Oakland Unified School District

Assessment and Recovery Plan
Fourth Progress Report

September 30, 2006

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Submitted by the

Fiscal Crisis & Management Assistance Team

Executive Summary

Introduction

This report, dated September 30, 2006, is the fourth report provided for the Oakland Unified School District by the Fiscal Crisis and Management Assistance Team (FCMAT), and reports the 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 within the district 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 future deficit spending.

The district requested $65 million of the $100 million on June 4, 2003 to make the June payroll and cover the severe negative cash position of the district. The remainder of the $100 million authorized by the legislation was requested by the district in late June 2006. Both requested draws on the loan are 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 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 135 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 <u>First Six-Month Progress Report</u> 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 <u>Third Progress Report</u> was issued on September 30, 2005 and reflected the progress made by the district since the <u>Second Six-Month Progress Report</u> was issued by FCMAT a year previous 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, making this September 30, 2006 <u>Fourth Progress Report</u> available to the Oakland USD.

It is anticipated that FCMAT will continue to monitor the district's progress for the district's eventual 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 <u>Assessment and Recovery Plan</u> 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 <u>Oakland Unified School District Assessment and Recovery Plan, January 31, 2000.</u>

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

- The <u>Assessment and Recovery Plan Update, September 30, 2003</u> provided updated ratings of the standards first reported in January 2000.
- The <u>Assessment and Recovery Plan, First Six-Month Progress Report, March 30, 2004</u> reflected the district's progress in addressing the legal and professional standards in the six month period since September 2003.
- The <u>Assessment and Recovery Plan, Second Six-Month Progress Report, September 30, 2004</u> reflected the district's progress since March 2004.
- The <u>Assessment and Recovery Plan, Third Progress Report, September 30, 2005</u> reflected the district's progress since September 2004.
- This <u>Assessment and Recovery Plan, Fourth Progress Report, September 30, 2006</u> reflects the district's progress since the last progress report a year ago in September 2005.

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 continued work in the district. The five basic tenets are:

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)
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.

1. All elements of the standard are fully and substantially implemented and are sustainable. (Scaled Score of 8)
2. All elements of the standard are fully and substantially implemented and have been sustained for a full school year. (Scaled Score of 9)
3. 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 subsequent September 30, 2003 update report, and the progress reports of March 2004, September 2004, and September 2005:

- 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 is 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 district's recovery. 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 fourth progress report was composed of the following members:

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Summary of Principal Findings and Recommendations

Section Two of this report provides an in-depth review of the progress made by the district on the recommendations made in the identified subset of standards reported in the January 2000 Oakland Unified School District Assessment and Recovery Plan, the September 2003 Assessment and Recovery Plan Update, and the Progress Reports issued in March 2004, September 2004 and September 2005. 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 September 2006 Assessment and Recovery Plan, Fourth Progress Report represents data collection and analysis at a specific point in time. FCMAT review teams visited the district in May and August 2006. This report was presented to the Oakland Unified School District and Superintendent of Public Instruction on September 30, 2006 and formally presented to the district advisory board at a board meeting in October 2006.

GENERAL OVERVIEW

The Oakland Unified School District has been under state receivership since June 2003. The district continues to make modest progress in addressing the recommendations of the Assessment and Recovery Plan.

State Administrator Randolph Ward, appointed on June 16, 2003, left the district on August 11, 2006 for another position. Kimberly Statham, the Assistant Superintendent for Instruction, was appointed Interim State Administrator on August 14, 2006, and State Administrator on September 15, 2006. The change in leadership may have an impact on the district's direction and recovery.

The district has undertaken a number of educational reform efforts since 2003 and must take some time to measure the effectiveness of the initiatives that have been implemented. The district's organization has been in a constant state of redesign during the last three years, resulting in constant changes in management staffing, assigned functions and responsibilities, and levels of services. The district has placed a strong emphasis on developing a market economy in which district office support services are purchased by the client schools. Results-Based Budgeting requires site administrators to understand their sources of revenues and to staff their schools and purchase those district services that will lead to improved student performance. Concurrently, the district has promoted the small school concept, encouraging the creation of charter schools, dividing campuses into several smaller schools, and supporting small schools in "incubation." The reforms undertaken by the district have not always been compatible with the goal of fiscal recovery and the return to local governance.

Many new staff members and managers have been hired to fill district office vacancies. Most of the five operational areas have had new leadership during the last three years. Human Resources in particular has had numerous directors. Each new leader has initiated new directions and goals, with new planning documents. The district has produced well-thought out plans, however, because plans change frequently, little implementation of plans has occurred. Progress cannot be made when plans constantly change. Because the district has filled many of its management vacancies with staff new to the district and new to school district operations, the new staff members face a steep learning curve that may affect the district's efforts to achieve a speedy fiscal recovery.

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, both amortized over 20 year periods, that require annual repayments.

The size of the district's long-term debt has increased and the district has not remedied its previous pattern of deficit spending. Expenditures surpassed revenues in the 2004-05 and 2005-06 budget years. Although the district was still closing its books at the time of FCMAT's visit, district reports showed deficit spending of $2.9 million and an undesignated unrestricted fund balance of -$8.3 million. The draw down of the remainder of the state loan, while perhaps necessary, will tend to inflate the district's revenues for the 2006-07 budget year with one-time funds that will not support ongoing operational expenditures.

The district's student enrollment continues to decline, further decreasing the district's incoming revenues. This is an area of significant concern for any district, as expenditures must be continually reduced to correspond to diminishing annual revenues.

The district has made improvement of student academic performance an important focus. While student performance indicators continue to improve, scores remain lower than the state average at every grade level.

Communication in the district, both internally and externally, has improved. Many board policies have been updated and approved and are available for viewing on the district web site. The operational area of Community Relations and Governance continues to maintain its high ratings. It is the only operational area that has met the criteria for a possible return to local governance.

The district has developed a Facilities Master Plan, adopted in February 2006, to provide long-range guidance for addressing the district's facilities needs. The plan establishes priorities for the district's facilities projects. The district successfully passed a general obligation bond for $435 million with a voter approval rate of 73%.

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 Oakland Unified School District has sustained the progress on most of the standards in the area of Community Relations and Governance. The district has begun to implement a new strategic communications plan, adopted in June 2006, to strengthen communications by engaging the media; using tools such as a survey, summit meetings and breakfasts to improve communications with parents and community members; and building staff capacity to leverage the existing relationships with community groups, foundations, and businesses in Oakland.

Communications

Progress has been sustained in the area of communicating with parents, the community and district employees. In the past year, the district has revisited its communication plan and hired new staff members, including a Director of Communications, who are responsible for communications. Implementation of the strategic communications plan adopted in June 2006 has begun and should enhance successful programs such as the "Staff Connections" newsletter, e-mail communiqués, and the maintenance of the staff and department directory. In the past year, the district has also successfully conducted the "Use Your Voice" survey, resulting in more than 30,000 responses from students, parents and guardians, employees and community members. As the strategic communications plan is fully implemented, the district should consider adopting a regular schedule for conducting the "Use Your Voice" survey to periodically monitor effectiveness of efforts to communicate internally and externally.

Progress has also been sustained in the area of district spokespersons, with board members indicating they clearly understand the difference between acting as district spokespersons and representing their individual views.

Parent-Community Relations

The district has made significant progress in the past year in the area of outreach to parents and the community at large. The district continues to use mandatory registration to ensure that parents know about activities happening at the schools. The district has experienced some success through the ongoing "Attend and Achieve" and "Expect Success" campaigns. These campaigns aim to involve parents in their childrens' educations and to involve community members and parents who are typically underrepresented and disenfranchised. The district has also expanded its efforts to involve the community through existing groups and organizations, such as Oakland Community Organizations, East Bay Asian Youth Center, American Indian Resource Center, and the Bay Area Coalition for Equitable Schools. The district has continued to make strides in reaching out to parents, by providing childcare and translation services at selected district and site meetings. The parent guide is available in four languages in print and five languages online. The district has also centralized volunteer opportunities for parents and community members through the Helpers Engaged in Reaching Oakland's Excelling Schools (HEROES) volunteer placement program.

Through the Office of the Ombudsperson, the district continues to provide a fair and effective complaint process that is valued by parents and community members. In the past year, training has been provided on complaint procedures and preventing sexual harassment.

Collaboratives/District Advisory Councils/School Site Councils

The district continues to demonstrate strong progress in engaging with community collaboratives and businesses in the Oakland community. Working with the Oakland Community Organizations, Bay Area Coalition for Equitable Schools and with leaders of local commercial enterprises, the district has built relationships that involve its partners in individual schools as well as in educational efforts throughout the district. The district is implementing plans to hire parent liaisons who will be responsible for engaging parents and community members in district schools.

Since September 2005, the district has worked to clarify the roles and objectives of site and district councils through training sessions and revised handbooks for school site councils, the District Advisory Council (DAC) and the District English Learner Advisory Committee (DELAC). These handbooks have been translated into Spanish, Cambodian, Vietnamese, Mandarin and Cantonese. The district's success in these outreach efforts is demonstrated by the changed composition of the DAC and DELAC.

Policy

The district has made strides in making policies easier to locate and utilize by adopting a systematic method of numbering and categorizing policy. Since completing a policy review prior to the September 2005 report, the district has maintained the process of keeping its policy manual up to date. District policies reflect current law, and the two policies that need to be examined annually have recently been reviewed and adopted. The policy manual continues to be maintained online and continues to be accessible to the public through computers located in the lobby of the district office.

Board Roles/Boardsmanship

The board has worked closely with the district staff and consultants to define its role in implementing the Expect Success campaign and Community Plan for Accountability in Schools initiative. In its advisory status, the board has continued to demonstrate a desire to be involved in establishing the district's direction and in discussing district initiatives and decisions with the State Administrator. Board members have again reiterated their willingness to work cooperatively with the State Administrator in the district's recovery, participating in workshops, retreats and trainings on effective governance. Parents also expressed a desire to have the board resume governing authority. Board members have shown that they can distinguish between presenting personal views and representing the board or the district. Individual board members remain dedicated to the communities they represent and to improving education in Oakland. Relationships among individual board members continue to be functional, courteous and respectful. In the past year, board members appear to have balanced their desire to set direction, provide oversight, and be involved in the district's strategic plans, while still acting in an advisory capacity.

Board Meetings

Meetings of the board and State Administrator continue to run efficiently, with agendas concentrating mainly on fiscal recovery and student achievement. District policy, labor negotiations, and the potential sale of district property have also been discussed at meetings. Board members and parents have voiced some concerns about having an insufficient number of opportunities to provide input before decisions are made. Parents voiced additional concerns that the timing of the meetings was not always consistent, and that the meetings were sometimes scheduled at

times that may not be convenient for most of the community. The conduct of board members at meetings continues to be respectful. While the district continues to hold public forums to solicit feedback from the public, some parents felt that their input did not appear to be valued by the State Administrator.

The board has worked to demonstrate its readiness to resume some areas of authority through working to define its role in the district's Expect Success and Community Plan for Accountability in Schools (COMPAS) campaigns. The State Administrator should collaborate with the board leadership to create agendas that allow for thoughtful discussion with the goal of building the board's capacity to resume governance authority. Further, the State Administrator must ensure that the board is provided with adequate information, communication and support to effectively carry out its responsibility to represent the community.

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, 16 are partially implemented, with ratings between one and seven, and ten standards are fully implemented with ratings of 8 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**, the average rating in September 2004 was **5.73** and the average rating in September 2005 was **6.42**.

The ratings of the standards in this operational area, as of this September 30, 2006 progress report, average **7.0** and all identified standards have scores of four or greater. This area of school district operations is appropriate for the governing board of the Oakland Unified School District to assume.

PERSONNEL MANAGEMENT

For the third consecutive year, the district has new top leadership in the Human Resources Division. Since June 2003, the Human Resources leadership position has been occupied by seven different individuals. The division was once again being reorganized, this time guided by a set of service standards. At the time of the August 2006 visitation, the Human Resources Division had 26 FTEs, including five vacancies and one temporary employee. Only nine of these 26 positions were filled with people who were employed in Human Resources the previous year, but they were not necessarily in the same positions.

This level of turnover and leadership change has prevented the division from providing much stability or continuity of services. Many of the new hires are coming to the district without any background of work in educational institutions. The high turnover rate for leadership combined with a lack of knowledge and experience by the present staff have prompted the Human Resources Division to rely on outside consultants. Consultants are helping establish systems in the division, but staff members have limited background or experience with these systems.

The district's teacher recruitment efforts have been extremely successful for the past two years. Ensuring that there are teachers in every classroom at the start of school was a high priority last year and an even higher priority this year. At the time of the study team's visitation, the district had fewer than 20 teaching vacancies and more than 40 available candidates.

Other areas of improvement include the Human Resources Division's ability to quickly identify all authorized positions in the Integrated Financial Accounting System (IFAS) position control module. Payroll problems have historically presented challenges for the district. The establishment of a cross-functional pay concern team to resolve payroll-related issues is a real benefit to the district.

Areas still in need of attention include the district's job descriptions. There has been a longstanding deficiency in this area, but it is presently being addressed by a combination of consultants and Human Resources staff members, with a completion goal of June 2007. The Human Resources Division still has only a minimal number of internal written operating procedures on classified employee selection processes.

Communication problems between Human Resources and site principals need to be reviewed. At present, Human Resources cannot e-mail district communications to principals, but must go through the Executive Officer of the sites or wait until the Thursday E-mail Blast distribution. This can cause urgent messages to be delayed.

Employee Recruitment, Selection and Orientation

A draft of a new comprehensive recruitment plan, dated August 2006, is being finalized. This plan is for the 2006-07 year and contains key activities and critical dates for teacher recruitment activities. The district conducted three teacher recruitment fairs in May and June of 2006. The Human Resources Division has established a database that allows it to record the numbers of

candidates who attend various recruitment events, information on those who are interviewed and are selected, the costs of each recruitment event, etc. In the "high needs" areas of mathematics, science, special education, physical education, Spanish and bilingual Spanish, the district was able to fill 81 to 100 percent of the positions prior to the start of school in August 2006. A Web-based reference checking system, connected to Ed-Join, is being used by the Human Resources Division to "prescreen" candidates and provides principals and other administrators with background information on candidates.

Human Resources Operational Procedures and Use of Technology

Most of the district's job descriptions are outdated and should be revised to reflect actual duties, job requirements and new ADA requirements. Human Resources recently completed new draft board policies and administrative regulations describing the district's classification and compensation policies and administrative regulations. A combination of consultants and Human Resources staff members are working to begin a comprehensive classification and compensation review of all nonteaching positions with the goal of completion by June 2007. This project is long overdue and should be closely monitored to ensure timely completion.

The districts' compliance with the ADA is closely monitored and applied in cases associated with workers' compensation. Although Human Resources has received training on ADA requirements and has successfully resolved cases in the past, no clearly defined procedures appear to be in place. The Electronic Notebook provides site administrators with a few steps they should take and avoid. Compliance with ADA and effective interviewing practices require periodic in-service training, but this is not taking place.

The Human Resources Division has completed its transfer to the IFAS position control module and has successfully assigned all regular employees to a unique position code. The internal controls of this system require an approved position be established by Finance before an employee may be hired and paid.

Staff Training and Evaluation/Due Process

The Human Resources Division continues to develop and provide materials and training on evaluation for its own staff members and other district personnel. The newest training models will be placed online, allowing the staff to access the training individually. A new integrated evaluation calendar has been established that will provide comprehensive information to all employees, especially administrators and managers, on evaluation time lines, appropriate forms and procedures. The division must still work on developing a systematic process to identify employees needing evaluation, communicate the information to administrators and supervisors and check incoming evaluations to ensure that all are being completed.

The Legal Division has historically provided training in areas such as employee discipline. The district has hired an Employee Performance Specialist (EPS) who will train Human Resources generalists on progressive discipline so they can train other staff members throughout the district.

Employee/Employer Relations and Benefits

In April 2006, the district narrowly avoided a strike, and a new three-year contract was negotiated with the Oakland Education Association (OEA). Between December 2005 and May 2006, the Human Resources Division entered into an Emergency Temporary Teacher project to recruit, hire, process and prepare a large pool of special substitutes to work in the schools in case of a strike. This project absorbed a great deal of the division's management and staff resources.

The Legal Division continues to handle district employee organization matters such as negotiations, grievances and arbitrations, led by the Director of Labor, Management and Employee Relations. The district's workers' compensation program is administered by the Risk Management Office. The department has a successful modified return-to-work program. The Risk Manager provides the Chief Financial Officer (CFO) with timely workers' compensation information, but the program can be enhanced by providing all cabinet-level offices with periodic written reports that identify trends, problem areas/work locations and recommended corrective actions.

In Summary

The review of Personnel Management included the assessment of 25 selected professional and legal standards of performance. Of the 25 standards one is fully implemented with a rating of 8 or better and 24 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**, the average rating in September 2004 was **3.96**, and the average rating in September 2005 was **4.56**. The ratings of the standards in this operational area, as of this September 30, 2006 progress report, average **5.20**. Four of the 25 standards have a score less than four.

PUPIL ACHIEVEMENT

The Oakland Unified School District has made progress toward implementing the Pupil Achievement recommendations of the <u>Assessment and Recovery Plan</u> of January 31, 2000. The departure of the State Administrator, Randolph Ward, has resulted in reorganizing some of the top administrative positions. However, the top instructional leaders articulate a clear vision of the district's direction. Moreover, faculty members and classified staff members are cognizant of this vision and appear willing to work toward improved operations. Progress continues to be made toward instructional program management based on the systematic use of data. Databases are growing and becoming more refined. The Results Based Budgeting system has been implemented. As a result, budgeting district resources is becoming increasingly results-based and curriculum driven.

Control of Resources, Programs, and Personnel

The district has adopted a set of board policies that provides an operational framework for managing curriculum. Although generally adequate, the policies lack clarity on the roles and responsibilities of the district and site staff regarding curriculum design and delivery, the expectation for consistency in curriculum design documents, the linkage between the professional development of personnel and improved student achievement, and an established plan to help teachers receive and use the district curriculum to drive instruction. A detailed curriculum management plan to implement the board policies is being developed. District administrators intend to submit the plan to the board for approval in early October. The draft plan did not include clear linkages with the district's Strategic Alignment Plan (2002) or the Multi-year Academic Acceleration Plan (MAAP (2006). The district's personnel have presented a new redesign plan each year for the last three years, and none of the plans have been substantially implemented. Each plan is well researched and designed, but efforts to date have been expended largely on design, with limited attention to delivery. Student achievement during these years does not match the expectations established in the five-year Strategic Alignment Plan.

District administrators continue to indicate their commitment to maintaining alignment between standards, practices, and assessments. However, current policies do not address roles and responsibilities for monitoring the curriculum. Many practices are in place, but the efforts of district personnel are not coordinated or evenly applied, and as a result, all sites are not adequately monitored. Board policy on student assessment does not match current practice, and there is no established board policy or process to periodically review policies to verify that proper direction is being given to district personnel.

Clear and Valid Objectives for Students

District leaders anticipate that a working document guiding the district's curriculum development efforts will become operational during the upcoming school year. In lieu of formal curriculum guides, the district administration adopted several standards-based textbook series. At grades 1 through 8, the textbooks approved by the state are adequately aligned with the state's standards and the state's assessment instruments. High school texts are less adequately aligned, but are considered adequate if they are accompanied by California standards maps. The district has ad-

dressed the inherent lack of focus of a textbook curriculum by developing pacing guides to give teachers the necessary specificity and direction.   Initially, the district's need to rapidly reform its instructional operations made the adoption of a textbook curriculum a sound strategy. Currently, the pacing guides are being aggressively revised to allow for more differentiation of instruction to better meet the needs of the district's diverse student population.

The FCMAT review team visited a cross-section sample of 176 classrooms in 21 schools throughout the district and observed that the textbook curriculum strategy was accepted by teachers and has resulted in teaching directed toward the California standards.   The adoption and subsequent districtwide implementation of the *Open Court* and *High Point* instructional programs, along with *Harcourt Math* and the comprehensive benchmark assessment systems, have, at the elementary level, notably addressed the lack of cohesion, feedback, and staff development described in the 2000 Recovery Plan. During the 2005 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 the revised documents and nearly half the newly adopted documents reviewed were adequate.

When the study team compared English/language arts and mathematics instruction in district classrooms to the California standards, 58% of instruction observed in the classrooms was at grade level, 32% was below grade level, 2% was above grade level, and 8% was not on standard. The highest percentage of below-level instruction was observed at the middle schools and high schools coded green (67%).

