TSAs to monitor site implementation. The level of monitoring of instructional strategies for multifunded students is addressed through classroom walk-throughs involving network executive officers and/or district staff members and principals. The district EL staff developed an EL classroom protocol to utilize during these walk-throughs. There is an indication that these forms are used in the EL district staff walk-throughs, but not during regular principal walk-throughs. Training was offered to principals and teacher leaders on the use of data to improve instruction, and the implementation of professional learning communities is focused on meeting the needs of all students.

Special education personnel monitor IEPs for compliance issues and report to the schools. District personnel disseminate gap analysis and data reports on the progress of ELL and special education students to the schools, but there is no indication of how this data is utilized. Network executive officers converse with principals regarding school score cards and have principals report on use of professional learning communities; however, no standard format is utilized for reporting. Further, the Edusoft system allows schools to monitor the progress of students, but use in the schools continues to be random and not aligned to instructional decision-making. Teachers reported using the system for some data, but not for instructional decision-making. Principals reported using Edusoft mostly to perform progress checks with teachers for benchmark assessments. The progress reports of Open Court, Harcourt, Foro Abierto, and High Point as well as the benchmarks comprise the majority of achievement progress reports.

13. Minimal additional progress has been made in training counselors or teachers to help students understand their educational options. Professional development agendas indicate that the topic has been offered to teachers and counselors. Attendance records indicate that small numbers of volunteers attended 2006-07 sessions. Every school had at least one person attend a training.

14. Several additional options have been designed to assist teachers to improve strategies for diverse learning styles. Records show monthly offerings were made available to teachers in differentiating instruction to meet student needs and learning styles. Professional learning communities are being implemented to encourage teachers to use data to address instructional issues and diverse needs. A secondary level Toolkit for EL has been developed to be disseminated during the 2007-08 year with professional development offerings. Coaches are being added to assist with in-school implementation as well as professional learning communities. Documents were provided showing summer 2007 training offerings.

15. Network executive officer networks continue to use teachers on special assignment to monitor the Bins and Binders. The Edusoft data system is designed to allow central administration and the school staff direct access to monitor the progress of schools, and student data reports are available. Benchmarks for Open Court and High Point are completed three times a year, with data available to the school staff. Open Court assessments, Harcourt assessments, High Point assessments, and algebra assessments provide teachers with the opportunity for benchmarking student achievement. More recently, Foro Abierto will allow for some monitoring if teachers use front-loading. Teachers report inconsistency in utilizing the assessments. The linkage of the benchmarks to differentiation of instruction was minimal. The major use of the data was for reteaching purposes.

16. A Research Administration and Accreditation (RAA) Division provides data reports to networks and schools. The division has developed a data warehouse system to provide several assessments for use by schools of student progress. A draft assessment plan was provided detailing the comprehensive assessment system for ELA and math in a multiyear academic acceleration plan (MAAP). This is incorporated into the Curriculum Management Plan. If implemented, the plan would provide a systematic comprehensive assessment for reporting student progress. Schools have access to the Edusoft reports to monitor and use student progress for CST and benchmark assessments. Schools report using the data at faculty meetings and in individual sessions within grade levels and with individual teachers. No set procedure was identified for use of data in the district. Professional development for professional learning communities on the utilization of data for instructional decision-making and meeting the needs of diverse learners has been and is being offered this year. Network meetings with principals continue to underscore the importance of use of data and monitoring.

17. The district has a single student profile for monitoring individual student progress as well as directions and PowerPoint presentations on how to draft and implement these profiles. However, this profile is still new and has not been implemented at the school level. It is anticipated that this will occur in the 2007-08 year. The district must take the individual student profile, train teachers and counselors to use it, and implement the placement of EL students in courses based on the use of the resulting data.

18. There was no indication that efforts have been made to improve the use of data rosters to individualize instruction.

19. TSAs continue to check the Bins and Binders in the schools. A document from the Bilingual Assessment Center provided a list of students with EL classifications for 2007-08 for secondary 6th and 9th grades. This document was not identified at the school level as driving the assignment of students to courses. There was no other indication that all courses and programs were checked for equity.

20. The district has a master professional development plan. This plan incorporates a multi-faceted approach to developing teachers, school staff and principals. This is still a draft plan. Summer professional development offerings were provided and several sessions addressed differentiated instruction. However, no plan was provided for monitoring the integration of differentiated instruction and compliance issues as they relate to addressing the achievement gap. No additional evidence was offered on how the district was continuing to implement this recommendation from the Comite report. Numerous staff members continue to work with different aspects of staff development without a holistic focus. There was an indication that the district would address this issue through future reorganization. The EL Coordinating Council identified ongoing professional development and support for EL as an issue to be addressed in the Master Plan.

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21. The RAA Office provided an assessment plan for assessing the progress of students in language arts and math over a multiyear format. There was an indication that as the data warehouse was developed, the data system would have the potential to assess the effectiveness of EL programs. However, no evidence was produced for assessment of the EL program. The EL Coordinating Council acknowledges the need for an EL program assessment to be addressed within the Master Plan.

To fully address this professional standard, the district should take the following actions:

- Adopt and implement the EL Master Plan to provide the following: 1) EL program direction, coordination and monitoring, 2) A long-term plan to minimize EL program design and personnel changes, 3) EL program improvement and a structured professional development program, 4) A communication and dissemination system about the EL program for all parents and stakeholders.
- Adopt and implement the 2007 EL master plan to design and internalize a monitoring and accountability system for EL programs and classrooms. The implementation of the master plan must focus on the process for monitoring EL academic achievement, with emphasis on achievement gap training for all the staff.
- Develop and implement a system of program evaluation for review and revision of all programs including the EL program. The evaluation system must include several sources of data, including anecdotal data, to demonstrate that programs contribute directly to increased student achievement. As a part of this system, the district should develop appropriate benchmark assessments to monitor ELD progress, guide instruction, determine necessary interventions and report progress to parents.

- Develop a plan for student placement and the monitoring of such to ensure that every EL student has full access to the core curriculum and to ensure schools are held accountable.
- Design and implement the comprehensive assessment plan to facilitate monitoring of the placement of EL students in academic courses.
- Implement the assessment plan that details the responsibilities and expectations for the use of academic achievement data of EL learners for teachers, principals, and the central staff. Instructional decisions must be demonstrably closely aligned with data sources.
- Require the TSAs and administrative staff to design and implement a system to check all programs and all courses to ensure equity for all students. Tracking data must be maintained to determine if patterns of inequity exist.
- Implement the master professional development plan and establish a monitoring process to ensure a focus on academic achievement is established, and achievement gaps are addressed as a priority in the training of all staff.
- Continue to implement and institutionalize the professional learning communities process that trains teachers to use individual student data to individualize instruction. Teachers should be held accountable for demonstrating this individualization.
- Monitor the budget and personnel assignment process to ensure that additional resources assist those schools with delayed progress in academic achievement.
- Provide evidence that parents are full partners in the decision-making process of site councils, the school advisory committees, and the district EL advisory committee.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	3
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	5
September 2006 Rating	5
November 2007 Self-Rating:	6
November 2007 New Rating:	5

Implementation Scale:

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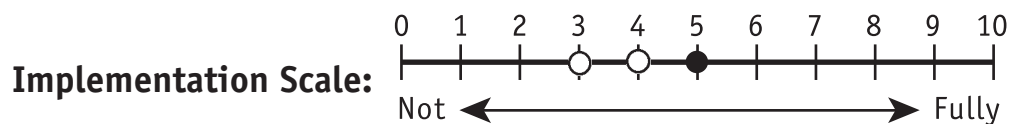
3.3 Special Education

Professional Standard
Individual education plans are reviewed and updated on time.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Special Education Procedures Manual was updated in 2007. Referrals and placements are being documented. The Special Education Division monitors the initial placements for time lines and for referral percentages by school, but the district has no written procedure for this. Last year, district documents detailed numbers by school and district for initial placements, nonplacements, time lines honored within 60 days and those that did not comply with the time line, including the reason for noncompliance. This year, the same information was not available.

   School staff members generally are satisfied with the new procedures, but interviews confirmed continued lack of school responsibility for time line compliance even though the network rxecutive officers provided data to the schools with expectations for action. Evidence of noncompliance was produced, but there were no consequences for noncompliance. An undated document entitled "Guidelines for Improving IEP Situations" was provided that outlines incentives and discipline procedures for case carriers. A second document entitled "Overdue IEPs Corrective Action Plan" with a January 2007 date was also provided. The two documents outline a procedure for attempting to address the overdue IEP issue. However, implementation evidence was minimal, and compliance information was not provided.

2. The district has a coordinated and articulated IEP process. The district has developed an 18-page Web-based IEP form and has offered training in using it to all special education staff members. Use of the form is scheduled to be mandated for the first time in fall. Last year, schools had the option of using it, and although the majority did so, hand-written documents were also used. Schools report that not all case carriers have access to the proper hardware to use the Web IEP. Trainings have occurred during the year to make teachers and psychologists aware of the need for keeping triennials current and on the IEP system. New teachers receive five days of intensive training in assessment, writing and managing IEPs. Principals have received monthly overdue IEP lists, and network officers are provided with triennial and IEP information for discussion at network meetings and as a part of the principal evaluation process. However, interviews with school staff indicate there is a continued lack of school responsibility for having updated IEPs and triennials. Documentation indicates that school staff members complete the work on their own time line without adherence to overdue dates. They also fail to adhere to the two-day procedural time line for turning in IEP paperwork to the district office. The current Network Executive Officer priority system identifies overdue offenders, but no consequences are applied to the school staff.

3. The district has a procedure to maintain updated IEPs. A record of past due IEPs is included in the following chart.

Dates of Reports	Overdue IEPs	Overdue Triennials
1/13/06	390	158
1/27/06	355	147
3/9/06	348	147
12/1/06	256	145
6/30/07	295	188

A document entitled "December IEPs not completed as of January 17, 2007" showed 256 overdue IEPs at 85 school sites. However, documents used to develop the previous table provided different data than this document, which lists students by name and school. The district has the fewest overdue IEPs that it has had in the last couple of years, or about half of the 497 overdue IEPs (at 95 school sites) reported at the same time last year. The Special Education Department offers program specialists to deliver individualized instruction to both experienced and novice teachers on compliant IEPs. Each teacher is provided a $50 monthly material allowance for compliant IEPs from the special education budget. Case carriers in each school are required to present yearly calendars of scheduled IEPs to Programs for Exceptional Children (PECs) so coordinators and program specialists can monitor progress. Coordinators mandated that no student will be transitioned to another site or placement until the triennial IEP is completed by the current site. Extended contracts were offered to psychologists and program specialists to complete undone IEPs and assessments during the school year. Few IEP planning meetings were held due to students not being available or lack of parent cooperation. Focus teams are used this year to complete IEPs where vacancies, new teachers or unusual numbers of overdue IEPs are located. The district continues to send monthly pink sheets of overdue IEPs to network executive officers. The district has a progressive discipline policy for case carriers that have consistently overdue IEPs. An incentive plan for compliance was also offered.

4. An online data system is developed and maintained by the CASEMIS manager in the Special Education Division. It is not available to the schools and the other divisions. Further, it is not connected and interfaced with the district student database. Schools and other district offices are dependent upon the special education division for any special education student data. Likewise, the psychological services department keeps its own Excel database of psychological reports. This database is not connected and interfaced with the special education database. The special education director is dependent upon the psychological services department to maintain records of psychologicals and triennials. The psychologists take an active role at the sites in facilitating the assessment plans for triennials and the calendar for IEP review meetings. The PEC has a contract with Faucette Microsystems to develop additional fields in the special education database and to develop a Web system of district access with the student data system.

5. The district continues to utilize the process started in 2004-05 in which the Executive Director PEC works with the Psychologist Coordinator to send a monthly paper report on due IEPs to principals, network officers, special education specialists assigned to schools and individual school case managers. Schools receive these reports, and case managers write down when they will complete overdue IEPs. The principals report to their network executive officers that the overdue IEPs are addressed.

However, only a paperwork process has actually been initiated. There is no indication of a sense of urgency and that the school staff has assumed responsibility for ensuring timely IEPs. The 2006-07 school year ended with 295 overdue IEPs. A document dated October 11, 2007 indicated that to date, 163 IEPs and 47 triennials are outdated this year. Thirteen of the 163 are more than one year outdated. This year, a September 2007 mandate required teachers to move up IEP due dates so that fewer documents will be due in spring. Unless this practice is implemented, 40% of district IEPs will be due at that time. Psychologists were asked to facilitate the movement of 30% of reviews from spring to fall. One case carrier's sample calendar indicated how the process could work. The district must monitor this process for implementation this year.

6.   The schools continue to receive IEP monthly reports. Monitoring of compliance with the IEPs is simply a paperwork or report process. The district lacks a process requiring overdue IEPs paperwork to be turned in within a specific time frame. The district has a procedure linking principal evaluation to compliance issues, but there are no consequences for noncompliance.

7.   The district has developed new databases, but they do not include special education data (except for some attendance, financial and other business data). The Special Education Division has an updated and separate database, and communication between the two divisions is not occurring on these data. The special education database is operated by the PEC, and schools do not have access to it for their own monitoring. However, the PEC has a contract with Faucette Microsystems to integrate the two systems.

8.   The Executive Director of Special Education is working with Human Resources to seek credentialed teachers, and there is frequent communication between these two parties. A Five Year Plan for Human Resources showed that the division has a goal of obtaining highly qualified educators and is developing a recruitment system to attract and retain special education teachers. A Special Education Personnel Data Report dated October 1, 2007, indicates that there are 721.8 fully certified special education personnel with 112.16 vacant positions. The Executive Director of Special Education indicated this was a good recruitment year with the smallest number of noncertified staff since initiating internships in 2006-07. However, the director concedes that the No Child Left Behind Act prompts another challenge regarding "highly qualified" staff. The district provides funding for special education staff to attend trainings, workshops, and courses to achieve highly qualified status.

9.   The five-year plan from the Human Resources Division outlines the significant recruitment and retention activities planned for the district. This document covers recruitment of all teachers and not just those in special education. The plan does not specifically address special education as a priority area. The Human Resources Division has worked out an agreement with local colleges to hold employment fairs and utilize the district for placement of student teachers.
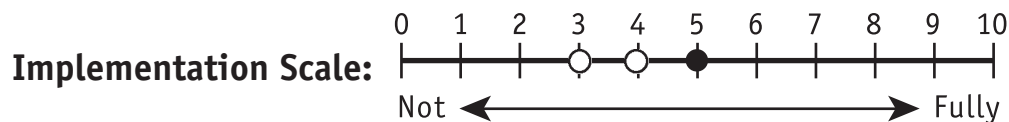
10. No additional board policies from 2006 were available showing special education accountability.

11. There is no indication that a district procedure developed in 2006 governing the selection of a district advisory committee has been implemented. The purpose of the committee is to review special education program issues and performance data.

For the district to fully address this standard, it must accomplish the following:

- Continue to implement and monitor the district procedure for maintaining updated IEPs. The district should monitor the procedure and continue to front-load the IEP process to avoid overdue IEPs.
- Monitor, review and refine the process for implementing the Web-based IEP with mandated implementation in the schools. The district should provide evidence of its contribution to improvement in timely IEPs at the site level.
- Develop an integrated database with all IEPs, triennials, and other special education monitoring data. This database should be made available to sites for access and maintenance and should be designed so that sites can consistently update information.
- Develop a district procedure mandating that all teachers and administrators receive professional development on resolving special education compliance issues and on implementing the corresponding solutions such as maintaining current IEPs and triennials. This procedure should also address provision of services to reduce due process complaints.

Standard Implemented: Partially

January 2000 Rating: Not Reviewed
September 2003 Rating: 3
March 2004 Rating: 4
September 2004 Rating: 4
September 2005 Rating: 5
September 2006 Rating: 5
November 2007 Self-Rating: 6
November 2007 New Rating: 5

Implementation Scale:

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3.4 Special Education

Professional Standard
Programs for special education students meet the least restrictive environment provision of the law and the quality criteria and goals set forth by the California Department of Education.

Progress on Implementing the Recommendations of the Recovery Plan

1. Progress continues to be made since last September (See Pupil Achievement 3.1) in preventing overdue IEPs. Schools are mandated not to transfer students with overdue IEPs and triennials, but there is no indication that this has become a common practice. The district continues to focus on overdue IEPs instead of prevention although this year, IEPs were front-loaded to fall from spring. Schools do not consistently take ownership of the problem, and most overdue IEPs are from secondary schools. The recent FCMAT report on special education identified this as a continuing problem.

2. There is no indication that the flow of students from one level to the next in the spring has been coordinated and articulated.

3. Accountability for overdue IEPs continues to be included in the evaluation of principals, but there is minimal indication that principals are being held accountable. There is no procedure requiring principals and schools to front-load IEPs for fall. There is minimal evidence that principals and schools assume site responsibility for timely and updated IEPs.

4. The district initiated an effort to address full evaluation and the time line for triennial reviews. Documents indicate that the psychological services time lines still lack a deadline for report writing. As a result, psychologists control the time line for initial placements and triennials with their written reports. Data shows that psychologists are monitored regarding numbers of assessments, written reports and meetings. The evaluation process and triennials are being conducted in a more timely fashion, but still continue to be a problem. Documents on initial and triennial evaluations show many are late although the numbers are greatly reduced from 2005-06. Full triennials are being reduced, although not significantly since a cultural shift still must occur among staff members and parents. Some sites continue to have higher percentages of compliance issues and ineligible referrals. A Response to Intervention process is being implemented this year to address these issues.

5. The use of software report-writing material had been explored, but the software has not been implemented. A template for psychological evaluation reports was developed to ensure a common format. This was implemented, but not mandated for all reports.

6. Special education trainings have been offered to new teachers for five days at the beginning of school, mostly focused on the IEP process. Training was offered to returning teachers to cover the issue of IEP committees and the elimination of unnecessary assessments, however, there is no indication that assessment reductions have occurred.

7. The Director of Psychological Services continues to monitor the numbers of assessments made by psychologists each month. Monitoring for 2006-07 compared psychologists. Individual psychologists who perform below district expectations are provided with guidance and expectations. In a list of 28.54 psychologists, 2,068 evaluations were completed, with individual contributions ranging from three to 81 reports. The average was 72.5 reports per psychologist. A time line for each psychological report, including the dates that testing occurred, reports were written, and meetings were held is kept in the psychological database. However, this information is not used for monitoring compliance regarding timeliness of reports.

8. The district provides mandated IEP and special education forms on a Web-based system. Training has been provided for all school staff members, although this has not received 100% attendance. Actual implementation occurred during the past year, although there are reports of case carriers not having access to hardware. The Executive Director has ordered the necessary hardware for all sites for the 2007-08 year.

9. The district continues to implement successful strategies to reduce backlogs, such as the $50 incentive awarded to compliant IEP teachers to purchase materials during the 2006-07 year. Even though the backlog numbers are decreasing, they are still significant. The district continues to search for additional incentives and strategies.

10. A policy on special-circumstance aides has existed since 2005. A slight reduction in the number of aides was evident in 2005-06; however, the implementation of small schools increased the need for paraprofessionals. A draft manual has been developed to improve decisions on requests for aides, but it is not implemented.

11. The Executive Director continues to address the placement of students to and from group homes and outside agencies. The Special Education Procedures Manual 2007 provided the process for referrals, placement and review as well as return of students from outside agencies. Minimal reduction was documented for 2006-07.

12. Trainings on compliance issues, legal issues, and best practices for special education continue to be offered annually for principals, network executive officers, special education case managers and coordinators. Training sign-in sheets indicate minimal attendance on the part of the school staff. Incentives and memos to teachers indicate that mandated meetings continue to be held, but with no major increase in attendance. Ownership of legal compliance continues to be viewed as a district issue, rather than a school issue.

13. There is no indication that the special education program has been appropriately evaluated. Interviews with the school staff indicate that there is a desire for such an evaluation and review, but there is no indication that such a review was imminent. A special FCMAT review was completed in September and could serve as a partial evaluation of program needs.

14. The district has a revised Special Education Procedures Manual 2007, but there is no documentation showing that dissemination and training have occurred on the requirements of this document. Due process procedures training was offered in Network Executive Officer meetings.

15. Stakeholders have been more involved in budget development and implementation, but budgeting is still a tightly held process.

16. The district has a budget for special education for 2007-08, but there is no documentation regarding stakeholder involvement.

17. The Executive Director continues to work with schools, the advisory panel, and consulting staff to monitor the growth of special education and the necessary resources. The Special Education Advisory Committee continues to review and discuss all SELPA activities and offer support, criticism, and input. The report card for special education, which was proposed for 2006-07, was not available.

18. Executive officers continue to meet with juvenile justice officials three times a year regarding the services for students in that system.

19. There is no additional indication that the best practices disk created during 2005-06 is being used. Principals did not address the monitoring of such practices in walkthroughs.

20. The district continues to keep some records of referrals that were made through the psychological testing process, and documentation indicates whether the referral resulted in a placement recommendation. No records were available for 2006-07 referrals. A Response to Intervention Manual shows district response to preinterventions as required by IDEA and No Child Left Behind. There is no indication of implementation training.

21. The district continues to provide an autism program for returning students from non-public schools. This program has grown somewhat and has required additional funding for inclusionary aides and parent training requests.

22. Special education subgroup achievement gaps were noted on several school report cards. There is no indication monitoring is occurring on best practices and innovative strategies. Trainings continue to be offered, but actual implementation of such practices in schools is minimal.

23. Schools continue to report that their major model of service delivery is the resource room, which involves minimal collaboration. Documents showing service delivery figures from state and federal compliance documents were requested, but unavailable. There is a lack of PEC involvement in determining special education staffing needs in the small schools process.

24. The Executive Director continues to develop the district special education budget including caseload allocations. The FCMAT special review of September 2007, suggested the budget process should be reviewed and revised.

25. The district developed and disseminated a district special education philosophy last year. However, there is no indication that this philosophy has been systemically implemented.

26. Limited progress was made on recruitment of special education certificated staff members. Data from an October 1, 2007 SELPA report indicates that 834 positions are needed in special education, with 721.8 filled, leaving 112.16 vacant positions. The largest group of vacancies was for intervention specialists (a newly created position in 2007). The Executive Director continues to work with Human Resources to meet vacancy needs.

27. School support team documents provide a full plan for the roles, processes, and procedures for school support teams. These teams will be trained using the Response to Intervention process for schools during the 2007-08 year. There was no major involvement from general education in the development of the Response to Intervention Manual, nor has training been integrated into benchmark data and professional learning communities.

28. The Executive Director continues to work on priority areas in the special education program. An updated procedures manual was completed, and staff training on compliance issues continues to be addressed with Network Executive Officer networks. Letters have been sent to teachers documenting noncompliance on IEPs and triennials. However, the program as a whole has not been reviewed, and a special education plan has not been developed. The Executive Director's report indicates a special education plan is under way, however, no plan was available.

29. The Executive Director has addressed issues to maximize the district's special education funding. A master plan is still being developed. A transportation plan has been developed and is being implemented. However, a FCMAT Special Education Special Report September 2007, indicates problems continue with transportation and other special education budget issues.

To fully address this professional standard, the district must accomplish the following:

- Review and evaluate the evaluation plan and principal accountability for overdue IEPs and triennials. The school staff must take ownership of the IEP review process.
- Require implementation of software report writing for staff members.
- Review and monitor the procedure for reviewing the need for unnecessary triennial assessments.
- Continue to hold psychologists accountable for psychological assessments and develop a time line for due dates of written reports for initial and triennial evaluations.
- Monitor the front-loading of IEPs from spring to fall to reduce the backlog of reviews in the spring. Hold sites accountable for IEP compliance and provide consequences when IEPs are overdue.
- Complete the special education program review and develop a three-year plan for improving the quality of all aspects of the program. Involve the Special Education Advisory Committee in the process and ensure that all stakeholders have input into the plan and assume responsibility for its implementation.

- Review the implementation of the special education communication plan, which provides the schools and all program coordinators with an effective system for working together.
- Fully implement a plan to reduce nonpublic placements and include the criteria for nonpublic placement decisions as a part of the plan.
- Monitor and provide evidence that staff use the criteria to provide classes with aides.
- Develop and implement best practice policies and strategies for special education classrooms. Disseminate, train, and monitor these practices and strategies with the staff and evaluate the effectiveness of change in the classrooms.
- Develop a monitoring system for all aspects of the special education program. Ensure that all stakeholders have clear responsibility for their roles, and implement consequences as necessary for lack of compliance.
- Work with research assessment and accountability and develop a way for the schools to access and update the special education central database and assist with monitoring and compliance issues. Interfacing of the special education database with the data mart should occur within the year.

Standard Implemented: Partially

January 2000 Rating: Not Reviewed
September 2003 Rating: 1
March 2004 Rating: 2
September 2004 Rating: 2
September 2005 Rating: 4
September 2006 Rating: 5
November 2007 Self-Rating: 6
November 2007 New Rating: 5

Implementation Scale:

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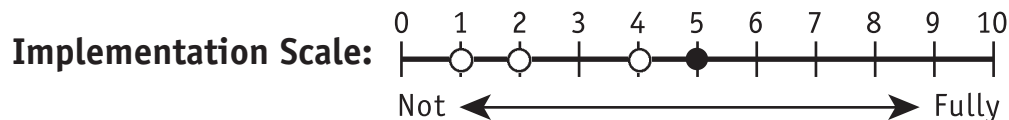
4.1 High School Exit Examination – Pre-Exam Intervention

Professional Standard

A process to identify struggling students and intervene with the additional support necessary for them to pass the exit examination is well developed and communicated to teachers, students, and parents.

Progress on Implementing the Recommendations of the Recovery Plan

1. The staff has taken actions and used resources to prevent students from failing the California High School Exit Examination (CAHSEE) on their first attempt. Eighth graders who are at risk of not passing are identified at the end of the eighth-grade year and provided with interventions in the ninth and tenth grades. High schools are required to submit plans for accelerating these underperforming students. Ninth graders requiring acceleration are placed in strategic algebra and English courses that provide additional instructional time and appropriate interventions.

    Tenth graders receive intensive reviews to prepare them to pass the CAHSEE on their first attempt. Extended sessions are provided for ELD and special education students. Summer acceleration and intervention programs are provided for academically at-risk ninth graders and for 11th and 12th graders who have not passed one or both parts of the CAHSEE.

    The district supports CAHSEE instruction with professional development, instructional resources, and communication with parents and the community. The High School Network communicated CAHSEE dates and the importance of passing to all 10th, 11th, and 12th grade students and their parents.

    To raise awareness of the middle school standards that are tested, a CAHSEE summit was held for middle-school administrators in summer 2007. A similar summit is being planned for middle school teachers next summer.

Standard Implemented: Partially

January 2000	Not Reviewed
September 2003 Rating:	0
March 2004 Rating:	1
September 2004 Rating:	2
September 2005 Rating:	3
September 2006 Rating	5
November 2007 Self-Rating:	6
November 2007 New Rating:	7

Implementation Scale:

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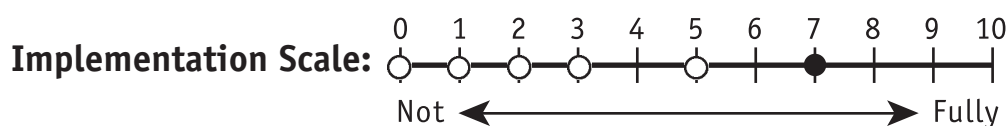
4.2 II/USP—HPSG – Measurement of Student Achievement Progress

Professional Standard
Grant recipients are collecting required data to measure progress of student achievement.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has formalized the process for collecting data to measure progress of student achievement in all schools, including High Priority School Grant (HPSG) schools, using the Tiered Accountability and Support System (TASS). TASS provides for regular analysis of student achievement results in a number of ways, including achievement levels over time, stated goals, achievement gaps, achievement growth (or decline), school focus, and time lines to reach achievement milestones. The appropriate r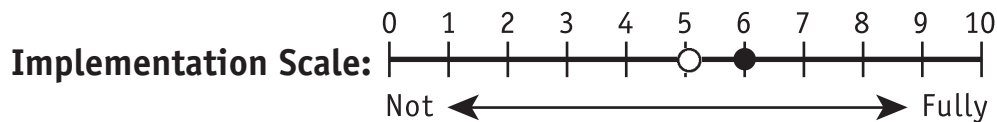eports are provided regularly to principals and their supervisors. Additionally, principals and teachers in all schools have access to the Edusoft software package that can provide a variety of data necessary to assess student progress at any time. The necessary data are available to all educators so that they can monitor and manage student achievement.

2. Individual school score cards show how student achievement is monitored including goals, areas in which schools are making gains (or not), the degree of improvement, and comparative longitudinal data on the Academic Performance Index, English language development, and on proficiency in mathematics, English language arts, and other measures. They also provide demographic and ethnic group assessment data.

3. The TASS uses this information to rank schools according to academic achievement measures and provide targeted assistance to the schools that are not making satisfactory progress. The principals of these schools must comply with a protocol to compile and present data to a district assistance team. The presentation includes performance data, revised goals to deal with deficits, and a plan to use the additional resources provided by the central office. Schools in this category are intensely monitored by the assistance team and network executive officers to ensure that resources are being used effectively to improve student achievement and to coach the involved principals.

4. It is unclear whether principals and teachers in underperforming schools access the data in Edusoft. A few teachers and principals indicated that Edusoft was not useful or that they did not use the software. There were indications that they at least review student achievement data in the Professional Learning Community venue, but the results indicated that the data were not used effectively to generate student achievement progress. Principals receive regular paper reports tailored to their underperforming schools and most have had Edusoft training, but Edusoft training for teachers is not mandatory. Furthermore, the district has no database to track teachers who have been trained to use the software or those who require training.

To address this standard, the district should take the following action:

a. Survey teachers and principals to determine their level of training on Edusoft, as well as their level of use and comfort with the software. The district should also provide and document Edusoft software training in the professional development tracking system. Further, the district should arrange for orientation and sustainment training for new hires and veterans, respectively.

b. Ensure that network executive officers and principals continue to monitor and distribute appropriate student achievement data to and within schools.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	5
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	6
September 2005 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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4.3 II/USP—HPSG – Progress Toward Meeting/Exceeding Goals

Professional Standard
Grant recipients are meeting or exceeding goals as identified in action plans.

Progress on Implementing the Recommendations of the Recovery Plan

1. To determine the status of High Priority School Grant (HPSG) schools, the FCMAT study team consulted the following documents provided by the district staff:

   a. School Portfolio Management: 2007-2008 Tiers (as of 9/18/07).
   b. 2006-2007 HPSG & SAIT Performance Analysis (as of 10/2/07).
   c. 2007-2008 Tiered Accountability & Support System (tier decision worksheets for HPSG schools).
   d. OUSD Reflections on Tiered Accountability & Support System Model Based on 2006-2007 CST and API Results, August 2007.

2. These documents provided the following statistics pertaining to the 18 schools identified as HPSG schools:

   a. <u>Annual Performance Index (API)</u>. Eleven of 18 schools increased their API scores and exceeded their API targets. The increases at individual schools ranged from 17 to 90 points, with the average for those schools being 34.7 points. Seven of the 18 schools experienced a decline in their API scores and were below their API targets. Declining scores for those schools ranged from four to 41 points. The average decline for that group was 14.7 points.

   b. <u>Annual Yearly Progress (AYP)</u>. The following is a breakout of the schools that met or missed their AYP goals for the school years 2005-06 and 2006-07: Four schools met AYP goals for both years or only one year was applicable, two schools met AYP goals for one of the two years, and 12 schools missed their AYP goals for both years.

   c. <u>One- and Thee-Year School Growth Trends for Students With Multiple Years of Data.</u> (Growth, as defined by the district, means that the percentage of students who moved up at least one performance band exceed the percentage of students who dropped one performance band.) Of 18 schools, six showed some growth in both the most recent one-year period and the most recent three-year period. In eight schools, there was no growth during either period. The remaining four schools showed growth during the one-year or the three-year period, but not both. In summary 10 of the 18 schools experienced some level of growth during these periods, but eight did not.

   d. <u>Performance Gap Between the School Average and the Average of the Lowest Performing Demographic Group.</u> Only seven of 18 schools made progress in closing the achievement gap between the lowest performing group and the school average. The gap widened at several schools.

e. Performance of HPSG Schools on All of the Above Measures (API, AYP, Growth, and Closing the Gap.) Of the 18 HPSG schools, only three made progress on all four measures of academic achievement; three other schools made progress on three of the measures.

In summary, most HPSG schools made some progress toward improving academic achievement, but most are not meeting their goals in all areas or most areas. Some schools declined in one or more areas. Ten of 18 schools have been categorized as Orange or Red by the district staff, meaning they have been identified as needing intensive assistance to meet their goals. Overall, grant recipients are not meeting or exceeding their goals as required by the standard.

3. To address in part the broad issue of underperforming schools, the district staff initiated the Tiered Accountability & Support System to identify schools that are not making satisfactory progress toward student achievement goals and to provide them with the resources necessary to accelerate student achievement. According to this process, the newly established Department of Schools Portfolio Management (DSPM) monitors the performance of all schools. DSPM assigns tier designations to schools based on student performance on the CST and other appropriate measures.

Schools that fail to make satisfactory progress toward student achievement goals receive priority for differentiated financial, personnel, and budgetary support. The Coordinator of School Support and Intervention, DSPM, is responsible for coordinating this support. Additionally, a Central Office Support Team (COST) is formed for each school to help the school staff refine its focus, make plans, and effectively employ the additional support provided by the central office staff. The COST membership includes the network executive officer supervising the affected schools, the Chief Academic Officer and/other senior staff, and ad hoc members, based on the needs of the school (e.g., subject area specialists). This team guides the school staff through a series of protocols designed to address weaknesses and accelerate student achievement to acceptable levels. This process holds great promise in moving HPSG schools to acceptable levels of achievement.

To fully address this standard, the district staff must demonstrate that the Tiered Accountability & Support System can produce satisfactory progress on the following student achievement measures for HPSG schools: API, AYP, yearly growth, and closing the achievement gap among demographic groups.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	1
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	4
September 2006 Rating:	4
November 2007 Self-Rating:	6
November 2007 New Rating:	5

Implementation Scale:

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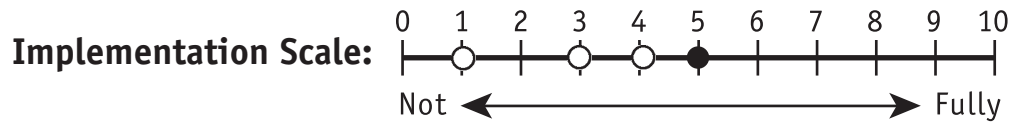
4.4 II/USP—HPSG – Leadership for Underperforming Schools

Professional Standard
Principals and teachers in underperforming schools and/or in schools under mandated improvement programs are provided special training and support by the district; improvement plans are monitored.

Progress on Implementing the Recommendations of the Recovery Plan

1. The lower-performing schools (SAIT, PI, and HPSG) receive intensive technical support from the district and through external providers and consultants. The district's redesign plan (MAAP) supports the previous instructional framework for improved instructional leadership, performance cultures, and shared responsibility between the schools and the district.

   - Data reports on student achievement are available to all schools and central office staff members through the district's computerized Edusoft software package.
   - Student achievement scores are monitored and analyzed by the staff of the newly established Schools Portfolio Office, where schools are classified into color-coded tiers. The lowest-performing schools fall into the Red and Orange categories and are targeted for intensive assistance. A team is established to help the school staff determine where it should focus its improvement efforts and to identify and provide the human, financial, and material support necessary to improve student achievement. The principals' supervisors of these underperforming schools approve goals and plans for the improvement effort and monitor improvement along with the school assistance staff and the Office of School Portfolio Management. This is the second year of these arrangements. Documents and interviews showed that the district monitored the initial process of these schools for effectiveness.
   - Network Executive Officer networks work collectively with the School Portfolio Office to assist the schools, to provide walk-through program monitoring in the schools and to monitor implementation of school plans and spending of school funds.
   - The process for developing and implementing the goals, action steps, and time lines in the single site plans is being implemented for the 2007-08 year. Monitoring will occur throughout the year.
   - All the elementary sites have trained the majority of their teachers in the Open Court Reading program. For 2007-08 training is focused on math, which is an area of weakness at most of the lowest-performing schools. Minimal training is provided for secondary teachers in standards-based instruction for English/language arts and mathematics.
   - Network executive officers continue to meet twice a month with principals to provide support to the lower-performing schools. Fewer schools are assigned to the network executive officers to provide greater attention to the SAIT and PI Year five schools.

2. Written guidelines are still lacking on evaluating the tiered assistance given to the lower-performing schools, and more specifically, evaluating whether the support improves student achievement.

   To address this standard, the district should accomplish the following:

   a. Fully implement the redesign plan and stabilize support for the lowest performing schools by monitoring consistent expectations for the implementation of the single-site school improvement plans, technical support for standards-based instruction, training, and the continuance of fully credentialed, well-trained teachers.

   b. Require annual end-of-the-year district evaluation/impact reports for the schools designated as SAIT, Program Improvement (PI), and High Priority Schools Grant (HPSG) that produce improvement trends over time.

   c. Require quantifiable, comparative student achievement data in district summary reports that include narrative findings and conclusions with illustrations, charts or graphs; summary reports that indicate strategies of successful leadership, and improvement of student achievement in the lower-performing schools.

   d. Implement and monitor the written guidelines that principals use to evaluate their schools' progress (see Pupil Achievement Standard 4.2).

   e. Provide a district summary report that evaluates the implementation of intervention programs to determine whether these programs are having an effect on improving student achievement.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	3
March 2004 Rating:	4
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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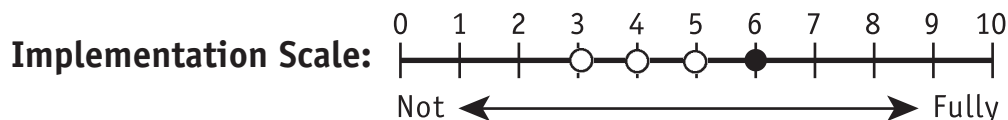
Table of Standards for Pupil Achievement

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.1	**The district through its adopted policy provides a clear, operational framework for management of the curriculum.**	2	2	3	4	4	5	6
1.2	**The district has clear and valid objectives for students, including the core curriculum content.**	2	4	5	6	6	6	7
1.3	**The district directs its resources fairly and consistently to accomplish its objectives.**	0	2	3	4	4	5	6
1.4	**The district has adopted multiple assessment tools, including diagnostic assessments, to evaluate, improve, or adjust programs and resources.**	2	5	5	6	6	6	6
1.5	**Expectations and a practice exist to improve the preparation of students and to build a school structure with the capacity to serve all students.**	0	3	4	4	4	5	6
1.6	**The assessment tools are clear measures of what is being taught and provide direction for improvement.**	0	1	3	4	4	4	5
1.7	**Staff development provides staff with the knowledge and the skills to improve instruction and the curriculum.**	2	3	3	4	4	5	6
1.8	**Staff development demonstrates a clear understanding of purpose, written goals, and appropriate evaluations.**	1	2	3	4	4	4	5
1.9	**Evaluations provide constructive feedback for reviewing job performance.**	0	1	2	3	3	4	5
1.10	**Teachers use a variety of instructional strategies and resources that address their students' diverse needs.**	0	1	3	4	4	5	6
1.11	Students are engaged in learning, and they are able to demonstrate and apply the knowledge and skills.	0	1	NR	NR	NR	NR	NR
1.12	**The standards set forth in the California Standards for the Teaching Profession are present and supported (California Commission on Teacher Credentialing and California Department of Education, July, 1997).**	1	5	5	6	7	7	8
1.13	**Teachers modify and adjust instructional plans according to student needs and success.**	0	2	3	4	4	4	5
1.14	**There is evidence that learning goals and instructional plans and programs are challenging for all students. (Reworded since the 2000 report)**	0	2	3	4	5	5	6

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.15	**The administration and staff utilizes assessment information to improve learning opportunities for all students.**	**0**	**2**	**4**	**5**	**6**	**6**	**7**
1.16	A common vision of what all students should know and be able to do exists and is put into practice.	0	1	NR	NR	NR	NR	NR
1.17	**Goals and grade-level performance standards based on a common vision are present.**	**0**	**3**	**4**	**5**	**5**	**6**	**6**
1.18	Every elementary school has embraced the 1997 California School Recognition Program Standards.	2	2	NR	NR	NR	NR	NR
1.19	Efforts will be made by the district to partnership with state colleges and universities to provide appropriate courses accessible to all teachers.	8	8	NR	NR	NR	NR	NR
1.20	Administrative support and coaching is provided to all teachers.	2	2	NR	NR	NR	NR	NR
1.21	**Professional development is linked to personnel evaluation.**	**0**	**0**	**2**	**3**	**3**	**3**	**5**
1.22	Collaboration exists between higher education, district, professional associations, and community in providing professional development.	8	8	NR	NR	NR	NR	NR
1.23	**Initial placement procedures are in place to ensure the timely and appropriate placement of all students with particular emphases being placed on students with special needs.**	**1**	**3**	**4**	**5**	**5**	**5**	**5**
1.24	Clearly defined discipline practices have been established and communicated among the students, staff, board, and community.	7	7	NR	NR	NR	NR	NR
1.25	**The district will ensure that all instructional materials are accessible to all students.**	**5**	**6**	**6**	**7**	**7**	**7**	**8**
1.26	The district has adopted a plan for integrating technology into the curriculum.	2	4	NR	NR	NR	NR	NR
1.27	**The district planning process ensures focus and connectivity to increased student productivity.**	**0**	**3**	**3**	**4**	**4**	**5**	**6**
1.28	**Human resources practices support the delivery of sound educational programs.**	**1**	**1**	**1**	**1**	**2**	**3**	**5**
2.1	AIDS prevention instruction occurs at least once in junior high or middle school and once in high school and is consistent with the CDE's 1994 health framework (EC51201.5).	0	4	NR	NR	NR	NR	NR
2.2	On a yearly basis the district notifies all eleventh and twelfth grade students regarding the California High School Proficiency Examination (Title 5, 11523, EC48412).	9	9	NR	NR	NR	NR	NR

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.

NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
2.3	Class time is protected for student learning (EC32212).	2	2	NR	NR	NR	NR	NR
2.3a	**A process is in place to maintain alignment between standards, practices and assessments. (Added since the 2000 Report)**	**New**	**2**	**4**	**5**	**5**	**6**	**6**
2.4	Categorical and compensatory program funds supplement and do not supplant services and materials to be provided by the district (Title 53940).	5	5	NR	NR	NR	NR	NR
2.5	A requirement is in place for passing the basic skills proficiency examination by instructional aides. (EC45344.5, EC545361.5)	10	10	NR	NR	NR	NR	NR
2.6	The general instructional program adheres to all requirements put forth in EC51000-52950.	5	6	NR	NR	NR	NR	NR
2.6a	**The Governing Board has adopted and the district is implementing the California state standards and assessments. (Added since the 2000 Report)**	**New**	**2**	**4**	**5**	**5**	**5**	**6**
2.7	All incoming kindergarten students will be admitted following board-approved policies and administrative regulations (EC48000-48002, 48010, 498011).	10	10	NR	NR	NR	NR	NR
2.8	The district shall inform parents of the test scores of their children and provide general explanation of these scores (EC60720 and 60722).	10	10	NR	NR	NR	NR	NR
2.9	The district shall be accountable for student results by using evaluative information regarding the various levels of proficiency and allocating educational resources to assure the maximum educational opportunity for all students (EC60609).	1	3	NR	NR	NR	NR	NR
2.10	Student achievement will be measured using standardized achievement tests and a variety of measurement tools, i.e., portfolios, projects, oral reports, etc. (EC60602, 60605).	1	3	NR	NR	NR	NR	NR
3.1	**The identification and placement of English-language learners into appropriate courses is conducted in a timely and effective manner. (Added since the 2000 Report)**	**New**	**3**	**3**	**4**	**5**	**5**	**6**
3.2	**Programs for English-language learners comply with state and federal regulations and meet the quality criteria set forth by the California Department of Education. (Added since the 2000 Report)**	**New**	**3**	**3**	**4**	**5**	**5**	**5**
3.3	**Individual education plans are reviewed and updated on time. (Added since the 2000 Report)**	**New**	**3**	**4**	**4**	**5**	**5**	**5**

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
3.4	**Programs for special education students meet the least restrictive environment provision of the law and the quality criteria and goals set forth by the California Department of Education.** (Added since the 2000 Report)	New	1	2	2	4	5	5
4.1	**A process to identify struggling students and intervene with additional support necessary to pass the exit examination is well-developed and communicated to teachers, students and parents.** (Added since the 2000 Report)	New	0	1	2	3	5	7
4.2	**II/USP grant recipients are collecting required data to measure progress of student achievement.** (Added since the 2000 report)	New	5	5	6	6	5	6
4.3	**II/USP grant recipients are meeting or exceeding goals as identified in action plans.** (Added since the 2000 Report)	New	1	3	3	4	4	5
4.4	**Principals and teachers in underperforming schools and/or in schools under mandated improvement programs are provided special training and support by the district; improvement plans are monitored. (Added since the 2000 Report)**	New	3	4	4	4	5	6

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.

NR Indicates standard not reviewed

Financial Management

FINANCIAL MANAGEMENT
Summary of Findings and Recommendations

The Oakland Unified School District has made steady improvement in addressing the financial management standards during the last year. Unlike prior reviews, the district made a serious effort to document its progress on each standard. The district continues to make progress in developing and implementing an effective position control system by working with its business/human resources/administrative software vendor.

As the district works to address its structural budget problems, it has experienced turnover of the management and staff in both the Business and Personnel departments. The district had worked diligently to stabilize staffing in the Business Department, and some stabilization had occurred during the last review. However, the district has had turnover in two key positions since that time: the Chief Financial Officer and the Budget Director. In the past, staff turnover, combined with the reorganization of virtually the entire management structure, resulted in a loss of management continuity. The Chief Financial Officer position has been filled on an interim basis with a retired, experienced CBO.

The district continues to face many issues that make recovery challenging, including its structural deficit and the need to reduce expenditures to the level that revenues will support. The district closed the 2006-07 fiscal year with the required 2% reserve for economic uncertainties. While the reserve requirement was met for 2006-07, financial difficulties continue to be exacerbated by a steep and ongoing decline in enrollment. This decline in itself requires a reduction in expenditures every year to prevent the structural deficit from increasing. In periods when enrollment and ADA are flat or declining, the district must exercise greater caution regarding budgeting issues such as negotiations, staffing and deficit spending to ensure its fiscal solvency. Diligent planning will enable the district to more clearly understand its financial objectives and strategies to sustain financial solvency

Oakland Unified School District Enrollment
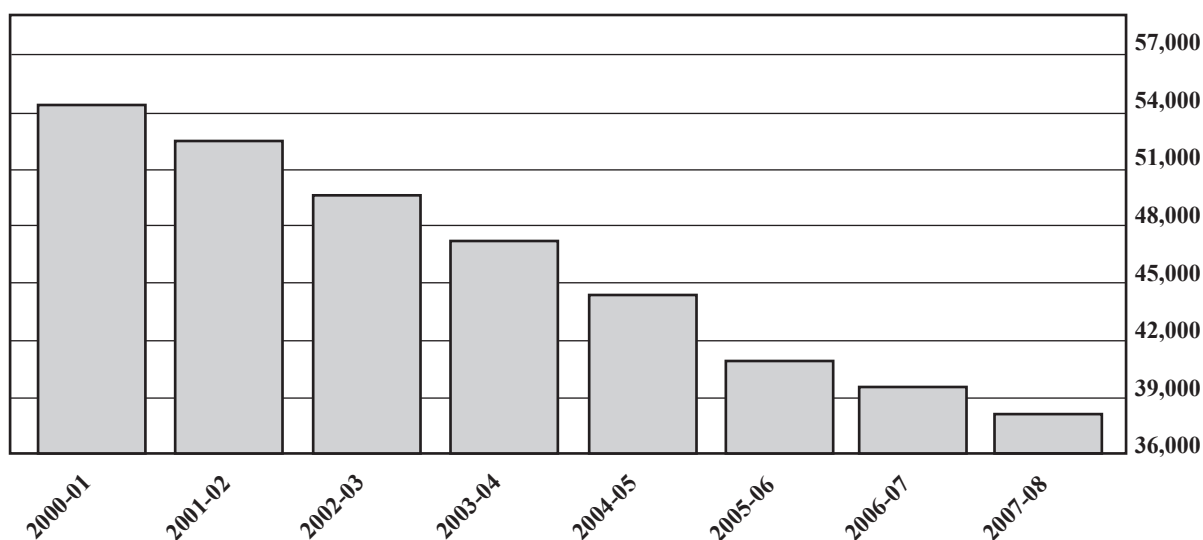
Year	District Enrollment	Charter Schools Enrollment
2000-01	54,024	839
2001-02	52,467	1,078
2002-03	50,424	2,077
2003-04	47,650	2,787
2004-05	44,925	4,289
2005-06	41,467	6,668
2006-07	39,854	7,158
2007-08	38,720	*Not reported*

Source: Figures for 2000-2007 are from Ed-Data (District figures do not include charter school enrollment). Figure for 2007-08 is district reported.

State Loan

Since the prior review, the district drew down the remaining $35 million of the $100 million line of credit provided by the state as part of the initial emergency loan. The $35 million is currently residing in a separate account. These funds are not being used for ongoing operational expenses to aid in the district's fiscal recovery, however, they are available for operational purposes if fiscal circumstances significantly worsen.

Budget Development and Monitoring

The district's budget development process continues to be actively managed by the Budget and Finance departments. Oversight by the management staff provides for some level of critical review and evaluation of budget information and assumptions. Further, it appears that the district is continuing to more effectively document its information and the basic assumptions used in building the budget.

The district utilizes the results-based budgeting (RBB) process, which shifts a significant amount of responsibility for site and department budgets to the site/department administrators. For the development of the 2007-08 site and district office budgets, the district is in its third year of using an online software tool that provides necessary revenue and expenditure information. Principals have been provided training, a user manual, and an online tutorial, and are specifically assigned fiscal staff members to assist in the budgeting process.

Accounting Policies, Procedures, and Controls

The key to monitoring and controlling the budget is the ability to produce accurate and timely financial information. Accounting policies, procedures, and controls function as tools to ensure that transactions are processed timely and accurately, financial information is reported appropriately and is free from misstatement, and assets are protected from theft or misappropriation. The district has made some progress in improving its accounting processes by completing the following:

- Providing the staff with relevant performance evaluations.
- Improving staff capacity by revising job qualifications to require greater education and technical knowledge.
- Providing staff members with training on the Standardized Account Code Structure (SACS) and year-end closing.