Program Development and Implementation

The leadership of the district's special education programs continues to address the priority problems in the program. The procedures manual has been updated. Staff training on compliance issues has been initiated. Nonpublic school placements have been reduced. Progress has been made toward recovering dollars lost due to inaccurate accounting and reporting, addressing staffing in a definitive manner, reviewing nonpublic school placements, and reviewing transportation costs. A master plan is still being developed.   Overdue IEPs and triennials have been substantially reduced. However, numerous potential compliance issues in the programs remain.

The district has made progress on its staff development program. A strong collaborative effort of the classified unions and the district administration resulted in a draft professional development plan for the classified staff, which is scheduled to be presented to the board in late August. The board earlier approved a staff development policy and an administrative regulation. The policy and regulation call for creating a plan for certificated personnel, however, none has yet been developed. Some references to professional development are included in the MAAP, but no comprehensive plan has been designed to direct a coherent professional development program for teachers, administrators, supervisors, and support personnel. Also, professional development is still not linked to staff appraisals.

Compliance with the recommended action in the exit report from the Comité delivered on February 3, 2005 regarding the district's EL programs is incomplete. An agreement was signed calling for the continued implementation and monitoring of programs to improve the education of Eng-

lish language learners. Progress has been made enforcing the provisions of the Voluntary Reso-
lution Plan, however, there is no indication that personnel are being held accountable through
timely evaluations. The budgeting process does not fully address the issues of equity present at
many of the schools. Staff development is voluntary, and not all teachers are trained. There is
minimal indication that the district is delivering on its promise to the Comité to fully implement
the ELD curriculum.

Use of Assessments to Improve Programs

The district has changed its approach for building a comprehensive assessment system in Eng-
lish/language arts and mathematics for grades pre-K-12 to include comprehensive and focused
instructional support, technology, and professional development. The new project, or Multi-year
Academic Acceleration Plan (MAAP), meets 16 of 20 quality characteristics of a comprehensive
program and student assessment plan recommended in the 2000 Curriculum Management Audit
Report. Network executives 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 usable form 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. There are no assessments for the physical or social sciences except American history
and world geography, and none outside the core areas. The Comité Exit Report indicated that
there is a continuing weakness in assessments used for the English Language Development cur-
riculum.

Student achievement continues to be a major concern. California Standards Test scores rose
slightly again this year, however, more than half the district's schools are performing in deciles 1,
2, or 3 on the state's Academic Performance Index. Several schools have been closed or restruc-
tured, but it is too soon to know whether this will make a difference. Student achievement based
on STAR 2006 results continues to remain below state and district expectations. The staff has
deployed resources to prevent students from failing the California High School Exit Examina-
tion (CAHSEE) on their first attempt. Eighth graders at risk of failing were identified using three
measures, and the high schools were required to develop plans to appropriately intervene. Com-
bined scores from all scheduled CAHSEE exams in 2005-2006 were generally flat. The excep-
tion was the English Language Learner group that declined from 35% passing in 2004-2005 to
24% passing in 2005-2006.

Improved Organizational Productivity

The Budget Planning Manual has been finalized and the Results Based Budgeting (RBB) system
is operational, however, the planning manual does not contain procedures for cost/benefits analy-
sis nor procedures and criteria for evaluating the consequences of eliminating programs.   There
are also no directives prohibiting school-based decisions that cause inequities among schools in
course offerings, materials, and practices. No clear link exists between compliance with Volun-
tary Resolution Plan deadlines and personnel evaluations.

In Summary

The review of Pupil Achievement included the assessment of 30 selected professional and legal standards of performance. All of the 30 standards are partially implemented with ratings between one and seven.

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**, the average rating in September 2004 was **4.20**, and the average rating in September 2005 was **4.57**.

The ratings of the standards in this operational area, as of this September 30, 2006 progress report, average **5.00**. Two of the 30 standards have a score less than four.

FINANCIAL MANAGEMENT

The Oakland Unified School District's strategy since the prior progress report was to concentrate on the standards that it believed to be most critical to its business operations. Specifically, the district placed almost all its efforts on addressing the deficiencies noted in its budget development process and position control system. The concentrated efforts in these two critical areas produced positive results for the related standards. Working with its business/human resources/administrative software vendor, the district has made measurable progress in developing and implementing a position control system. However, the true test will come in the next FCMAT follow-up review when the system has been functioning with "live" data over an extended period of time.

The district has experienced turnover in the past in its management and staff in both the Business and Personnel departments. During the last review, most employees in the Business department were new and several positions were unfilled. Since then, more qualified employees have been hired and several have worked up to a year in the district. Past employee turnover, coupled with the reorganization of virtually the entire management structure, resulted in a loss of management continuity. New staff members were unfamiliar with the district's prior efforts to address the recommendations in the Assessment and Recovery Plan, and the district's focus on reorganization decreased the focus on addressing the issues and recommendations necessary to achieve solvency.

The district continues to face many issues that make recovery challenging. An issue of great concern is the structural deficit which, at the time of FCMAT's visit, was $2.9 million. Expenditures need to be reduced to the level that revenues will support. The district appears to have reduced, but not eliminated the operating deficit, which continues to be exacerbated by a steep and ongoing enrollment decline that shows no signs of abating. This decline alone requires a reduction in expenditures every year to prevent the structural deficit from increasing.

Budget Development and Monitoring

The district's budget development process is now more actively managed by the Budget and Finance departments. The oversight by the management staff provides for some level of critical review and evaluation of budget information and assumptions. Further, the district is better documenting the information and basic assumptions used in building the budget. As a result, the district's budget should be more accurate.

The district utilizes Results Based Budgeting, which shifts a significant amount of responsibility for building site and department budgets to the site and department administrators. For the development of the 2006-07 site and district office department budgets, the district implemented 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 in the process. Teams that included fiscal, human resources and site staff members met in spring 2006 to finalize budget development for the 2006-07 fiscal year.

The district has made significant progress to ensure that the position control system is functional and provides a level of security and control. The new position control system must be monitored closely throughout the 2006-07 year to make certain that it is functioning as designed to ensure that only the budget office approves positions and that the dollars associated with those positions are in the system.

The district has established some formal policies and procedures. However, the quality of the budget and budget process is still heavily dependent on the knowledge and involvement of the senior administrators. The district needs strong policies, procedures, and systems to ensure that the budget is accurate, meets standards, and sustains any progress made.

Accounting Policies, Procedures, and Controls

The district has made some progress in improving its accounting processes by doing the following:

- Improving staff capacity by revising job qualifications to require greater education and technical knowledge
- Providing staff training on 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.

The district has formalized its year-end closing policies and procedures, and adopted the county's year-end closing calendar. In the past, the district's inability to process transactions accurately and timely during the course of the fiscal year has hindered its ability to close the books on time. At the time of FCMAT's fieldwork in the district in late August, the district had not closed its books.

The State Controller made a disclaimer of opinion in the 2003-04 financial audit based on the district's recording errors and lack of sufficient supporting documentation for many items, including accounts payable. The district took steps to improve the accounts payable process to better ensure that all payments are authorized properly and processed timely and that there is adequate supporting documentation for all payments. The 2004-05 audit report which is yet to be issued, will indicate the effectiveness of the district's efforts to improve in this area.

Management Information Systems

The most important tools in managing district finances are appropriate and effectively utilized management information systems. The district previously did not have the ability to obtain general ledger balances by resource code, which is an Education Code requirement. The district has worked with its financial system software vendor, Bi-Tech, to obtain this capability. In addition to allowing the district to be compliant with the SACS, this modification will improve efficiencies and controls for both cash monitoring and closing the books.

The new online Results-Based Budgeting tool coordinated and integrated with the Human Resources system's position budgeting function to develop the 2006-07 budget. 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.

The district has made some progress in the area of management information systems, having previously converted to a new financial management system. The district also implemented the human resources/payroll module of its information management system. However, the staff is still not using all the available system capabilities, positions are being tracked outside the position control system, and system controls are sometimes being circumvented. In addition, the district should develop documentation and implement security controls. Critical information related to seniority and credentialing is not yet fully loaded onto the system. As a result, while some progress has been made, the district needs to improve significantly in this area.

Internal Audit Function

Because the district has focused all its attention on addressing the deficiencies noted in budget development and position control, very little progress has been made to address the deficiencies noted in the internal audit function. The district did not implement the general recommendation regarding the establishment of an audit committee or any of the related recommendations regarding the following:

- Defining the reporting relationship for the audit committee
- Determining the composition of the audit committee
- Establishing the audit committee's charge
- Determining the frequency of the audit committee's meetings
- Establishing the authority of the audit committee

However, the district has established Board Policy 3460 that addresses the role of an audit committee, should one be formed.

The district has not established an independent audit function to review and evaluate programs and operations on an ongoing basis. However, the district has appropriated $150,000 in the State Administrator's budget to cover the salary and benefits of an Internal Auditor for 2006-07.

The district has made good progress in many of the professional and legal standards during the previous year. The greater stability of the business office staff has contributed to the progress made. The Chief Financial Officer has indicated that the district will make the establishment of an internal audit function a priority for the business office in the 2006-07 fiscal year.

In Summary

The review of Financial Management included the assessment of 30 selected professional and legal standards of performance. Of the 30 standards, 29 are partially implemented and one standard is not yet 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,** the average rating in September 2004 was **2.83**, and the average rating in September 2005 was **3.10**. The ratings of the standards in this operational area, as of this September 30, 2006 progress report, average **4.00**. Seven of the 30 standards have a score less than four.

FACILITIES MANAGEMENT

The Oakland Unified School District (OUSD) Facilities Management Division has made considerable strides in the last year, improving on many processes and procedures as outlined in the recommendations developed by the Fiscal Crisis & Management Assistant Team (FCMAT) to meet select facilities standards. The division typically showed significant improvement. However, the district facilities division either made no progress or had a lower score than last year on several standards.

The district has made substantial gains by completing and implementing the Facilities Master Plan. The plan was completed in February 2006 and provides the department with a data-driven list of project priorities as well as specifications for high, middle, elementary, and small schools. The plan has been implemented to the extent that all new construction and renovations are dictated by the document's list of top-priority projects. The projects with the greatest need as determined by the data-driven criteria are completed first. The existence and utilization of the plan, along with documented procedures for prioritizing and distributing work projects, constitute a considerable improvement from last year. The recent passage of a General Obligation Bond for $435 million to support the district's facilities improvement is also a significant accomplishment. The GOB received 73% voters' approval.

In addition, the district has made great strides regarding the appropriate placement of fire alarm systems and fire extinguishers in its facilities. In the last year, the district expended $4 million on upgrading its facilities' fire alarm systems. During on-site visits, all fire extinguishers were appropriately tagged, and were located either in each classroom or each hallway. Last year, several fire extinguishers were missing.

Improvements also were made on several standards concerning the physical condition of school facilities. During the team's visit to several school sites, outside lighting was observed to be functioning properly, and no lights were missing or vandalized. In addition, the grounds were clean and well-landscaped, and the restrooms and interior of the schools also were clean. The cleanliness level was estimated to be between a Level II and a Level III as measured by the Association of Physical Plant Administrators (APPA) five levels of standards.

The district made progress in addressing utility costs and consumption by hiring a full-time manager at Pacific Gas & Electric (PG&E) to monitor usage and work with the district on realizing savings. The facilities with the highest consumption were then audited to determine the causes of high usage.

While there have been improvements in the area of graffiti, this continues to be a problem in the district, even with graffiti removal a top priority for painting crews. Over the past year, the district has accomplished the following to combat graffiti:

- A group of dedicated painters patrol the schools on a set schedule and visit the schools with the highest levels of graffiti daily.

- Custodians remove small, vulgar and gang-related graffiti from school sites.

- Several schools have had restrooms refinished in ceramic tile, which facilitates graffiti cleanup. All restrooms in the new construction planned for the middle and high schools will have the ceramic tile.

- Anti-graffiti/vandalism student groups have been organized and have met with facilities management.

While the facilities division is working diligently in responding to graffiti, the division alone cannot reasonably accomplish graffiti/vandalism abatement. A significant amount of graffiti and vandalism occurs inside buildings during school hours, and could therefore be reduced by increased supervision. Combating graffiti and vandalism should be a joint effort between the teachers, administration, and parents. The Facilities Division can supplement this work by building graffiti-resistant bathrooms and painting over new graffiti, but the division cannot be expected to initiate the cultural change that would be necessary in the schools to prevent graffiti in the first place.

While the Custodial Services Department has developed cleaning standards, these standards have not been clearly communicated to all site administrators and custodians. There is some concern that custodians may have less accountability because they are currently evaluated by site administrators instead of managers in the Custodial Services Department. This concern stems from the fact that site administrators have a wide range of instructional responsibilities, but limited training in supervision of facility use and management.

In addition, little progress has been made in the areas of preventative and deferred maintenance in the last year. Because of high levels of graffiti and vandalism, the district spends a substantial amount of time and resources on routine maintenance, leaving little or no resources for preventative or deferred maintenance. As a result, preventative maintenance is completed mostly on heating/ventilation/air conditioning (HVAC) equipment. There continues to be a need to upgrade or replace the district's Computerized Maintenance Management System (CMMS). An improved system would enable the district to efficiently manage projects; address deferred, preventative, and routine maintenance; track inventory; generate and track work orders; and track all labor and associated costs.

In Summary

The review of Facilities Management included the assessment of 25 selected professional and legal standards of performance. Of the 25 standards, two are fully implemented and 23 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,** the average rating in September 2004 was **3.58**, and the average rating in September 2005 was **4.52**. The ratings of the standards in this operational area, as of this September 30, 2006 progress report, average **5.80**. Two of the 25 standards have a score less than four.

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 upon 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 on 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 ten (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, and this September 2006 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 on 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 on 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 Assessment and Recovery Plan Update 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>:
The average of the subset of standards in each operational area as of this September 30, 2006 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 2005.

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.

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

Operational Area	Avg. Rating Sept 2003	Avg. Rating March 2004	Avg. Rating Sept 2004	Avg. Rating Sept 2005	Avg. Rating Sept 2006	Stds < 4 Sept 2003	Stds < 4 Mar 2004	Stds < 4 Sept 2004	Stds <4 Sept 2005	Stds <4 Sept 2006
Comm Rel & Governance	3.92	4.54	5.73	6.42	*7.00*	6	3	1	0	*0*
Personnel Management	2.64	2.80	3.96	4.56	*5.20*	15	15	9	5	*4*
Pupil Achievement	2.47	3.40	4.20	4.57	*5.00*	25	17	6	4	*2*
Financial Management	0.73	2.00	2.83	3.10	*4.00*	29	29	25	20	*7*
Facilities Management	1.46	2.96	3.58	4.52	*5.80*	23	17	10	4	*2*

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 7.0 and all identified standards have scores of four or greater. FCMAT has determined that this area of school district operations is appropriate for the governing board of the Oakland Unified School District to assume. FCMAT recommended to the Superintendent of Public Instruction in September 2005 that consideration be given to the return of this operational area to the district governing board.

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 this monitoring report for September 2006. 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 eventual 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 on 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 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, nonpublic 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, 2003. 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" 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 Assessment and Recovery Plan 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 systemic, 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 continues to make modest progress in addressing the recommendations of the identified subset of standards in all operational areas, and has maintained the progress made in the operational area of Community Relations and Governance. FCMAT again recommends the return to local governance of the operational area of Community Relations and Governance.

Community Relations & Governance

COMMUNITY RELATIONS AND GOVERNANCE
Summary of Findings and Recommendations

The Oakland Unified School District has sustained the progress on most standards in the area of Community Relations and Governance. The district has begun to implement a new strategic communications plan, adopted in June 2006, to strengthen communications by engaging the media; using tools such as a survey, summit meetings and breakfasts to improve communications with parents and community members; and building staff capacity to leverage the existing relationships with community groups, foundations, and businesses in Oakland. The district conducted a survey of students, parents and guardians, employees and community members called "Use Your Voice," collecting more than 30,000 responses. In addition to providing these groups with an opportunity to voice their opinions, the survey was also a tool for the district to evaluate and monitor the effectiveness of its programs.

The long-planned reorganization of the district office staff has continued. In particular, parents and the staff recognize the benefit of a new Chief of Community Accountability position. These organizational changes have been implemented only recently. Therefore, it should be an ongoing goal to communicate with the parents and the community about the revised roles and responsibilities of district departments and staff positions. In the past year, the board has increased its involvement with the district staff, working to establish and refine goals for the board and the entire district. Through this effort, the board has improved in boardsmanship and is working towards representing the interests of the community while still under advisory status. The district's parents indicate they are more satisfied with the board, yet many parents feel disenfranchised while the board continues to be under advisory status. The board has committed itself to self-improvement by receiving training in effective governance, demonstrating its willingness to resume governing authority in the area of Community Relations and Governance.

Communications

Progress has been sustained in the area of communicating with parents, the community and district employees. In the past year, the district has revisited its communication plan and hired new staff members, including a Director of Communications, who are responsible for communications. Implementation of the strategic communications plan adopted in June 2006 has begun and should enhance successful programs such as the "Staff Connections" newsletter, e-mail communiqués, and the maintenance of the staff and department directory. In the past year, the district has also successfully conducted the "Use Your Voice" survey, resulting in more than 30,000 responses from students, parents and guardians, employees and community members. As the strategic communications plan is fully implemented, the district should consider adopting a regular schedule for conducting the "Use Your Voice" survey to periodically monitor effectiveness of efforts to communicate internally and externally.

Other improvements include providing training to principals on media relations and creating a districtwide newsletter congratulating college-bound seniors. Parents appreciated the update letters sent by the district during labor negotiations. The strategic plan includes expanding offerings on the district's television station, KDOL, but parents also want the station to resume live broadcasts of board meetings. As mentioned in the September 2005 report, the district must continue to be aware of the need for additional outreach to non-English media outlets.

Progress has also been sustained in the area of district spokespersons, with board members indicating they clearly understand the difference between acting as district spokespersons and representing their individual views.

Parent-Community Relations

The district has made significant progress in the past year in the area of outreach to parents and the community at large. All school districts face the problem of increasing involvement in local schools, but carrying out outreach plans can be especially challenging for a district with a large and diverse population like the Oakland Unified School District. The district continues to use mandatory registration to ensure that parents know about activities happening at the schools. The district has experienced some success through the ongoing "Attend and Achieve" and "Expect Success" campaigns. These campaigns aim to involve parents in their childrens' educations and to involve community members and parents who are typically underrepresented and disenfranchised. The district has also expanded its efforts to involve the community through existing groups and organizations, such as Oakland Community Organizations, East Bay Asian Youth Center, American Indian Resource Center, and the Bay Area Coalition for Equitable Schools. Additionally, the "Use Your Voice" survey prompted 30,000 responses, including 12,000 parents and guardians The district has continued to make strides in reaching out to parents, by providing childcare and translation services at selected district and site meetings. The parent guide is available in four languages in print and five languages online. These strategies continue to be utilized to involve a broader group of parents and community members. The district has also centralized volunteer opportunities for parents and community members through the Helpers Engaged in Reaching Oakland's Excelling Schools (HEROES) volunteer placement program.

Through the Office of the Ombudsperson, the district continues to provide a fair and effective complaint process that is valued by parents and community members. In the past year, training has been provided on complaint procedures and preventing sexual harassment. As recommended in prior reports, training on the complaint procedures should be evaluated to determine its effectiveness and determine whether any additional efforts will be needed to reach other audiences.

Collaboratives/District Advisory Councils/School Site Councils

The district continues to demonstrate strong progress in engaging with community collaboratives and businesses in the Oakland community. Working with the Oakland Community Organizations, Bay Area Coalition for Equitable Schools and with leaders of local commercial enterprises, the district has built relationships that involve its partners in individual schools as well as in educational efforts throughout the district. The district is implementing plans to hire parent liaisons who will be responsible for engaging parents and community members in district schools.

Since September 2005, the district has worked to clarify the roles and objectives of site and district councils through training sessions and revised handbooks for school site councils, the District Advisory Council (DAC) and the District English Learner Advisory Committee (DELAC). These handbooks have been translated into Spanish, Cambodian, Vietnamese, Mandarin and Cantonese. The district's success in these outreach efforts is demonstrated by the changed composition of the DAC and DELAC. By asking representatives from each school

site to serve as members of these groups, the district has demonstrated progress on the standards covering school site councils and committees. By building additional capacity and beginning to shift the composition of these groups, the district should continue its strategies to encourage greater ethnic diversity on the committees and councils. DAC meeting announcements are distributed in four languages. The district has also focused on ensuring district and site councils remain effective by providing training to parents and principals on various topics including the roles and responsibilities and budgets. These efforts to improve communication and training should be continued, as parents note that participation by non-English-speaking or limited-English-speaking members continues to be an issue.

Policy

The district has made strides in making policies easier to locate and utilize by adopting a systematic method of numbering and categorizing policy. Since completing a policy review prior to the September 2005 report, the district has maintained the process of keeping its policy manual up to date. District policies reflect current law, and the two policies that need to be examined annually have recently been reviewed and adopted. The policy manual continues to be maintained online and continues to be accessible to the public through computers located in the lobby of the district office. The district has demonstrated that policies that need to be revised or updated are regularly reviewed. In the past year, new or revised policies on student wellness, steroids and parent involvement have been adopted.

Board Roles/Boardsmanship

The board has worked closely with the district staff and consultants to define its role in implementing the Expect Success campaign and Community Plan for Accountability in Schools initiative. In its advisory status, the board has continued to demonstrate a desire to be involved in establishing the district's direction and in discussing district initiatives and decisions with the State Administrator. Board members have again reiterated their willingness to work cooperatively with the State Administrator in the district's recovery, participating in workshops, retreats and trainings on effective governance. Parents also expressed a desire to have the board resume governing authority. Board members have shown that they can distinguish between presenting personal views and representing the board or the district. Individual board members remain dedicated to the communities they represent and to improving education in Oakland. Relationships among individual board members continue to be functional, courteous and respectful. In the past year, board members appear to have balanced their desire to set direction, provide oversight, and be involved in the district's strategic plans, while still acting in an advisory capacity.

Board Meetings

Meetings of the board and State Administrator continue to run efficiently, with agendas concentrating mainly on fiscal recovery and student achievement. District policy, labor negotiations, and the potential sale of district property have also been discussed at meetings. Board members and parents have voiced some concerns about having an insufficient number of opportunities to provide input before decisions are made. Parents voiced additional concerns that the timing of the meetings was not always consistent, and that the meetings were sometimes scheduled at times that may not be convenient for most of the community. The conduct of board members at meetings continues to be respectful. While the district continues to hold public forums to solicit feedback from the public, some parents felt that their input did not appear to

be valued by the State Administrator. Meeting attendance among board members has improved since the last progress report. The level of individual preparation for meetings by board members continues to vary, but most members are consistently prepared.

The board has worked to demonstrate its readiness to resume some areas of authority through working to define its role in the district's Expect Success and Community Plan for Accountability in Schools (COMPAS) campaigns. The State Administrator should collaborate with the board leadership to create agendas that allow for thoughtful discussion with the goal of building the board's capacity to resume governance authority. Further, the State Administrator must ensure that the board is provided with adequate information, communication and support to effectively carry out its responsibility to represent the community.

1.1 Communications

Professional Standard

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

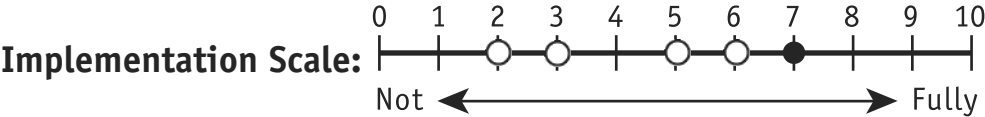### Progress on Implementing the Recommendations of the Recovery Plan

1. The district has maintained its progress in communicating effectively with the staff. The strategic communications plan adopted by the district in June seeks to create an environment with well-informed employees who support student success and contribute to district initiatives. The district is working to expand and improve opportunities for communication between district office departments and the school site staff by building stronger relationships with principals and by recognizing that several means of communications may be necessary to reach the widest audience.

   The district has continued to utilize several strategies to communicate with internal audiences, including weekly e-mail communiqués with information on events occurring in the district and the monthly "Staff Connections" newsletter that is included with district paychecks to staff. Visits to school sites continued to be made by the State Administrator and individual board members in the past year. The district has begun to implement additional strategies to communicate with one voice, including training for principals in working with the media and the creation of a consistent appearance and approach for communications throughout all departments. The principals' advisory group has facilitated communications between school sites and the district office. The staff and department directory will be revised later this year. The district's Web site also has been kept up to date and maintained.

   The district must continue to focus on implementing additional means of communication, as laid out in the strategic communications plan. The tools that have been implemented and utilized thus far have succeeded, and the district should continue to make any necessary adjustments. The district should also use the results of the "Use Your Voice" survey to monitor the effectiveness of its communication efforts.

Standard Implemented: Partially

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

Implementation Scale:

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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. The district continues to use principals and network executive officers as the primary way for the site staff to provide input on operations at the district and at schools. These groups provide the State Administrator with input and feedback on various topics. The staff was also included in the target audience for the "Use Your Voice" survey, which allows the site staff to provide comment on decisions made by the district administration. Union representatives continue to have an opportunity to provide input at board meetings and to meet with the State Administrator.

   The district has demonstrated continued progress in this area and should continue to seek feedback regularly from staff members at all levels.

Standard Implemented: Fully - Substantially

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

Implementation Scale:
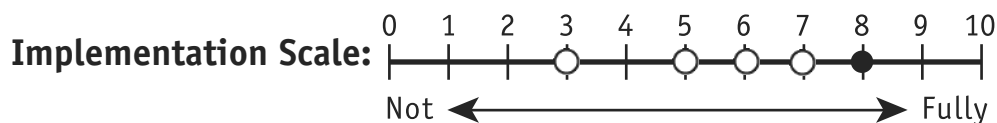
1.3 Communications

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. In June 2006, the district adopted the "Strategic Communication Plan 2006-2007." The plan is a framework to identify ways to provide a consistent appearance and approach to communications from various departments, expand outreach to community stakeholders, increase the use of the KDOL-TV station, conduct media training for district and site administrators, revise the district communications director positions, and improve media relations.

    The implementation of strategies for two-way *internal* communications is discussed in Standards 1.1 and 1.2.

    Examples of *external* communication strategies include the district's ongoing efforts to involve the community in its Expect Success campaign to emphasize the importance of student achievement. The district has produced parent letters and parent/student handbooks in five languages to provide information on the opening of the school year.

    Several means of communicating with the public have been utilized, including presentations at board meetings, community forums, staff workshops and written materials, to help people understand initiatives and changes that affect the district.

    As noted in the September 2005 report, the district should specifically identify strategies to address relations with additional non-English media outlets.

2. The district did not provide specific training sessions or educational opportunities for the board to enhance its skills in working with the news media. Formal or informal educational opportunities designed to help implement the communications plan continue to be recommended.

    As part of the restructuring of the district office staff, the Director of Communications is now responsible for district communications and public relations. As the district continues to implement its strategic communications plan, it should coordinate press coverage of district test scores and the Back to School media campaign.   The Director of Communications should also ensure that the district's communications plan is regularly reviewed and updated as necessary.

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

Implementation Scale:

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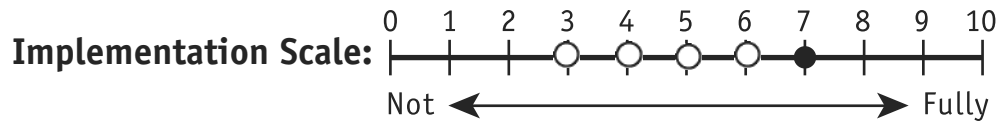
1.5 Communications

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. The district has adopted a policy on press relations. Guidelines on how to respond to press calls have been created and shared with district and site administrators.

   In general, staff members indicate they have a clear understanding of the role that the Communications Department plays in providing a spokesperson for the district. 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.

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

Implementation Scale:

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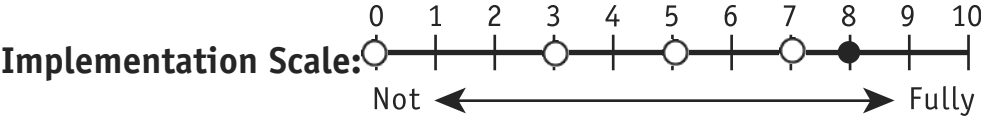
2.4 Parent-Community Relations

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's Office of Ombudsperson is responsible for responding to cases made as part of the uniform complaint procedures (UCP), Title IX complaints and complaints related to the *Williams* settlement. The district office offers written materials in five languages.

   Parents generally regard the Office of the Ombudsperson as effective and reliable. To ensure that more parents are notified of their rights to complain, a brochure describing the office will continue to be distributed.

2. There was no indication that board members attempt to resolve complaints that should otherwise be referred to the administration.

3. This year, the district is again conducting training for administrators on the complaints process to ensure that complaints are resolved consistently with the law. The district will also provide training on preventing sexual harassment complaints. Since September 2005, the district also conducted training sessions for school site councils on the complaint procedures.

   Monitoring and evaluation of the effectiveness of the complaint procedure should become an ongoing effort. The district staff should ensure that the results of the "Use Your Voice" survey are used to determine how well the complaints of parents and community members are addressed.

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

Implementation Scale:

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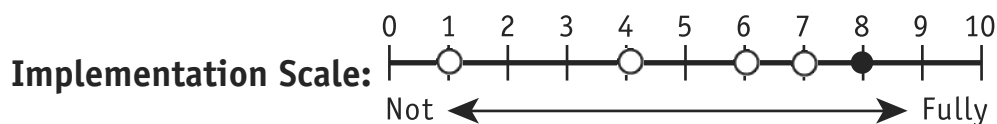
2.7 Parent-Community Relations

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 begun to implement additional strategies to encourage involvement by parents and community members. Last year's successful system of mandatory school registration, which requires parents 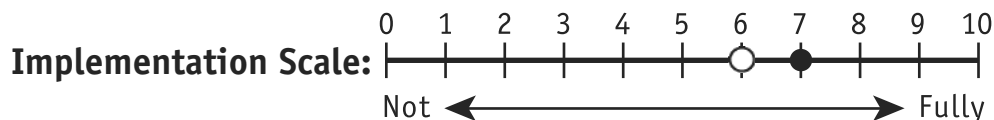to visit the district office, has been expanding. The district continues to reach out to the community to reduce truancy as part of the "Attend and Achieve" campaign. Furthermore, the district has worked to highlight student achievement through its Expect Success campaign and to identify a framework for community involvement through the COMPAS initiative. The district also used the "Use Your Voice" survey to gain insight into the most effective ways to reach parents and to involve them in their children's education.

   This year, the district began to implement a strategic, systematic plan to encourage greater involvement among underrepresented and disenfranchised parents and community members in the schools. Through the office of the Chief of Community Accountability, there has been additional outreach to existing parent and community groups, including the Oakland Community Organizations, East Bay Asian Youth Center, and American Indian Child Resource Center. The district is in the process of hiring parent liaisons that will be responsible for convening a districtwide parent summit scheduled for the beginning of the school year. Each of these efforts demonstrates significant progress, and as the implementation proceeds, the district must continue to focus on enhancing parental involvement by parents who don't speak English.

Standard Implemented: Partially

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

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. The district provided an updated handbook in several languages to members of the school site councils (SSCs) and English learner advisory committees (ELAC) to help clarify the roles, responsibilities and goals of these groups. The district has adopted a policy on establishing school site councils (see Standard 3.7). Workshops for SSC and ELAC members will be provided again this year, and two of the training topics are student achievement and understanding budgets.

2. The district has provided additional support to site administrators to help them explain the roles and responsibilities of SSC and ELAC members to parents. The district will again provide several training classes to help parents understand the purpose and goals of the site councils.

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

Implementation Scale:

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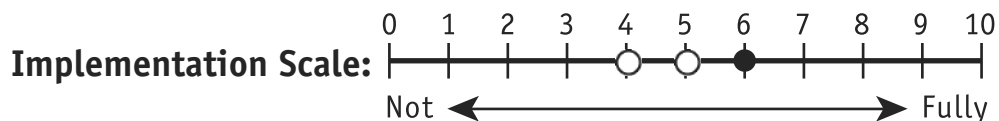
3.3 Collaboratives/District Advisory Councils/School Site Councils

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. The district has had some success in its efforts to involve a more diverse group of parents from a variety of ethnic backgrounds. The district continues to provide childcare and translation at meetings, and has recruited parents from each of the school sites for the District Advisory Council and District English Language Advisory Committee. However, some parents noted instances where non-English-speaking parents attended meetings that had no interpreter, and it was too late to call one. Therefore, the district should still consider creating an emergency on-call pool of interpreters to accommodate such situations when possible.

    The district has sustained its efforts to expand outreach to community groups, ethnic associations, faith-based groups and youth centers. The district is also making strides to further improve the functionality of the district's advisory committees. This has been accomplished by reconstituting the DAC and DELAC with parent representatives from each of the school sites. The implementation of this strategy is underway, and the goal is to increase accountability to the community with the understanding that more voices and a broader diversity of membership can lead to more effective leadership.

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

Implementation Scale:

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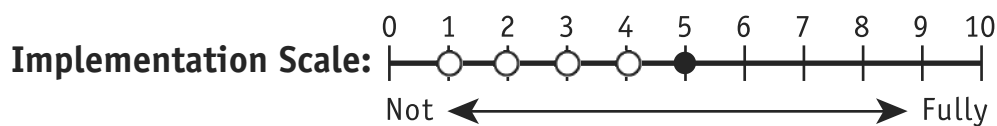
3.5 Collaboratives/District Advisory Councils/School Site Councils

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 policy makers.

Progress on Implementing the Recommendations of the Recovery Plan

1. Handbooks for SSC and ELAC members were updated this year to further clarify the roles, responsibilities and goals for each group. The district staff will again conduct training sessions for members of school site councils and English learner advisory councils on the role of these councils, the responsibilities of individual members and on conducting effective meetings. The district should continue providing training to council members each year to fully involve parents in this vital role.

   The district has made progress in using training to create an environment where SSC and ELAC members understand their roles and feel involved in the process. The district should continue to make the implementation of these strategies a priority and refine the training sessions offered to maximize effectiveness.

2. The composition of councils/committees has benefited from greater participation and input from a wider variety of parents. As additional outreach strategies are implemented, the district should work to ensure that parents feel involved and welcome to attend meetings, even if they are not actually 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

Implementation Scale:

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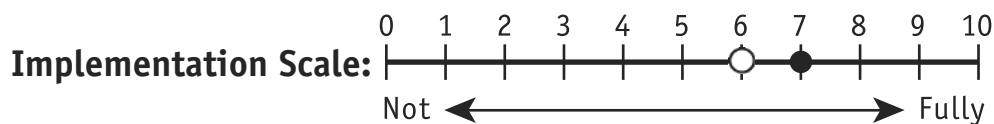
3.6 Collaboratives/District Advisory Councils/School Site Councils

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 has revised the handbooks for SSCs and ELACs since September 2005. These updated guides, available in five languages, serve as a resource for site councils/committees.

2. The effectiveness of councils generally appears to be increasing. The district has implemented a plan for additional site council training, which occurred last year and is scheduled again for this year These training workshops should provide participants with a greater understanding of their responsibilities. The district should continue to conduct these training sessions at several different school sites to maximize attendance from throughout the district.

   While the District Advisory Committee and District English Learner Advisory Committee comply with statutory requirements, the members do not uniformly report to their respective site councils/committees on the activities of the district-level committees. The members of these committees need to be encouraged to provide two-way communications from the district committees to the sites.

   Principals continue to play a critical role in ensuring that site councils/committees understand and fulfill their responsibilities. Additional principals' training could be a way to work toward a more uniform commitment to, and understanding of, the critical role of these groups.

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

Implementation Scale:

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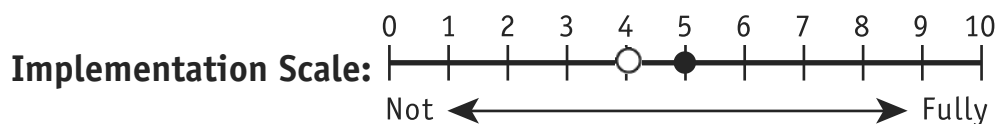
3.7 Collaboratives/District Advisory Councils/School Site Councils

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 establishing school site councils that reflects current law. The district appears to be using its available resources to monitor changes in law so that policy remains accurate and meets district needs. Monitoring should be sustained as an ongoing process.

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

Implementation Scale:

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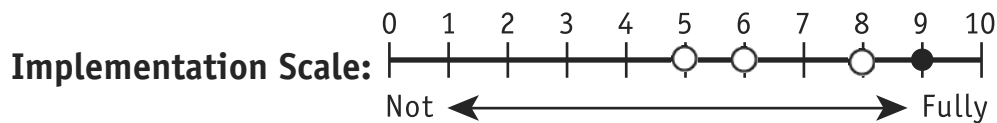
4.1 Policy

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 maintained its policy manual, and organized it based on the sample policy indexing system provided by the California School Boards Association.

2. Adopted policies are distributed to the staff and the public through the district's Web site. Public access to computers continues to be made available in the district lobby.

    The district should continue to promote awareness about policies for the district staff by offering workshops on accessing policies online. As the district works to maintain its policies and keep them relevant and up to date, the staff should periodically ensure that all stakeholders have sufficient notice of, access to and understanding of policies that affect them to ensure consistent implementation.

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

Implementation Scale:

4.2 Policy

Professional Standard

Policies and administrative regulations are up to date and reflect current law and local needs.
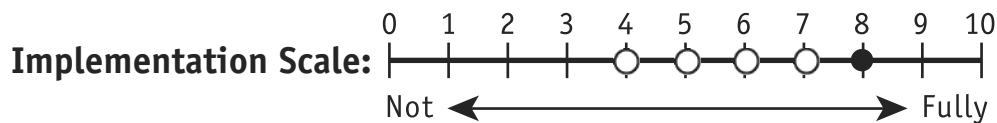
Progress on Implementing the Recommendations of the Recovery Plan

1. The district has maintained its policy manual during the last year. Since September 2005, the district adopted policies on steroids, parent involvement, curriculum management, student wellness, head lice and diabetes.

2. The district has sustained its system of policy review involving the staff and board. The district staff should ensure that the board is meaningfully engaged in the policy-setting process, and board members should actively participate in this effort. In the last year, the district has been able to utilize a policy review process that keeps the number of policies reviewed and revised to a manageable number.

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

Implementation Scale:

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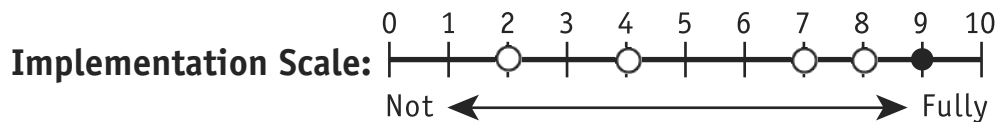
4.3 Policy

Professional Standard

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

Progress on Implementing the Recommendations of the Recovery Plan

1. In the last year, the district adopted new and revised policies on steroids, parent involvement, curriculum management, student wellness, head lice and diabetes. In August 2006, 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.

2. The district has access to policy resources that identify new policy mandates. As it continues to institute policy development, it should place a high priority on monitoring and responding to policy mandates.

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

Implementation Scale:
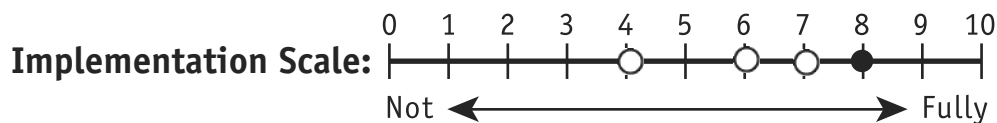
4.4 Policy

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 August 2006. Pursuant to law, staff should continue to ensure that these policies are submitted 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

Implementation Scale:
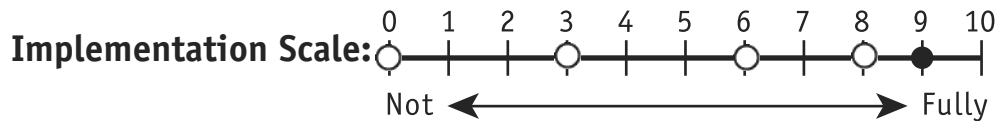
4.5 Policy

Professional Standard

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

Progress on Implementing the Recommendations of the Recovery Plan

1. During the last year, the district adopted policies on steroids, parent involvement, curriculum management, student wellness, head lice and diabetes. Each of these policies involved input and recommendations from staff.

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

Implementation Scale:

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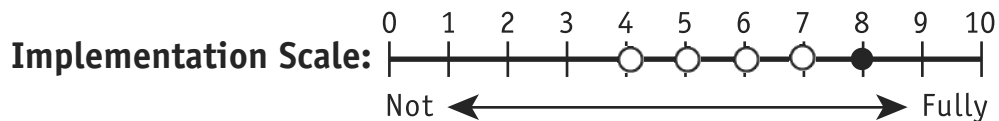
5.4 Board Roles/Boardsmanship

Professional Standard
Functional working relations are maintained among board members.