- Providing the staff with resource materials, specifically, distributing a copy of the California School Accounting Manual (CSAM) to all accounting staff members and formalizing its Business Services Guide.

Management Information Systems

The most important tools in managing district finances are appropriate and effectively utilized management information systems. Integrated budget, financial, and personnel systems help the district prepare and monitor its budget, project and control personnel costs, and record and report accurate financial information in a timely manner. In the past, the district operated with antiquated, ineffective, and nonintegrated systems that contributed to the lack of timely and accurate financial information and undermined budgetary controls.

The online RBB budget tool continues to coordinate and integrate with the human resources system's position budgeting function to develop the 2007-08 budget. While the interface is only used during budget development, the district is working on using the interface during interim reporting periods as well. The district has developed reports and procedures to ensure that the interface functions properly and that only authorized positions with unique position numbers are entered into the system of record in the Bi-Tech IFAS system.

Internal Audit Function

Progress has been made to address the deficiencies noted in the internal audit function. The district has implemented the general recommendation regarding the establishment of an audit committee and has established board policies that address the role of an audit committee.

The district has made progress on implementing the prior recommendation to establish an independent audit function to review and evaluate district programs and operations on an ongoing basis. The district has approved an Internal Auditor job description, but has yet to fill the position.

1.2 Internal Control Environment—Governing Board and Audit Committee Participation

Professional Standard

The district should have an audit committee to: (1) help prevent internal controls from being overridden by management; (2) help ensure ongoing state and federal compliance; (3) provide assurance to management that the internal control system is sound; and, (4) help identify and correct inefficient processes. [SAS-55, SAS-78]

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has implemented the general recommendation regarding the establishment of an audit committee and the related recommendations regarding the following:

   - Defining the reporting relationship for the audit committee (subrecommendation 1).
   - Determining the composition of the audit committee (subrecommendation 2).
   - Establishing the audit committee's charge (subrecommendation 3).
   - Determining the frequency of the audit committee's meetings (subrecommendation 4).
   - Establishing the authority of the audit committee (subrecommendation 5).

2. As mentioned in last year's report, the district has established Board Policy 3460 that addresses the role of an audit committee, should one be formed. At the time of FCMAT's visit, several potential members of an audit committee were identified, but the committee had not yet met. The standing audit committee should be based on the following considerations, which were enumerated in the original recommendation:

   Reporting Lines
   The audit committee would exist at the pleasure of the district's Governing Board and Superintendent. Organizationally, the committee stands apart from all other district departments and functions. Any internal auditors, whether district employees or contracted audit firms, should report to the audit committee regularly.

   The Governing Board and Superintendent should establish a charter and by-laws for the audit committee that define the following:
   a. Functions and objectives.
   b. How members are appointed.
   c. Terms for members.
   d. Voting and quorum requirements.
   e. How the members are to involve and communicate with district management and the Governing Board.

<u>Composition</u>
An audit committee typically is composed of five to seven people. Committee members ideally should have business or legal backgrounds. The committee may include members from the district, but they should not dominate it. To ensure independence, a majority of the committee's members should come from outside of the district. In accordance with district policy, minimal compensation and expense reimbursements may be provided to committee members.

<u>Committee Charge</u>
Typically the audit committee's charge is to perform the following:

a. Oversee the independent audit and reporting process. This includes selecting an independent auditor, preferably through a bid process that focuses primarily on qualifications before price.

b. Ensure that timely attention is paid to control and compliance weaknesses. The external and internal auditors are required to communicate all findings to the committee. Management is responsible for responding to the findings as part of the resolution process.

c. Encourage legal and ethical conduct of management and employees throughout the audit process. The audit committee, through its assignments to internal audit staff or by its evaluation of external audit findings, should hold the management and staff accountable for adherence to board policy on legal and ethical conduct.

d. Increase confidence in the financial reporting process. The audit committee helps to ensure that the financial reports are adequately reviewed and accurately stated, as verified by the auditors.

e. Provide an annual report to the Governing Board, Superintendent, and management. The report should identify significant issues related to financial statements, the annual audit and internal audits (including findings), and the audit committee's recommendations.

<u>Frequency of Meetings</u>
The committee should meet at obvious times during the year, such as the following:

a. To select the independent auditor. This may not be an annual task, since most agencies have multiyear contracts for audit services.

b. To meet with the independent auditor to review the audit findings. This is an annual task that includes followup on prior audit findings.

c. To meet with management regarding the audit findings and resolutions resulting from external and internal audits.

d. To meet with the internal auditor to make annual work assignments and to review the internal audit reports.

<u>Committee Authority</u>
Any organization brings with it various political realities. While there is the potential for the audit committee to overstep its delegated powers, the committee process in its nonpublic setting involves more behind-the-scenes work. The committee is responsible for sifting through the facts for accuracy and offering management an opportunity to act on the facts to resolve issues.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	0
September 2004 Rating:	0
September 2005 Rating:	0
September 2006 Rating:	0
November 2007 Self-Rating:	4
November 2007 New Rating:	3

Implementation Scale:

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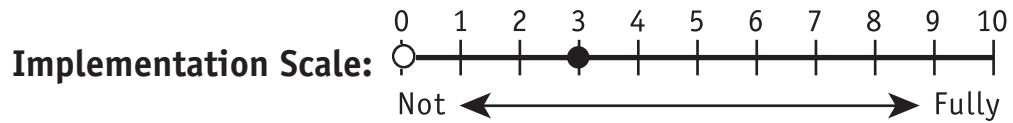
1.6 Internal Control Environment—Hiring Policies and Practices Governing Financial Management and Staff

Professional Standard

The district should have procedures for recruiting capable financial management and staff, and hiring competent people. [SAS-55, SAS-78]

Progress on Implementing the Recommendations of the Recovery Plan

1. The district revised its organizational structure, job descriptions, and hiring process, however, the development and adoption of formal policies and procedures remains in process.

   The district has taken steps to improve the hiring process, with the goal of attracting and retaining qualified and technically proficient staff members. New job descriptions have been created, and employees were required to reapply for their jobs. The goal was to ensure that employees have sufficient education, technical knowledge, and experience to successfully perform the required duties. The hiring process included panel interviews that used a formal evaluation sheet, reference checks, and verification of education, certifications, and other credentials. This has resulted in some changes at the working level. The district has hired a qualified individual with large urban school district experience to oversee most of the district's accounting functions, including being the lead liaison to the external auditors. The employee began in September 2006 and any impact this will have on the organization should be reviewed and monitored in the future.

   The district finalized its Business Services Guide, which contains some general guidance regarding the hiring process, but there is little detail that would ensure that employees have the necessary credentials and qualifications. In previous reviews, the Business Department was considering the implementation of a process to test core competencies for entry-level positions. The process has been implemented. While board policies include general statements about hiring, there is nothing that is sufficiently detailed to guide the hiring process and ensure that staff members possess the required skills.

2. The district has implemented the recommendation to provide formal training to its managers and supervisors regarding the legal and technical aspects of the hiring process, conducting hiring interviews, and evaluating the candidates' qualifications. The district is providing training to all supervisors and managers who will be involved in the hiring process.

3. References and credentials are checked for recent hirees, with reference checking performed by the Human Resources Department and additional checking for management positions completed by the Chief Financial Officer. In addition, the Business Services Guide identifies the requirements for items such as fingerprinting and tuberculosis testing. There is no indication that the district has adopted and implemented formal policies and procedures related to verifying credentials, work history, and references of employment candidates.

A search firm was used to recruit and hire senior financial personnel. Extensive reference checks were performed, including degree, credit, and Department of Motor Vehicles checks.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:
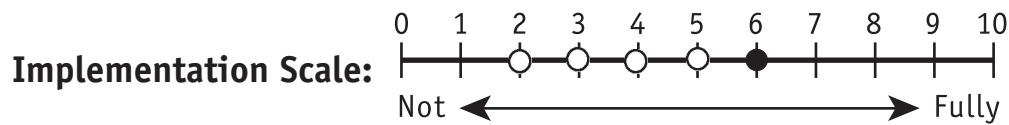
1.7 Internal Control Environment—Employee Performance Appraisals

Professional Standard

All employees should be evaluated on performance at least annually by a management-level employee knowledgeable about their work product. The evaluation criteria should be clearly communicated and, to the extent possible, measurable. The evaluation should include a followup on prior performance issues and establish goals to improve future performance.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has implemented the recommendation to require and ensure that all business office employees be evaluated at least annually, and that such evaluations adequately measure job skill and performance related to the individual job. The district has copies of the evaluations for all financial services staff members as of March 2007.

   Board policies do not address annual evaluations for classified employees, however, the Business Services Guide recognizes the need for annual evaluations at a minimum. The new job descriptions that have been written to date identify items to be used to measure performance, however, the actual instruments and documents, such as customer surveys and service-level agreements, have not yet been developed.

   The district should continue to work with the Personnel staff to ensure that all staff members are evaluated at least annually. Staff evaluation should be the responsibility of each supervisor and manager, and the completion of these evaluations should be used as one of the criteria to evaluate individual supervisors/managers. The district should implement a process to track and monitor outstanding evaluations for all employees. To the extent that customer surveys are used, a process needs to be developed to distribute, collect, and aggregate the information contained in the surveys so that information can be used by supervisors/managers in the evaluation process.

   The evaluation process and related form(s) were adequate to evaluate the employee's skills and performance related to his/her specific job. In addition, the evaluation identified areas for future improvement and established goals and methods related to the improvement areas.

Standard Implemented: Partially

January 2000 Rating:	3
September 2003 Rating:	2
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	3
November 2007 Self-Rating:	6
November 2007 New Rating:	5

Implementation Scale:

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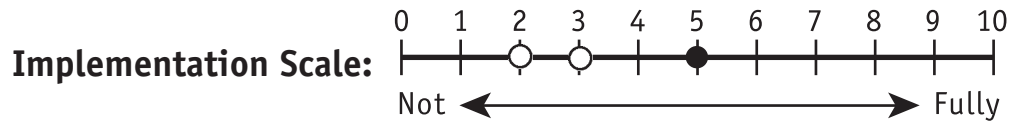
2.4 Inter- and Intra-Departmental Communications—Communication of Illegal Acts

Professional Standard

The district should have formal policies and procedures that provide a mechanism for individuals to report illegal acts, establish to whom illegal acts should be reported and provide a formal investigative process.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has adopted board policies and administrative regulations regarding its commitment to do the following:

    *   Ensure legal and ethical conduct by all employees.
    *   Implement a system of policies and procedures to prevent and detect fraud.

    Administrative regulations outline 11 examples of conduct or activities that would be defined as fraud, financial impropriety, or irregularities. These examples, while not all encompassing, provide some of the basic concepts for the district staff. The regulations also discuss disposition of instances of substantiated fraudulent activity.

2. The district implemented the recommendation to adopt the Business Services Guide to provide information and guidance to staff on the handling of job duties, transactions, and processes within the Business Office. However, the guide does not address illegal acts and the reporting of those acts. Training has not been provided regarding the manual and its use.

    If utilized by staff, this guide should help to strengthen internal processes and controls. While the guide provides the basic concepts and legal requirements for the operation of the Business Office, it does not include details on the actual processing of transactions or the handling of suspected instances of fraud.

    The district is in the process of scheduling staff training regarding fraud. It is anticipated that the district will utilize CASBO for the staff training.

3. The district has not implemented the recommendation to establish a hot line for reporting suspected fraud.

    The district should implement an anonymous fraud hot line that provides easy access for reporting suspected fraudulent activity. The hot line should be a function of the Internal Audit Unit. All hot line calls should be logged, evaluated by the internal audit manager, prioritized, and assigned for investigation. The Internal Audit Unit would be responsible for coordinating activities with the other district and external entities.

4. The district has not completely implemented the recommendation to establish an internal audit unit that is organizationally independent.

The district has established Board Policy 3461 and the related administrative regulations that deal with the internal audit committee and internal audit functions.

Standard Implemented: Partially

January 2000 Rating: 0
September 2003 Rating: 0
March 2004 Rating: 0
September 2004 Rating: 2
September 2005 Rating: 2
September 2006 Rating: 3
November 2007 Self-Rating: 4
November 2007 New Rating: 4

Implementation Scale:

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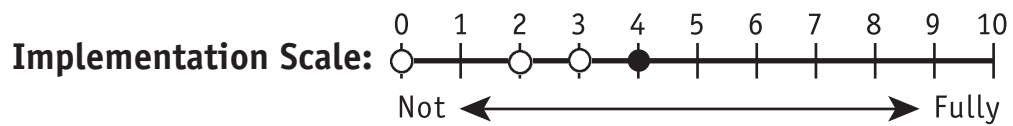
4.2 Internal Audit—Organization and Management of Internal Audit Functions

Professional Standard
Qualified staff should be assigned to conduct internal audits and be supervised by an independent body, such as an audit committee.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has made progress on the recommendation to establish an independent audit function to review and evaluate district programs and operations on an ongoing basis. The district has an approved Internal Auditor job description.

2. The district should implement the recommendation to establish an independent internal audit function that is staffed by qualified employees and that is under the direction of an independent body, such as an audit committee. Specifically the following should be accomplished:

   a. The board should adopt policies establishing an internal audit function for the district. These policies should address necessary qualifications for both the manager/supervisor and staff positions. The minimum qualifications should include a four-year degree and CPA, CIA, CISA, or CFE certification, or equivalent audit experience.

   b. Duties for the internal auditor position would include the following:

      - Serving as liaison to the Superintendent, CBO, audit committee, and board.
      - Preparing the annual audit plan.
      - Scheduling work and coordinating with other departments.
      - Supervising work and reviewing work papers to ensure adherence to professional standard.
      - Evaluating employees and preparing training plans to ensure compliance with continuing professional education requirements.

   c. The Internal Auditor should present reports to the audit committee or the board. In addition, the Internal Auditor should provide periodic progress reports for projects currently in process.

   d. The audits should follow standards established by the Institute of Internal Auditors. In addition, the department should perform the following:

      - Use planning memoranda to plan and manage audits.
      - Use standard audit programs.
      - Have standard requirements for work paper documentation, cross-referencing, and maintenance of work paper files.
      - Have policies and procedures regarding sampling methodologies and materiality.

- Provide draft reports to the department/sites/programs being audited to obtain comments and additional information.
- If draft findings are not resolved, the department's comments should be included in the final report.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	0
September 2004 Rating:	1
September 2005 Rating:	1
September 2006 Rating:	2
November 2007 Self-Rating:	4
November 2007 New Rating:	4

Implementation Scale:

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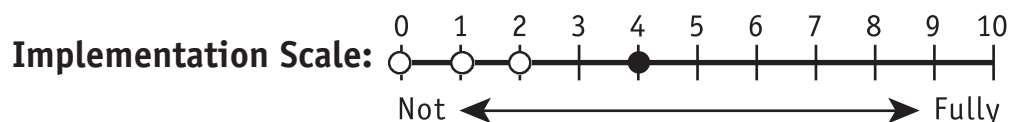
4.4 Internal Audit—Organizational Placement and Establishment of Workplan

Professional Standard
Internal audit functions should be designed into the organizational structure of the district. These functions should include periodic internal audits of areas at high risk for noncompliance with laws and regulations and/or at high risk for monetary loss.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has made a small amount of progress in implementing the recommendation to establish an independent audit function to review and evaluate district programs and operations on an ongoing basis. The district has approved an Internal Auditor job description.

   The district should implement the recommendation to establish an internal audit function that is independent of all operational areas and staff. Accordingly, the internal audit function should report to the audit committee and Superintendent/ State Administrator. The Internal Audit Unit should develop an annual work plan identifying areas of previous noncompliance that are otherwise considered high risk, and have the plan approved by the audit committee. Additional requests for review should be initiated by a request to the audit committee, which will either approve or disapprove such requests. In addition, the audit committee should be able to authorize additional reviews to be made by the internal audit staff during the year. Such reviews should utilize items, such as professional and state accounting standards, laws and regulations, categorical program requirements, and the district's policies and procedures, in identifying evaluative criteria and standards for internal audits conducted.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	0
March 2004 Rating:	0
September 2004 Rating:	1
September 2005 Rating:	1
September 2006 Rating:	2
November 2007 Self-Rating	4
November 2007 New Rating:	3

Implementation Scale:

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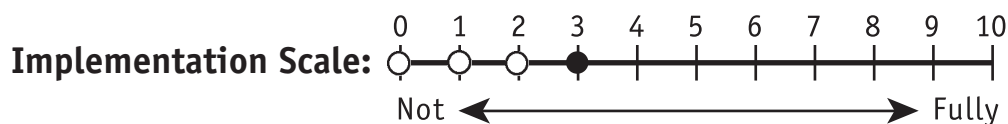
5.6 Budget Development Process (Policy)—Projection of the Net Ending Balance

Professional Standard

The district must have an ability to accurately reflect its net ending balance throughout the budget monitoring process. The first and second interim reports should provide valid updates of the district's net ending balance. The district should have tools and processes that ensure that there is an early warning of any discrepancies between the budget projections and actual revenues or expenditures.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has implemented the recommendation to establish written policies regarding fiscal operations, monitoring, and the closing process to improve control over transactions and the quality of budget monitoring.

    In addition, the district provided formal training regarding the year-end closing process, adopted the year-end closing checklist adopted by the Alameda County Office of Education (ACOE), and established internal deadlines and cut-off dates. For the first time since the initial review, the district closed its books in a timely manner within the established time lines.

2. The district has implemented the recommendation to provide in-house training to Governing Board members regarding the financial reporting process and how to interpret the information contained in the reports.

    The district fiscal staff should continue to provide in-house training to board members, and provide study sessions as necessary for items such as the budget and financial statements.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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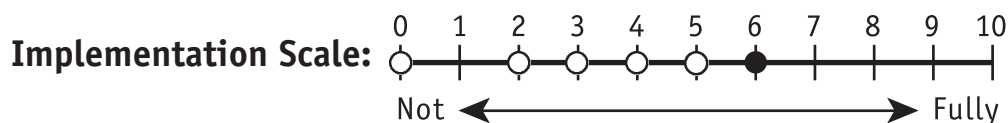
6.1 Budget Development Process (Technical)—Technical Methodologies Used to Forecast Preliminary Budget Revenues and Expenditures

Professional Standard

The budget office should have a technical process to build the preliminary budget that includes: the forecast of revenues, the verification and projection of expenditures, the identification of known carry over and accruals, and the inclusion of expenditure plans. The process should clearly identify onetime sources and uses of funds. Reasonable Average Daily Attendance (ADA) and Cost-Of-Living Adjustment (COLA) estimates should be used when planning and budgeting. This process should be applied to all funds.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has formalized its budget development process in a procedures manual and also has desk manuals for each position that specify how the various tasks should be carried out.

   The district continues to update the online Business Services Guide, which has a section relating to the district budget, and the Budget Planning Manual. These guides continue to provide high-level information regarding budget concepts relating to revenues (various revenue sources) and expenditures (components and factors affecting expenditures), as well as organization and presentation of budget information. The district has developed desk manuals for budget/accounting functions.

   The district utilizes results-based budgeting (RBB), which shifts a significant amount of responsibility for site and department budgets to the site/department administrators. For the development of the 2007-08 site and district office budgets, the district continues to use an online software tool that provides necessary revenue and expenditure information. Principals were provided with training, a user manual, and an online tutorial, and were specifically assigned fiscal staff members to assist them in the process. Teams that included fiscal, human resources, and site staff members met to finalize budget development for the 2007-08 fiscal year.

   The determination of the actual revenue amounts, salary, benefits, and other support costs was made by the budget office. These amounts were provided to the site administrators, who then made budget/resource allocation decisions for their individual sites. Once all site budgets were completed, the district uploaded the information into the IFAS system. The 2007-08 fiscal year will be the third year of the district's conversion to RBB. The plan for the current year is to perform a reverse interface between IFAS and the RBB tool at the second interim reporting period.

2. The district has partially implemented recommendations to address problems related to the human resources/payroll module of the Bi-Tech integrated financial system.

The district has been implementing the Bi-Tech integrated financial system over the last several years. The financial reporting modules (general ledger, accounts payable, accounts receivable, purchasing, and human resources/payroll) were previously implemented. In addition, the district has a unique position code (UPC) for each authorized and funded position.

3. For the 2008-09 budget development process, the district is working towards connecting the financial system to the school site plan.

Standard Implemented: Partially

January 2000 Rating:	3
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	5
November 2007 Self-Rating:	8
November 2007 New Rating:	7

Implementation Scale:

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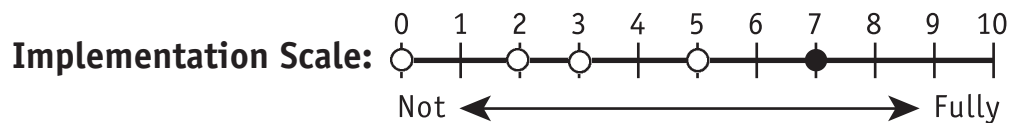
7.3 Budget Adoption, Reporting and Audits—AB 1200 Quality Assurance Processes

Professional Standard

The district should have procedures that provide for the development and submission of a district budget and interim reports that adhere to criteria and standards and is approvable by the ACOE.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district's interim reports for 2006-07 have received qualified opinions. They were submitted within the established time lines to the county office. The 2006-07 unaudited actuals show a surplus for the first time in five years with the state-required 2% reserve for economic uncertainties. The district should continue to aggressively address ongoing revenues and expenditures to prevent deficit spending in the future. This is particularly important given the district's steep and ongoing enrollment decline.

2. The county office should continue its close review of the district's budget and interim reports. This review should help the district ensure that its financial information is accurate by pointing out errors or unusual items.

Standard Implemented: Partially

January 2000 Rating:	7
September 2003 Rating:	0
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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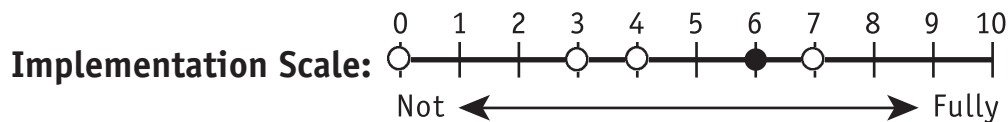
7.7 Budget Adoption, Reporting and Audits – Audit Administration and Resolution, Audit Resolution

Professional Standard

The district should include in its audit report, but not later than March 15, a corrective action for all findings disclosed as required by Education Code Section 41020.

Progress on Implementing the Recommendations of the Recovery Plan

1. The State Controller's Office conducts the external audit for the district. Since the district's audit report continues to be issued in an untimely manner, the district could not comply with the Education Code requirement of an audit report being issued on or before December 15 each year. However, the district indicated that it will respond to audit findings contained in the draft. In addition, the district has significantly reduced the number of audit findings and the resulting penalties assessed through the audit findings.

2. In the past, the district has assigned each finding to a specific manager/administrator for resolution and implementation of corrective action. In addition, the district used a tracking schedule for the findings and implementation of planned corrective action to assist in managing the process.

3. The district should respond to the audit findings contained in the draft 2005-06 audit report, once the report is finalized. The district should identify in detail the corrective action planned for each finding and submit that information to the county office within the 90-day period. Further, the district should implement necessary corrective measures to resolve all findings identified in its annual audit.

4. While the audit reports remain untimely, the district has shown progress in reducing the number of internal control audit findings, financial audit findings, and disclaimers.

Standard Implemented: Partially

January 2000 Rating:	3
September 2003 Rating:	0
March 2004 Rating:	0
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
October Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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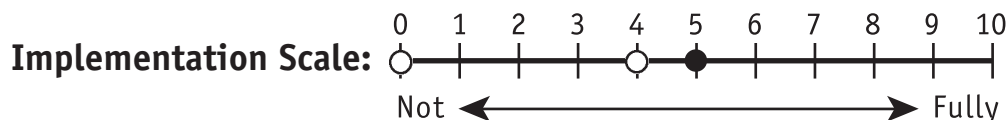
7.9 Budget Adoption, Reporting and Audits—Compliance with Financial Reporting Requirements of GASB 34

Professional Standard

The district must comply with Governmental Accounting Standard No. 34 (GASB 34) for the period ending June 30, 2003. GASB 34 requires the district to develop policies and procedures and report in the annual financial reports on the modified accrual basis of accounting and the accrual basis of accounting.

Progress on Implementing the Recommendations of the Recovery Plan

1. Consistent with GASB 34, the district prepared both funds and governmentwide financial statements for the 2005-06 fiscal year via the Standardized Account Code Structure (SACS) year-end reporting software, however, the 2005-06 audit report has yet to be finalized.

2. An outside firm conducted a physical inventory and equipment audit in 2007. All three financial statements for 2004-05, 2005-06, and 2006-07 have the GASB 34 format for financial reporting.

3. The district has implemented the IFAS Fixed Assets Module to track long-term assets for fiscal year 2007-08. In addition, amortization schedules have been prepared for long-term debts, (G.O. bonds and certificates of participation [COPs]) with the assistance of the district's financial advisors.