Progress on Implementing the Recommendations of the Recovery Plan

1. The relationships between members of the board are respectful and professional. Board members are generally regarded by the administration and by each other as knowledgeable, dedicated and unified in their desire to serve students, improve student achievement, recover from the district's fiscal crisis and regain governing authority. In the past year, board members have worked together to enhance their understanding of effective governance and to improve their skills in this area.

    The board leadership has sustained its efforts to publicly demonstrate a willingness to work cooperatively and collaboratively with the State Administrator in achieving the district's goals. In the past year, communications among members of the board have improved as consensus about its advisory role has been reached.

2. In addition to scheduled meetings, the board has continued to meet with the State Administrator and other district office staff members for retreats and study sessions. These sessions have focused on issues such as the Expect Success campaign and COMPAS initiative. The board and district administration have demonstrated their commitment to self-improvement through the development of a specific, ongoing governance training program. As a result, board members have developed a clearer understanding of their roles and responsibilities in the last year, including fiscal oversight.

3. Board participation in the FCMAT progress report process continues to be an avenue for assessment. As part of the ongoing governance training program, the board should develop ways for the board and State Administrator to regularly measure progress in this area, such as a self-assessment.

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

Implementation Scale:
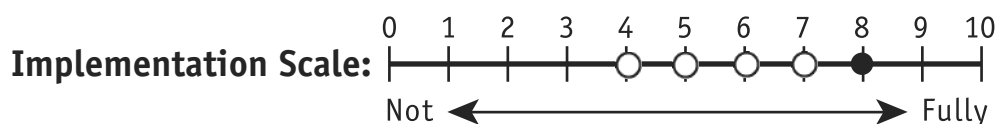
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5.5 Board Roles/Boardsmanship

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 their current advisory capacity, board members do not typically vote on matters before the board. The State Administrator has authority to make decisions and take actions. This makes it difficult to adequately assess the commitment of board members to respecting the majority decisions made at meetings.

   The past year has included some contentious discussions in which the opinion of the board's majority differed from that of the State Administrator. While the board voiced its disagreement and challenged some decisions, it does not appear to have taken steps to undermine the actions of the State Administrator. During meetings, board members provide commentaries, express their opinions on issues and ask questions of the administration. The board and parents indicated they would like an opportunity for more significant input before decisions are made.

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

Implementation Scale:

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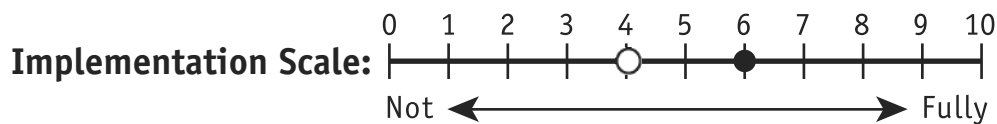
5.6 Board Roles/Boardsmanship

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

Progress on Implementing the Recommendations of the Recovery Plan

1. The district has continued to hold regular board meetings in addition to special meetings, retreats and working sessions. The board has been involved in the district's strategic planning, including the Expect Success campaign and COMPAS initiative. Although the State Administrator has made some efforts to involve the board in its advisory capacity, the board has re-emphasized its desire to have the opportunity to provide more meaningful input before decisions are made.

    Overall, the board members demonstrate a desire to be more involved in governing the district and have greater opportunity for substantive discussion about important policy issues. The board is eager to resume governing authority of the district and has initiated an additional meeting per month to provide for further discussion and commentary on district issues. Board members have again expressed frustration over what they perceive to be a lack of utilization, involvement and support of the board by the administration. They continue to maintain that the district as a whole and the administration would benefit by more consultation with the board as elected representatives of the community. The board has received training to increase its skills in working effectively as a governance team.

    Attendance at, and preparation for, board meetings has been more consistent in the past year. The board has held training sessions and workshops, demonstrating a commitment to enhance its understanding of, and commitment to, effective governance. The administration should continue its relationship with the board leadership in developing agendas and providing adequate information, communication and support to the board.

2. 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. As the board moves closer to regaining some governing authority, it is important to make efforts to develop agreements and protocols on appropriate board-administration roles and relationships.

3. Overall, relations between the board and administration appear to have strengthened over the past year. Board officers have demonstrated a desire to work more collaboratively and cooperatively with the administration. Individual board members continue to report positive, professional working relations on a personal level with the State Administrator, although individual board members appear to have met less frequently with the State Administrator during the past year than observed during prior reports. Most board members continue to want even more frequent and detailed communica-

tions from the administration. The board wants the administration to continue to build understanding and support from the board, so that reform initiatives like results-based budgeting and Expect Success can be sustained over time and after local authority is restored. The State Administrator and the board should reach consensus about protocols and processes to sustain a long-term functional working relationship.

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

Implementation Scale:
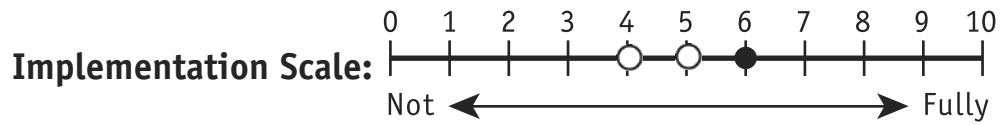
5.7 Board Roles/Boardsmanship

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. Board members continue to recognize that their statements and behavior shape public perceptions of the district and the board. Board members generally demonstrate respect for the staff members making presentations at meetings and attempt to build staff morale by offering praise for efforts. Both district administration and most board members continue to visit school sites regularly.

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

Implementation Scale:

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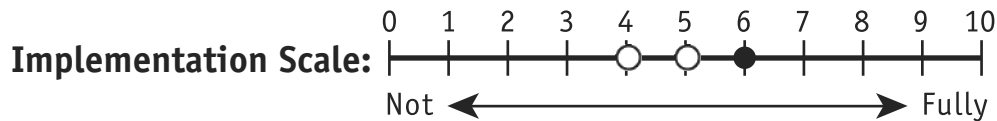
5.9   Board Roles/Boardsmanship

Professional Standard
Board members respect confidentiality of information.

Progress on Implementing the Recommendations of the Recovery Plan

1. Confidential information has been shared less frequently with the board since the State Administrator assumed governing authority of the district. While the board continues to meet in closed session primarily to review student discipline matters and some legal matters such as those related to property transactions, fully assessing progress on this standard is difficult. Members of the board and parents clearly no longer voice the concerns once heard about breaches of confidentiality.

2. Board members have received no recent training and/or information directly related to confidentiality. The board should receive this training as well as continue to consult legal counsel as needed with questions regarding the appropriate disclosure of information.

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

Implementation Scale:

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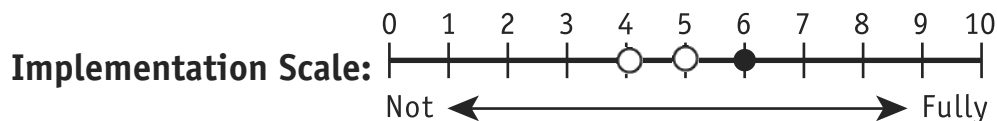
5.11 Board Roles/Boardsmanship

Professional Standard
No individual board member attempts to exercise any administrative responsibility.

Progress on Implementing the Recommendations of the Recovery Plan

1. The State Administrator has clearly articulated the division of board and staff roles. In the past year, the board has adhered to these roles. In general, board members work through the State Administrator, and there were no noted attempts by the board to directly advise the staff or to exercise administrative responsibilities in the past year.

   As the district makes progress toward regaining governing authority in some areas, specific board discussions or workshops should occur to reach a common understanding on appropriate board roles, both under a State Administrator and when local authority is fully restored.

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

Implementation Scale:

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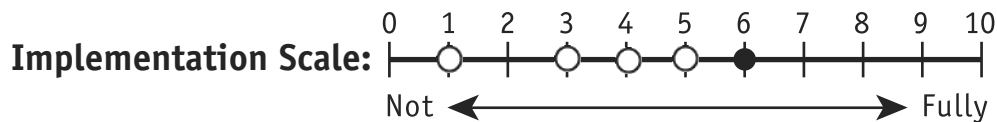
5.13 Board Roles/Boardsmanship

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

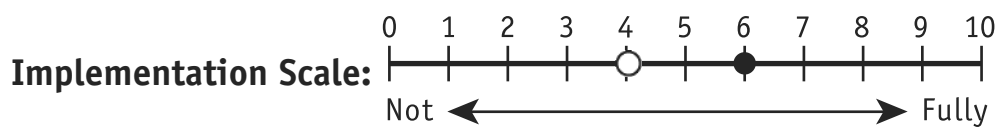### Progress on Implementing the Recommendations of the Recovery Plan

1. Board members have continued to try to involve their communities through regular meetings and other forms of outreach such as visiting school sites and attending school and district events. Some parents and community members praised the board for finding balance in representing their interests while moving forward under advisory status. In the last year, parents expressed concerns that issues of politics sometimes take precedence over matters of student achievement. Interviews with the board indicate that the individual members continue to have a sincere desire for the district to focus on serving the needs of all students.

   Board members bring a diversity of experiences and skills to the district. The make up of the board generally reflects the district's cultural and ethnic diversity. Individual board members continue to receive strong support from community members who live in their trustee areas. In June 2006, one new board member was elected and will be sworn into office during January 2007.

2. The majority of the board continues to be actively involved in building support and momentum for the district and its programs. The board has taken an active role in affirming and validating the strategic plans created by district staff. Board members continue to support the direction of the district, particularly in the area of student achievement and community accountability. Board members have a good working relationship with the district staff and administration, but still express some frustration with the lack of ability to offer meaningful input into the decision-making process under the State Administrator. In the past year, the board has demonstrated a commitment to improving its governance skills.

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

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. Attendance at board meetings in the past year has generally been more consistent since the last progress report. Board members need to continue to be vigilant about being present for meetings. Members of the board continue to voice their frustration about their perceived lack of meaningful involvement by the administration (see Standard 5.6). The State Administrator and members of the board must work to strengthen their communications with each other.

    The level of preparation for meetings varies from one board member to another. Interviews generally indicated that in the past year, board members have come to meetings prepared and after reviewing materials. Board members individually indicated they spent a significant amount of time on board-related work, even though the board is currently advisory in nature and members receive no compensation. Since September 2005, board members have discussed strategic planning and the Community Plan for Accountability in Schools. Although the board's role has primarily been determined by the State Administrator in the past year, the board has also been committed to improving its skills in governance.

2. As in the previous progress report, board members feel that the amount and scope of material provided to them before meetings varies. Board members appreciated the materials that were created supporting the COMPAS initiative.

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

Implementation Scale:
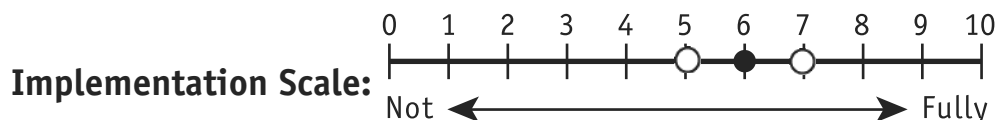
Professional Standard

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 district continues to operate under its adopted bylaws for meeting conduct. Reviewing and updating the board bylaws should be a routine part of overall policy review by the district.

2. Board meetings continue to be conducted in a manner that is respectful to the staff and board members. The district administration lauded the meetings' efficiency, however, parents and board members are frustrated because they perceive that decisions are made before meetings, that they don't have sufficient opportunity for input at meetings, and that their opinions are not truly considered.

   Board members have opportunities to comment on agenda items and to ask questions at meetings. However, to provide maximum opportunities for board and public involvement, the administration should consider placing major topics on one meeting agenda for presentation and discussion and on a subsequent agenda for action. Only in cases of urgency would an expedited action be justified so that an item could be discussed and decided at the same meeting.

3. While there is general agreement that meetings are run effectively, the board leadership should receive formal training or education on running effective board meetings. A significant amount of responsibility for building cohesiveness among the board is placed on the board leaders at the district, and as the board continues to work to define its goals, additional training or skill-building in this area should be considered.

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

Implementation Scale:

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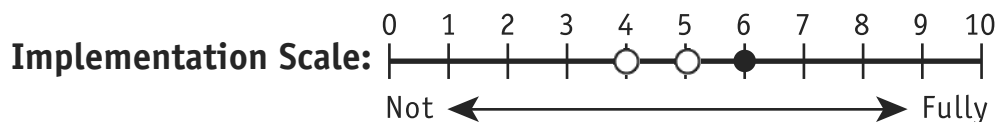
6.8   Board Meetings

Professional Standard
Board meetings focus on matters related to student achievement.

Progress on Implementing the Recommendations of the Recovery Plan

1. Board meetings continue to address fiscal recovery and student achievement. Staff presentations often relate to achievement, the implementation of results-based budgeting, districtwide plans for the start of the school year, facilities plans, and the multi-year fiscal recovery plan, potential sale of district property, and other relevant topics. As the district continues its Expect Success campaign and COMPAS initiative, it is critical that the board meetings continue to provide opportunities for public involvement and discussion.

    Both parents and board members were frustrated that in the past year, board meetings have not been used to discuss policy. While some discussion does occur, there are concerns that there are limited opportunities to provide input before decisions are made by the State Administrator. The district and new State Administrator should remain vigilant about involving the community by continuing to hold town hall meetings, public forums and study sessions on critical issues, whenever possible.

2. While the meetings are run by the board leadership, the State Administrator has most of the responsibility for defining the agendas of board meetings. The State Administrator should work closely with the board president to determine meeting agendas. In the past year, agendas have continued to align meeting topics with the goals and priorities of the district.

Standard Implemented: Partially

January 2000 Rating:	Not Assessed
September 2003 Rating:	4
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	7
September 2006 Rating:	7

Implementation Scale:

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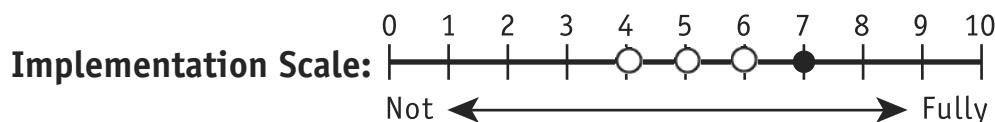
Table of Standards for
Community Relations/Governance

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating
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**
1.2	**Staff input into school and district operations is encouraged.**	**3**	**3**	**5**	**6**	**7**	**8**
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**
1.4	News releases are prepared and made available simultaneously to all appropriate news media.	5	7	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**
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
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
2.2	A school accountability report card is issued annually for each school site. (EC 35256)	5	7	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
2.4	**Parents' and community members' complaints are addressed in a fair and timely manner.**	**1**	**4**	**6**	**6**	**7**	**8**
2.5	Board members refer informal public concerns to the appropriate staff for attention and response.	4	4	NR	NR	NR	NR
2.6	(Renumbered as Standard 5.14)				NR	NR	NR
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**
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

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
2.9	Board members are actively involved in building community relations.	4	5	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
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**
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**
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
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**
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**
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**
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
3.9	School plans are comprehensive and have sufficient content to meet the statutory requirements. (EC 64001)	9	9	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

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
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**
4.2	**Policies and administrative regulations are up to date and reflect current law and local needs.**	**2**	**4**	**4**	**7**	**8**	**9**
4.3	**The board has adopted all policies mandated by state and federal law.**	**4**	**4**	**4**	**6**	**7**	**8**
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**
4.5	**Existing board policies are reviewed regularly with the involvement of the staff.**	**4**	**5**	**5**	**6**	**7**	**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
4.7	The board supports and follows its own policies once they are adopted.	1	3	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
5.2	Board members participate in orientation sessions, workshops, conventions and special meetings sponsored by board associations.	4	4	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
5.4	**Functional working relations are maintained among board members.**	**5**	**4**	**5**	**6**	**7**	**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**
5.6	**Functional working relations are maintained between the board and administrative team.**	**6**	**4**	**5**	**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**
5.8	The board demonstrates respect for public input at meetings and public hearings.	4	5	NR	NR	NR	NR
5.9	**Board members respect confidentiality of information. (Reworded since the 2000 report)**	**6**	**4**	**4**	**5**	**5**	**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

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
5.11	**No individual board member attempts to exercise any administrative responsibility.**	**1**	**3**	**4**	**5**	**6**	**6**
5.12	The board evaluates the performance of the superintendent regularly on criteria which will encourage student achievement.	8	8	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**
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
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
6.2	The board agenda is made available to the public in the manner and under the timelines prescribed by law. (EC 54954.1, 54954.2) (Reworded since the 2000 report)	9	10	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**
6.4	**Board meetings are conducted in a businesslike manner while allowing opportunity for full discussion. (Reworded since the 2000 report)**	**6**	**4**	**5**	**6**	**6**	**6**
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
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
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
6.8	**Board meetings focus on matters related to student achievement.** **(Added since the 2000 report)**	**New**	**4**	**5**	**6**	**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

In August 2006, the Fiscal Crisis and Management Assistance Team (FCMAT) returned to the Oakland Unified School District to perform a review of 25 personnel standards. A FCMAT study team interviewed 21 people, including the Human Resources leadership team and selected district non-Human Resources personnel, and reviewed numerous documents.

For the third consecutive year, the district has new top leadership in the Human Resources Division. Since June 2003, the Human Resources leadership position has been occupied by seven different individuals. The division was once again being reorganized, this time guided by a set of service standards.

In September 2003, the office included 51.60 full-time equivalents (FTEs). By July 2004, the office employed 42.00 FTEs. The district's Compliance Office position was eliminated. Reductions continued, and the division had 35 FTE employees by September 2005. Labor relations functions were transferred to Legal Services, and benefits functions were moved to Risk Management under Business Services. During the study team's visit in 2005, 23 of the 35 employees were either new hires or new to their positions. At the time of the August 2006 visitation, the Human Resources Division had 26 FTEs, including five vacancies and one temporary employee. Only nine of these 26 positions were filled with people who were employed in Human Resources the previous year, but they were not necessarily in the same positions.

Over the past two years, the turnover rate in the division exceeded 70% and is projected to be at least 60% this year. This level of turnover and leadership change has prevented the division from providing much stability or continuity of services. Many of the new hires are coming to the district without any background of work in educational institutions.

The high turnover rate for leadership combined with a lack of knowledge and experience by the present staff have prompted the Human Resources Division to rely on outside consultants. Consultants are helping establish systems in the division, but staff members have limited background or experience with these systems.

In April 2006, the district narrowly avoided a strike, and a new three-year contract was negotiated with the Oakland Education Association (OEA). Between December 2005 and May 2006, the Human Resources Division entered into an Emergency Temporary Teacher project to recruit, hire, process and prepare a large pool of special substitutes to work in the schools in case of a strike. This project absorbed a great deal of the division's management and staff resources.

At the time of the study team's visit, the contract for the American Federation of State, County, and Municipal Employees, Local 257, was closed, with a reopener on health benefits upcoming. The Building and Construction Trades group and district were waiting for a fact-finding report that was due in August 2006. Negotiations with the American Federation of Teachers (AFT) were also scheduled for August. On August 17, 2006, the Service Employees International Union (SEIU), Local 790, reached a tentative agreement, and the district was waiting for union ratification. The Auto Truck Drivers, Local 70, ratified its contract with the district in August,

and the Governing Board was scheduled to adopt the document on August 30, 2006. In August, the United Administrators of Oakland Schools rejected a tentative agreement its representatives had reached with the district. The role of the Human Resources Division has been reduced since the previous year's shift of labor relations to Legal Services.

The district's teacher recruitment efforts have been extremely successful for the past two years. Ensuring that there are teachers in every classroom at the start of school was a high priority last year and an even higher priority this year. At the time of the study team's visitation, the district had fewer than 20 teaching vacancies and more than 40 available candidates.

Other areas of improvement include the Human Resources Division's ability to quickly identify all authorized positions in the Integrated Financial Accounting System (IFAS) position control module. Payroll problems have historically presented challenges for the district. The establishment of a cross-functional pay concern team to resolve payroll-related issues and develop solutions to the root problems is a real benefit to the district. The high staff turnover requires ongoing training. The division has provided more than a dozen training opportunities for its staff members. The district continues to offer a very successful, modified return-to-work program for injured workers.

Areas still in need of attention include the district's job descriptions. There has been a longstanding deficiency in this area, but it is presently being addressed by a combination of consultants and Human Resources staff members, with a completion goal of June 2007. The Human Resources Division still has only a minimal number of internal written operating procedures on classified employee selection processes.

Communication problems between Human Resources and site principals need to be reviewed. At present, Human Resources cannot e-mail district communications to principals, but must go through the Executive Officer of the sites or wait until the Thursday E-mail Blast distribution. This can cause urgent messages to be delayed.

Organization, Planning and Communications

The Human Resources Division consists of 26 full-time positions and one temporary employee. Five vacancies were posted to be filled for the office. Only nine employees are returning this year from last year. The staffing of the Human Resources Division is less than one would expect for a district of this size. The Human Resources Division has established its vision and mission statements for the 2006-07 school year. It has also developed a set of service standards to be met as goals for this year.

Each employee in the Human Resources Division has until August 30, 2006 to complete planning objectives and a professional growth plan for the coming year. These activities are part of the employees' annual performance evaluation.

The division holds twice monthly staff meetings for planning and training. Service teams meet weekly, an agenda is prepared and notes are kept.

Employee Recruitment, Selection and Orientation

A draft of a new comprehensive recruitment plan, dated August 2006, is being finalized. This plan is for the 2006-07 year and contains key activities and critical dates for teacher recruitment activities. The district conducted three teacher recruitment fairs in May and June of 2006. The Human Resources Division has established a database that allows it to record the numbers of candidates who attend various recruitment events, information on those who are interviewed and are selected, the costs of each recruitment event, etc. In the "high needs" areas of mathematics, science, special education, physical education, Spanish and bilingual Spanish, the district was able to fill from 81 to 100 percent of the positions prior to the start of school in August 2006. A Web-based reference checking system, connected to Ed-Join, is being used by the Human Resources Division to "prescreen" candidates and provides principals and other administrators with background information on candidates.

The district continues to develop new orientation materials for substitute teachers, managers, and the certificated staff. The division recently has begun to work with the unions to start developing materials for classified employees.

For most vacancies, Classified Recruitment utilizes a combination of an online posting and application process using Ed-Join and posting within the district. Applicants are encouraged to file online, but may submit a hard copy if desired. The vacancy posting includes a description of the selection process. Processes are in place to track and report applications as they are received and document the hiring administrators' interviews and selection. Principals have an online "Electronic Notebook" that includes a general description of the requirements in the selection process, however, the information is geared more to teacher selections. The procedures could be enhanced by identifying steps and hiring processes that are unique to classified employees. Only minimal internal written operating procedures on employee selection exist for use by the Human Resources office. The Human Resources Division has a service standard of filling a vacancy within six weeks of posting.

Human Resources Operational Procedures and Use of Technology

The model for the new job descriptions includes an analysis of the physical requirements for the position, which was intended to comply with the Americans with Disabilities Act (ADA) guidelines. The division plans to hire a person to oversee a systematic review of all job descriptions on an ongoing basis.

The Human Resources Division has established a system for the staff members to develop operational procedures in each of their areas. These materials will be posted online to be shared with all other staff members and can be downloaded and included in desk binders. The division must still work on establishing desk manuals for clerical, secretarial and technical staff. The division has also established an "Electronic Notebook" which is online and available to all administrators, allowing them to access Human Resources policies, procedures and forms.

Payroll problems have historically presented challenges for the district. During the past year, the district established a cross-functional pay concern team that has brought together managers from Payroll Technology, Human Resources and Finance to deal with payroll-related issues and develop solutions to the root problems.

Most of the district's job descriptions are outdated and should be revised to reflect actual duties, job requirements and new ADA requirements. Human Resources recently completed new draft board policies and administrative regulations describing the district's classification and compensation policies and administrative regulations. A combination of consultants and Human Resources staff members are working to begin a comprehensive classification and compensation review of all nonteaching positions with the goal of completion by June 2007. This project is long overdue and should be closely monitored to ensure timely completion.

The Human Resources Division provides new and continuing employees with information on the availability of the Family and Medical Leave Act (FLMA) through districtwide posting and new employee packets. Information and leave request forms are available for principals online. The Human Resources staff has received training on the provisions and filing requirements for the use of this type of leave. The development of internal written operating procedures will help ensure consistent and timely processing of leave requests.

The districts' compliance with the ADA is closely monitored and applied in cases associated with workers' compensation. Although Human Resources has received training on ADA requirements and has successfully resolved cases in the past, no clearly defined procedures appear to be in place. The Electronic Notebook provides site administrators with a few steps they should take and avoid. Compliance with ADA and effective interviewing practices require periodic in-service training, but this is not taking place.

The Human Resources Division has completed its transfer to the IFAS position control module and has successfully assigned all regular employees to a unique position code. The internal controls of this system require an approved position be established by Finance before an employee may be hired and paid. The Human Resources Division can now quickly identify all authorized positions.

Human Resources leadership have recently conducted internal surveys and developed a matrix of technology training needs for staff. The leadership is meeting individually with each employee to establish training goals for the year and identify resources to provide training. These goals and the resulting achievements will be used in the annual performance review process.

Staff Training and Evaluation/Due Process

The Human Resources Division continues to develop and provide materials and training on evaluation for its own staff members and other district personnel. The newest training models will be placed online, allowing the staff to access the training individually. A new integrated evaluation calendar has been established that will provide comprehensive information to all employees, especially administrators and managers, on evaluation time lines, appropriate forms and procedures. The division must still work on developing a systematic process to identify employees needing evaluation, communicate the information to administrators and supervisors and check incoming evaluations to ensure that all are being completed.

The Legal Division has historically provided training in areas such as employee discipline. The district has hired an Employee Performance Specialist (EPS). This person will train Human Resources generalists on progressive discipline so they can train other staff members throughout the district. Training sessions in other critical subject areas will follow. The division also has provided its staff with more than a dozen training sessions that specifically relate to areas in Human Resources. The district is moving toward a system that will allow employees to request specific training.

Employee/Employer Relations and Benefits

The Legal Division continues to handle district employee organization matters such as negotiations, grievances and arbitrations, led by the Director of Labor, Management and Employee Relations. While site-level administrators do not always sit on the district's negotiating teams, the district has developed procedures to survey them through e-mail and at meetings so they can share their ideas regarding contract issues before negotiations. The director also is developing processes to communicate with administrators during negotiations. Following the settlement of a contract, the director plans to post the tentative agreement on the Web site and also attend meetings where administrators will receive information on contract changes. The district also uses subcommittees where principals and other administrators work with employees to resolve contract issues. A joint labor-management committee on health benefits has historically worked well in the district and continues to function.

The district's workers' compensation program is administered by the Risk Management Office. The department has a successful modified return-to-work program. The Risk Management Office works closely with its third-party administrator to ensure that file managers and doctors have accurate and timely information on job requirements to ensure timely return-to-duty decisions. This process will be enhanced and streamlined when Human Resources completes its comprehensive classification review. Although the Risk Manager provides the Chief Financial Officer (CFO) with timely workers' compensation information, the program can be enhanced by providing all cabinet-level offices with periodic written reports that identify trends, problem areas/work locations and recommended corrective actions.

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 district has a number of documents that outline 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 and 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 school year will be filled within four weeks of posting.
      - 100% of new teachers are high quality (needs to be defined).

      Principals
      - 100% of Principals 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.
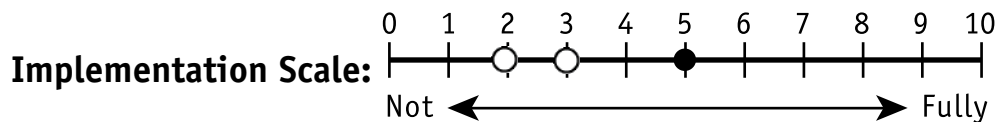
New Hire and Employee Status Changes

- 100% accuracy of audited data for new hire data set-up in IFAS system.
- New hire 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.

2. The July 11, 2006 division meeting agenda presented the HRSS goals for 2006-07.

3. Division goals have changed during the last several years under different leadership.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Self-Rating:	6
September 2006 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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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 Division is attempting to implement this standard. At a July 11, 2006 division staff meeting, individual staff members were directed to identify their own personal goals for 2006-07. In a memorandum to all Human Resources team members, the division head outlined the 2006-07 performance evaluation process. It listed August 31, 2006 as the date when staff members' objectives and professional growth plan should be available to discuss with the evaluator. At the August 15, 2006, division meeting, the performance evaluation process was reviewed. The division has provided forms for both recording an individual's established goals and a professional development plan.

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 Self-Rating: 5
September 2006 New Rating: 5

Implementation Scale:
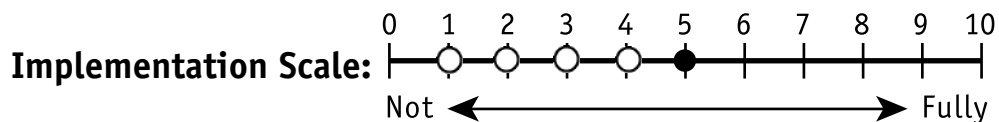
1.7 Organization and Planning

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 Human Resources Division has a draft copy of a monthly activities calendar and an ongoing activities listing. This document was prepared the previous year by the person who was the division head at that time. The draft copy lacks activities completion dates and the name of the person or position responsible for completion.

2. The Human Resources Division holds leadership planning and training meetings, and the various teams in the division have staff meetings.

3. The monthly planning meetings should outline the tasks for the division in the upcoming month. Reviewing upcoming activities would allow the planning of appropriate resources needed to complete the various tasks.

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 Self-Rating: 4
September 2006 New Rating: 4

Implementation Scale:
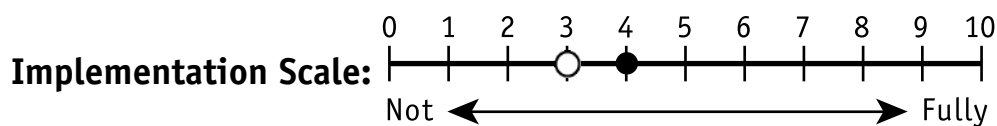
2.2 Communications: Internal/External

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. At the August 11 and 14, 2006 district's service fairs, the newly organized Human Resources Division management distributed to all administrators and supervisors copies of a document listing all the services provided by Human Resources. This document included the name, e-mail address and telephone extension numbers of the individuals who should be able to answer questions in various subject areas. This same document was distributed to teachers by the New Teacher Support and Development Department. The same information will be included on the district's Web site later in the year.

2. Although the Human Resources service areas are listed in the document, the original intent of this standard was to include payroll and benefit services information as well as Human Resources services in a single document.

Standard Implemented: Partially

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

Implementation Scale:

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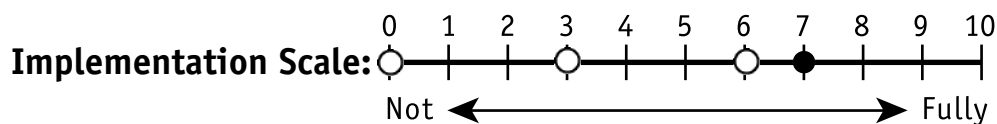
2.5 Communications: Internal/External
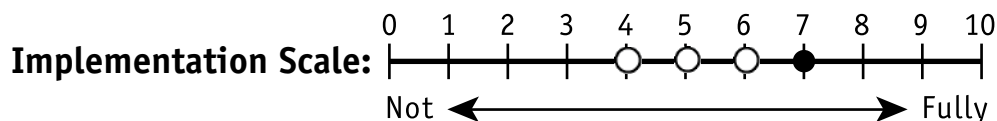
Professional Standard
The Human Resources Division holds regularly scheduled staff meetings.

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 Thursdays each month. An agenda is prepared, and notes are kept for further review. These meetings included training exercises.

2. The Human Resources Executive Officer has scheduled as-needed meetings with the office leadership team.

3. Service team members' meetings are scheduled weekly. Other operational team members and/or the recruitment supervisor frequently attend these meetings. Agendas are prepared in advance, and notes are prepared on activities covered.

4. The Integrated Financial Accounting System (IFAS) operational team meets on an as-needed basis. Agendas are prepared and notes are kept. This team provides cross training to other teams in technology.

5. The Human Resources Executive Officer established a Payroll Concern Committee that meets weekly to resolve personnel/payroll issues and correct procedures needing change.

Standard Implemented: Partially

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

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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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. The Human Resources Division developed a draft comprehensive recruitment plan for 2006-07. The plan includes the following items:

    *   Key activities and critical dates for 2006-07 reacher recruitment
    *   Estimations of staffing needs
    *   Partnerships and cohorts
            Oakland Teaching Fellows
            Oakland City Teacher Corps
            Teach for America
            HRSS Visiting Teachers
    *   Recruitment locations
    *   Application and selection processes
    *   Recruitment procedures
    *   Recruitment budget
    *   Board policies
    *   District forms and contracts

    This recruitment plan is scheduled to be completed by September 15, 2006.

2. The Human Resources Division maintains a stand-alone database to collect information on new hires, transfers, etc. Detailed reports generated from this database can be used by Human Resources staff to track vacancies and develop strategies for filling vacant positions. This system is not integrated with IFAS.

3. The Human Resources Division has a report that summarizes the positions filled as of August 16, 2006. It shows that the high-needs areas have been filled to the following levels:

    *   Science – 62 of 62 positions – 100%
    *   Math – 48 of 51 positions – 94.12%
    *   Special education – 56 of 60 positions – 93.33%
    *   Physical education – 9 of 11 positions – 81.82 %
    *   Spanish 6-12 – 11 of 13 positions - 84.62%
    *   Spanish bilingual K-5 – 28 of 32 positions – 87.50%

    *   Overall – 214 of 229 positions – 93.45%

    Additional candidates who will be available to fill vacancies in each of the areas are still being tested.

5. The district conducted recruitment fairs on May 23, June 3, and June 10, 2006. The Human Resources staff has collected data on fair attendees and interviewees and has provided the attendees with surveys. This information has not been compiled and should be compiled in a report in the future.

6. The Human Resources Division has developed a report that provides details on recruitment activities, such as visits to universities and outside job fairs. The administration can use this report to determine the cost-effectiveness of each recruitment activity and plan a recruitment strategy for the following year. The details of this report were not available.

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 Self-Rating: 7
September 2006 New Rating: 6

Implementation Scale:
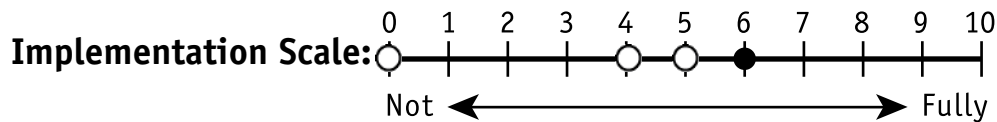
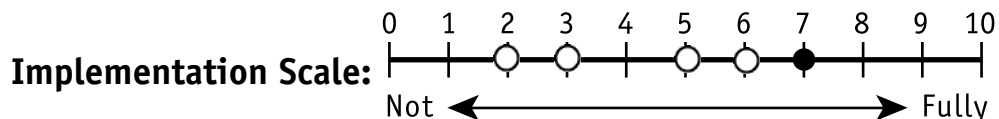## 3.9 Certificated Recruitment and Selection

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. The district uses the Ed-Join online system extensively. The system is used to store information on prospective new employees and is accessible by district administrators who are looking for new employees.

2. The Human Resources Division has developed a teacher reference check system that is monitored through the individual applicant files in Ed-Join.

3. Applicants are required to provide three references on their application forms. The Human Resources staff makes an effort to prescreen applications on the Ed-Join system. As part of the service, the Human Resources staff conducts and posts reference checks on the system. District administrators who have personally made reference checks may also post their findings on applicant files.

4. Before hiring any new employee, reference checks must be completed and submitted in satisfactory condition to the Human Resources Division. The Recruitment Supervisor is responsible for monitoring this process.

5. The Human Resources Division maintains reference check information on new hires separately from the regular personnel files.

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 Self-Rating: 9
September 2006 New Rating: 7

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9   10
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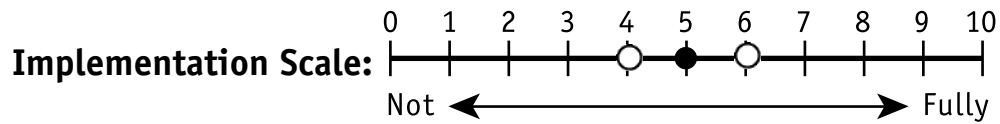## 4.2 Classified Recruitment and Selection

Professional 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. The Human Resources staff developed and placed online an "Electronic Notebook: A Principals' Guide to Human Resources Service and Support Policies and Procedures." Included in the electronic notebook are procedures and a workflow chart that describe the classified personnel vacancy identification and workflow processes. The procedures establish the responsibilities of administrators, the divisions of Finance and Human Resources, and provides copies of all required forms. The procedures and forms apply to both certificated and classified positions.

2. The notebook includes a narrative summary that establishes the responsibilities of the Hiring Manager and Human Resources. This summary applies to both certificated and classified personnel, although most of its content applies specifically to teachers.

3. The classified application packet includes a description of the classification selection process. The process states that Human Resources will conduct the first round of interviews. Human Resources does not generally conduct initial screening interviews. The employment procedures also state that all applicants must be fingerprinted and obtain a medical examination as part of the pre-employment process. However, only the applicants recommended for employment are asked to complete medical testing.

4. The district relies primarily upon Ed-Join and district postings for recruiting. For hard-to-fill positions, Craig's List and newspaper advertisements are used.

5. Classified applicants are encouraged to use Ed-Join to submit applications. The submitted paper applications are scanned into Ed-Join. In addition, the district maintains a separate listing of vacancies and results of the selection process.

6. Human Resources has established the service standard of filling a position within six weeks of posting.

7. Hiring managers have been provided with minimal or no recent training on classified interviewing and selection procedures.

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 Self-Rating:	5
September 2006 New Rating:	5

Implementation Scale:

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      ├───┼───┼───┼───○───●───○───┼───┼───┼───┤
         Not  ←──────────────────────→  Fully
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5.2 Employee Induction and Orientation
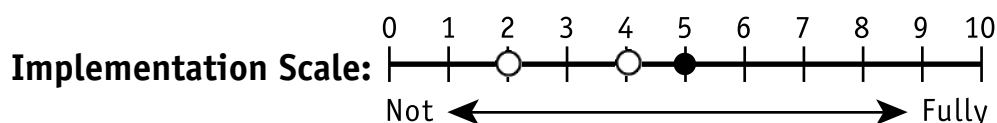
Professional Standard

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 has established an "Electronic Notebook: A Principal's Guide to Human Resources Services and Support Policies and Procedures." This online electronic-notebook can be used to orient new and current administrators.

2. A new Substitute Teacher Orientation Handbook for 2005-06 was introduced this school year. It provides detailed information regarding a substitute's role and responsibilities as well as specific procedures on how to use the Substitute Employee Management System.

3. Various written materials are made available to new certificated employees, including the following:

   - Employee guide to SEMS – Web Center
   - Mini Guide to Payroll
   - Agenda for new Teacher Orientation
   - Beginning Teacher Support and Assistance (BTSA) Information

4. The Human Resources Division does not currently have written or online information specifically for classified employees. The staff indicated that the division plans to develop materials for classified employees similar to the materials provided for certificated employees.

5. On August 17 and 21, 2006, the district conducted an in-service training for classified employees. A joint labor-management committee developed this program. A new professional development system was introduced at the meetings.

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 Self-Rating:	5
September 2006 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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6.2 Operational Procedure
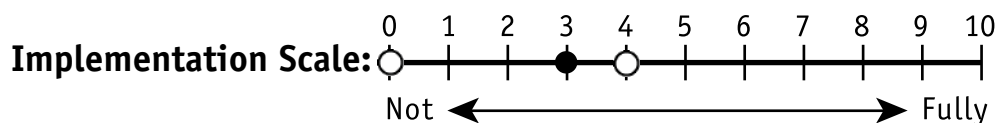
Professional Standard

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. A Summer Associate was hired last year to help develop desk manuals for nonmanagement Human Resources staff, but this task was never completed.

2. The Human Resources Division lacks desk manuals for the nonmanagement staff. There do not appear to be any plans to develop these manuals.

3. The Human Resources staff has online materials labeled "HRSS Desk Manual." These materials are likely operational procedures to be used by Human Resources management staff. Additional information on this matter is covered under Standard 6.3.

4. The Human Resources Division has processes for training the new and current Human Resources staff. Cross training is also provided in areas such as credentialing and No Child Left Behind (NCLB) legislation.

5. Various members of the Human Resources staff have also participated in the Association of California School Administrators (ACSA) Academy and outside trainings on the Williams Settlement and NCLB.

6. The Human Resources Division has developed various documents related to the job responsibilities of the office staff. An overall integrated chart should be developed.