4. The district made major strides on this standard, however, the best measure of progress awaits the issuance of the 2005-06 and 2006-07 external audit reports.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	2
September 2005 Rating:	2
September 2006 Rating:	2
November 2007 Self-Rating:	5
November 2007 New Rating:	4

Implementation Scale:

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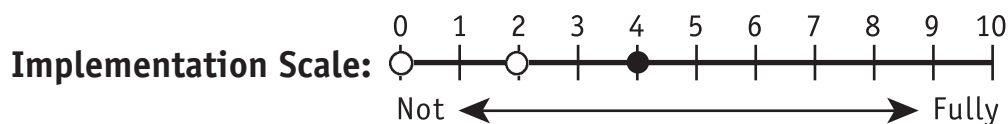
7.10 Budget Adoption, Reporting and Audits—Interim Reports and Projection of Ending Fund Balance

Professional Standard

The first and second interim reports should show an accurate projection of the ending fund balance. Material differences should be presented to the Governing Board with detailed explanations.

Progress on Implementing the Recommendations of the Recovery Plan

1. For the 2006-07 year, the district updated its projected ending balance at all three interim reporting periods. The information provided included identifying major changes in revenues and expenditures, such as salary expenditures, benefit costs, indirect costs, and reserve requirements.

2. Interim reports are submitted to the county office in a timely manner. In addition, the Governing Board is formally presented with the interim reports that include explanations to support any significant changes.

3. The reported changes in revenues, expenditures, and the ending fund balance show that the district is actively monitoring the budget.

4. The district should continue to monitor its revenues and expenditures on an ongoing basis to accurately project ending fund balances. Revisions to revenues, expenditures, and ending fund balances should be provided to the Governing Board with supporting information and an explanation of changes. The district should formalize the process for monitoring its budget, preparing the interim reports, and presenting the information to the Governing Board.

Standard Implemented: Partially

January 2000 Rating: Not Reviewed
September 2003 Rating: 0
March 2004 Rating: 2
September 2004 Rating: 3
September 2005 Rating: 4
September 2006 Rating: 5
November 2007 Self-Rating: 6
November 2007 New Rating: 6

Implementation Scale:

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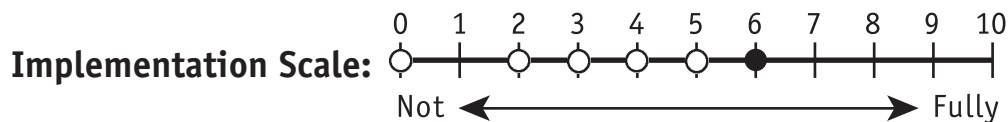
8.1 Budget Monitoring—Encumbrance of Overexpenditures

Professional Standard

All purchase orders are properly encumbered against the budget until payment. The district should have controls in place that ensure adequate funds are available prior to incurring financial obligations.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district continues to monitor site expenditures and hold administrators accountable for their budgets. The district has implemented a report to identify sites where the expenditures are exceeding budget. The district intends to evaluate site administrators annually on their performance, including financial management. However, the consequences of poor performance and effects on controlling expenditures are unclear.

2. The district has implemented online budget transfers that include the online approval of the fiscal staff.

3. The district has implemented the prior recommendation to adopt policies to prohibit the overriding of budgetary controls in the financial system and ensure that administrators and managers do not have system authority to override budget blocking.

4. The district has implemented the recommendation to end the practice of "prereceiving" items at year end. The district indicated that it has eliminated the warehouse's year-end practice of entering purchases as "received" on the financial system, even though the items have not been delivered.

5. The district has implemented an online purchase requisition receiver capability, so that items received at the site can be entered more timely and allow the IFAS system to perform an electronic three-way match.

6. Override of the budget can be authorized only by the CFO or his designee. The district no longer prereceives items at year-end. Encumbrances are appropriately lapsed at year-end.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	2
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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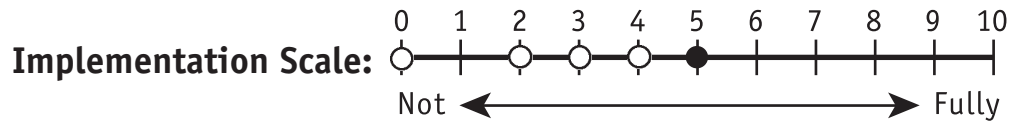
8.2 Budget Monitoring—Monitoring of Department and Site Budgets

Professional Standard
There should be budget monitoring controls, such as periodic reports, to alert department and site managers of the potential for overexpenditure of budgeted amounts. Revenue and expenditures should be forecast and verified monthly.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has made progress on the recommendation to utilize an integrated position control system. Positions and FTEs are tracked in IFAS with unique position control numbers.

   The position control function resides in the budget office, and a position control over-report/underreport is monitored on an ongoing basis. The district continues to use the paper Position Action Form (PAF) and the Employee Action Form (EAF) to effect changes in positions and employees. Since the last review, the district has placed the EAF online, with plans to migrate the PAF online. The new system and procedures to control positions initially went into effect with the 2006-07 budget development cycle.

   The Position Control Procedures manual is evolving as transactions previously handled with paper are now being placed online.

2. The district continues to make progress on the recommendation to investigate instances where transactions were processed with insufficient funds available in the budget.

   The district has established policies and procedures to ensure that system overrides are minimized and can be authorized only by specified management staff. Those policies and procedures have not yet been formalized.

3. The district has implemented the recommendation to forge a closer and more active working relationship between the Special Education Department and Fiscal Services, and there is monthly monitoring of the special education budget.

   The district should continue its monitoring of special education revenues and expenditures to prevent budget overruns.

Standard Implemented: Partially Implemented

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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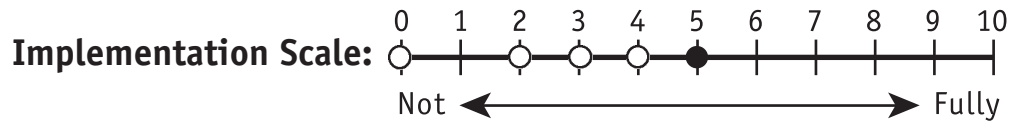
8.4 Budget Monitoring—Position Control

Professional Standard
The district uses an effective position control system, which tracks personnel allocations and expenditures. The position control system effectively establishes checks and balances between personnel decisions and budgeted appropriations.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has made significant progress on the previous recommendations to ensure that the position control system is functional and provides a level of security and control.

2. The system of record for position control is IFAS. There is an interface between the RBB budget development tool and IFAS position control during budget development, and exceptions reports are generated to validate that the two systems reconcile. After the budget development phase, all changes to position control are handled in IFAS. The system generates unique position numbers with a naming convention that coincides with the position type.

3. Additions, deletions, and changes to positions are handled by Budget staff. Human Resources is allowed to fill positions, but the actual position and the budget dollars attached are monitored and controlled by the Budget Department. The new system of position control went online during the 2006-07 budget development process.

   The district has begun to streamline the personnel process by placing the EAF form online. The district should consider consolidating personnel forms to the extent possible. The district is continuing to use both the Personnel Action Form (PAF) and Employee Action Form (EAF) to make changes to positions and employees. This can periodically result in untimely movement of employees in the system.

Standard Implemented: Partially

January 2000 Rating:	4
September 2003 Rating:	2
March 2004 Rating:	2
September 2004 Rating:	2
September 2005 Rating:	3
September 2006 Rating:	5
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:

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8.5 Budget Monitoring—Management of the Routine Restricted Maintenance Account

Professional Standard

The routine restricted maintenance account should be analyzed routinely to ensure that income has been properly claimed and expenditures are within the guidelines provided by the State Department of Education. The district budget should include specific budget information to reflect the expenditures against the routine maintenance account.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district implemented the prior recommendation to review its calculation of the required routine restricted maintenance contribution to ensure that it meets the 3% obligation.

   The current procedures include review of the maintenance budget and expenditures by the Facilities Director, and specifically assigned Budget and Accounting staff. The district has maintained this process since the last review.

Standard Implemented: Partially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	1
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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10.1 Investments—Investment Policy and Quarterly Approvals

Legal Standard

The Governing Board must review and approve, at a public meeting and on a quarterly basis, the district's investment policy. [GC 53646]
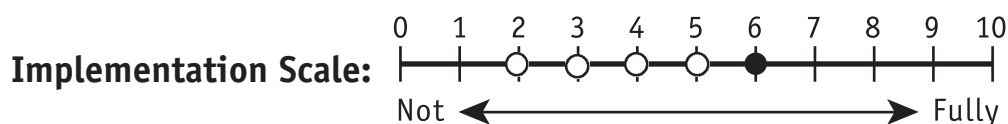
Progress on Implementing the Recommendations of the Recovery Plan

1. The district implemented the prior recommendation to develop a formal investment policy. The district adopted Board Policy 3430 related to investment of funds.

2. The district's Board Policy 3430 addresses an annual review of the investment policy by the Governing Board, however, the policy should more explicitly state that the board must formally reauthorize the formal policy for the investment of surplus funds each year.

3. The district has implemented the prior recommendation to adopt a formal policy requiring that quarterly investment reports be provided in accordance with Government Code Section 53646. The policy formalized the quarter-reporting requirement in its investment policy.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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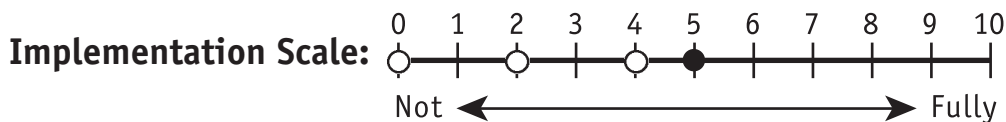
11.1 Attendance Accounting—Accuracy of Attendance Accounting System

Professional Standard
An accurate record of daily enrollment and attendance is maintained at the sites and reconciled monthly.
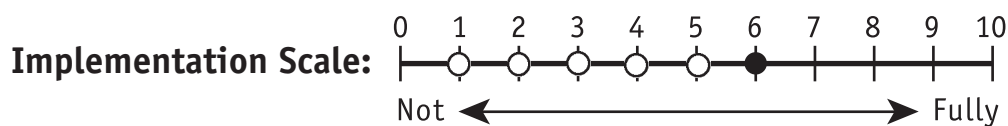
Progress on Implementing the Recommendations of the Recovery Plan

1. The district has implemented the recommendation to establish an attendance accounting/student information system and has chosen Eagle software as its new system. The system was implemented during the 2005-06 fiscal year, consistent with the recommendation.

   As part of the conversion process, mandatory training was provided to all site attendance clerks. To ensure that clerks attended the mandatory training, they were not provided with their system passwords until they attended the training.

   A new policy has been implemented that has a mandatory certification program for every person responsible for pupil attendance at the site. The district has implemented ABI (Aeries Browser Interface), which allows teachers to take student attendance online.

2. The district has not implemented the recommendation to formally establish the accurate and timely completion and submission of attendance reports as an evaluative criterion in the annual reviews of teachers and principals. The district should implement this recommendation.

3. The district continues the process of having a person at each site verify student absences with the parent/guardian on the same day. The district also continues to vigorously pursue its positive student attendance initiative, and placed particular emphasis on students with excessive excused and unexcused absences. A large part of the effort is focused on indentifying and tracking students with attendance problems, utilizing truancy notices, student attendance review teams, and the Student Attendance Review Board (SARB).

4. The district continues to inform parents and site staff members of the difference between a parent-approved absence that is excused from one that is unexcused and subject to compulsory education legal actions according to Education Code and board policy definitions. This information was distributed via a letter to parents, is included in the parent handbook, and is available through the district's updated board policies and administrative regulations that are available on the district Web site. These address both student absences and truancy. The district also continues with a public information campaign aimed at improving student attendance.

5. The district did not implement the recommendation to develop attendance reports to identify independent study absences of less than five consecutive school days to ensure no apportionment is inadvertently claimed. The district should implement this recommendation.

6. The district annually sends a Tech Services technician to each school to evaluate computer infrastructure and hardware to ensure that the equipment is in good working condition.

When the 2006-07 external audit report is released, the district should follow up on any attendance-related findings in a timely manner and make the appropriate operational adjustments as necessary to prevent future audit findings.

Standard Implemented: Partially

January 2000 Rating:	4
September 2003 Rating:	3
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	5
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:

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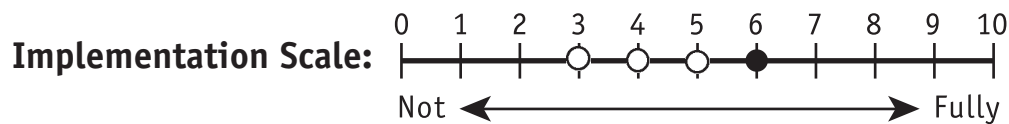
11.4 Attendance Accounting—Instructional Time Requirements

Professional Standard

At least annually, the district should verify that each school bell schedule meets instructional time requirements for minimum day, year and annual minute requirements.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district continues the formal process that documents that bell schedules meet instructional time requirements for the 2007-08 year. The executive directors are responsible for verifying that the bell schedules and school calendar result in the district meeting the various instructional time requirements on the number of days, minimum days, and annual minutes. The district also performs internal audits of the bell schedules.

   The district has created an instructional minutes procedure manual titled, "Bell Schedule Web-Based Tool: A User's Guide."

2. The district uses an instructional minute online system that is connected directly to the bell schedules, so that site administrators can ensure that the appropriate number of instructional minutes are in place.

   The district should continue its recently established process of having the business office verify instructional time and holding executive directors responsible for ensuring that instructional time requirements are met.

Standard Implemented: Partially

January 2000 Rating:	6
September 2003 Rating:	6
March 2004 Rating:	3
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	5
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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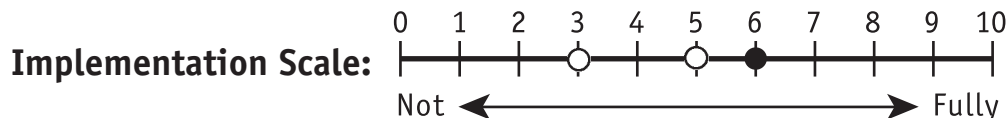
12.2 Accounting, Purchasing and Warehousing—Accounting Procedures, Timely and Accurate Recording of Transactions

Professional Standard
The district should timely and accurately record all information regarding financial activity for all programs (unrestricted and restricted).

Generally Accepted Accounting Principles (GAAP) require that in order for financial reporting to serve the needs of the users, it must be reliable and timely. Therefore, the timely and accurate recording of the underlying transactions (revenue and expenditures) is an essential function of the district's financial management.

Progress on Implementing the Recommendations of the Recovery Plan

1. Staff turnover in the business office is a concern. Since the last review, both the Chief Financial Officer and the Budget Director left the district. The Chief Financial Officer position was recently filled by an experienced individual with many years of school finance experience. The Budget Director position was also recently filled.

   Every accounting staff member has been provided with a copy of the California School Accounting Manual (CSAM). The district has invested in staff development for its staff.

   All Business Services employees have recently been evaluated.

2. The district has partially implemented the recommendation to establish formal processes and procedures and desk manuals regarding accounting functions. The district has adopted a Business Services Guide that provides overview information for most business areas. The district was also drafting a desk manual for most accounting areas/transactions/responsibilities, however, as a result of staff turnover and the reorganization of the business office, the status of those manuals is unclear. The district needs to finalize its desk procedure manuals covering all areas, distribute the manuals to the staff, and provide training regarding the organization and use of the manuals.

3. Until the 2006-07 audit report has been issued, a statement cannot be made regarding the implementation of the effective provisions to ensure that transactions are supported by appropriate documentation and accurately recorded in the proper account for the correct fiscal year.

4. The district staff has received training on year-end closing from the California Department of Education and uses materials provided by the county office to guide the closing process. In addition, the district established a year-end closing schedule that includes activities, responsibilities, a calendar, and a time line for activities, and imposes early cutoffs for transactions, particularly those related to payroll. As a result, the district made the statutory time line for closing the books for 2006-07.

Standard Implemented: Partially

January 2000 Rating:	9
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self Rating:	6
November 2007 New Rating:	5

Implementation Scale:

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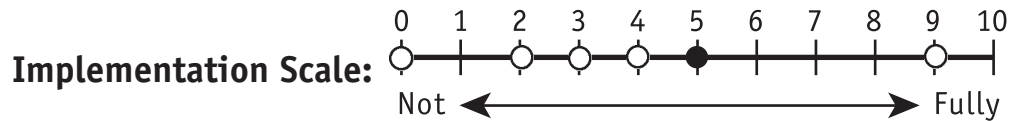
12.3 Accounting, Purchasing and Warehousing—Accounting Procedures: Cash

Professional Standard

The district should forecast its revenue and expenditures and verify those projections on a monthly basis in order to adequately manage its cash. In addition, the district should reconcile its cash to bank statements and reports from the county treasurer on a monthly basis. Standard accounting practice dictates that, in order to ensure that all cash receipts are deposited timely and recorded properly, cash be reconciled to bank statements on a monthly basis.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has implemented the recommendation to perform reconciliations and monitor and update cash forecasts monthly. The district is current on all funds cash reconciliations and has hired a new accountant with a CPA license to perform cash account reconciliations.

   The district previously adopted formal procedures for processing bank statements and reconciliations. The topic is addressed generally in the Business Services Guide and in more detail in the cash receipts/reconciliation portion of the desk manual. Between these two documents, the district has established specific guidance for performing cash reconciliations.

2. The district has partially implemented the recommendation to review changes in anticipated revenues and expenditures monthly to ensure that assumptions for cash flow projections are accurate. The district informally considers anticipated expenditures in its monthly cash needs, but a formally documented analysis of cash is not performed monthly. Further, the process and procedures for performing the cash analysis have not been formalized.

   The district has implemented procedures to review revenues and expenditures monthly to identify changes that will affect the district's cash needs and/or available cash. This information should be incorporated into the monthly process of updating cash flow projections.

Standard Implemented: Partially

January 2000 Rating:	7
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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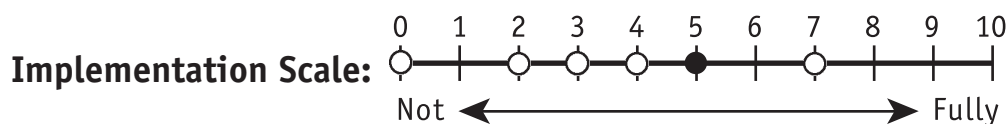
12.4 Accounting, Purchasing and Warehousing—Accounting Procedures: Payroll

Professional Standard
The district's payroll procedures should be in compliance with the requirements established by the ACOE, unless fiscally independent (Education Code Section 42646). Standard accounting practice dictates that the district implement procedures to ensure the timely and accurate processing of payroll.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district continues to log all payroll errors/issues occurring each month, including identifying the cause of the problem and the steps taken to correct it.

    The district implemented the Bi-Tech/IFAS human resources/payroll module in January 2004. While the district appears to have made progress in improving its payroll operations, it continues to have problems accurately and completely processing payroll each pay period.

2. The district has partially implemented the prior recommendation to track incomplete and untimely payroll forms over a period of time to identify the problem work sites.

    District policy requires site administrators/managers to sign for the release of checks if problems in processing a paycheck originated at the site/department level. The goal is to track problems in the payroll documentation submitted, make administrators aware of any issues, and hold them responsible for time lines, accuracy, and completeness of payroll information. If these policies and procedures are formally documented, disseminated, and enforced, they should be adequate to address the recommendation.

3. The district has implemented the recommendation that all employee overtime be properly approved and monitored to ensure that the cost remains within budget and that all time claimed is legitimate.

    The district has developed a Payroll Time Reporting Manual that formalizes the procedures regarding who must review and approve overtime to be consistent with the reorganization of the business functions and the movement to RBB.

4. The district has implemented the recommendation to utilize a districtwide automated substitute calling system.

Standard Implemented: Partially

January 2000 Rating:	3
September 2003 Rating:	3
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	6
November 2007 New Rating:	6

Implementation Scale:

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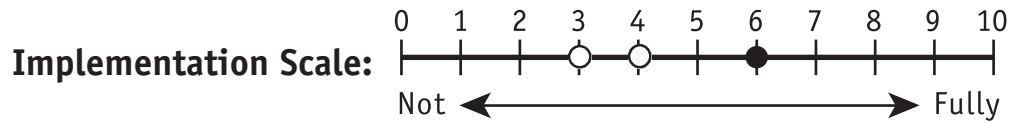
12.5 Accounting, Purchasing and Warehousing—Accounting Procedures, Supervision of Accounting

Professional Standard

Standard accounting practice dictates that the accounting work should be properly supervised and work reviewed in order to ensure that transactions are recorded timely and accurately, and allow the preparation of periodic financial statements.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has partially implemented the prior recommendation to establish formal policies, procedures, and internal controls on processing and reporting financial transactions. The district has completed a Business Services Guide and most of the desk manuals.

2. The district has taken major steps to implement the recommendation to improve staff capacity and technical skill.

3. The district has reorganized the Business Department and has made efforts to improve the basic skill level of the staff through establishing new jobs/job descriptions, increasing minimum qualifications, identifying general performance metrics, and making staff members reapply for positions. In addition, the staff has been provided with training in areas such as SACS and year-end closing procedures, and all accounting staff members have been provided with a copy of the California School Accounting Manual (CSAM). The staff has received training on the CSAM by a California Department of Education consultant. In addition, the staff has attended workshops provided by the California Association of School Business Officials, the Fiscal Crisis and Management Assistance Team, and the Association of California School Administrators.

Standard Implemented: Partially

January 2000 Rating:	9
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	5
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:

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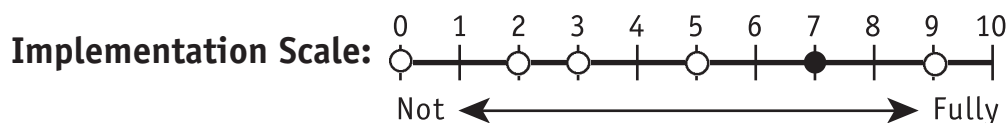
12.7 Accounting, Purchasing and Warehousing—Accounting Procedures, Year-End Closing

Professional Standard

Generally Accepted Accounting Principles dictate that, in order to ensure accurate recording of transactions, the district should have standard procedures for closing its books at fiscal year-end. The district's year-end closing procedures should be in compliance with the procedures and requirements established by the ACOE.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has implemented the recommendation to formalize year-end closing policies and procedures and begin the planning process for year-end closing in April or May. The Business Services Guide that the district adopted references the CSAM for year-end closing procedures, and all accounting staff members have been provided with a copy of the CSAM. In addition, the district has essentially adopted the county office closing calendar, worksheets, and checklist for use by its staff. The district arranged for its accounting staff to attend training on year-end closing in preparation for the 2004-05 year end. For 2006-07, the district had established a calendar of important dates for district employees, which includes cut-off dates for purchase orders and receiving. The best indication of improvement was that the district's books were closed within the statutory time line.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	0
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	4
September 2006 Rating:	5
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:

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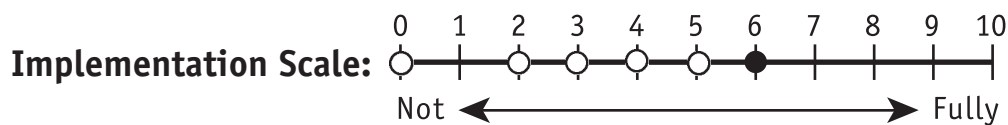
12.10 Accounting, Purchasing and Warehousing—System Controls to Prevent and Detect Errors and Irregularities

Professional Standard

The accounting system should have an appropriate level of controls to prevent and detect errors and irregularities.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has partially implemented the recommendation regarding the verification of invoices to be processed without a purchase order.

   In the 2005-06 year, the district implemented policies and procedures that require the contract unit to encumber funds for all approved contracts prior to the date of receipt of the goods or services. For those contract services or purchases obtained without a purchase order, the district has established Fiscal Procedure FP 002-04/05 that informs site administrators and managers that the bills will not be paid.

   The district continues to enforce its Policy FP 002-04/05 and implement procedures to require a purchase order and the encumbrance of funds for all contracts and purchases. The district has formalized these policies and procedures in the Business Services Guide and the district's purchasing and contracts manual, and ensured that all site administrators and managers are aware of the policy.

   The district should establish a monthly report of invoices received for payment without purchase orders to identify administrators/managers not complying with the policies and procedures so that corrective action can be taken. This report should be reviewed monthly by the Controller and referrals made to the Associate Superintendent, Business Services, for action when site/department administrators repeatedly do not follow purchasing procedures.

2. The district has implemented the recommendation to have the Accounts Payable Manager pick a sample of invoices and review the backup for appropriateness and completeness as part of the standard monthly review of the warrant listing.

Standard Implemented: Partially

January 2000 Rating:	6
September 2003 Rating:	2
March 2004 Rating:	2
September 2004 Rating:	2
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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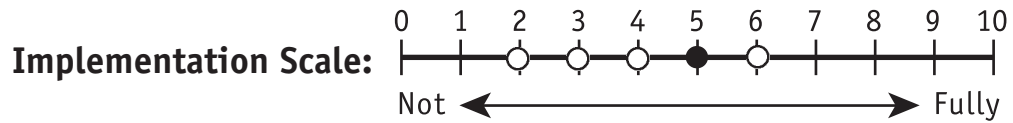
14.1 Multiyear Financial Projections—Computerized Multiyear Projection

Professional Standard

A reliable computer program that provides reliable multiyear financial projections is used.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district is in the process of transitioning to FCMAT's Budget Explorer multiyear projection software. The district is also using Excel to prepare its multiyear projections.