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 Self-Rating:	5
September 2006 New Rating:	3

Implementation Scale:

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        o---|---|---●---o---|---|---|---|---|---|
         Not  ←                    →  Fully
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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.
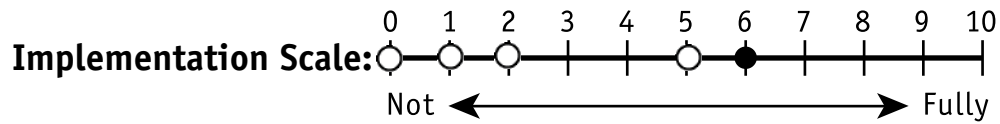
Progress on Implementing the Recommendations of the Recovery Plan

1. An online system that contains detailed procedures for the various areas of Human Resources has been established. While it carries the title, "HRSS Desk Manual," the document is actually a division operations manual.

2. This system provides a structure that anticipates that Human Resources staff will develop written procedures covering a number of areas, including, but not limited to the following:

    - Recruiting procedures
    - New employee procedures
    - Staffing procedures
    - Compensation and classification
    - Immigration
    - Employment verification
    - Unemployment claims processing
    - March 15 process
    - Evaluation process
    - Employee status changes
    - Certificated layoff procedures
    - Classified layoff procedures
    - Leaves
    - Classified progressive discipline
    - Certificated discipline
    - Employee departure procedures
    - Procedures for the creation of external reports
    - Substitutes procedures
    - Summer school procedures
    - An integrated Human Resources calendar
    - Steps for hiring emergency temporary teachers in case of a teachers' strike
    - Personnel files

3. Completion of this system should occur by the end of the 2006 calendar year.

4. Human Resources has developed a detailed document, ""Electronic Notebook: A Principal's Guide to Human Resources Services and Support Policies and Procedures." This document is online and available to administrators. It outlines in detail Human Resources procedures ranging from recruitment to hiring, employee leaves and benefits, progressive discipline and layoffs. Administrators can review policies and procedures and download necessary forms for Human Resources action.

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 Self-Rating: 7
September 2006 New Rating: 6

Implementation Scale:

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        O---O---O---|---|---O---●---|---|---|---|
         Not <-------------------> Fully
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6.4 Operational Procedures
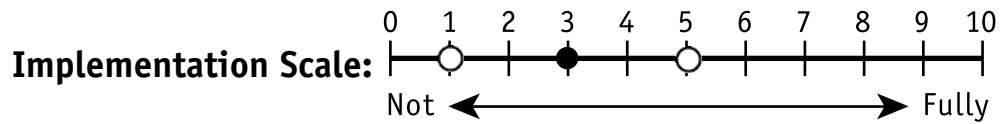
Professional Standard

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. A revised Board Policy BP 4151, 4251, 4351, has been developed and is expected to be taken to the Governing Board for adoption in late August or early September.

2. New draft administrative procedures have been developed that describe the district's classification and compensation plans. The proposed procedures also detail the process for creating/modifying job classifications, and the steps to be followed to implement the changes.

3. Human Resources has recently shifted resources to hire a new Classification/ Compensation Specialist to be responsible for the district's classification/compensation plan.

4. The district has been working with employee unions to develop support for conducting a classification and compensation review for all nonteaching positions.

5. The district staff, with support from consultants, has developed a detailed description of a comprehensive classification and compensation study that is anticipated to begin when the new Classification/Compensation Specialist starts work. The plan describes the processes to be followed to complete the study. Consultants have been retained to assist in the review and training of Human Resources staff on position classification skills.

6. The model for new job descriptions includes analysis of physical requirements for the position, which is intended to comply with the ADA.

7. The Human Resources Division intends to have the new Classification/Compensation Specialist oversee a systematic review of all job descriptions on an ongoing basis.

8. Until the classification review is completed, many of the existing job descriptions remain outdated or, in a few cases, nonexistent.

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 Self-Rating: 3
September 2006 New Rating: 3

Implementation Scale:

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

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. In March 2006, the Chief Services Officer established a cross-functional pay concern team. This team is comprised of managers from Technology, Payroll, Human Resources and Finance.

2. In April 2006, the team began to study various issues and trace the root causes of pay-related problems. It successfully isolated and resolved a number of problems as early as April and May of 2006.

3. The district intends to continue to collect monthly data and establish benchmarks regarding the types of pay-related errors that occur so that an annual evaluation can be completed next year.

4. The district has worked to establish joint service standards for Finance/Payroll and Human Resources.

5. The Human Resources data entry team is working toward a standard of processing changes submitted by Human Resources generalists within 24 to 48 hours. Most entries are being processed within 48 hours.

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 Self-Rating:	5
September 2006 New Rating:	5

Implementation Scale: 0 1 2 3 4 5 6 7 8 9 10
Not ← → Fully
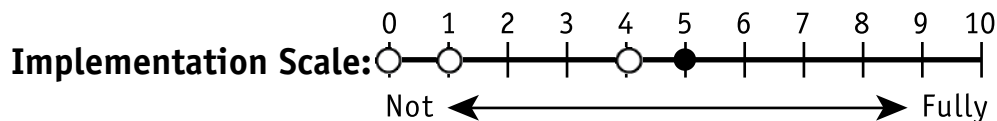
7.6 State and Federal Compliance
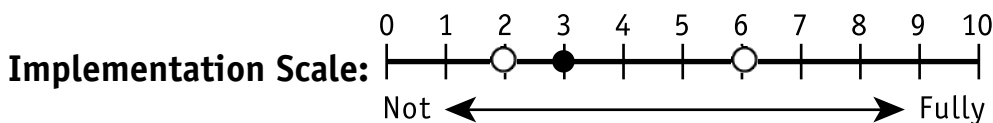
Legal Standard
Duties to be performed by all persons in the classified service and other positions not requiring certification are fixed and prescribed by the governing board. (Education Code § 45109).)

Progress on Implementing the Recommendations of the Recovery Plan

1. Most of the district's job descriptions need updating to accurately reflect actual duties performed. A few job descriptions are not available.

2. A revised Board Policy BP 4151, 4251, 4351, has been developed and is expected to be submitted to the Governing Board for adoption in late August or early September on the district's classification and compensation practices.

3. New draft administrative procedures have been developed that describe the district's classification and compensation plans. The proposed procedures also detail the process for creating/modifying job classifications and the steps to be followed to implement the changes.

4. Human Resources has recently shifted resources to hire a new Classification/ Compensation Specialist who will be responsible for the district's classification/compensation package.

5. The district is working with employee unions to develop support for and participation in conducting a classification and compensation review for all nonteaching positions.

6. The district staff, with support from consultants, has developed a detailed description of a comprehensive classification and compensation study that is anticipated to begin when the new Classification/Compensation Specialist begins work. The plan describes the processes to be followed to complete the study. Consultants have been retained to help review and train the Human Resources staff in position classification.

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 Self-Rating:	3
September 2006 New Rating:	3

Implementation Scale:

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         Not ←----------------→ Fully
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7.8 State and Federal Compliance
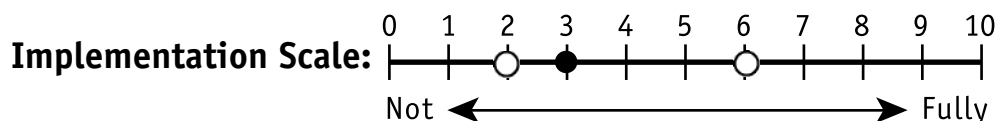
Legal Standard
Current position descriptions are established for each type of work performed by certificated and classified employees. (Education Code § 35020.)

Progress on Implementing the Recommendations of the Recovery Plan

1. Until a classification review is completed, many job descriptions remain outdated or, in a few cases, nonexistent.

2. A revised board policy on the district's classification and compensation practices, BP 4151, 4251, 4351, has been developed and is expected to be submitted to the Governing Board for adoption in late August or early September.

3. New draft administrative procedures have been developed that describe the district's classification and compensation plans. The proposed procedures also detail the process for creating/modifying job classifications and the steps to be followed to implement the changes.

4. Human Resources has recently shifted resources to hire a new Classification/ Compensation Specialist who will be responsible for the district's classification/compensation package.

5. The district is working with employee unions to develop support for conducting a classification and compensation review for all nonteaching positions.

6. The district staff, with support from consultants, has developed a detailed description of a comprehensive classification and compensation study that is anticipated to begin when the new Classification/Compensation Specialist starts work. The plan describes the processes to be followed to complete the study. Consultants have been retained to help review and train the Human Resources staff in position classification.

Standard Implemented: Partially

*J*anuary 2000 Rating:	6
September 2003 Rating:	6
March 2004 Rating:	2
September 2004 Rating:	2
September 2005 Rating:	2
September 2006 Self-Rating:	3
September 2006 New Rating:	3

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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7.12 State and Federal Compliance
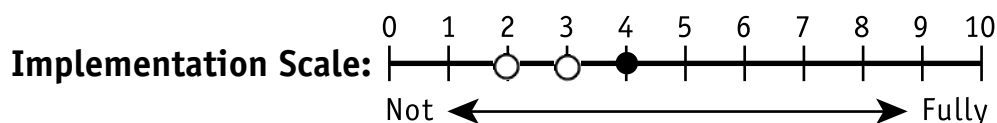
Legal Standard

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. Human Resources annually sends an e-mail to all work locations with an attached flyer describing the Family and Medical Leave Act (FMLA) entitlement. Sites are asked to post the flyers in a high traffic area.

2. New employees receive a "Quick Reference: Family and Medical Leave Act & California Family Rights Act" information sheet and a Request for Family/Medical Leave form in their new employee packets.

3. Human Resources coordinates the use of FMLA with other district leaves to ensure they run concurrently.

4. The principals' Electronic Notebook includes a FMLA section with forms and supporting information.

5. Human Resources has form letters and a leave printout for monitoring employees on FMLA leaves.

6. The Human Resources staff has been trained on the FMLA and on how requests will be processed by the division.

7. There are no specific written procedures on how Human Resources will internally process and monitor FMLA leaves.

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 Self-Rating: 5
September 2006 New Rating: 4

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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7.13 State and Federal Compliance

Legal 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. As part of Human Resources' plan to review and update all job descriptions, each job classification will identify the essential functions for the position.

2. Human Resources has provided its staff with an in-service training session that reviewed the requirements of the Americans with Disabilities Act (ADA).

3. The principals' Electronic Notebook contains pre-employment guidelines for conducting pre-employment interviews that give examples of lawful and unlawful questions.

4. The district's nondiscrimination policy statements on certificated and classified vacancy notices are the same.

5. The procedures for considering reasonable accommodation requests from applicants and employees outside the worker's compensation area lack clarity and are not in written form.

6. The Risk Management Office has developed forms to implement requests for reasonable accommodation from injured workers.

7. The district has not identified a specific individual to receive requests for reasonable accommodation. In the past, the district had a Compliance Officer who was designated to receive these requests.

8. Administrators have not received any recent training in ADA compliance or appropriate interviewing techniques.

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 Self-Rating: 5
September 2006 New Rating: 4

Implementation Scale:

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  0   1   2   3   4   5   6   7   8   9   10
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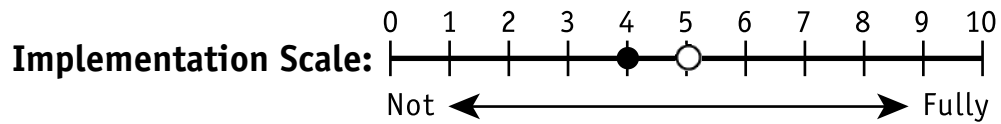
8.1 Use of Technology

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. Human Resources and Financial Services have implemented the Integrated Financial Accounting System (IFAS) position control module. All regular employees have been successfully assigned a unique position control number and are recorded in the system.

2. The Results Based Budgeting (RBB) program and the IFAS position control module are not electronically connected. Position changes generated in the RBB software must be manually entered into the IFAS position control software.

3. Written procedures have been developed defining the necessary steps for initiating additions, changes and rolling data forward into the new year for the position control module. The procedures also designate the staff members responsible for these tasks.

4. The new position control system has internal controls that allow only the business office to create or modify positions. Human Resources can place an employee in a vacant position only if that position has been established by the business office.

Standard Implemented: Partially

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

Implementation Scale:

0 1 2 3 4 5 6 7 8 9 10

Not ⟵————————⟶ Fully
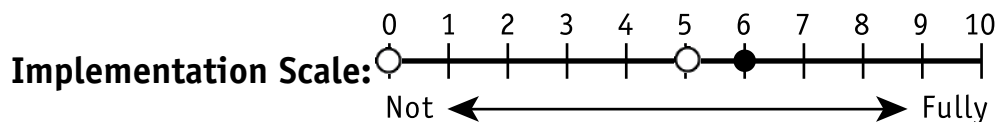
8.4 Use of Technology

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 has recently conducted a survey of all departments/staff to gauge interest in technology training. The results of the survey were placed in a matrix by employee and training type.

2. In the near future (August/September), Human Resources team leaders will meet individually with employees to develop individual agreements regarding planned training.

3. Human Resources is working with adult education to provide training in the required areas such as Excel and WordPerfect.

4. Employees have received a number of training sessions on the use of IFAS in the Human Resources Office. A comprehensive manual has been developed on the use of IFAS.

5. The district has recently installed a Web center that allows teachers and substitutes to access the centralized substitute calling system by home computer. Human Resources employees have been trained in its use.

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 Self-Rating:	6
September 2006 New Rating:	6

Implementation Scale:

0 1 2 3 4 5 6 7 8 9 10

Not ← → Fully
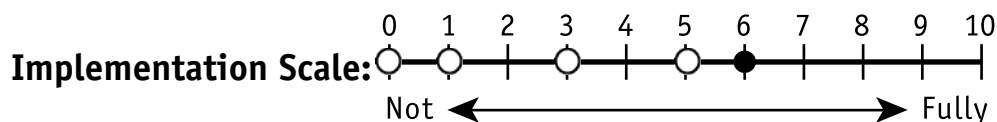
9.7 Staff Training

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

Progress on Implementing the Recommendations of the Recovery Plan

1. The Human Resources Division continues to develop and provide handbooks and training for both its own staff and other district staff members.

2. Much of the training material being developed by the Human Resources Division is being entered onto online training programs. These programs require employees to sign in, review materials and take a test at the end. An employee receives credit for the training only after completing the process.

3. One of the major projects that will go online is an integrated evaluation calendar for certificated personnel. This is a comprehensive program that allows district employees and administrators to review the various aspects of the evaluation system and to download necessary forms and procedures.

4. In April 2006, staff members from Legal Services presented to the Human Resources Division a comprehensive training program on progressive discipline for certificated employees. One of the presenters will be working with the Human Resources Division as an Employee Performance Specialist (EPS) in the future to develop additional training for both the Human Resources staff and other district staff members, especially administrators and managers. The EPS will also training Human Resources generalists so they can train others.

5. The Human Resources Division also incorporated training for its staff into division meetings and special training sessions. Such trainings include the following:

   - What is No Child Left Behind?
   - Understanding BTSA
   - Introduction to customer service
   - Unified complaint procedure
   - Processing Retirees
   - Handling certificated discipline
   - What is LOA/FMLA?
   - Evaluating college transcripts
   - Understanding "on-boarding" and the contingent offer letter
   - How to Use Ed-Join
   - What is the Electronic Notebook
   - How to conduct a contract signing session
   - How to complete an employee verification
   - Performance evaluation
   - What is PAR?

6. The Human Resources Division is also pursuing the implementation of on-demand training, both online and in person.

Standard Implemented: Partially

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

Implementation Scale:
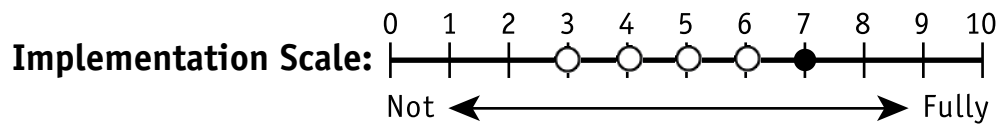
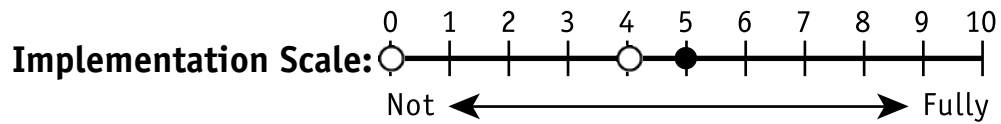## 10.1 Evaluation/Due Process Assistance Professional Standard

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. By September 15, 2006, the Human Resources staff will meet with the Education Leadership Organization (Strategy Group and Network Executive Officers) to provide information on the number of teachers evaluated last year, the results of the evaluations and how many teachers will be evaluated during 2006-07.

2. The district created the position of Employee Performance Specialist (EPS). This person will be a member of the Labor, Management, and Employee Relations Office and will work with the Human Resources Division and managers on all disciplinary matters beyond the reprimand stage.

3. The EPS is developing training in evaluation for all categories of employees throughout the district.

4. The district created an integrated evaluation calendar that includes deadlines for each bargaining unit. Principals and district managers will receive an electronic copy and/or poster of the integrated evaluation calendar.

5. The Human Resources staff indicated that the district has no system for developing lists of teachers to be evaluated each year and communicating this information to site administrators and program managers.

6. There is no system to track evaluations as they are completed and to notify the administrators and managers who have failed to complete evaluations in a timely manner.

7. The district must develop a direct system of communication from the Human Resources Division to principals and managers regarding all matters related to evaluation issues as they arise.

8. The Human Resources staff indicated that the IFAS system contains information that can be used to create evaluation lists and record their completion.

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 Self-Rating: 6
September 2006 New Rating: 5

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9   10
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12.2 Employer/Employee Relations

Professional Standard
The Human Resources Division involves site-level administrators in the bargaining and labor relations decision-making process.
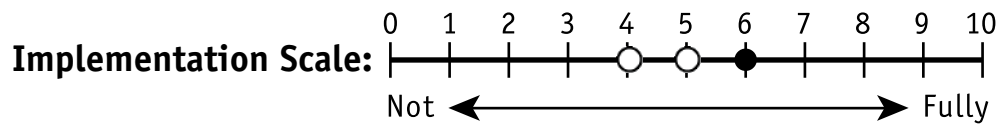
Progress on Implementing the Recommendations of the Recovery Plan

1. The responsibilities for employer-employee relations reside in the office of the Director of Labor, Management and Employee Relations. This position is part of the Legal Services Office. A new director has been in this position less than a year.

2. The district continues to use the Oakland Unified School District Negotiations Timeline document to monitor ongoing activities and actions related to negotiations.

3. Site administrators and departments are surveyed prior to the beginning of each set of negotiations to provide the administration with ideas, concerns and recommendations.

4. The district uses site administrators' input in preparing for negotiations. While site-level administrators are on the district negotiating teams, they are apprised of the progress of negotiations through e-mail and meetings. The monthly "Staff Connections" newsletter is also used to communicate updates.

5. At the conclusion of negotiations, the tentative agreements are posted on the district's Web site. The district also provides in-service sessions to site administrators at various meetings to cover details of the agreements.

6. The district uses subcommittees to study and address various items, such as school calendars, incentive compensation, professional development and new hire signing incentives. Site administrators are normally members of these subcommittees.

7. The district continues to use a joint labor-management committee (Health Benefits Improvement Committee) to supplement contract negotiations on employee benefits issues.

8. The district plans to enhance communications with site administrators by publishing a summary of the new teacher's contract in September and to present information at bi-weekly administrative meetings.

9. There are also plans to publish contracts on compact discs and to expand monthly communication from the Office of Labor, Management and Employee Relations via e-mail and the Web site.

10. There is a continuing need to track grievances and develop a formal process to communicate arbitration decisions to site administrators.

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 Self-Rating: 7
September 2006 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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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 Manager meets with his supervisor, the Chief Financial Officer (CFO), regularly to discuss risk management issues, including workers' compensation issues.

2. Risk Management receives numerous reports from its third-party administrator regarding workers' compensation experience. The district doesn't generate reports that distill the information into meaningful trends that can be shared with the cabinet.

3. The cabinet does not receive management reports that identify workers' compensation experience and problem areas.

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 Self-Rating:	10
September 2006 New Rating:	5

Implementation Scale:

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         0   1   2   3   4   5   6   7   8   9   10
         O───┼───┼───┼───O───●───┼───┼───┼───┼───┤
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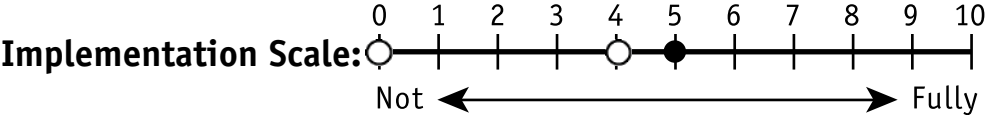
13.12 Employee Benefits/Workers' Compensation

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. The Risk Management Department provides its third party administrator, JT2, with a hard copy and an electronic copy of the essential functions of all job classifications.

2. The process for providing JT2 with current job descriptions requires Human Resources to provide JT2 with the needed information. Human Resources does not have a full set of job descriptions that identify the essential functions for each classification. The Risk Management Department has had to develop the essential functions for most job classifications. This has helped Risk Management provide its information to JT2. However, the process used to identify current essential functions will need a more in-depth study than can be undertaken by Risk Management.

3. The Human Resources Division is planning to perform a comprehensive classification review during 2006-07 that will identify the essential functions for all classifications.

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 Self-Rating: 5
September 2006 New Rating: 5

Implementation Scale:
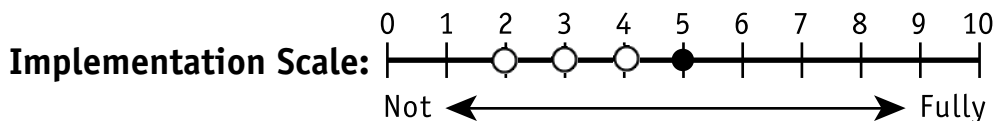
13.13 Employee Benefits/Workers' Compensation

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. On January 9, 2006, all employees received written notice regarding the reporting of work related injuries and the return-to-work policy. The notice also included information on the district's modified duty placement program.

2. A copy of the district's return-to-work program is available and was developed for the district by Day-1 Systems in 2004.

3. The system tracks employees on modified duty assignments every two weeks to ensure the assignments are still correct.

4. Ten employees are in the program.

Standard Implemented: Fully-Substantially

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

Implementation Scale:

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            0   1   2   3   4   5   6   7   8   9   10
          ○─────┼───┼───┼───┼───┼───○───○───●───┼───┤
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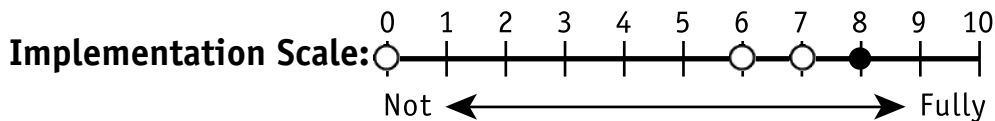
Table of Standards for
Personnel Management

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating
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
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
1.3	The division has developed a Mission Statement that sets clear direction for human resources staff.	7	8	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
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**
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**
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**
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
2.1	The Human Resources Division utilizes the latest technological equipment for incoming and outgoing communications.	2	5	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**
2.3	The Human Resources Division provides an annual report of activities and services provided during the year.	0	0	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
2.5	**The Human Resources Division holds regularly scheduled staff meetings.**	**4**	**4**	**5**	**6**	**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

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating
2.6	Various publications are provided on a number of subjects to orient and inform various clients.	5	6	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
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
3.3	The job application form requests information that is legal, useful, pertinent, and easily understood.	5	7	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
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
3.6	The recruitment plan provides a cost estimate (included in the division budget) for the recruitment program.	5	7	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**
3.8	Selection procedures are uniformly applied.	5	6	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**
3.10	The district appropriately monitors teacher assignments and reports as required under Education Code 44258.9.	0	5	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

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
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**
4.3	The job applicant form requests information that is legal, useful, pertinent, and easily under-stood.	7	7	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
4.5	The district systematically initiates and fol-lows-up on all applicants being considered for employment.	5	5	NR	NR	NR	NR
4.6	Appropriateness of required tests for a specific position is evident.	10	10	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
5.1	Initial orientation is provided for all new staff.	4	7	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**
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
6.1	Personnel files are complete, well organized, and up-to-date.	2	3	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**
6.3	**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**
6.4	**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**
6.5	The Human Resources Division provides an office environment with appropriate furniture, equipment and materials.	7	9	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
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**
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
6.8	Regulations or agreements covering various types of leaves are fairly administered.	7	7	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
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
6.11	Established staffing formulas dictate the assignment of personnel to the various sites and programs.	7	7	NR	NR	NR	NR
7.1	Policies and regulations exist regarding the implementation of fingerprinting requirements.	10	10	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
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
7.4	A clear implemented policy exists on the prohibition of discrimination. Government Code § 11135.	8	8	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

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
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**
7.7	Professional growth requirements for maintenance of a valid teaching credential exist. Education Code § 44277.	10	10	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**
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
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
7.11	The district is in compliance with the Consolidated Omnibus Budget Reconciliation Act of 1986 (COBRA)	5	7	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**
7.13	**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**
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
8.1	**An online position control system is utilized and is integrated with the payroll/financial systems.**	**0**	**0**	**5**	**5**	**5**	**6**

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

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 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
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
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**
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
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
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
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
9.3	Teachers and other professional school services personnel are provided diversity training. Education Code §44560.	3	4	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
9.5	The district provides training for all management and supervisory staff responsible for employee evaluations.	3	7	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
9.7	**The division develops handbooks and materials for all training components.**	**3**	**3**	**4**	**5**	**6**	**7**

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
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**
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
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
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
10.5	The Human Resources Division has developed an evaluation handbook for management and supervisory training.	2	8	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
10.7	The Human Resources Division has developed a process for providing assistance to marginal employees (remediation).	0	4	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
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
11.2	The Human Resource Division has developed recognition programs for all employee groups.	2	7	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
12.1	Salary schedules and benefits are competitive.	3	4	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**
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

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
12.4	The Human Resources Division provides a clearly defined process for the bargaining with its employee groups (e.g., traditional and inter-est-based).	8	8	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, man-agement flexibility, and student outcomes).	7	7	NR	NR	NR	NR
12.6	The Human Resources Division provides clear-ly defined forms and procedures in the handling of grievances for its managers and supervisors.	7	7	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
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
13.1	The district has its self-insured workers' com-pensation 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
13.2	Employee benefits are well understood by employees through periodic printed commu-nications provided by the Human Resources Division.	2	6	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
13.4	Employees are provided immediate notifica-tion that premiums due under COBRA were not received timely and coverage stopped as of date specified.	0	6	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
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
13.6	Timely notice of annual open enrollment period is sent to all eligible employees.	0	8	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
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
13.9	**The district's Workers' Compensation experiences and activities are reported periodically to the Superintendent's cabinet.**	**0**	**0**	**0**	**4**	**5**	**5**
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
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
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**
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**

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

Pupil
Achievement

PUPIL ACHIEVEMENT
Summary of Findings and Recommendations

From May 21 through 23, 2006, a FCMAT study team conducted an on-site assessment in the district to determine the progress made in implementing the pupil achievement recommendations of the <u>Oakland Unified School District Assessment and Recovery Plan</u> of January 31, 2000. The FCMAT review team also assessed the extent to which the district's instructional operations conformed to the additional requirements introduced in September 2003 to reflect the legal and professional changes since 2000.

The primary goal of the Pupil Achievement portion of the original Assessment and Recovery Plan of 2000 was to improve student achievement through complete implementation of required programs and recommended strategies. To determine the extent of the district's progress, the 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 the information gleaned from the documents and interviews. The visit was scheduled during the last days of regular instruction for the 2005-06 school year. An additional follow-up visit was conducted by the team's leader on August 17 to gather data on the progress made since the May visit.

Status of District Progress
The Oakland Unified School District has made progress toward implementing the Pupil Achievement recommendations of the Assessment and Recovery Plan of January 31, 2000. The departure of the State Administrator, Randolph Ward, has resulted in reorganizing some of the top administrative positions. However, the top instructional leaders articulate a clear vision of the district's direction. Moreover, faculty members and classified staff members are cognizant of this vision and appear willing to work toward improved operations. Progress continues to be made toward instructional program management based on the systematic use of data. Databases are growing and becoming more refined. The Results Based Budgeting system has been implemented. As a result, budgeting district resources is becoming increasingly results-based and curriculum driven.

The following paragraphs summarize the district's major strengths and weaknesses as observed by the Pupil Achievement study team. They have been grouped in the following five categories corresponding with the five major areas of the original review:

- Control of resources, programs, and personnel
- Clear and valid objectives for students
- Internal consistency and rational equity in program development and implementation
- Use of assessment to improve programs
- Improved organizational productivity

Control of Resources, Programs, and Personnel

The district has adopted a set of board policies that provides an operational framework for managing curriculum. Although generally adequate, the policies lack clarity on the roles and responsibilities of the district and site staff regarding curriculum design and delivery, the expectation for consistency in curriculum design documents, the linkage between the professional development of personnel and improved student achievement, and an established plan to help teachers receive and use the district curriculum to drive instruction. A detailed curriculum management plan to implement the board policies is being developed. District administrators intend to submit the plan to the board for approval in early October. The draft plan did not include clear linkages with the district's Strategic Alignment Plan (2002) or the Multi-year Academic Acceleration Plan (MAAP (2006). The district's personnel have presented a new redesign plan each year for the last three years, and none of the plans have been substantially implemented. Each plan is well researched and designed, but efforts to date have been expended largely on design, with limited attention to delivery. Student achievement during these years does not match the expectations established in the five-year Strategic Alignment Plan.

Sound planning is evident in key areas, and the organization continues to move toward established goals as a result of this planning. The board has adopted a policy that acknowledges long-range planning as an integral component of the district's growth and development. However, it does not establish the expectation that planning address long-term needs or that district planning integrate all efforts to achieve coherence and to maximize resources. Some training has been provided for administrators and instructional staff pertaining to the development of the site Single Plan for Student Achievement. This process addresses some components of an effective planning system, namely, analyzing data and setting goals for student achievement. However, the process is not comprehensive because it does not adequately address all critical components of an effective planning system or the capacity to assess the needs of the school as a whole.

District administrators continue to indicate their commitment to maintaining alignment between standards, practices, and assessments. However, current policies do not address roles and responsibilities for monitoring the curriculum. Many practices are in place, but the efforts of district personnel are not coordinated or evenly applied, and as a result, all sites are not adequately monitored. Board policy on student assessment does not match current practice, and there is no established board policy or process to periodically review policies to verify that proper direction is being given to district personnel.

The table of organization is being revised to match the new roles and relationships of the district redesign project. However, job descriptions for all positions have not been written, and a policy that links the table of organization with the job descriptions has not been developed.

Clear and Valid Objectives for Students

District leaders anticipate that a working document guiding the district's curriculum development efforts will become operational during the upcoming school year. The formal plan is part of the district redesign and includes the quality components of a curriculum management plan as recommended by FCMAT. In lieu of formal curriculum guides, the district administration adopted several standards-based textbook series. At grades 1 through 8, the textbooks approved by the state are adequately aligned with the state's standards and the state's assessment instruments. High school texts are less adequately aligned, but are considered adequate if they are

accompanied by California standards maps. The district has addressed the inherent lack of focus of a textbook curriculum by developing pacing guides to give teachers the necessary specificity and direction. Initially, the district's need to rapidly reform its instructional operations made the adoption of a textbook curriculum a sound strategy. Currently, the pacing guides are being aggressively revised to allow for more differentiation of instruction to better meet the needs of the district's diverse student population.

The FCMAT review team visited a cross-section sample of 176 classrooms in 21 schools throughout the district and observed that the textbook curriculum strategy was accepted by teachers and has resulted in teaching directed toward the California standards. The adoption and subsequent districtwide implementation of the Open Court and High Point instructional programs, along with Harcourt Math and the comprehensive benchmark assessment systems, have, at the elementary level, notably addressed the lack of cohesion, feedback, and staff development described in the 2000 Recovery Plan. During the 2005 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 the revised documents and nearly half the newly adopted documents reviewed were adequate.

When the study team compared English/language arts and mathematics instruction in district classrooms to the California standards, 58% of instruction observed in the classrooms was at grade level, 32% was below grade level, 2% was above grade level, and 8% was not on standard. The highest percentage of below-level instruction was observed at the middle schools and high schools coded green (67%).

Program Development and Implementation

The leadership of the district's special education programs continues to address the priority problems in the program. The procedures manual has been updated. Staff training on compliance issues has been initiated. Nonpublic school placements have been reduced. Progress has been made toward recovering dollars lost due to inaccurate accounting and reporting, addressing staffing in a definitive manner, reviewing nonpublic school placements, and reviewing transportation costs. A master plan is still being developed. Overdue IEPs and triennials have been substantially reduced. However, numerous potential compliance issues in the programs remain.

The district has made progress on its staff development program. A strong collaborative effort of the classified unions and the district administration resulted in a draft professional development plan for the classified staff, which is scheduled to be presented to the board in late August. The board earlier approved a staff development policy and an administrative regulation. The policy and regulation call for creating a plan for certificated personnel, however, none has yet been developed. Some references to professional development are included in the MAAP, but no comprehensive plan has been designed to direct a coherent professional development program for teachers, administrators, supervisors, and support personnel.

Professional development is still not linked to staff appraisals. However, plans to conduct training for new and aspiring principals that is related to teacher supervision and administrative performance continue to evolve with the district redesign plan.

Compliance with the recommended action in the exit report from the Comité delivered on February 3, 2005 regarding the district's EL programs is incomplete. 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 the Voluntary Resolution Plan, however, there is no indication that personnel are being held accountable through timely evaluations. The budgeting process does not fully address the issues of equity present at many of the schools. Staff development is voluntary, and not all teachers are trained. There is minimal indication that the district is delivering on its promise to the Comité to fully implement the ELD curriculum.

Use of Assessments to Improve Programs

The district has changed its approach for building a comprehensive assessment system in English/ language arts and mathematics for grades pre-K-12 to include comprehensive and focused instructional support, technology, and professional development. The new project, or Multi-year Academic Acceleration Plan (MAAP), meets 16 of 20 quality characteristics of a comprehensive program and student assessment plan recommended in the 2000 Curriculum Management Audit Report. Network executives 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 usable form 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. There are no assessments for the physical or social sciences except American history and world geography, and none outside the core areas. The Comité Exit Report indicated that there is a continuing weakness in assessments used for the English Language Development curriculum.

Student achievement continues to be a major concern. California Standards Test scores rose slightly again this year, however, more than half the district's schools are performing in deciles 1, 2, or 3 on the state's Academic Performance Index. Several schools have been closed or restructured, but it is too soon to know whether this will make a difference. Student achievement based on STAR 2006 results continues to remain below state and district expectations. The staff has deployed resources to prevent students from failing the California High School Exit Examination (CAHSEE) on their first attempt. Eighth graders at risk of failing were identified using three measures, and the high schools were required to develop plans to appropriately intervene. Combined scores from all scheduled CAHSEE exams in 2005-2006 were generally flat. The exception was the English Language Learner group that declined from 35% passing in 2004-2005 to 24% passing in 2005-2006.

Improved Organizational Productivity

The Budget Planning Manual has been finalized and the Results Based Budgeting (RBB) system is operational, however, the planning manual does not contain procedures for cost/benefits analysis nor procedures and criteria for evaluating the consequences of eliminating programs. There are also no directives prohibiting school-based decisions that cause inequities among schools in course offerings, materials, and practices. No clear link exists between compliance with Voluntary Resolution Plan deadlines and personnel evaluations.

Principals have received training for their expanded role and have developed their first Results-Based budgets. The system has the potential to significantly increase the district's educational productivity, providing that 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 Improvement Plan

1. The district has adopted policies on curriculum management. The policies address elements of curriculum management such as a philosophical framework for the design of curriculum, components of alignment, vertical and horizontal articulation, assessment procedures, and staff development of teachers and classified staff linked to curriculum implementation. The policies lack clarity regarding the roles and responsibilities of the district and campus staff regarding curriculum design and delivery, an expectation for consistency in curriculum design documents, the linkage between the professional development of classified personnel and improved student achievement, and an established plan to ensure all teachers receive and use the district curriculum to drive instruction.

2. The district has a draft Curriculum Management Plan that is scheduled to be adopted in early October. The plan is designed to put the new board policies into operation. The plan details the district vision, core values, key principles and elements, criteria for implementation, oversight structures, curriculum review cycle, and monitoring and support procedures that include approaches to professional development. The plan does not include clear linkages to the district's Strategic Alignment Plan (2002) or the Multi-Year Academic Acceleration Plan (2006). To fully comply with this standard, district personnel should include in the comprehensive curriculum management plan a clear link between the design and implementation of curriculum and the strategic goals in the district Strategic Alignment Plan. The plan needs to establish processes for evaluating the plan's implementation with periodic review by the board. At a minimum, the curriculum management plan needs to include the criteria for comprehensive planning in Exhibit 1.1.1.

Exhibit 1.1.1
Curriculum Management Audit Characteristics of Comprehensive Planning

| |
|---|
| **Design and Delivery:** |
| 1. Describes the philosophical framework for the design of the curriculum (e.g., standards-based, results-based, competency-based) |
| 2. Specifies the roles and responsibilities of the district and campus staff as they relate to the design and delivery of curriculum. |
| 3. Presents the format and components of alignment for the curriculum. |
| 4. Directs how national standards will be included in the curriculum. |
| 5. Identifies the design of a comprehensive staff development program linked to curriculum design and delivery. |
| **Review:** |
| 6. Identifies a periodic cycle of curriculum review for all grades and subject area courses. |
| 7. Describes the timing, scope, and procedures for curricular review |
| 8. Presents procedures for monitoring curriculum implementation and effectiveness. |
| **Assessment:** |
| 9. Specifies overall assessment procedures to determine curriculum effectiveness. |
| 10. Describes the approaches by which tests and assessment data will be used to strengthen curriculum and instruction. |
| **Dissemination:** |
| 11. Establishes a communication plan for the process of curriculum design and delivery, as well as celebration of progress and quality. |

3. While Board Policy 0400 addresses planning as a component of district management, it does not establish the expectation that planning address long-term needs or that district planning integrate all efforts so that it can achieve coherence among efforts and maximize resources. To fully comply with this standard, district personnel should revise board policy to include the expectation that long-range district planning integrate all planning efforts in a comprehensive plan.

4. The table of organization is being developed to match the new roles and relationships of the district redesign project. Job descriptions for all roles have not been developed. A policy has not been developed that links organizational structures, including job descriptions (roles and responsibilities) and the table of organization (accountability relationships). To fully comply with this professional standard, district personnel need to develop a policy that links organizational structure, including job descriptions (roles and responsibilities) and the table of organization (accountability relationships). A functional table of organization needs to be completed.

5. Current policies do not address roles and responsibilities for monitoring the curriculum. Many practices are in place, but the district personnel's efforts are not coordinated and are unevenly applied to administrators so that not all sites are being adequately monitored. Established expectations for the monitoring of functions by each supervisory role should be specified in board policy and consistently implemented with all supervisors.

6. The board policy on student assessment (Board Policy 6162.5) does not match current practice. District personnel indicated they are developing an assessment plan to provide coherence to current practices. To fully comply with this standard, the Governing Board should establish a policy that provides direction for a district assessment plan that evaluates student achievement, the programs in use, and all district functions regarding student achievement. District personnel should design a plan to implement the policy.

7. There is no established process to periodically review policies to verify that they provide direction for district personnel on performing functions that support improved student achievement. There is no formal training for administrative staff on policy implementation, and there are no provisions for monitoring how policies are implemented throughout sites/departments. To fully comply with this standard, district personnel should establish a plan that formalizes a policy review cycle, a training program for the administrative staff on policy implementation, and processes to monitor implementation.

8. Some job descriptions have been developed for Chief Executive Officer positions and some other recently advertised openings in the management and staff. As the district redesign evolves, so do roles and responsibilities. As district personnel flesh out the redesign plan and establish a table of organization that will be used to administer the district, all job descriptions for all roles and responsibilities need to be developed.

9. District administrators have implemented some strategies to monitor the quality of curriculum delivery. While administrators from all levels of the organization readily describe some common practices, it is evident that monitoring is not well understood by some administrators and is unevenly used to provide feedback to teachers. To fully comply with this professional standard, the district staff should establish processes for monitoring the implementation of state standards in instructional delivery and provide professional development for principals and instructional facilitators on strategies that emphasize improved instruction to reach mastery of grade-level standards.