    Excel can be used to perform multiyear projections given the large number of variables related to revenue and expenditure projections in school finance. However, using Excel requires the district staff to be responsible for ensuring that all appropriate factors are included in the spreadsheet calculations and also included appropriately from year-to-year as circumstances change. The district's challenge is to transfer the nontraditional RBB to the Budget Explorer software. The 2007-08 adopted budget has been downloaded to the Budget Explorer software. The fiscal leadership team has yet to train the fiscal staff to use Budget Explorer since its use with RBB is being evaluated. Beyond completing multiyear projections required for budget and interim reporting and the district's recovery plan, it is unclear how frequently the district completes multiyear projections to evaluate the financial effects of pending management decisions.

    The district should implement the original recommendations to perform the following:

    -   Fully utilize commercial software to make multiyear financial projections.

    -   Utilize the software to analyze the financial effects of pending management decisions, such as salary adjustments or enhancements, changes in health benefits programs offered, staffing additions or reductions, and any other items that could have significant financial implications.

    -   Train the financial staff responsible for utilizing the software and making financial projections to ensure that the software is used effectively and financial projections are accurate.

    The district appropriately uses multiyear projections at each of the required dates as required by law, i.e., interim reporting periods and budget adoption.

Standard Implemented: Partially

January 2000 Rating:	3
September 2003 Rating:	0
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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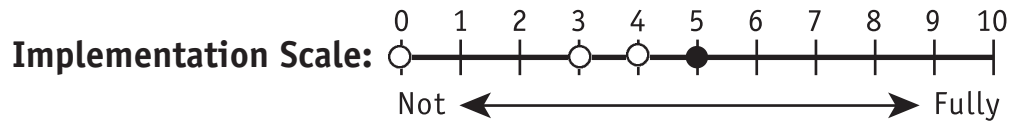
14.2 Multiyear Financial Projections—Projection of Revenues, Expenditures and Fund Balances

Professional Standard

The district annually provides a multiyear revenue and expenditure projection for all funds of the district. Projected fund balance reserves should be disclosed. [EC 42131] The assumptions for revenues and expenditures should be reasonable and supportable.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district did not implement the recommendation to provide projections for all major funds to obtain a more complete picture of its fiscal status.

   The district should implement this recommendation. These projections should then be used as a management tool in planning the operations and required budget allocations for expected service levels for the various programs the district operates. The projections should also be used to identify potential fiscal issues and craft appropriate responses.

2. The district has partially implemented the recommendation to achieve greater precision and provide additional information about its multiyear financial projections by specifically defining the general assumptions used. The district could provide more specificity by analyzing program/resource and object/subobject code categories of revenues and expenditures and the assumptions associated with each. The district's Business Services Guide and Budget Manual provide some information and guidance on the information to be addressed in preparing the budget, which would increase the accuracy of multiyear projections. However, multiyear projections are not specifically addressed.

   To the extent possible, in building its budget and making its financial projections, the district should make a more detailed analysis of revenues and expenditures by program/resource and object/subobject. As more information about program/resource revenues and expenditures becomes available, the projections should be revised and the change in assumptions identified and explained. This process should be formally identified in the district's Business Services Guide and/or desk manuals.

3. The district has made strides on the recommendation to improve the accuracy of its projections by improving its financial management practices. Specifically, the district completed the basic implementation of the new human resources/payroll module. The district has made substantial progress on position control, which will enhance salary and benefit dollar reliability.

4. The district has taken steps to improve its supervision of the accounting and budget functions so that transactions are recorded and reported in a timely manner. Specifically, the district has provided resource documents, such as the Business Services Manual and the California School Accounting Manual, and has provided employees with training regarding SACS, which should help ensure that transactions are appropriately

recorded. This will help to improve the quality of accounting work, reduce the number of errors, and improve the information used in budget monitoring. With the restructuring of business functions and staff turnover, there are concerns that any progress may be lost in the short term. The district needs to continue to implement systems and procedures with more effective controls and improve the technical capacity of staff members and first-level supervisors.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	1
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	4
November 2007 Self-Rating:	5
November 2007 New Rating:	5

Implementation Scale:

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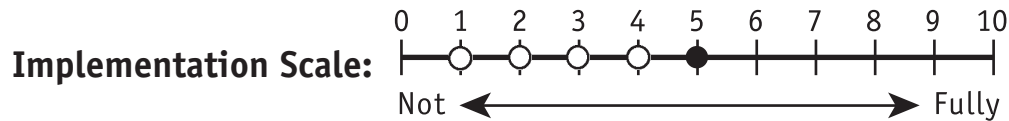
16.1 Multiyear Impact of Collective Bargaining Agreements—Measurement and Evaluation of Agreement Implementation Costs and Assurance of Notice to the Public

Professional Standard

The State Administrator/Governing Board must ensure that any guideline that they develop for collective bargaining is fiscally aligned with the instructional and fiscal goals on a multiyear basis. The State Administrator/Governing Board must ensure that the district has a formal process where collective bargaining multiyear costs are identified and expenditure changes/reductions are identified and implemented as necessary prior to any imposition of new collective bargaining obligations. The State Administrator/Governing Board must ensure that there is a validation of the costs and the projected district revenues and expenditures on a multiyear basis so that the fiscal resources are sufficient to fund collective bargaining settlements on an ongoing basis. The public should be informed about budget reductions that will be required for a bargaining agreement prior to any contract acceptance by the Governing Board. The public should be given an opportunity to comment.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has established policies and procedures requiring potential bargaining positions to be identified before the start of negotiations. The district currently identifies its bargaining positions prior to negotiations and now includes them in Board Policy 4143. The district has all settlement items analyzed by the budget and accounting offices to identify both current and ongoing costs and the effect on the district's financial position, however, this requirement is not documented in formal policies and procedures.

   The district should implement the prior recommendation to establish formal policies and procedures that require potential bargaining positions to be identified prior to the start of negotiations and all settlement items to be analyzed by the budget and accounting offices to identify both current and ongoing costs and the effect on the district's financial position.

   The district continues to have financial management staff involved in the negotiation process to ensure that fiscal issues are clearly delineated for the negotiator, State Administrator/Superintendent, and Governing Board.

2. The district has implemented the recommendation that any proposed settlements should be analyzed by the budget and accounting offices to ensure that the district can fund the obligations on both a current-year and ongoing basis.

   The district's disclosures to the county office in 2006-07, related to the many fact-finding hearings that resulted in ultimate settlements, were well documented.

3. The district did not implement the recommendation to establish a policy that would preclude the adoption of a proposed settlement, if this settlement can be financed only by implementing offsetting expenditure reductions, until the necessary reductions have been identified and adopted. The district should implement this recommendation.

4. The district has not implemented policies that preclude the Superintendent from negotiating an agreement on labor contracts without the involvement of the district's negotiating team and fiscal management. The district should implement this policy prior to the return of local control.

    While the district continues to have areas of needed improvement, it has sustained sound management practices in negotiations for a few years.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	4
September 2005 Rating	4
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:

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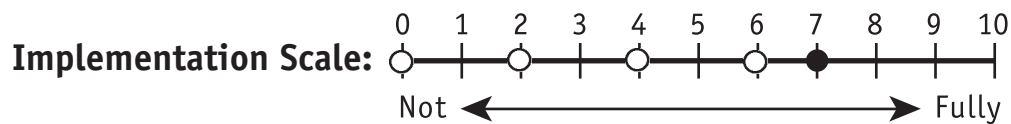
19.2 Food Service Fiscal Controls—Program Compliance

Professional Standard
The district should operate the food service programs in accordance with applicable laws and regulations.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district implemented the recommendation to have the food services program reviewed for compliance with legal and regulatory requirements. The program was reviewed by the CDE Nutrition Services Division in 2005-06 and while there were areas of noncompliance, corrective actions were found to be documented. The National School Lunch Program (K-12) is scheduled for a review during the 2007-08 fiscal year.

2. Although district enrollment continues to drop, the number of school sites has not decreased. Some schools are now charter schools, and although the district does not provide services to them, a charter schools nutrition program is being developed that includes related charge backs.

3. Since the prior review, the district has hired a Supervisor and Menu Planner. Ongoing vacancies in these two areas resulted in the lack of proper supervision at some of the district's sites. As part of the Program Improvement Plan, Nutrition Services is developing a program that will expand the role of five cafeteria managers to include training and mentorship of surrounding school sites.

4. The cafeteria fund had been deficit spending for the last several years. However, the district is now operating at a surplus in this area. To ensure continued fiscal accountability in the cafeteria fund, the district has redesigned the accounting function and has added to the support staff with the primary goal of establishing profit and loss statements for sites.

5. The district is expanding its pilot point-of-sale system to an additional 20 sites through use of its 2006-07 surplus carryover. Plans are for the system to eventually expand to all school sites to provide better management of sales, meal counts, eligibility, inventory, reimbursement, and general accounting and reporting.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	0
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	3
September 2006 Rating:	3
November 2007 New Rating:	5
November 2007 Self-Rating:	5

Implementation Scale:

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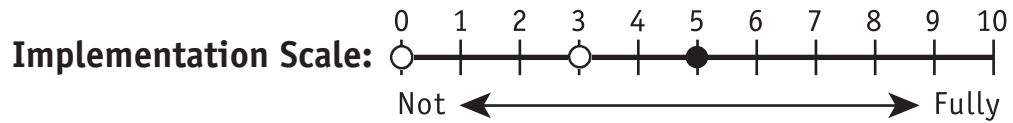
22.1 Special Education—Cost and Quality

Professional Standard
The district should actively take measures to contain the cost of special education services while still providing an appropriate level of quality instructional and pupil services to special education pupils.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has reduced special education encroachment from approximately $15 million to approximately $11 million. Further reduction will need to be accomplished within the parameters of the federal maintenance-of-effort requirements unless the district can obtain a waiver from the state and federal departments of education.

2. In September 2007, FCMAT issued a report on the district's special education program, identifying many areas of needed improvement. The district needs to establish a formal process to prioritize the FCMAT findings, create an action plan, assign responsibility to specific managers, and make periodic progress reports to the State Administrator.

3. The district continues to have the Special Education Department work with the personnel and budget offices to identify and reconcile all its positions, FTEs, and salary and benefit costs. The district's new system of position control should alleviate the need for this separate accounting of positions.

4. The district has not implemented the recommendation to have the Special Education Department, in conjunction with the budget office, evaluate its methods for projecting enrollment to ensure that all students are correctly identified. The district is attempting to operate and staff its special education programs more effectively. Once the projected student population has been identified, a critical evaluation of student needs should be undertaken to determine the most effective manner for locating and operating the special education programs. The district should implement the recommendation.

5. The district has informally implemented the recommendation to have both the Special Education Department and budget office develop a realistic budget each year and closely monitor the budget throughout the year. However, neither the business office nor the Special Education Department have established policies and procedures that formalize the relationship and process for joint budget development and monitoring. Such formalization is necessary to ensure that any progress made in the current year is sustained in future years.

6. As the Business and Special Education departments develop and finalize their procedures, they should ensure these procedures specifically include a joint/collaborative process for budget development and monitoring of the special education program.

Standard Implemented: Partially

January 2000 Rating: 0
September 2003 Rating: 0
March 2004 Rating: 2
September 2004 Rating: 3
September 2005 Rating: 4
September 2006 Rating: 5
November 2007 Self-Rating: 6
November 2007 New Rating: 5

Implementation Scale:

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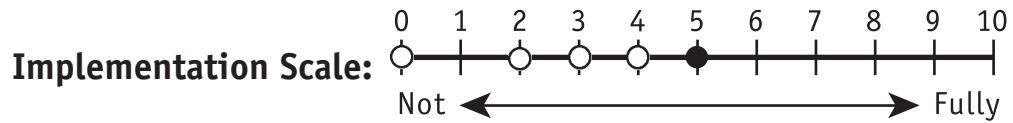
Table of Standards for
Financial Management

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.1	Integrity and ethical behavior are the product of the district's ethical and behavioral standards, how they are communicated, and how they are reinforced in practice. All management-level personnel should exhibit high integrity and ethical values in carrying out their responsibilities and directing the work of others. [Statement Auditing Standards (SAS) -55, SAS-78]	7	4	NR	NR	NR	NR	NR
1.2	**The district should have an audit committee to: (1) help prevent internal controls from being overridden by management; (2) help ensure ongoing state and federal compliance; (3) provide assurance to management that the internal control system is sound; and, (4) help identify and correct inefficient processes. [SAS-55, SAS-78]**	**0**	**0**	**0**	**0**	**0**	**0**	**3**
1.3	The attitude of the Governing Board and key administrators has a significant affect on an organization's internal control. An appropriate attitude should balance the programmatic and staff needs with fiscal realities in a manner that is neither too optimistic nor too pessimistic. [SAS-55, SAS-78]	3	0	NR	NR	NR	NR	NR
1.4	The organizational structure should clearly identify key areas of authority and responsibility. Reporting lines should be clearly identified and logical within each area. [SAS-55, SAS-78]	4	2	NR	NR	NR	NR	NR
1.5	Management should have the ability to evaluate job requirements and match the requirements to the employee's skills. [SAS-55, SAS-78]	2	0	NR	NR	NR	NR	NR
1.6	**The district should have procedures for recruiting capable financial management and staff, and hiring competent people. [SAS-55, SAS-78]**	**2**	**2**	**3**	**4**	**4**	**5**	**6**
1.7	**All employees should be evaluated on performance at least annually by a management-level employee knowledgeable about their work product. The evaluation criteria should be clearly communicated and, to the extent possible, measurable. The evaluation should include a follow-up on prior performance issues and establish goals to improve future performance.**	**3**	**2**	**2**	**3**	**3**	**3**	**5**

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.8	The responsibility for reliable financial reporting resides first and foremost at the district level. Top management sets the tone and establishes the environment. Therefore, appropriate measures must be implemented to discourage and detect fraud (SAS 82; Treadway Commission).	2	0	NR	NR	NR	NR	NR
2.1	The business and operational departments should communicate regularly with internal staff and all user departments regarding their responsibilities for accounting procedures and internal controls. The communications should be written whenever possible, particularly when it (1) affects many staff or user groups; (2) is an issue of high importance; or, (3) when the communication reflects a change in procedures. Procedure manuals are necessary to communicate responsibilities. The departments also should be responsive to user department needs, thus encouraging a free exchange of information between the two (excluding items of a confidential nature).	3	2	NR	NR	NR	NR	NR
2.2	The financial departments should communicate regularly with the Governing Board and community on the status of district finances and the financial impact of proposed expenditure decisions. The communications should be written whenever possible, particularly when it affects many community members, is an issue of high importance to the district and board, or reflects a change in policies.	7	4	NR	NR	NR	NR	NR
2.3	The Governing Board should be engaged in understanding globally the fiscal status of the district, both current and as projected. The Governing Board should prioritize district fiscal issues among the top discussion items.	8	0	NR	NR	NR	NR	NR
2.4	**The District should have formal policies and procedures that provide a mechanism for individuals to report illegal acts, establish to whom illegal acts should be reported and provide a formal investigative process.**	**0**	**0**	**0**	**2**	**2**	**3**	**4**

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.

NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
3.1	Develop and use a professional development plan, i.e., training business staff. The development of the plan should include the input of business office supervisors and managers. The staff development plan should at a minimum identify appropriate programs officewide. At best, each individual staff and management employee should have a plan designed to meet their individual professional development needs.	0	0	NR	NR	NR	NR	NR
3.2	Develop and use a professional development plan for the in-service training of school site/ department staff by business staff on relevant business procedures and internal controls. The development of the plan should include the input of the business office and the school sites/ departments, and be updated annually.	2	2	NR	NR	NR	NR	NR
4.1	The Governing Board should adopt policies establishing an internal audit function that reports directly to the Superintendent and the audit committee or Governing Board.	0	0	NR	NR	NR	NR	NR
4.2	**Qualified staff should be assigned to conduct internal audits and be supervised by an independent body, such as an audit committee.**	**0**	**0**	**0**	**1**	**1**	**2**	**4**
4.3	Internal audit findings should be reported on a timely basis to the audit committee, Governing Board and administration, as appropriate. Management should then take timely action to follow up and resolve audit findings.	0	0	NR	NR	NR	NR	NR
4.4	**Internal audit functions should be designed into the organizational structure of the district. These functions should include periodic internal audits of areas at high risk for non-compliance with laws and regulations and/or at high risk for monetary loss.** **(Added since the 2000 Report)**	**New**	**0**	**0**	**1**	**1**	**2**	**3**
5.1	The budget development process requires a policy-oriented focus by the Governing Board to develop an expenditure plan, which fulfills the district's goals and objectives. The Governing Board should focus on expenditure standards and formulas that meet the district goals. The Governing Board should avoid specific line item focus, but should direct staff to design an overall expenditure plan focusing on student and district needs.	4	0	NR	NR	NR	NR	NR

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	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
5.2	The budget development process includes input from staff, administrators, board and community.	8	0	NR	NR	NR	NR	NR
5.3	Policies and regulations exist regarding budget development and monitoring.	6	2	NR	NR	NR	NR	NR
5.4	The district should have a clear process to analyze resources and allocations to ensure that they are aligned with strategic planning objectives and that the budget reflects the priorities of the district.	6	0	NR	NR	NR	NR	NR
5.6	**The district must have an ability to accurately reflect their net ending balance throughout the budget monitoring process. The first and second interim reports should provide valid up dates of the district's net ending balance. The district should have tools and processes that ensure that there is an early warning of any discrepancies between the budget projections and actual revenues or expenditures.**	**0**	**0**	**2**	**3**	**4**	**5**	**6**
5.7	The district should have policies to facilitate development of budget that is understandable, meaningful, reflective of district priorities, and balanced in terms of revenues and expenditures. (Added since the 2000 Report)	New	0	NR	NR	NR	NR	NR
6.1	**The budget office should have a technical process to build the preliminary budget that includes: the forecast of revenues, the verification and projection of expenditures, the identification of known carry over and accruals, and the inclusion of expenditure plans. The process should clearly identify onetime sources and uses of funds. Reasonable Average Daily Attendance (ADA) and Cost of Living Adjustment (COLA) estimates should be used when planning and budgeting. This process should be applied to all funds.**	**3**	**0**	**2**	**3**	**3**	**5**	**7**
6.2	An adopted budget calendar exists that meets legal and management requirements. At a minimum the calendar should identify statutory due dates and major budget development activities.	8	8	NR	NR	NR	NR	NR
6.3	Standardized budget worksheets should be used in order to communicate budget requests, budget allocations, formulas applied and guidelines.	7	7	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
7.1	The district should adopt its annual budget within the statutory time lines established by Education Code Section 42103, which requires that on or before July 1, the Governing Board must hold a public hearing on the budget to be adopted for the subsequent fiscal year. Not later than five days after that adoption or by July 1, whichever occurs first, the Governing Board shall file the budget with the county superintendent of schools. [EC 42127(a)	8	8	NR	NR	NR	NR	NR
7.2	Revisions to expenditures based on the State Budget should be considered and adopted by the Governing Board. Not later than 45 days after the Governor signs the annual Budget Act, the district shall make available for public review any revisions in revenues and expenditures that it has made to its budget to reflect funding available by that Budget Act. [EC 42127(2) and 42127(i)(4)]	5	0	NR	NR	NR	NR	NR
7.3	**The district should have procedures that provide for the development and submission of a district budget and interim reports that adhere to criteria and standards and is approvable by the county office of education.**	**7**	**0**	**3**	**3**	**3**	**4**	**6**
7.4	The district should complete and file its interim budget reports within the statutory deadlines established by Education Code Section 42130, et seq.	4	0	NR	NR	NR	NR	NR
7.5	The district should arrange for an annual audit (single audit) within the deadlines established by Education Code Section 41020.	8	8	NR	NR	NR	NR	NR
7.6	Standard management practice dictates the use of an audit committee.	0	0	NR	NR	NR	NR	NR
7.7	**The district should include in its audit report, but not later than March 15, a corrective action for all findings disclosed as required by Education Code Section 41020.**	**3**	**0**	**0**	**3**	**3**	**4**	**5**
7.8	The district must file certain documents/reports with the state as follows: • J-200 series - (Education Code Section 42100) • J-380 series – CDE procedures • Interim financial reports - (Education Code Section 42130) • J-141 transportation report (Title V, article 5, Section 15270)	3	2	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
7.9	**The district must comply with Governmental Accounting Standard No. 34 (GASB 34) for the period ending June 30, 2003. GASB 34 requires the district to develop policies and procedures and report in the annual financial reports on the modified accrual basis of accounting and the accrual basis of accounting. (Added since the 2000 Report)**	New	0	2	2	2	2	4
7.10	**The first and second interim reports should show an accurate projection of the ending fund balance. Material differences should be presented to the board of education with detailed explanations. (Added since the 2000 Report)**	New	0	2	3	4	5	6
7.11	Education Code Section 410209(c)(d)(e)(g) establishes procedures for local agency audit obligations and standards. Pursuant to Education Code Section 41020(h), the district should submit to the county superintendent of schools in the county that the district resides, the State Department of Education, and the State Controller's Office an audit report for the preceding fiscal year. This report must be submitted "no later than December 15." (Added since the 2000 Report)	New	0	NR	NR	NR	NR	NR
8.1	**All purchase orders are properly encumbered against the budget until payment. The district should have controls in place that ensure adequate funds are available prior to incurring financial obligations (Reworded since the 2000 Report)**	0	0	2	2	3	4	5
8.2	**There should be budget monitoring controls, such as periodic reports, to alert department and site managers of the potential for overexpenditure of budgeted amounts. Revenue and expenditures should be forecast and verified monthly.**	0	0	2	3	3	4	5
8.3	Budget revisions are made on a regular basis and occur per established procedures and are approved by the board.	8	2	NR	NR	NR	NR	NR

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	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
8.4	**The district uses an effective position control system, which tracks personnel allocations and expenditures. The position control system effectively establishes checks and balances between personnel decisions and budgeted appropriations.**	**4**	**2**	**2**	**2**	**3**	**5**	**6**
8.5	**The routine restricted maintenance account should be analyzed routinely to ensure that income has been property claimed and expenditures within the guidelines provided by the State Department of Education. The district budget should include specific budget information to reflect the expenditures against the routine maintenance account. (Added since the 2000 Report)**	**New**	**1**	**2**	**3**	**4**	**5**	**6**
8.6	The district should monitor both the revenue limit calculation and the special education calculation at least quarterly to adjust for any differences between the financial assumptions used in the initial calculations and the final actuals as they are known. (Added since the 2000 Report)	New	0	NR	NR	NR	NR	NR
8.7	The district should be monitoring the site reports of revenues and expenditures provided. (Added since the 2000 Report)	New	0	NR	NR	NR	NR	NR
9.1	The district budget should be a clear manifestation of district policies and should be presented in a manner that facilitates communication of those policies.	2	0	NR	NR	NR	NR	NR
9.2	Clearly identify onetime source and use of funds.	5	3	NR	NR	NR	NR	NR
10.1	**The Governing Board must review and approve, at a public meeting and on a quarterly basis, the district's investment policy. [GC 53646]**	**0**	**0**	**2**	**4**	**4**	**4**	**5**
11.1	**An accurate record of daily enrollment and attendance is maintained at the sites and reconciled monthly.**	**4**	**3**	**4**	**5**	**5**	**5**	**6**
11.2	Policies and regulations exist for Independent Study, Home Study, inter/intradistrict agreements and districts of choice, and should address fiscal impact.	5	5	NR	NR	NR	NR	NR
11.3	Students should be enrolled by staff and entered into the attendance system in an efficient, accurate and timely manner.	7	7	NR	NR	NR	NR	NR

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	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
11.4	**At least annually, the district should verify that each school bell schedule meets instructional time requirements for minimum day, year and annual minute requirements.**	**6**	**6**	**3**	**5**	**5**	**5**	**6**
11.5	Procedures should be in place to ensure that attendance accounting and reporting requirements are met for alternative programs, such as ROC/P and adult education.	8	6	NR	NR	NR	NR	NR
11.6	The district should have standardized and mandatory programs to improve the attendance rate of pupils. Absences should be aggressively followed-up by district staff.	0	3	NR	NR	NR	NR	NR
11.7	School site personnel should receive periodic and timely training on the district's attendance procedures, system procedures and changes in laws and regulations.	4	3	NR	NR	NR	NR	NR
11.8	Attendance records shall not be destroyed until after the third July 1 succeeding the completion of the audit (Title V, CCR, Section 16026).	4	4	NR	NR	NR	NR	NR
11.9	The district should make appropriate use of short-term independent study and Saturday school programs as alternative methods for pupils to keep current on classroom course work.	8	6	NR	NR	NR	NR	NR
12.1	The district should adhere to the California School Accounting Manual (CSAM) and Generally Accepted Accounting Principles (GAAP) as required by Education Code Section 41010. Furthermore, adherence to CSAM and GAAP helps to ensure that transactions are accurately recorded and financial statements are fairly presented.	9	0	NR	NR	NR	NR	NR
12.2	**The district should timely and accurately record all information regarding financial activity for all programs (unrestricted and restricted).** **Generally Accepted Accounting Principles (GAAP) require that in order for financial reporting to serve the needs of the users, it must be reliable and timely. Therefore, the timely and accurate recording of the underlying transactions (revenue and expenditures) is an essential function of the district's financial management.**	**9**	**0**	**2**	**3**	**3**	**4**	**5**

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
12.3	**The district should forecast its revenue and expenditures and verify those projections on a monthly basis in order to adequately manage its cash. In addition, the district should reconcile its cash to bank statements and reports from the county treasurer on a monthly basis. Standard accounting practice dictates that, in order to ensure that all cash receipts are deposited timely and recorded properly, cash be reconciled to bank statements on a monthly basis.**	**7**	**0**	**2**	**3**	**3**	**4**	**5**
12.4	**The district's payroll procedures should be in compliance with the requirements established by the Alameda County Office of Education, unless fiscally independent (Education Code Section 42646). Standard accounting practice dictates that the district implement procedures to ensure the timely and accurate processing of payroll.**	**3**	**3**	**3**	**3**	**3**	**4**	**6**
12.5	**Standard accounting practice dictates that the accounting work should be properly supervised and work reviewed in order to ensure that transactions are recorded timely and accurately, and allow the preparation of periodic financial statements.**	**9**	**0**	**2**	**3**	**3**	**5**	**7**
12.6	Federal and state categorical programs, either through specific program requirements or through general cost principles such as OMB Circular A-87, require that entities receiving such funds must have an adequate system to account for those revenues and related expenditures.	9	0	NR	NR	NR	NR	NR
12.7	**Generally accepted accounting practices dictate that, in order to ensure accurate recording of transactions, the district should have standard procedures for closing its books at fiscal year-end. The district's year-end closing procedures should be in compliance with the procedures and requirements established by the Alameda County Office of Education.**	**2**	**0**	**3**	**3**	**4**	**5**	**6**

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
12.8	The district should comply with the bidding requirements of Public Contract Code Section 20111. Standard accounting practice dictates that the district have adequate purchasing and warehousing procedures to ensure that only properly authorized purchases are made, that authorized purchases are made consistent with district policies and management direction, that inventories are safeguarded, and that purchases and inventories are timely and accurately recorded.	2	2	NR	NR	NR	NR	NR
12.9	The district has documented procedures for the receipt, expenditure and monitoring of all construction-related activities. Included in the procedures are specific requirements for the approval and payment of all construction-related expenditures.	8	2	NR	NR	NR	NR	NR
12.10	**The accounting system should have an appropriate level of controls to prevent and detect errors and irregularities.**	**6**	**2**	**2**	**2**	**3**	**4**	**5**
13.1	The Governing Board adopts policies and procedures to ensure compliance regarding how student body organizations deposit, invest, spend, raise and audit student body funds. [EC 48930-48938]	5	5	NR	NR	NR	NR	NR
13.2	Proper supervision of all student body funds shall be provided by the board. [EC 48937] This supervision includes establishing responsibilities for managing and overseeing the activities and funds of student organizations, including providing procedures for the proper handling, recording and reporting of revenues and expenditures.	5	5	NR	NR	NR	NR	NR
13.3	In order to provide for oversight and control, the California Department of Education recommends that periodic financial reports be prepared by sites, and then summarized by the district office.	0	0	NR	NR	NR	NR	NR
13.4	In order to provide adequate oversight of student funds and to ensure the proper handling and reporting, the California Department of Education recommends that internal audits be performed. Such audits should review the operation of student body funds at both district and site levels.	0	0	NR	NR	NR	NR	NR
14.1	**A reliable computer program that provides reliable multiyear financial projections is used.**	**3**	**0**	**3**	**3**	**3**	**4**	**5**

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	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
14.2	**The district annually provides a multiyear revenue and expenditure projection for all funds of the district. Projected fund balance reserves should be disclosed. [EC 42131] The assumptions for revenues and expenditures should be reasonable and supportable.**	**2**	**1**	**3**	**3**	**3**	**4**	**5**
14.3	Multiyear financial projections should be prepared for use in the decision-making process, especially whenever a significant multiyear expenditure commitment is contemplated. [EC 42142]	0	0	NR	NR	NR	NR	NR
15.1	Comply with public disclosure laws of fiscal obligations related to health and welfare benefits for retirees, self-insured workers compensation, and collective bargaining agreements. [GC 3540.2, 3547.5, EC 42142]	2	2	NR	NR	NR	NR	NR
15.2	When authorized, the district should only use nonvoter approved, long-term financing such as certificates of participation (COPS), revenue bonds, and lease-purchase agreements (capital leases) to address capital needs, and not operations. Further, the general fund should be used to finance current school operations, and in general should not be used to pay for these types of long-term commitments.	0	0	NR	NR	NR	NR	NR
15.3	For long-term liabilities/debt service, the district should prepare debt service schedules and identify the dedicated funding sources to make those debt service payments. The district should project cash receipts from the dedicated revenue sources to ensure that it will have sufficient funds to make periodic debt payments. The cash flow projections should be monitored on an ongoing basis to ensure that any variances from projected cash flows are identified as early as possible, in order to allow the district sufficient time to take appropriate measures or identify alternative funding sources.	6	3	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
16.1	**The State Administrator/Governing Board must ensure that any guideline that they develop for collective bargaining is fiscally aligned with the instructional and fiscal goals on a multiyear basis. The State Administrator/Governing Board must ensure that the district has a formal process where collective bargaining multiyear costs are identified and expenditure changes/ reductions are identified and implemented as necessary prior to any imposition of new collective bargaining obligations. The State Administrator/Governing Board must ensure that there is a validation of the costs and the projected district revenues and expenditures on a multiyear basis so that the fiscal resources are sufficient to fund collective bargaining settlements on an ongoing basis. The public should be informed about budget reductions that will be required for a bargaining agreement prior to any contract acceptance by the Governing Board. The public should be given an opportunity to comment. (Reworded since the 2000 Report).**	**2**	**0**	**2**	**4**	**4**	**6**	**7**
17.1	There should be a process in place for fiscal input and planning of the district technology plan. The goals and objectives of the technology plan should be clearly defined. The plan should include both the administrative and instructional technology systems. There should be a summary of the costs of each objective and a financing plan should be in place.	5	3	NR	NR	NR	NR	NR
17.2	Management information systems must support users with information that is relevant, timely, and accurate. Needs assessments must be performed to ensure that users are involved in the definition of needs, development of system specifications, and selection of appropriate systems. Additionally, district standards must be imposed to ensure the maintainability, compatibility, and supportability of the various systems. The district must also ensure that all systems are compliant with the new Standardized Account Code Structure (SACS), year 2000 requirements, and are compatible with county systems with which they must interface.	5	5	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
17.3	Automated systems should be used to improve accuracy, time liness, and efficiency of financial and reporting systems. Needs assessments should be performed to determine what systems are candidates for automation, whether standard hardware and software systems are available to meet the need, and whether or not the district would benefit. Automated financial systems should provide accurate, timely, relevant information and should conform to all accounting standards. The systems should also be designed to serve all of the various users inside and outside the district. Employees should receive appropriate training and supervision in the operation of the systems. Appropriate internal controls should be instituted and reviewed periodically.	5	5	NR	NR	NR	NR	NR
17.4	Cost/benefit analyses provide an important basis upon which to determine which systems should be automated, which systems best meet defined needs, and whether internally generated savings can provide funding for the proposed system. Cost/benefit analyses should be complete, accurate, and include all relevant factors.	9	5	NR	NR	NR	NR	NR
17.5	Selection of information systems technology should conform to legal procedures specified in the Public Contract Code. Additionally, there should be a process to ensure that needs analyses, cost/benefit analyses, and financing plans are in place prior to commitment of resources. The process should facilitate involvement by users, as well as information services staff, to ensure that training and support needs and costs are considered in the acquisition process.	9	6	NR	NR	NR	NR	NR
17.6	Major technology systems should be supported by implementation and training plans. The cost of implementation and training should be included with other support costs in the cost/benefit analyses and financing plans supporting the acquisition.	9	4	NR	NR	NR	NR	NR
17.7	Food service software should permit point-of-sale transaction processing for maximum efficiency. (Added since the 2000 Report)	New	0	NR	NR	NR	NR	NR

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	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
17.8	Administrative system users should be adequately trained in the use of administrative systems and should receive periodic training updates to ensure that they remain aware of system changes and capabilities. (Added since the 2000 Report)	New	0	NR	NR	NR	NR	NR
17.9	Business office computers, computer screens, operating systems, and software applications used for administrative system access should be kept up to date. (Added since the 2000 Report)	New	2	NR	NR	NR	NR	NR
18.1	The district has a comprehensive risk management program. The district should have a program that monitors the various aspects of risk management including workers compensation, property and liability insurance, and maintains the financial well being of the district.	3	3	NR	NR	NR	NR	NR
18.2	The district should have a work order system that tracks all maintenance requests, the worker assigned, dates of completion, labor time spent and the cost of materials.	5	5	NR	NR	NR	NR	NR
18.3	The district should control the use of facilities and charge fees for usage in accordance with district policy.	4	3	NR	NR	NR	NR	NR
18.4	The maintenance department should follow standard district purchasing protocols. Open purchase orders may be used if controlled by limiting the employees authorized to make the purchase and the amount.	0	0	NR	NR	NR	NR	NR
18.5	District-owned vehicles should only be used for district purposes. Fuel should be inventoried and controlled as to use.	3	3	NR	NR	NR	NR	NR
18.6	Vending machine operations are subject to policies and regulations set by the State Board of Education. All contracts specifying these should reflect these policies and regulations. An adequate system of inventory control should also exist. [EC 48931]	2	2	NR	NR	NR	NR	NR
18.7	Capital equipment and furniture should be tagged as district-owned property and inventoried at least annually.	7	7	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
18.8	The district should adhere to bid and force account requirements found in the Public Contract Code (Sections 20111 and 20114). These requirements include formal bids for materials, equipment and maintenance projects that exceed $50,000; capital projects of $15,000 or more; and, labor when the job exceeds 750 hours or the materials exceed $21,000.	0	0	NR	NR	NR	NR	NR
18.9	Materials and equipment/tools inventory should be safeguarded from loss through appropriate physical and accounting controls. (Added since the 2000 Report)	New	0	NR	NR	NR	NR	NR
19.1	In order to accurately record transactions and to ensure the accuracy of financial statements for the cafeteria fund in accordance with generally accepted accounting principles, the district should have adequate purchasing and warehousing procedures to ensure that: • Only properly authorized purchases are made consistent with district policies, federal guidelines, and management direction. • Adequate physical security measures are in place to prevent the loss/theft of food inventories. • Revenues, expenditures, inventories, and cash are recorded timely and accurately.	3	3	NR	NR	NR	NR	NR
19.2	**The district should operate the food service programs in accordance with applicable laws and regulations.**	**0**	**0**	**3**	**3**	**3**	**3**	**5**
20.1	In the process of reviewing and approving Charter schools, the district should identify/establish minimal financial management and reporting standards that the Charter school will follow. These standards/procedures will provide some level of assurance that finances will be managed appropriately, and allow the district to monitor the Charter. The district should monitor the financial management and performance of the charter schools on an ongoing basis, in order to ensure that the resources are appropriately managed.	9	6	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
21.1	The district should have procedures that provide for the appropriate oversight and management of mandated cost claim reimbursement filing. Appropriate procedures would cover: the identification of new mandates for which the district might be eligible for reimbursement; identification of changes to existing mandates; training staff regarding the appropriate collection and submission of data to support the filing of mandated costs claims; forms, formats, and time lines for reporting mandated cost information; and, review of data and preparation of the actual claims.	2	2	NR	NR	NR	NR	NR
22.1	**The district should actively take measures to contain the cost of special education services while still providing an appropriate level of quality instructional and pupil services to special education pupils.**	**0**	**0**	**2**	**3**	**4**	**5**	**5**

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Facilities Management

FACILITIES MANAGEMENT
Summary of Findings and Recommendations

The Oakland Unified School District's Division of Facilities Planning and Management continued to make great strides last year in creating policies and procedures, and implementing the recommendations of the identified subset of standards. The division either maintained or improved its scores on all but one standard from last year, showing a significant overall improvement.

Custodial Services

Evaluations of custodial staff have been transferred from the individual site administrators back to the Custodial Services Department. Custodians will benefit from the technical expertise of custodial supervisors for both formative and summative evaluations. Site administrators regularly conduct restroom and facilities evaluations (based on industry standards). Site administrators provide input on the custodial evaluation based on their first-hand experience and knowledge of the condition of their site's restrooms and facilities.

In addition, the Custodial Services Department has fully communicated the industry cleaning standards to all custodial staff members, so the staff understands the standards used for evaluations.

Buildings and Grounds

The Buildings and Grounds Department has made great progress in the two areas with the lowest scores last year: preventative maintenance and planned program maintenance.

The department has created a preventative maintenance team of six full-time equivalents (FTEs) to conduct routine maintenance. The team consists of electricians, painters, and carpenters. In addition, the district purchased a new computerized maintenance management system (CMMS) software program with more robust capabilities than the previous system. The Buildings and Grounds Department enters work order data for all school sites, and the system automatically generates preventative maintenance work orders based on a preventative maintenance schedule, which will later become priority work orders.

The district has made significant progress on planned program maintenance. The Buildings and Grounds Department has created a five-year deferred maintenance plan, with categories including classroom lighting; electrical; floor covering; heating, ventilation and air conditioning (HVAC); painting; paving; plumbing; roofing; and wall systems. The new CMMS will be able to integrate inventory with equipment life expectancies, costs, and replacement schedules. This information will be integrated with the capital planning document that also includes school construction and deferred maintenance projects.

The areas of preventative maintenance and planned program maintenance will need to be monitored in the coming years to ensure that the changes made in the last year are implemented as intended and become sustainable.

The score for the standard involving fire extinguishers was reduced from last year. Most fire extinguishers that were checked had tags that were older than one year or no tags at all. Of seven fire extinguishers that were checked, only one extinguisher had a tag that was a year or less old, five extinguishers had tags older than one year, and one classroom did not have an extinguisher. The reduced rating is a result of fire extinguishers that were older than one year and/or missing.

Facilities Planning & Management Department

The Facilities Department continues to follow the Facilities Master Plan, which was completed in February 2006. The master plan provides the department with a data-driven list of project priorities, as well as specifications for high schools, middle schools, elementary schools, and small schools. All new construction and renovations are dictated by the top priority projects listed in the master plan. Projects with the greatest need as determined by data-driven criteria are the first to be completed. The existence and use of these established, documented procedures for prioritizing and distributing work is a significant improvement.

Deferred maintenance projects are coordinated between Facilities and Buildings and Grounds, and are integrated with other capital construction projects. The department created a procedure for integrating deferred maintenance projects from Buildings and Grounds with Facilities Department projects. If a work order that exceeds a certain dollar limit comes to Buildings and Grounds, it is transferred to Facilities to be bid as an isolated project (such as roofing or paving). A smaller project may be incorporated with elements of a modernization project.

Facilities Operations

Stable leadership has benefitted the Facilities Division. The Assistant Superintendent has been in the position since the beginning of the FCMAT review process and thoroughly understands what the division must accomplish to improve in the standards. In a district that has experienced such a high turnover of management staff, the Facilities Division has been an exception, and its leadership stability has resulted in steady, incremental progress over time.

The district continues to make progress in addressing graffiti and vandalism. All three departments in the Division of Facilities Planning and Management handle graffiti, and most graffiti is removed within five days. Efforts include the following strategies:

- A group of dedicated painters patrol the schools on a set schedule and visits the schools with the highest incidence of graffiti daily.
- Custodians remove small, vulgar, and gang-related graffiti from the school sites.
- Restrooms in several schools have been refinished in ceramic tile from floor to ceiling, which facilitates graffiti cleanup. All restrooms in the new construction projects that are planned for middle and high schools will have restrooms with ceramic tile.

The Facilities Division is also proactive in preventing graffiti. Each school is allotted a certain number of hours of graffiti removal by Buildings and Grounds personnel. If a school does not use all the allotted hours for removing graffiti, Buildings and Grounds personnel use the remaining time for school beautification, which may include painting classrooms or landscaping.

However, it is unreasonable to expect that the Facilities Division alone can abate graffiti and vandalism. A large amount of the graffiti and vandalism occurs inside buildings during school hours, and could be improved by better staff supervision. Combating graffiti and vandalism should be a joint effort among students, teachers, administrators, and parents to prevent. The Facilities Division can supplement this work by building graffiti-resistant restrooms and diligently painting over new graffiti, but cannot be expected to initiate a cultural change in the schools to prevent graffiti in the first place.

The district has made significant improvements in managing utility costs and consumption. The division completed a second energy assessment with Pacific Gas and Electric (PG&E), and hired a full-time internal resource conservation manager to monitor utility costs and consumption. In addition, the division has conducted several trainings for the custodial staff on energy savings and is considering a proposal to construct solar panels for 13 schools.

The division has also made great strides in its procedures for community use of facilities. The division conducted a second survey of several districts to compare current rates per hour for facilities use and employee costs. In addition, the division has continued to update the rental software program, and has created a handbook for the use of facilities by community organizations. The handbook includes adopted board policy, administrative procedures, guidelines for use, frequently asked questions, school-site directories, and facility use applications and evaluation forms.

1.7 School Safety – Installation and Operation of Outside Security Lighting
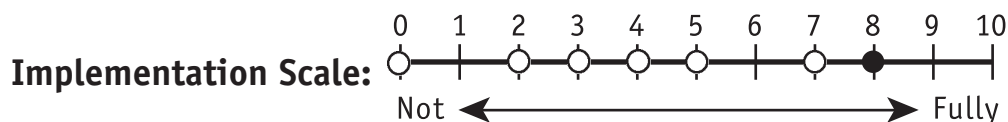
Professional Standard

Outside lighting is properly placed and monitored on a regular basis to ensure the operability/ adequacy of such lighting to ensure safety while activities are in progress in the evening hours. Outside lighting should provide sufficient illumination to allow for the safe passage of students and the public during after-hours activities. Lighting should also provide security personnel with sufficient illumination to observe any illegal activities on campus.

Progress on Implementing the Recommendations of the Recovery Plan

1. All light fixtures observed during site visits appeared to be operating. No fixtures lacked bulbs. The Director of Buildings and Grounds, the Director of Custodial Services, and several custodians indicated that site-level members have a clear understanding of who is responsible for light bulb replacement. Custodians change light bulbs that are accessible with a six-to-eight foot ladder, and staff members from Buildings and Grounds replace bulbs above the eight-foot level. Last year, custodians submitted to Buildings and Grounds the work orders to change light bulbs accessible with a six-to-eight foot ladder, but this no longer appears to occur.

2. The Facilities Department continues to include in its design standards specifications for exterior lighting for new construction. These specifications include 1.0 watts/ square foot, vandal-resistant lights, and time clock-controlled lighting with controls to provide additional lighting for exterior corridors and parking lots for special night use of campuses.

Standard Implemented: Fully - Substantially

January 2000 Rating: 0
September 2003 Rating: 2
March 2004 Rating: 3
September 2004 Rating: 4
September 2005 Rating: 5
September 2006 Rating: 7
November 2007 Self-Rating: 8
November 2007 New Rating: 8

Implementation Scale:

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   0   1   2   3   4   5   6   7   8   9   10
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      Not  ◄──────────────────►  Fully
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1.8 School Safety – Graffiti and Vandalism Abatement Plan

Professional Standard

The district has a graffiti and vandalism abatement plan. The district should have a written graffiti and abatement plan that is followed by all district employees. The district provides district employees with sufficient resources to meet the requirements of the abatement plan.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district appears to be making progress in the fight against graffiti and vandalism. All three departments in the Division of Facilities Planning and Management are eradicating graffiti, and most graffiti is removed within five days. Efforts include the following:

   a. Custodians continue to remove small graffiti from restrooms and school grounds and notify Buildings and Grounds personnel of large, vulgar, or gang-related graffiti.

   b. The Buildings and Grounds Department has four full-time painters who patrol schools and paint over graffiti on a documented schedule. The most-affected areas are patrolled every day, and the least-affected areas are visited as needed. In addition, the department has added two painters to the preventative maintenance team, and they also paint over graffiti when visiting schools.

   c. The Facilities Department included in the design standards for restrooms that all high school and middle school new construction will have tile-wall finish from floor to ceiling as well as graffiti-resistant stall dividers. Several restrooms were tiled last year, and they had no graffiti since it had been cleaned by the custodial staff.

2. The Facilities Department is also proactive in preventing graffiti. Each school is allotted a certain number of hours of graffiti removal by Buildings and Grounds personnel. If a school does not use all the hours for graffiti removal, Buildings and Grounds personnel use the remaining time for school beautification, which may include painting classrooms or landscaping.

3. The facilities staff is limited in number and has little effect on graffiti and vandalism prevention. The facilities staff believes it can combat graffiti reactively by quickly painting over it, and proactively by installing graffiti-resistant walls, but the incidents of graffiti will not decrease without a cultural change among students.

Standard Implemented: Partially

January 2000 Rating: 3
September 2003 Rating: 1
March 2004 Rating: 1
September 2004 Rating: 1
September 2005 Rating: 2
September 2006 Rating: 5
November 2007 Self-Rating: 8
November 2007 New Rating: 6

Implementation Scale:
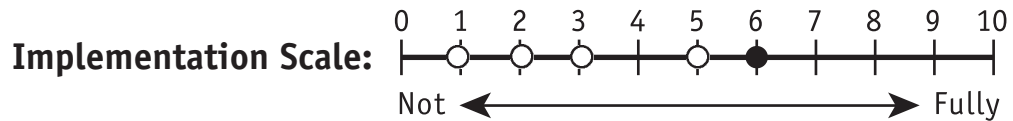
1.12 School Safety – Inspection and Correction of Unsafe Buildings
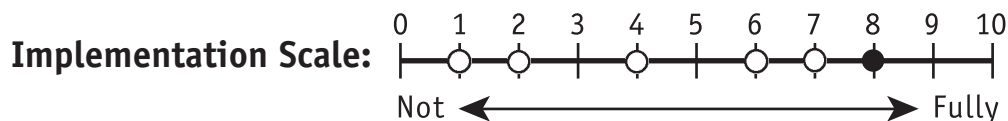
Legal Standard

Building examinations are performed, and required actions are taken by the Governing Board upon report of unsafe conditions [EC 17367].

Progress on Implementing the Recommendations of the Recovery Plan

1. Five custodial site managers continue to conduct regular inspections of facilities and report areas of concern to the Buildings and Grounds Department, which prioritizes and conducts repairs.

2. A building inspection form was developed and put into use in February 2006, and includes evaluations of restrooms, windows, doors/gates, mechanical systems (electrical, heating, and ventilation), playgrounds, school grounds, landscaping, drinking fountains, interior/exterior surfaces, pest/vermin, and general cleanliness. The inspection form is utilized during site inspections.

Standard Implemented: Fully - Substantially

January 2000 Rating: 2
September 2003 Rating: 1
March 2004 Rating: 4
September 2004 Rating: 4
September 2005 Rating: 6
September 2006 Rating: 7
November 2007 Self-Rating: 8
November 2007 New Rating: 8

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9   10
        ├───○───○───┼───○───┼───○───○───●───┼───┤
        Not ◄──────────────────────────► Fully
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1.14 School Safety – Sanitation is Maintained and Fire Hazards are Corrected
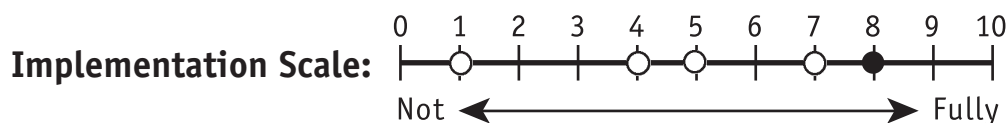
Legal Standard
Sanitary, neat, and clean conditions of the school premises exist, and the premises are free from conditions that would create a fire hazard [CCR Title 5 Section 633].

Progress on Implementing the Recommendations of the Recovery Plan

1. The district continues to make progress on fire alarm systems and has contracted with an engineering firm to ensure fire code compliance and the internal consistency of the fire system. The district continues installing new systems or upgrading existing systems. As sites are remodeled, life safety upgrades are the top priority. The district dedicated an additional $2 million to fire systems and fire consulting services. In addition, the district adopted fire alarm system standards for new construction.

2. The Custodial Services Department has based its assessment of the cleanliness of facilities on APPA standards. In addition, these standards are fully communicated to all custodial staff. Performance reviews of the custodians have been transferred from the site administrators back to the Custodial Department, which is more familiar with APPA standards and thus better equipped to review custodial work.

3. A review of numerous district buildings found that they were clean as were most restrooms. Cleanliness was estimated to be between a Level II and a Level III as measured by APPA standards, maintaining last year's level. The custodial staff has made a great effort to meet industry cleanliness standards, and all sites visited reflected this effort.

Standard Implemented: Fully-Substantially

January 2000 Rating: 1
September 2003 Rating: 1
March 2004 Rating: 4
September 2004 Rating: 5
September 2005 Rating: 7
September 2006 Rating: 7
November 2007 Self-Rating: 8
November 2007 New Rating: 8

Implementation Scale:

1.16 School Safety – Fire Extinguishers and Inspection Information Available
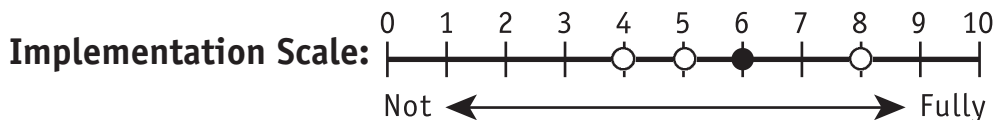
Legal Standard
Appropriate fire extinguishers exist in each building, and current inspection information is available [CCR Title 8 Section 1922(a)].

Progress on Implementing the Recommendations of the Recovery Plan

1. The majority of fire extinguishers that were checked either had no tags or had tags that were more than a year old. Five of seven fire extinguishers that were checked had tags older than a year, one extinguisher had a tag that was one year old or less, and one classroom did not have an extinguisher. The reduced rating is a direct result of the fire extinguishers that were older than one year and/or missing.

2. The Custodial Services Department has hired an external vendor to check and replace fire extinguishers yearly. The vendor checks the extinguisher tags to confirm that they are full and up to date. Missing or expired extinguishers are replaced. During the year, if an extinguisher is discharged or missing, the vendor is contacted to replace/service the extinguisher. The Custodial Services Department was notified of the discrepancies between the fire extinguishers with tags older than a year and is contacting the external vendor.

Standard Implemented: Partially

January 2000 Rating:	5
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Rating:	8
November 2007 Self-Rating:	8
November 2007 New Rating:	6

Implementation Scale:

0 1 2 3 4 5 6 7 8 9 10

Not ← → Fully

1.24 School Safety – Conduct of Periodic Safety Training for Employees
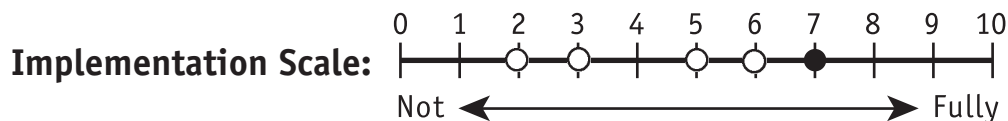
Professional Standard
The district conducts periodic safety training for employees. District employees should receive periodic training on the safety procedures of the district.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Director of Custodial Services has continued the practice of providing all custodial employees with up to 40 hours of training each year. The training is held during new employee orientation and throughout the year and includes current employees, new hires, and substitutes. Training topics include district cleaning standards (based on APPA standards) and chemicals used on the job.

2. The Facilities Department has hired a full-time Trainer, a position that was unfilled last year.

3. The Facilities Department conducted training in the district on energy efficiency and safety, geared toward educating the attendees and reducing energy consumption.

4. Buildings and Grounds hired an external vendor to conduct training on hazardous waste, storm-water management, and the hazard communication programs.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	3
March 2004 Rating:	3
September 2004 Rating:	5
September 2005 Rating:	6
September 2006 Rating:	5
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:

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      0   1   2   3   4   5   6   7   8   9   10
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         Not  ◄─────────────────►  Fully
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2.1 Facility Planning – Maintenance of a Long-Range Facilities Master Plan
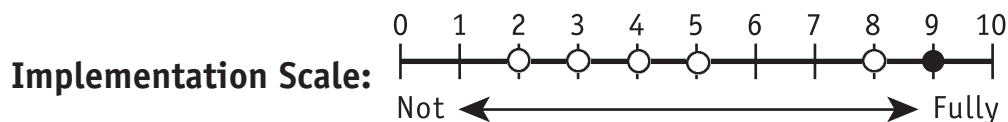
Professional Standard
The district should have a long-range school Facilities Master Plan.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district Facilities Master Plan was completed in February 2006 and adopted by the board. The master plan's standards have been communicated to the board, schools, and public and contain lists of project priorities. The Facilities Department uses the master plan to dictate construction priorities and upcoming projects. Conversations with Facilities management indicate that because the master plan is data driven, it withstands efforts to change priorities based on personal or political preferences. The Facilities Master Plan's list of priorities clearly details upcoming district projects, so everyone can understand which projects are top priority. In addition, the master plan is monitored and updated to reflect changes in facilities once projects have started or are completed.

2. The department is working with the district administration to communicate the original master plan to staff members and include current facilities needs that may not have been present when the master plan was drafted.

Standard Implemented: Fully - Substantially

January 2000 Rating:	4
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	5
September 2006 Rating:	8
November 2007 Self-Rating:	9
November 2007 New Rating:	9

Implementation Scale:

2.4 Facility Planning – Existence of a District Facility Planning Committee

Professional Standard
The district has created a Citizens' Oversight Committee to ensure the appropriateness of expenditures related to the recent passage of the district's local school bond measure. In essence, this committee will function as an advisory/facility planning type of committee.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district established last year a Citizens' Oversight Committee, which is overseen by the Assistant Superintendent of Facilities. The committee had meetings all year, and a quorum was present at every meeting. The committee is actively involved in a wide range of facility improvement issues. The committee was formed to oversee the facilities bond measure and has adopted committee bylaws.

Standard Implemented: Fully - Substantially

January 2000 Rating:	1
September 2003 Rating:	0
March 2004 Rating:	4
September 2004 Rating:	3
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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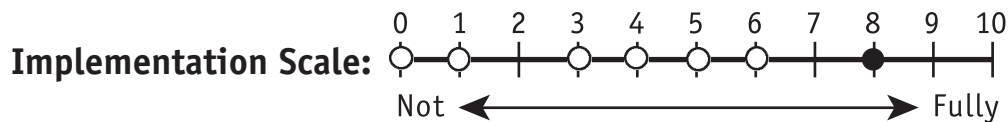
2.6 Facility Planning – Implementation of an Annual Capital Planning Budget

Professional Standard
The district should develop and implement an annual capital planning budget.

Progress on Implementing the Recommendations of the Recovery Plan

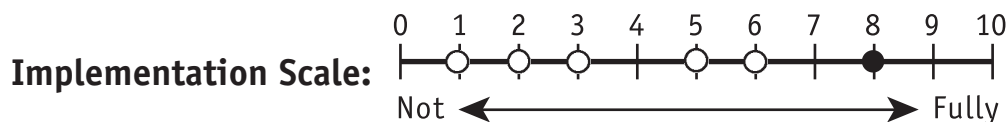1. The Facilities Master Plan addresses facility modernization and incorporates an implementation plan for this modernization districtwide. However, the master plan does not address deferred or preventative maintenance issues.

2. The district has created a five-year deferred maintenance plan so that these costs may be addressed and planned for and integrated with capital planning. In addition, the district created a procedure for integrating deferred maintenance projects with Facilities programs. If a work order that exceeds a certain dollar limit comes to Buildings and Grounds, the project is transferred to Facilities to be bid as an isolated project (such as roofing or paving). A smaller project may be incorporated with elements of a modernization project.

3. There are five-year budgets for both the capital plans (those driven by the Facilities Master Plan) and deferred maintenance projects. However, these budgets are not integrated in one overarching budget document. Developing such a document in the future would help communicate how the two are related and how the projects are coordinated.

Standard Implemented: Fully - Substantially

January 2000 Rating:	1
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	8

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9   10
        |---o---o---o---|---o---o---|---●---|---|
        Not  <------------------------>  Fully
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2.17 Facility Planning – Priorities and Scheduling of Projects

This standard has been added since the 2000 report.

Professional Standard
The district has established and utilizes an organized methodology of prioritizing and scheduling projects.

Progress on Implementing the Recommendations of the Recovery Plan

1. Projects prioritization continues to be determined by the priorities laid out in the Facilities Master Plan, which was adopted in February 2006. The department created documented policies, procedures, and criteria regarding prioritization of projects. The district has prepared a comparative matrix that evaluates all its school facilities. This matrix evaluates all building systems at each school, including utilization, site capacity, and other parameters. The district has continued to follow the process for the prioritization of projects that is laid out in the original Facilities Master Plan.

2. The master plan also allows projects to be "sorted" on a component-by-component basis. For example, if a school roof is replaced as part of a renovation project, other deficient roofs in the district may be added to the project to gain economies of scale in the bidding process.

Standard Implemented: Fully - Substantially

January 2000 Rating: Not Reviewed
September 2003 Rating: 1
March 2004 Rating: 3
September 2004 Rating: 3
September 2005 Rating: 4
September 2006 Rating: 7
November 2007 Self-Rating: 8
November 2007 New Rating: 8

Implementation Scale:
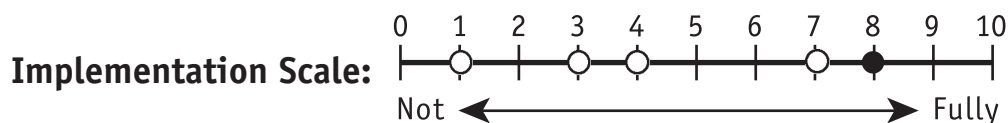
2.18 Facility Planning – Equity of Distribution of Facility Funding

This standard has been added since the 2000 report.
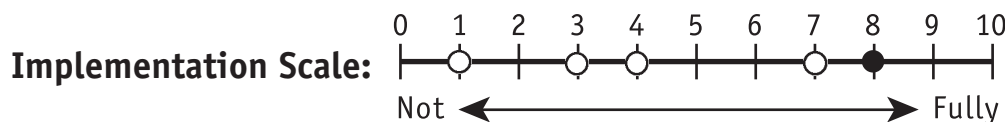
Professional Standard

The district should distribute facility funding in an equitable manner to all communities served and to all school levels.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district continues to follow the specifications for elementary, middle, high, and small schools, which are listed in the Facilities Master Plan. Facility funding is delivered to those projects listed as top priority in the Facilities Master Plan.

2. The Facilities Department uses the master plan to dictate construction priorities and upcoming projects. Conversations with Facilities management indicate that because the Master Plan is data driven, it withstands efforts to change priorities based on personal or political preferences. The Facilities Master Plan's list of priorities clearly describes upcoming district projects so everyone can understand which projects are top priority. In addition, the Master Plan is monitored and updated to reflect changes in the facilities once projects have started or are completed. The Master Plan uses the term "equitable" to describe the condition of facilities and not to describe an equitable geographic distribution of project funding. For example, if three schools in one area of the district score lowest on the condition scale, they receive higher priority of funding.

3. The district receives additional money from the Williams complaint settlement, and this will be distributed to the schools that are in most need. In addition, the department is planning to build several health care clinics in district areas that have the greatest need.

Standard Implemented: Fully – Substantially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	1
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	4
September 2006 Rating:	7
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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    |---O---|---O---O---|---|---O---●---|---|
   Not  <------------------------>  Fully
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3.10 Facilities Improvement and Modernization — Plan for Maintenance and Modernization Exists

Legal Standard

The district maintains a plan for the maintenance and modernization of its facilities [EC 17366].

Progress on Implementing the Recommendations of the Recovery Plan

1. The Facilities Master Plan identifies, prioritizes, and coordinates modernization projects. The master plan considers a number of building components as well as site, functional adequacy, and utilization. The district continues to follow the priorities established by the Facilities Master Plan so that the plan has become implemented and sustainable.

Standard Implemented: Fully - Substantially

January 2000 Rating:	1
September 2003 Rating:	1
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	5
September 2006 Rating:	7
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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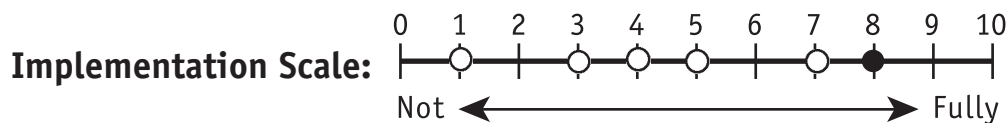
3.12 Facilities Improvement and Modernization – Deferred Maintenance Projects are Actively Managed

Professional Standard

The district actively manages the deferred maintenance projects. The district should review the five-year Deferred Maintenance Plan annually to remove any completed projects and include any newly eligible projects. The district should also verify that the expenses performed during the year were included in the state approved five-year Deferred Maintenance Plan.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has completed a five-year Deferred Maintenance Plan, listing project categories such as classroom lighting, electrical, floor covering, HVAC, painting, paving, plumbing, roofing, and wall systems.

2. Deferred maintenance projects are now being coordinated between Facilities and Buildings and Grounds and are being integrated with other capital construction projects. In addition, the department created a procedure for integrating appropriate deferred maintenance projects from Buildings and Grounds with those of the Facilities Department.

Standard Implemented: Partially

January 2000 Rating:	1
September 2003	1
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	6
September 2006 Rating:	4
November 2007 Self-Rating:	7
November 2007 New Rating:	6

Implementation Scale:

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Not ← → Fully
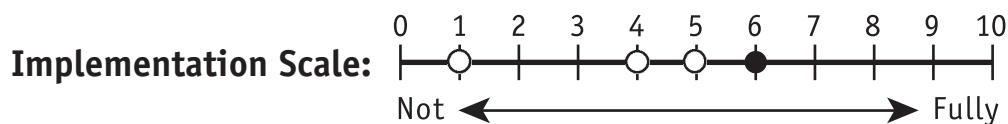
6.3 Special Education Facilities – Adequacy for Instructional Program Needs

Professional Standard
The district provides facilities for its special education programs that provide appropriate learning environments in relation to educational program needs.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Facilities Department last year identified sites where special education space exists, and depending on enrollment, appropriate space is set aside for special programs at all schools. When modernizing facilities, the first two areas of focus are fire safety and disability.   The district is in the process of moving special education rooms from modules to the main school buildings. The special education rooms viewed during site visits were comparable to other classrooms.

2. The Facilities Department has included special education staff members in planning for space so that their needs and input can be incorporated into planning.

Standard Implemented: Partially

January 2000 Rating: 2
September 2003 Rating: 3
March 2004 Rating: 4
September 2004 Rating: 5
September 2005 Rating: 6
September 2006 Rating: 7
November 2007 Self-Rating: 7
November 2007 New Rating: 7

Implementation Scale:

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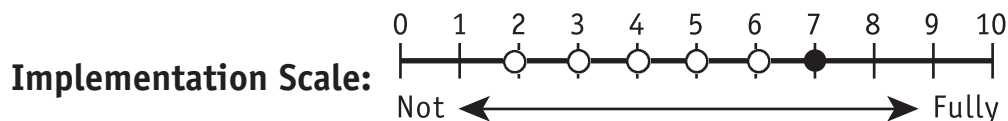
8.3 Facilities Maintenance and Custodial – Tracking Energy Consumption

This standard has been added since the 2000 report.

Professional Standard
The district should create and maintain a system to track utility costs and consumption, and to report on the success of the district's energy program.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has completed a second energy assessment with PG&E and has also contracted a full-time internal resource conservation manager, to monitor utility costs and consumption. Pacific Gas & Electric provides the district with usage statistics by site, which the district assesses and uses to audit high-usage sites.

2. The district has sent custodians and other Facilities personnel to training sessions on energy saving tips and energy hazards.

3. The district has solar proposals for 13 school sites, so these sites may start to generate their own electricity.

4. The district adopted two board policies regarding sustainability and design of schools so that they may have lower energy usage and lower utility bills.

5. The district continues to be helped by a volunteer parent who is an energy consultant, works with the district on utility costs and consumption, and works in tandem with PG&E.

Standard Implemented: Fully - Substantially

January 2000 Rating: Not Reviewed
September 2003 Rating: 0
March 2004 Rating: 2
September 2004 Rating: 2
September 2005 Rating: 2
September 2006 Rating: 6
November 2007 Self-Rating: 8
November 2007 New Rating: 8

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9   10
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        Not  <--------------------->  Fully
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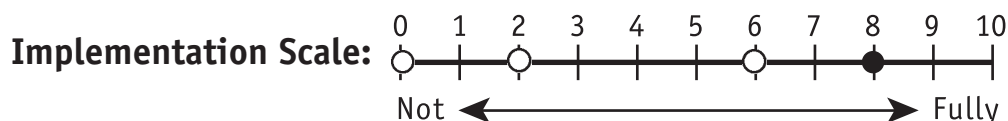
8.5 Facilities Maintenance and Custodial – Adequate Maintenance Records and Inventories
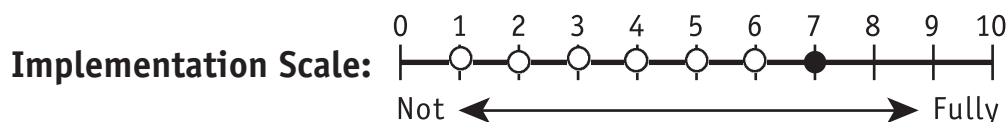
Professional Standard

Adequate maintenance records and reports are kept, including a complete inventory of supplies, materials, tools, and equipment. All employees required to perform maintenance on school sites should be provided with adequate supplies, equipment, and training to perform maintenance tasks in a timely and professional manner. Included in the training is how to inventory supplies and equipment and when to order or replenish them.

Progress on Implementing the Recommendations of the Recovery Plan

1. The director of Custodial Services has continued providing all custodial employees with 40 hours of training each year. Parts of the training are held during new employee orientation.

2. The Buildings and Grounds Department has updated the inventory of district equipment by site.

3. The district keeps an electronic record of all maintenance work orders generated through the new CMMS program.

4. The Custodial Services Department keeps records of site visit reviews and work orders that are created from those reviews. In addition, the Facilities Department has a log of all equipment delivered to school sites for use by the schools throughout the year.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	1
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:

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    0   1   2   3   4   5   6   7   8   9   10
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      Not ◄─────────────────────► Fully
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8.6a Facilities Maintenance and Custodial – Procedures for Evaluation of Custodial Staff

Professional Standard

Procedures are in place for evaluating the work quality of custodial staff. The quality of the work performed by the custodial staff should be evaluated on a regular basis using a board-adopted procedure that delineates the areas of evaluation and the types of work to be evaluated.

Progress on Implementing the Recommendations of the Recovery Plan

1. Custodial staff evaluations have been transferred from individual site administrators back to the Custodial Services Department. The custodians will benefit from the technical expertise of the custodial supervisors for both formative and summative evaluations. The Custodial Services Department has supervisors regularly conduct site restroom and facilities inspections based on district cleaning standards (which in turn are based on APPA standards). Site administrators contribute to the completion of custodial evaluations based on firsthand experience and on their own restroom and facilities evaluations.

2. District cleaning standards (based on APPA standards) have been fully communicated to the custodial staff.

Standard Implemented: Partially

January 2000 Rating: 1
September 2003 Rating: 1
March 2004 Rating: 1
September 2004 Rating: 3
September 2005 Rating: 4
September 2006 Rating: 4
November 2007 Self-Rating: 6
November 2007 New Rating: 6

Implementation Scale:

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8.6b Facilities Maintenance and Custodial – Procedures for Evaluation of Maintenance Staff
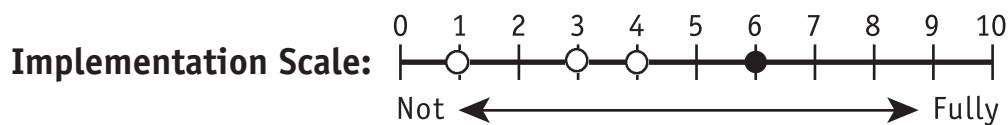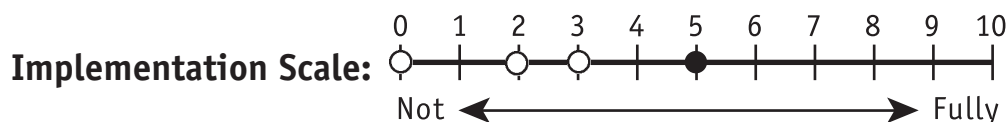
Professional Standard

Procedures are in place for evaluating the work quality of maintenance staff. The quality of the work performed by the maintenance staff should be evaluated on a regular basis using a board-adopted procedure that delineates the areas of evaluation and the types of work to be evaluated.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Buildings and Grounds staff continues to be evaluated using the district's evaluation form, which is not based on specific evaluation criteria.

2. The newly purchased CMMS program will allow for an ongoing analysis of previously completed work orders to determine how many "call-back" work orders are generated in the system. These call-back work orders would indicate the quality of the original work.

3. The newly purchased CMMS program will allow job costing for each maintenance work order.

4. The Buildings and Grounds Department has created a service scorecard with service standards, including percentage of emergency-level orders responded to on the same day, percentage of environmental service requests responded to within 48 hours, customer service standards, and employee attendance and turnover.

Standard Implemented: Partially

January 2000 Rating: 2
September 2003 Rating: 0
March 2004 Rating: 3
September 2004 Rating: 3
September 2005 Rating: 5
September 2006 Rating: 5
November 2007 Self-Rating: 6
November 2007 New Rating: 5

Implementation Scale:

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8.8 Facilities Maintenance and Custodial – Implementation of a Preventative Maintenance Plan

Professional Standard

The district has an effective preventative maintenance plan. The district should have a written preventative maintenance plan that is scheduled and followed by the maintenance staff. This plan should include verification of the completion of work by the supervisor of the maintenance staff.

Progress on Implementing the Recommendations of the Recovery Plan

1. Preventative maintenance has improved greatly from last year. The department has created a preventative maintenance team involving six FTEs to conduct routine maintenance. The team consists of electricians, painters, and carpenters. In addition, the district authorized more than $2 million for external vendor contracts for fire and safety.

2. The district implemented a new CMMS system with more robust capabilities than the previous system. The Buildings and Grounds Department enters data for all school sites, and the system automatically generates preventative maintenance work orders based on a preventative maintenance schedule, which will become priority work orders.

Standard Implemented: Partially

January 2000 Rating: 1
September 2003 Rating: 1
March 2004 Rating: 1
September 2004 Rating: 1
September 2005 Rating: 1
September 2006 Rating: 1
November 2007 Self-Rating: 5
November 2007 New Rating: 4

Implementation Scale:
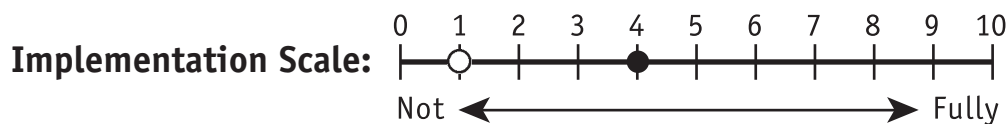
8.9/8.10 Facilities Maintenance and Custodial – All Buildings, Grounds, and Restrooms are Maintained

Professional Standard

Toilet facilities are adequate and maintained. All buildings and grounds are maintained [CCR Title 5 Section 631].

Progress on Implementing the Recommendations of the Recovery Plan

1. A sample of school sites was observed and had adequate grounds conditions.

2. Well-maintained and clean restrooms operated at all but one site observed in the district. In many instances, restroom stalls were made of a composite material, making graffiti cleanup easier. In addition, several restrooms with high incidents of graffiti were remodeled with ceramic tile from floor to ceiling, which makes graffiti removal easier.

3. Custodians continue to perform inspections of restrooms three times each weekday. Custodians check restroom cleanliness and determine whether supplies are stocked.

4. During site visits, Custodial Services site managers conduct restroom and grounds inspections, providing another avenue for informing custodians or Buildings and Grounds personnel of any unclean grounds or restrooms.

Standard Implemented: Fully – Substantially

January 2000 Rating:	1
September 2003 Rating:	1
March 2004 Rating:	2
September 2004 Rating:	4
September 2005 Rating:	5
September 2006 Rating:	7
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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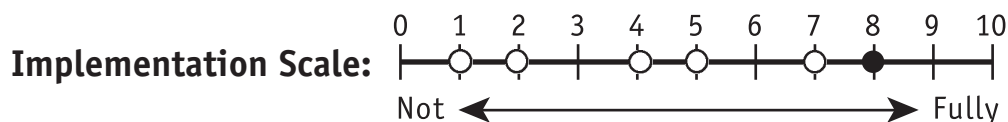
8.11 Facilities Maintenance and Custodial – Implementation of a Planned Program Maintenance System

Professional Standard

The district has implemented a Planned Program Maintenance System. The district should have a written Planned Program Maintenance System that includes an inventory of all facilities and equipment that will require maintenance and replacement. This program should include purchase prices, anticipated life expectancies, anticipated replacement time lines, and budgetary resources necessary to maintain the facilities.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has made substantial progress on planned program maintenance. The district created a procedures manual on planned program maintenance, including a schedule of schools for planned program maintenance.

2. The Buildings and Grounds Department has created a five-year deferred maintenance plan, with categories including classroom lighting, electrical, floor covering, HVAC, painting, paving, plumbing, roofing, and wall systems.

3. The district implemented new CMMS software that has the capacity to maintain comprehensive equipment inventory information. This system will be able to integrate inventory with life expectancies, costs, and replacement schedules. This information will be integrated with the capital planning document that also includes school construction and deferred maintenance projects.

Standard Implemented: Partially

January 2000 Rating:	1
September 2003 Rating:	1
March 2004 Rating:	1
September 2004 Rating:	1
September 2005 Rating:	1
September 2006 Rating:	1
November 2007 Self-Rating:	4
November 2007 New Rating:	4

Implementation Scale:
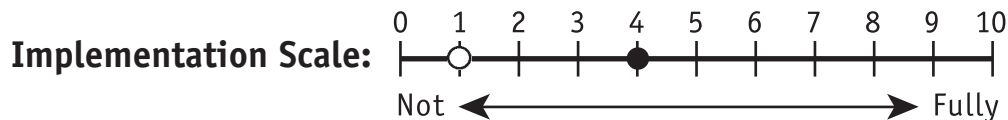
8.12 Facilities Maintenance and Custodial – Assignment of Work Orders

This standard has been added since the 2000 report.

Professional Standard
The district has a documented process for assigning routine work orders on a priority basis.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district implemented a new CMMS program to assign routine work orders on a priority basis. Once a work order has been completed, the person requesting the work order is informed via e-mail that the work order is complete.

2. Buildings and Grounds prioritizes projects using the numbers one, two, three, or four according to level of need. A one is an emergency; a two requires prompt attention (maintenance should take place within two weeks); a three requires attention (maintenance should take place within 60 days); and a four indicates requests for improvements/enhancements and work requests that are not associated with a repair to the facility.

Standard Implemented: Fully – Substantially

January 2000 Rating:	Not Reviewed
September 2003 Rating:	1
March 2004 Rating:	4
September 2004 Rating:	5
September 2005 Rating:	7
September 2006 Rating:	7
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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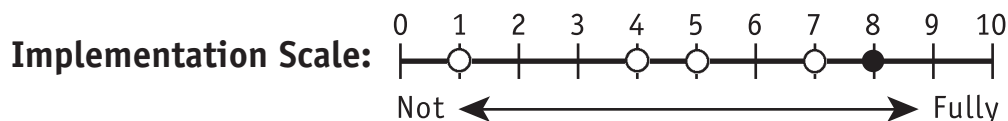
9.6 Instructional Program Issues – Plan to Maintain Equality/Equity of District Facilities

Legal Standard
The district has developed and maintains a plan to ensure equality and equity of its facilities throughout the district [EC 35293].

Progress on Implementing the Recommendations of the Recovery Plan

1. The Facilities Master Plan continues to have a list of prioritized projects. The highest priority projects have been evaluated to be those of greatest need, and therefore are updated quickly. The Facilities Department uses the master plan to dictate construction priorities and upcoming projects. Conversations with Facilities management indicate that because the master plan is data driven, it withstands efforts to change priorities based on personal or political preferences. The Facilities Master Plan's list of priorities clearly describes upcoming district projects so everyone can understand which projects are top priority. In addition, the master plan is monitored and updated to reflect changes in the facilities once projects have started or are completed. The master plan uses the term "equality" to describe the condition of facilities and not to describe an equitable geographic distribution of project funding. For example, if three schools in one area of the district score lowest on the condition scale, they receive higher priority for funding. The Facilities Master Plan continues to be used and is becoming fully implemented and sustainable.

Standard Implemented: Fully - Substantially

January 2000 Rating:	1
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	4
September 2006 Rating:	7
November 2007 Self-Rating:	8
November 2007 New Rating:	8

Implementation Scale:

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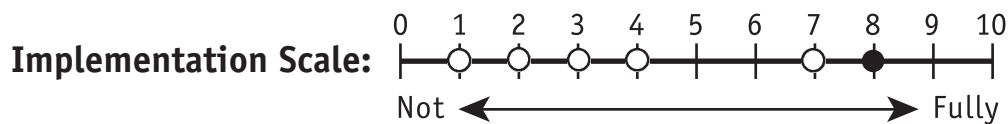
10.2 Community Use of Facilities – Compliance with Civic Center Act for Community Use

Professional Standard

Education Code Section 38130 establishes terms and conditions of school facility use by community organizations in the process requiring establishment of both "direct cost" and "fair market" rental rates, specifying what groups have which priorities and fee schedules.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district conducted a second survey of other districts such as San Jose, Fremont, Hayward, and Elk Grove to compare their rates per hour for facilities use as well as employee costs. The district completed its rate analysis and submitted it to the board.

2. The district has continued to update school facilities processes using software purchased last year. School facilities may be reserved online by the community. The department created a handbook for use of facilities by community organizations, and this document includes an adopted board policy, administrative procedures, guidelines for use, frequently asked questions, school site directories, and facility use applications and evaluation forms.

3. The district added one FTE dedicated to facilitating and monitoring the use of facilities by community organizations.

Standard Implemented: Partially

January 2000 Rating:	5
September 2003 Rating:	3
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	4
September 2006 Rating:	4
November 2007 Self-Rating:	6
November 2007 New Rating:	7

Implementation Scale:

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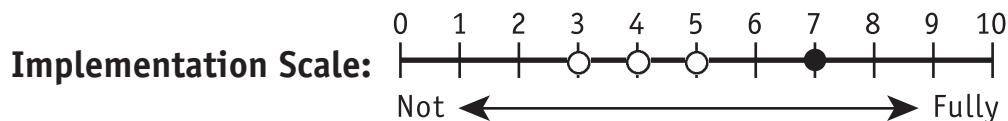
11.3 Communication – Communication of District Standards and Plans

Professional Standard
The district should provide clear and comprehensive communication to staff of its standards and plans.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Custodial Services Department has fully communicated its standards to custodial staff members, so they are fully aware of the basis of their evaluation criteria.

2. The district has created a new water conservation policy that has been communicated to the Facilities staff.

3. Newsletters continue to keep staff informed of current progress and planned projects.

4. The district administration should use the public relations staff and district publications to inform the public and district staff of the contents of the Facilities Master Plan and promote public and internal acceptance of this document.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Rating:	6
November 2007 Self-Rating:	7
November 2007 New Rating:	7

Implementation Scale:
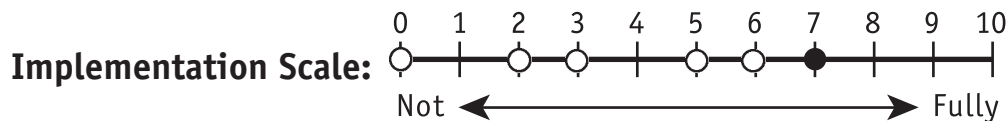
Table of Standards for Facilities Management

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.1	All school administrators should be thoroughly familiar with the California Department of Education, Civil Defense and Disaster Planning Guide for School Officials, 1972. [EC 32000-32004, 32040, 35295-35297, 38132, 46390-46392, 49505, GC 3100, 8607, CCR Title 5 §550, 560, Title 19 §2400]	8	8	NR	NR	NR	NR	NR
1.2	The district includes the appropriate security devices in the design of new buildings as well as in modernized buildings. [EC 32020, 32211, 35294-35294.9, 39670-39675]	1	3	NR	NR	NR	NR	NR
1.3	Demonstrate that a plan of security has been developed, which includes adequate measures of safety and protection of people and property. [EC 32020, 32211, 35294-35294.9] A comprehensive school safety plan exists for the prevention of campus crime and violence. [EC 35294-35294.9]	3	4	NR	NR	NR	NR	NR
1.4	Ensure that the custodial and maintenance staff are regularly informed of restrictions pertaining to the storage and disposal of flammable or toxic materials. [EC 49341, 49401.5, 49411, F&AC 12981, H&SC 25163, 25500-25520, LC 6360-6363, CCR Title 8 §5194]	0	3	NR	NR	NR	NR	NR
1.5	The district has a documented process for the issuance of master and sub-master keys. A districtwide standardized process for the issuance of keys to employees must be followed by all district administrators.	0	6	NR	NR	NR	NR	NR
1.6	Bus loading and unloading areas, delivery areas, and parking and parent loading/unloading areas are monitored on a regular basis to ensure the safety of the students, staff and community. Students, employees and the public should feel safe at all times on school premises.	6	6	NR	NR	NR	NR	NR
1.7	**Outside lighting is properly placed and monitored on a regular basis to ensure the operability/adequacy of such lighting to ensure safety while activities are in progress in the evening hours. Outside lighting should provide sufficient illumination to allow for the safe passage of students and the public during after-hours activities. Lighting should also provide security personnel with sufficient illumination to observe any illegal activities on campus.**	**0**	**2**	**3**	**4**	**5**	**7**	**8**

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.8	**The district has a graffiti and vandalism abatement plan. The district should have a written graffiti and abatement plan that is followed by all district employees. The district provides district employees with sufficient resources to meet the requirements of the abatement plan.**	**3**	**1**	**1**	**1**	**2**	**5**	**6**
1.9	Each public agency is required to have on file written plans describing procedures to be employed in case of emergency. [EC 32000-32004, 32040, 35295-35297, 38132, 46390-46392, 49505, GC 3100, 8607] [CCR Title 8, §3220]	5	5	NR	NR	NR	NR	NR
1.10	Each elementary and intermediate school at least once a month, and in each secondary school not less than twice every school year, shall conduct a fire drill. [EC 32000-32004, 32040, CCR Title 5 §550]	2	5	NR	NR	NR	NR	NR
1.11	Maintenance/custodial personnel have knowledge of chemical compounds used in school programs that include the potential hazards and shelf life. [EC 49341, 49401.5, 49411, F&AC 12981, H&SC 25163, 25500-25520, LC 6360-6363, CCR Title 8 §5194]	0	3	NR	NR	NR	NR	NR
1.12	**Building examinations are performed, and required actions are taken by the governing board upon report of unsafe conditions. [EC 17367]**	**2**	**1**	**4**	**4**	**6**	**7**	**8**
1.13	Each school which is entirely enclosed by a fence or partial buildings must have a gate of sufficient size to permit the entrance of ambulances, police and fire fighting equipment. Locking devices shall be designed to permit ready entrance.	10	10	NR	NR	NR	NR	NR
1.14	**Sanitary, neat and clean conditions of the school premises exist and the premises are free from conditions that would create a fire hazard. [CCR Title 5 §633]**	**1**	**1**	**4**	**5**	**7**	**7**	**8**
1.15	The Injury and Illness Prevention Program (IIPP) requires periodic inspections of facilities to identify conditions. [CCR Title 8 §3203]	0	0	NR	NR	NR	NR	NR
1.16	**Appropriate fire extinguishers exist in each building and current inspection information is available. [CCR Title 8 §1922(a)]**	**5**	**4**	**4**	**4**	**4**	**8**	**6**
1.17	All exits are free of obstructions. [CCR Title 8 §3219]	5	5	NR	NR	NR	NR	NR

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
1.18	Requirements are followed pertaining to underground storage tanks. [H&SC 25292, CCR Title 26 §477, Title 23 § 2610]	10	10	NR	NR	NR	NR	NR
1.19	All asbestos inspection and asbestos work completed in the US is performed by Asbestos Hazard Emergency Response Act (AHERA) accredited individuals. [EC 49410.5, 40 CFR Part 763]	5	7	NR	NR	NR	NR	NR
1.20	All playground equipment meets safety code regulations and is inspected in a timely fashion as to ensure the safety of the students. [EC 44807, GC 810-996.6, H&SC 24450 Chapter 4.5, 115725- 115750, PRC 5411, CCR Title 5 §5552]	2	2	NR	NR	NR	NR	NR
1.21	Safe work practices exist with regard to boiler and fired pressure vessels. [CCR Title 8 §782]	7	10	NR	NR	NR	NR	NR
1.22	Materials Safety Data Sheets are maintained. [EC 49341, 49401.5, 49411, F&AC 12981, LC 6360- 6363, CCR Title 8 §5194]	1	2	NR	NR	NR	NR	NR
1.23	The district maintains a comprehensive employee safety program. Employees are made aware of the district safety program and the district provides in-service training to employees on the requirements of the safety program.	3	3	NR	NR	NR	NR	NR
1.24	**The district conducts periodic safety training for employees. District employees should receive periodic training on the safety procedures of the district.**	**2**	**3**	**3**	**5**	**6**	**5**	**7**
1.25	The district should conduct periodic first aid training for employees assigned to school sites.	2	1	NR	NR	NR	NR	NR
2.1	**The district should have a long-range school facilities master plan.**	**4**	**2**	**3**	**4**	**5**	**8**	**9**
2.2	The district should possess a California State Department of Education Facilities Planning and Construction Guide (dated 1991).	10	10	NR	NR	NR	NR	NR
2.3	The district should seek state and local funds.	7	6	NR	NR	NR	NR	NR
2.4	**The district has created a Citizens Oversight Committee to ensure the appropriateness of expenditures related to the recent passage of the district's local school bond measure (Measure M). This committee will function as an advisory facility planning committee. (Reworded since the 2000 report.)**	**1**	**0**	**4**	**3**	**5**	**6**	**8**

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
2.5	The district should have a properly staffed and funded facility planning department.	1	4	NR	NR	NR	NR	NR
2.6	**The district should develop and implement an annual capital planning budget.**	**1**	**2**	**3**	**5**	**5**	**6**	**8**
2.7	The district should have standards for real property acquisition and disposal. [EC 39006, 17230- 17233]	5	5	NR	NR	NR	NR	NR
2.8	The district seeks and obtains waivers from the State Allocation Board for continued use of its non-conforming facilities. [EC 17284, 17285]	2	4	NR	NR	NR	NR	NR
2.9	The district has established and utilizes a selection process for the selection of licensed architectural/engineering services. [GC 17302]	6	5	NR	NR	NR	NR	NR
2.10	The district should assess its local bonding capacity. [EC 15100]	10	10	NR	NR	NR	NR	NR
2.11	The district should develop a process to determine debt capacity.	4	4	NR	NR	NR	NR	NR
2.12	The district should be aware of and monitor the assessed valuation of taxable property within its boundaries.	10	6	NR	NR	NR	NR	NR
2.13	The district should monitor its legal bonding limits. [EC 15100, 15330]	10	10	NR	NR	NR	NR	NR
2.14	The district should collect statutory school fees. [EC 17620, GC 65995, 66000]	10	4	NR	NR	NR	NR	NR
2.15	The district should consider developing an asset management plan.	3	1	NR	NR	NR	NR	NR
2.16	The district has pursued state funding for joint-use projects through the filing of applications through the Office of Public School Construction and the State Allocation Board.	N/A	3	NR	NR	NR	NR	NR
2.17	**The district has established and utilizes an organized methodology of prioritizing and scheduling projects. (Added since the 2000 report.)**	**New**	**1**	**3**	**3**	**4**	**7**	**8**
2.18	**The district should distribute facility funding in an equitable manner to all communities served and to all school levels. (Added since the 2000 report.)**	**New**	**1**	**3**	**3**	**4**	**7**	**8**
3.1	The district has a restricted deferred maintenance fund and those funds are expended for maintenance purposes only. The deferred maintenance fund should be a stand-alone fund reflecting the revenues and expenses for the major maintenance projects accomplished during the year.	6	4	NR	NR	NR	NR	NR

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.

NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
3.2	The district has pursued state funding for deferred maintenance - critical hardship needs by filing an application(s) through the Office of Public School Construction and the State Allocation Board. [State Allocation Board Regulation §1866]	Not rated	5	NR	NR	NR	NR	NR
3.3	The district applies to the State Allocation Board for facilities funding for all applicable projects.	4	5	NR	NR	NR	NR	NR
3.4	The district consistently reviews and monitors its eligibility for state funding so as to capitalize upon maximal funding opportunities.	7	7	NR	NR	NR	NR	NR
3.5	The district establishes and implements interim housing plans for use during the construction phase of modernization projects and/or additions to existing facilities.	10	10	NR	NR	NR	NR	NR
3.6	The district has established and maintains a system for tracking the progress of individual projects.	1	7	NR	NR	NR	NR	NR
3.7	Furniture and equipment items are routinely included within the scope of modernization projects.	10	10	NR	NR	NR	NR	NR
3.8	The district obtains approval of plans and specification from the Division of the State Architect and the Office of Public School Construction (when required) prior to the award of a contract to the lowest, responsible bidder. [EC 17263, 17267]	10	8	NR	NR	NR	NR	NR
3.9	All relocatables in use throughout the district meet statutory requirements. [EC 17292]	3	3	NR	NR	NR	NR	NR
3.10	**The district maintains a plan for the maintenance and modernization of its facilities. [EC 17366]**	**1**	**1**	**3**	**4**	**5**	**7**	**8**
3.11	The annual deferred maintenance contribution is made correctly. The district should annually transfer the maximum amount that the district would be eligible for in matching funds from the state.	10	10	NR	NR	NR	NR	NR
3.12	**The district actively manages the deferred maintenance projects. The district should review the five-year deferred maintenance plan annually to remove any completed projects and include any newly eligible projects. The district should also verify that the projects performed during the year were included in the state-approved, five-year deferred maintenance plan.**	**1**	**1**	**5**	**6**	**6**	**4**	**6**

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.
NR Indicates standard not reviewed

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
3.13	Staff within the district is knowledgeable of procedures within the Office of Public School Construction (OPSC).	8	8	NR	NR	NR	NR	NR
3.14	Staff within the district is knowledgeable of procedures within the Division of the State Architect (DSA).	10	8	NR	NR	NR	NR	NR
4.1	The district maintains an appropriate structure for the effective management of its construction projects.	1	6	NR	NR	NR	NR	NR
4.2	Change orders are processed and receive prior approval from required parties before being implemented within respective construction projects.	0	3	NR	NR	NR	NR	NR
4.3	The district maintains appropriate project records and drawings.	6	4	NR	NR	NR	NR	NR
4.4	Each Inspector of Record (IOR) assignment is properly approved.	10	7	NR	NR	NR	NR	NR
5.1	The district complies with formal bidding procedures. [GC 54202, 54204, PCC 20111]	10	10	NR	NR	NR	NR	NR
5.2	The district has a procedure for requests for quotes/proposals. [GC 54202, 54204, PCC 20111]	5	10	NR	NR	NR	NR	NR
5.3	The district maintains files of conflict of interest statements and complies with legal requirements. Conflict of interest statements should be collected annually and kept on file.	8	6	NR	NR	NR	NR	NR
5.4	The district ensures that biddable plans and specifications are developed through its licensed architects/engineers for respective construction projects.	1	5	NR	NR	NR	NR	NR
5.5	The district ensures that requests for progress payments are carefully evaluated.	6	6	NR	NR	NR	NR	NR
5.6	The district maintains contract award/appeal processes. [GC 54202, 54204, PCC 2011]	10	10	NR	NR	NR	NR	NR
5.7	The district maintains internal control, security, and confidentiality over the bid submission and award processes. [GC 54202, 54204, PCC 20111] (Added since the 2000 report.)	New	10	NR	NR	NR	NR	NR
6.1	The district complies with California Department of Education (CDE) requirements relative to the provision of Special Education facilities.	5	5	NR	NR	NR	NR	NR

The identified subset of standards appears in bold print. Narratives for these standards are provided in this report.

NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
6.2	The district provides facilities for its Special Education programs which ensure equity with other educational programs within the district and provides appropriate learning environments in relation to educational program needs.	3	3	NR	NR	NR	NR	NR
6.3	**The district provides facilities for its Special Education programs which provide appropriate learning environments in relation to educational program needs.**	**2**	**3**	**4**	**5**	**6**	**7**	**7**
7.1	The district applies for state funding for class size reduction facilities. The district should apply for class size reduction facilities funding annually.	10	NR	NR	NR	NR	NR	NR
7.2	The district has provided adequate facilities for the additional classes resulting from the implementation of Class Size Reduction (CSR).	4	6	NR	NR	NR	NR	NR
7.3	The district has complied with CDE suggested space requirements relative to the provision of educational environments for the implementation of Class Size Reduction (CSR).	7	7	NR	NR	NR	NR	NR
7.4	The district has developed a plan for the provision of permanent facilities in which to house its CSR programs.	3	4	NR	NR	NR	NR	NR
8.1	An Energy Conservation Policy should be approved by the board of education and implemented throughout the district. (Reworded since the 2000 report.)	10	1	NR	NR	NR	NR	NR
8.2	An energy analysis should be completed for each site. (Reworded since the 2000 report.)	10	0	NR	NR	NR	NR	NR
8.3	**The district should create and maintain a system to track utility costs and consumption and to report on the success of the district's energy program. (Added since the 2000 report.)**	**New**	**0**	**2**	**2**	**2**	**6**	**8**
8.4	Cost-effective, energy-efficient design should be a top priority for all district construction projects. (Reworded since the 2000 report.)	1	6	NR	NR	NR	NR	NR
8.4a	The district should be in discussion and working as a team with agencies that can provide professional assistance and funding. (Added since the 2000 report.)	New	4	NR	NR	NR	NR	NR
8.4b	The district should act toward improving the energy efficiency of all sites, including those not included in the local bond. (Added since the 2000 report.)	New	2	NR	NR	NR	NR	NR

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NR Indicates standard not reviewed

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
8.4c	The district should analyze the possibility of using alternative energy sources as a means to reducing the financial impact of utilities on the district. (Added since the 2000 report.)	New	7	NR	NR	NR	NR	NR
8.5	**Adequate maintenance records and reports are kept, including a complete inventory of supplies, materials, tools and equipment. All employees required to perform maintenance on school sites should be provided with adequate supplies, equipment and training to perform maintenance tasks in a timely and professional manner. Included in the training is how to inventory supplies and equipment and when to order or replenish them.**	**2**	**1**	**3**	**4**	**5**	**6**	**7**
8.6	Major areas of custodial and maintenance responsibilities and specific jobs to be performed have been identified. Custodial and maintenance personnel should have written job descriptions that delineate the major areas of responsibilities that they will be expected to perform and will be evaluated on.	1	2	NR	NR	NR	NR	NR
8.6a	**Procedures are in place for evaluating the work quality of custodial staff. The quality of the work performed by the custodial staff should be evaluated on a regular basis using a board-adopted procedure that delineates the areas of evaluation and the types of work to be evaluated.**	**1**	**1**	**1**	**3**	**4**	**4**	**6**
8.6b	**Procedures are in place for evaluating the work quality of maintenance and operations staff. The quality of the work performed by the maintenance and operations staff should be evaluated on a regular basis using a board-adopted procedure that delineates the areas of evaluation and the types of work to be evaluated.**	**2**	**0**	**3**	**3**	**5**	**5**	**5**
8.7	Necessary staff, supplies, tools and equipment for the proper care and cleaning of the school(s) are available. In order to meet expectations, schools must be adequately staffed and staff must be provided with the necessary supplies, tools and equipment as well as the training associated with the proper use of such.	2	1	NR	NR	NR	NR	NR

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Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
8.8	**The district has an effective preventive maintenance program. The district should have a written preventive maintenance program that is scheduled and followed by the maintenance staff. This program should include verification of the completion of work by the supervisor of the maintenance staff.**	**1**	**1**	**1**	**1**	**1**	**1**	**4**
8.9/ 8.10	**Toilet facilities are adequate and maintained. All buildings and grounds are maintained. [CCR Title 5 § 631] (Reworded/combined since the 2000 report.)**	**1**	**1**	**2**	**4**	**5**	**7**	**8**
8.11	**The district has implemented a planned program maintenance system. The district should have a written planned program maintenance system that includes an inventory of all facilities and equipment that will require maintenance and replacement. This program should include purchase prices, anticipated life expectancies, anticipated replacement timelines and budgetary resources necessary to maintain the facilities.**	**1**	**1**	**1**	**1**	**1**	**1**	**4**
8.12	**The district has a documented process for assigning routine repair work orders on a priority basis. (Added since the 2000 report.)**	**New**	**1**	**4**	**5**	**7**	**7**	**8**
9.1	The district has developed a plan for attractively landscaped facilities.	8	1	NR	NR	NR	NR	NR
9.2	The goals and objectives of the technology plan should be clearly defined. The plan should include both the administrative and instructional technology systems. There should be a summary of the costs of each objective and a financing plan should be in place.	7	2	NR	NR	NR	NR	NR
9.3	The governing board shall provide a warm, healthful place in which children who bring their own lunches to school may eat their lunch. [EC 17573, CCR Title 5 §14030]	7	8	NR	NR	NR	NR	NR
9.4	The governing board of every school district shall provide clean and operable flush toilets for the use of pupils. [EC 17576, CCR Title 5 §14030]	7	8	NR	NR	NR	NR	NR
9.5	The district has plans for the provision of extended-day programs within its respective school sites. [EC 17264]	8	8	NR	NR	NR	NR	NR

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	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating	Nov. 2007 rating
9.6	**The district has developed and maintains a plan to ensure equality and equity of its facilities throughout the district. [EC 35293]**	**1**	**2**	**3**	**3**	**4**	**7**	**8**
9.7	All schools shall have adequate heating and ventilation.	1	5	NR	NR	NR	NR	NR
9.8	All schools shall have adequate lighting and electrical service.	7	7	NR	NR	NR	NR	NR
9.9	Classrooms are free of noise and other barriers to instruction. [EC 32212]	10	6	NR	NR	NR	NR	NR
9.10	The learning environments provided within respective school sites within the district are conducive to high quality teaching and learning.	1	5	NR	NR	NR	NR	NR
9.11	Facilities within the district reflect the standards and expectations established by the community.	2	2	NR	NR	NR	NR	NR
10.1	The district should have a plan to promote community involvement in schools.	10	10	NR	NR	NR	NR	NR
10.2	**Education Code Section 38130 establishes terms and condition of school facility use by community organizations, in the process requiring establishment of both "direct cost" and "fair market" rental rates, specifying what groups have which priorities and fee schedules.**	**5**	**3**	**3**	**3**	**4**	**4**	**7**
10.3	Districts should maintain comprehensive records and controls on civic center implementation and cash management.	2	2	NR	NR	NR	NR	NR
11.1	The district's public information office should coordinate a full appraisal to students, staff and community of the condition of the district's facilities.	10	5	NR	NR	NR	NR	NR
11.2	The district should apprise students, staff and community of efforts to rectify any substandard conditions.	8	4	NR	NR	NR	NR	NR
11.3	**The district should provide clear and comprehensive communication to staff of its standards and plans.**	**0**	**2**	**3**	**5**	**5**	**6**	**7**
11.4	All stakeholder groups should be directly involved in a meaningful manner regarding the district's facilities.	8	3	NR	NR	NR	NR	

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