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 Self-Rating: 6
September 2006 New Rating: 5

Implementation Scale:

```
     0  1  2  3  4  5  6  7  8  9  10
     |--+--O--O--O--●--+--+--+--+--|
       Not  <----------------->  Fully
```
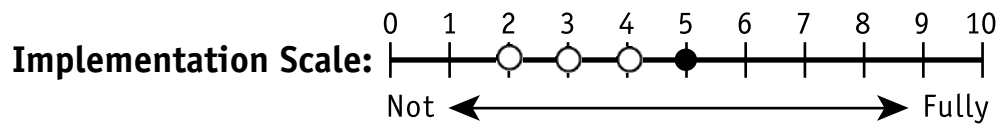
1.2 Student Objectives – Core Curriculum Content

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 & 2. District administrators have a draft Curriculum Management Plan scheduled to be adopted in early October, 2006. To fully implement this professional standard, the district must adopt a Curriculum Management Plan that includes the 10 elements described in Exhibit 1.2.1 with reviewers' ratings in relation to these elements.

Exhibit 1.2.1
Elements of a Comprehensive Curriculum Management Plan
And Reviewers' Ratings of District Draft Plan

May 2006

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

Exhibit 1.2.1. shows that five of the district's draft curriculum management plan components meet the criteria, and five do not. The district's draft curriculum management plan does not include all the criteria described in the original recommendations in the Assessment and Recovery Plan (2000). The draft plan includes a comprehensive description of the periodic cycle of curriculum review including the timing, scope, and procedures as recommended. However, until the plan is formally approved by the board for implementation, the recommendation remains unmet. Weaknesses in the draft curriculum management plan are discussed in the following paragraphs.

Element c: A consistent curriculum format
The draft curriculum management plan describes the components of instructional guides. District administrators indicate that work to complete these guides is scheduled to begin in summer 2006. Components to be included in these guides are as follows:

- 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 need
- Core and supplementary materials identified for each skill
- Strategies for differentiation
- Technology-based resources and links

One component of curriculum quality criteria, which is not listed in the draft plan, is to define specific time (hours) spent on the teaching of each skill. In addition, district administrators stated that plans are not in place to require a standard curriculum document format throughout subject areas, courses, and grade levels. The criterion for this element requires that the district establish a consistent format for all curriculum guides.

Element e: Expectations for the delivery of curriculum
The draft curriculum management plan describes a multilayered Professional Development Plan to ensure high-quality delivery of the curriculum, including on-site coaching for teachers and administrators and yearlong, cohort-based, follow up support focused on classroom application of strategies learned in professional development institutes. Board Policy 4131 has been adopted and addresses professional development of certificated employees. The policy does not link professional development to curriculum and student achievement. A professional development plan consistent with FCMAT recommendations has not been developed (see Standard 1.7).

Element f: Instructions for monitoring the curriculum that include specific procedures and criteria for principals and other staff
The draft plan along with newly adopted Board Policy 6400.5, entitled Supporting and Monitoring Implementation of Curriculum and Assessment, argues for the importance of monitoring curriculum and requires all supervisors of teachers to monitor curriculum, however, neither the plan nor the draft policy describes the specific procedures that supervisors of teachers will use systemwide to formally monitor curriculum delivery. The draft plan states, "In order to ensure effective implementation and evaluation of curriculum, the district must ensure that the core curriculum is supported with opportunities for teachers to analyze formative data to adjust instruction and is monitored both in terms of results (student data) and process." Approaches to using test results to plan instruction and intervention was the focus of the district's Instructional Leaders Retreat in August 2005. To meet the requirements of this element, procedures for monitoring curriculum classrooms and using test results to plan instruction and intervention must be defined in this plan.

Element i: A process for integrating technology into the curriculum
The draft plan states, "The curriculum will also include technology (software and hardware) to support high quality delivery of the curriculum." A draft instructional technology plan has been written, but it has not yet been integrated with the curriculum management plan. When that has been accomplished, the requirements for this element will be met.

Element j: A process for communicating curriculum revisions to the board, staff, and community
Reference to a communication plan for curriculum design and delivery is included in the draft curriculum management plan. A Community Curriculum Advisory Committee is described in the plan. The results of a comprehensive audit of the district curriculum is to be communicated to all administrators and teachers through an online system maintained by Edgenuity. A district curriculum bank will be available online for teachers and administrators. The technological means for this is currently under discussion, but district administrators state it will most likely be connected to the district's Internet infrastructure.

There is some vertical coordination and horizontal articulation at individual sites. When asked whether there was 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 plans to include some opportunity for coordination and articulation across grade levels and between networks during planned principal institutes in summer 2006. The district must take formal steps to ensure that there is coordination and articulation of curriculum revisions between grade-span specific networks. The draft plan for a four-tiered system for curriculum review and management does not include communication with the board.

Full implementation of this standard requires the inclusion of all element recommendations in the district's curriculum management plan. The plan must be finalized, approved by the board, and implementation sustained.

3. The district continues to develop board policies and administrative regulations utilizing the California School Board Association (CSBA) templates. Exhibit 1.2.2 lists the status of board policies and administrative regulations for curriculum management.

Exhibit 1.2.2

Status of District Board Policies and Administrative Regulations, Curriculum

Management

May 2006

Board Policies in Curriculum Management	Admin. Regulations Present
BP 6000 Concepts and Roles	NO
BP 6141 Curriculum Development and Evaluation	NO
BP 6142.92 Mathematics Instruction	DRAFT
BP 6142.9 Reading/Language Arts Instruction	YES
BP 6142.93 Science Instruction	NO
BP 6143 Courses of Study	YES
BP 6161 Equipment, Books and Materials	NO
BP 6161.1 Selection and Evaluation of Instructional Materials	YES
BP 6190 Evaluation of the Instructional Program	NO
BP 6400.1 (new) California Academic Content Standards	NO
BP 6400.2 (new) Vertical Articulation of Skills & Concepts in the Curriculum	NO
BP 6400.3 (new) BP 6400.4 (new) Standards-Aligned Assessment System	NO
BP 6400.4 (new) Alignment of Curriculum, Instruction and Assessment	NO
BP 6400.5 (new) Supporting/Monitoring Implementation of Curriculum & Assessment	NO

Exhibit 1.2.2. shows that five new board policies have been adopted that specifically support the district curriculum management plan being developed. In addition, one administrative regulation for Board Policy 6142.92, Mathematics Instruction, has been drafted. As stated in earlier progress reports, administrative regulations for Board Policy 6141, Curriculum Development and Evaluation, and other policies for instruction must be developed and refined to reflect the district's needs. Policies and administrative regulations for instruction as a group will provide a clear, operational framework for the Curriculum Management Plan.

4. As stated in earlier progress reports, the district's curriculum philosophy includes an alternative to FCMAT's recommendation to develop curriculum guides. The district has adopted California standards-based textbooks as its curriculum with pacing guides developed to address the inadequacies of a textbook curriculum. FCMAT accepted the district's alternative to the FCMAT curriculum monitoring process and has reviewed the district-adopted California standards-based textbooks 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.

To determine quality, FCMAT first examined previously adopted and rated California standards based mathematics textbook teacher's editions and pacing guides presented by district administrators (Exhibit 1.2.4). Newly adopted California standards based textbook teacher's editions were then analyzed (Exhibit 1.2.5). The reviewers' analyses will be discussed following 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 shows the team's past and current ratings of previously adopted California standards based mathematics textbook teacher's editions and pacing guides presented to the study team for years 2004-2006.

Exhibit 1.2.4

Past And Current Ratings Of Previously Adopted California Standards Based Mathematics Textbook Teacher's Editions And Pacing Guides

Presented to Reviewers, Grades K-12

May 2006

Previously Adopted Textbooks	Grade	Years Presented to Reviewers for Examination	Is There a Pacing Guide?	One (Obj)	Two (Assmt)	Three (Pre)	Four (Res)	Five (App)	Total	Change From First Year Rated
Harcourt Math	K-5	2006	Yes	2	3	3	3	3	14	+2
		2004	Yes	2	2	2	3	3	12	
*McDougall Math	6-8	2006	Yes	2	3	2	3	3	13	+2
		2005	Yes	2	1	2	3	3	11	
		2004	No	2	1	2	3	3	11	
*Prentice Hall Algebra I	9-12	2006	Yes	2	3	1	3	3	12	+1
		2005	Yes	2	2	1	3	3	11	
		2004	Yes	2	2	1	3	3	11	
Key Curr Press Geometry	8-12	2006	Yes	3	3	0	3	3	12	+2
		2004	Yes	3	1	0	3	3	10	
Prentice Hall Algebra/Trig	10-12	2006	Yes	3	3	1	3	3	13	+1
		2004	Yes	3	2	1	3	3	12	
Larson Pre-Calculus with Limits	12	2006	No	2	3	3	3	2	13	+2
		2004	No	2	1	3	3	2	11	
Larson Calculus	8-12	2006	No	2	0	0	3	2	7	+0
		2004	No	2	0	0	3	2	7	
		2006 Mean Totals		2.3	2.6	1.4	3.0	2.7	12.0	Average Overall Change +1.4
		2004 Mean Totals		2.3	1.3	1.3	3.0	2.7	10.6	

*Note: District administrators presented reviewers *McDougall Math* (6-8) and *Prentice Hall Algebra I* (9-12) for analysis in 2004, 2005 and 2006. All other textbooks in this table were presented to reviewers for examination in 2004 and 2006 only. *Open Court English Language Arts* and *Open Court Foro Abierto Para La Lectura* and accompanying pacing guides have not been presented to FCMAT reviewers for review since the initial examination in 2004.

Exhibit 1.2.4 shows the following:

- Six of the seven previously rated mathematics textbook teacher's editions and pacing guide sets were rated by reviewers in 2006 as adequate with ratings of 12 or higher. Four of seven mathematics materials sets examined increased ratings by two points from the first year.

- In six of seven previously rated materials sets examined in 2006, congruity of the curriculum to testing/evaluation received a rating of three (each objective is keyed to district and/or state performance evaluation). This improved rating of mathematics curriculum materials is due to the district's addition of Standards Mapping of District Assessments in which each test item on the benchmark test for the course or grade level is keyed to the standard taught as described in the standards based textbook and/or pacing guide.

- The strongest criteria across the seven previously rated mathematics textbook teacher's editions and pacing guide sets reviewed in 2006 is the delineation of instructional tools, with a mean score of three, and linkages for classroom use, with a mean score of 2.71. This rating is expected for curriculum that is defined by the district as the district-adopted standards-based textbook and accompanying pacing guides. The standards-based textbook teacher editions provide specific examples of how to approach key concepts/skills in the classroom.

- The weakest criterion continues to be delineation of the prerequisite essential skills, knowledge, and attitudes (mean total of 1.4). Two of seven mathematics textbook teacher's editions and/or pacing guide sets analyzed in 2006 made no mention of required skills or stated only prior general experience needed. None of the documents examined included a scope and sequence across grade levels or courses.

Exhibit 1.2.5 displays the ratings of newly adopted California standards based mathematics and history-social science textbook teacher's editions that were reviewed by FCMAT.

Exhibit 1.2.5
Rating Of Newly Adopted California Standards Based Textbook Teacher's Editions
Presented To The Reviewers, Grades 4-11
May 2006

*Newly Adopted Textbooks and Pacing Guides	Grade	Year Adopted	Is There a Pacing Guide?	One (Obj)	Two (Assmt)	Three (Pre)	Four (Res)	Five (App)	Total
Martin Gay Intermediate Algebra	9-12	2006	No	2	3	1	3	3	12
Harcourt History-SS	4-5	2006	No	2	2	2	3	3	12
Holt History-SS	6-8	2006	No	2	2	2	3	3	12
McGraw-Hill AP World History	10	2006	No	1	2	0	2	1	6
Pearson World History	10	2006	No	2	2	0	3	1	8
Pearson AP US History	11	2006	No	1	2	0	2	1	6
Holt US History	11	2006	No	2	2	0	3	1	8
			Mean Totals	1.7	2.1	0.7	2.7	1.9	9.1

Note: There are no publisher California standards maps for the advanced placement materials since the curriculum is aligned with AP content area exams.

The FCMAT study team agreed to accept district adopted California standards-based textbooks and accompanying pacing guides as the district curriculum. Exhibit 1.2.5 shows the following:
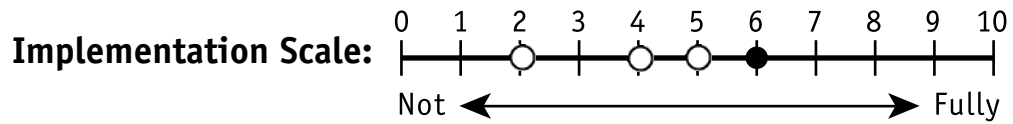
- There were no pacing guides for any of the newly adopted textbooks examined.

- Three of the seven newly adopted textbooks met the minimum FCMAT criteria for adequacy.

- None of the newly adopted textbooks examined delineated specific time spent teaching each of the skills.

- The strongest criterion across the seven newly adopted textbook teacher's editions reviewed is the delineation of instructional tools, with a mean score of 2.7. As stated earlier, this rating is expected for curriculum that is defined by the district as the district-adopted standards-based textbook.

- The weakest criterion is delineation of the prerequisite essential skills, knowledge, and attitudes (mean total of 0.7). Four of seven newly adopted textbook teacher's editions analyzed made no mention of required skills. None of the documents examined included a scope and sequence across grade levels or courses.

- The overall mean score for the seven newly adopted textbooks reviewed is 9.1.

5. There were no pacing guides and scope or sequence documents that have been revised to meet the FCMAT curriculum guide component criteria.

6. Beginning in 2005-2006, the Executive Officer for Research, Assessment, and Accountability has overall responsibility for monitoring programs and interventions. 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 indicated earlier, district administrators have presented a draft curriculum management plan that provides an operational framework. However, this recommendation is unmet because the district is required to have administrative regulations for the districtwide monitoring of programs and interventions, which includes the following components of a screening process recommended by FCMAT:

- 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;
- A budget;
- An evaluation;
- Programmatic results; and
- 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 to be completed in fall 2006.

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 Self-Rating: 7
September 2006 New Rating: 6

Implementation Scale:

```
     0   1   2   3   4   5   6   7   8   9   10
     |---|---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 Planning Manual has been finalized to implement Results Based Budgeting (RRB), and the system is operational.

2. Several FCMAT budget-related recommendations have not been addressed, including the following:

    a. The processes and criteria for evaluating the consequences of funding or not funding all elective programs, key components of program budgeting to increase educational productivity, have not been developed.

    b. No instructions have been developed directing the staff to routinely gather and present data describing the cost and benefits of various programs.

3. Instructions for using budget worksheets are included in the budget manual 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 equity policy must be adopted by the board.

5. All the staff must be required to comply with Voluntary Resolution Plan deadlines. The study team was still unable to detect a clear link between compliance with deadlines and personnel evaluations.

6. There are no directives prohibiting school-based decisions that cause inequities among schools in course offerings, materials, and practices.

7. An operational definition of equity is emerging, and a collaborative policy development process involving the Governing Board has been initiated. This process promises to soon produce a policy on equity.

    To fully comply with this professional standard, the following needs to be accomplished:

    a. Revise the budget manual to include the following:

       • Processes and criteria for evaluating the consequences of funding or not funding all elective programs.

- Guidance for including cost/benefits analyses in budgetary decision-making processes.

b. The issuance of a district directive requiring the staff to comply with deadlines in the Voluntary Resolution Plan.

c. Complete development of an equity policy that does the following:

- Defines the term "equity" and differentiates it from "equality."
- Provides guidance regarding the equity responsibilities of the staff.
- Prohibits school-based decisions that cause inequities in course offerings, materials, and practices.
- Specifies responsibilities for implementing equity in district operations.
- Incorporates 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 Self Rating	7
September 2006 New Rating	5

Implementation Scale:
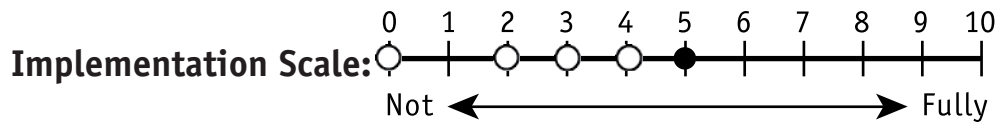
1.4 Multiple Assessments – Program Adjustment

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 has redesigned its approach in building a comprehensive assessment system in English/language arts and mathematics for grades pre-K-12 that includes comprehensive and focused instructional support, technology, and professional development. The redesign project is called the Multi-Year Academic Acceleration Plan (MAAP). The district has drafted a new policy for establishing a single, comprehensive student system. The following progress is underway:

   a. State and local assessment data are accessible on the district's data portal, used primarily for reading, English/language arts, and math by data coaches, site facilitators or content coaches, and administrators. More emphasis is being placed on screening, diagnostic, ongoing monitoring, and summative assessments for English/language arts and mathematics. A detailed draft matrix for proposed assessments has been developed and is scheduled for implementation next year (2006-07).

   b. Network executive officers are meeting regularly in academic conferences with site administrators to discuss the schools' academic progress, based on assessment data and other instructional practices currently underway. Cross-functional teams have been formed that include representatives from Instructional Services (IS), the Research, Assessment, and Accountability (RAA) Department, and Technology Services. These teams are scheduled to oversee MAAP and the draft assessment schedules for grades 2-11.

   c. The district continues to make progress towards aligning assessments to the core curriculum areas, however, assessments are focused primarily on English/language arts and math, and still do not address the required subject areas of history-social studies and science at all grade levels. Benchmark assessments are not formally aligned with the core subject pacing schedules for all school levels. There are plans for developing student, class, grade level, and school-level academic data portfolios through a "Data Mart" in grades 2-11. Assessments related to English Language Learners (ELL) and the English language development curriculum at all school levels have not been addressed even though there is a draft plan underway to assist in English/language arts and mathematics placement at the secondary level, which includes CELDT results.

d. There is a new draft policy for the newly designed assessment plan and the development for operational manuals, however, the plan does not specify how the effectiveness of the assessment systems or curriculum programs will be measured, who will be responsible for the evaluations, how often this will occur and what will happen as a result (student outcomes/district goals).

Even though there is progress, the district remains deficient in five 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 developing 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 students 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 multipurposes 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	

**Scheduled for adoption*

To fully implement the 20 characteristics of a comprehensive student assessment program requires the following:

1). Adopt an assessment policy and regulations that provide direction for the Comprehensive Assessment Plan. The policy should have a long-term effect on implementation of assessments at all grade levels for all required subjects, including science, social studies, and English Language Development.

2) Develop procedures that allow for the systematic evaluation at all levels as follows:

- An assessment plan for student progress in the core curriculum areas over time
- A means to judge the effectiveness of the organization and its implementation of MAAP
- A plan to evaluate the academic programs at all school levels (elementary, middle school, and high school). This plan should do the following:

 i. Require the use of longitudinal data on student achievement in the core academic areas at all school levels that demonstrate patterns and trends of progress.
 ii. Require the use of quantitative and qualitative data in developing school improvement plans.
 iii. Require the use of summative assessments for program evaluation; prioritize programs to be evaluated and establish time lines.
 iv. Require procedures that help evaluate the implementation of the plan and its organizational effectiveness.

3) Specify overall assessment procedures that determine the effectiveness of curriculum, specifications for analysis, and outcomes. Use graphs and charts with narratives that indicate both short and long term effects and explanations of results.

4). Construct assessment time lines aligned with the required use of pacing guides for all school levels that ensure the systematic implementation of assessments.

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 Self-Rating: 7
September 2006 New Rating: 6

Implementation Scale:
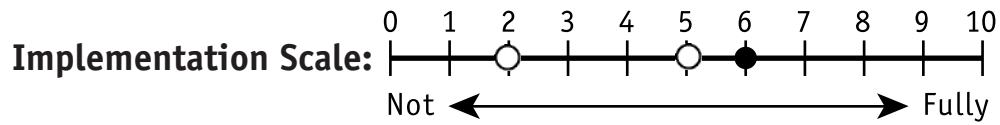
Professional Standard

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

Progress on Recommendations and Recovery Steps

1. Expectations for the high levels of student achievement that were established in the 5-Year Strategic Alignment Plan have been revised in the Multi-year Academic Acceleration Plan (in process). The current plan establishes specific benchmarks for student promotion from one grade level span to the next (e.g., from K-3 to 4-5). Since the current goals have not been implemented, FCMAT reviewed the relationship between the previously established goals and current levels of student achievement, as reported to the board in spring 2006. While some progress has been made, there is a significant gap between levels of achievement and the goals established in the 5-Year Strategic Alignment Plan. FCMAT noted that both the 5-Year Plan and the current plan are well designed documents, and both articulate high expectations for student achievement. However, the first plan was not implemented, and the current plan will not be adopted until fall 2006. Quality time and resources should be invested in implementing *a plan* instead of rewriting plans as the central office administration takes on new members. The current state of student achievement demands that district and site personnel recognize that closing the achievement gap is *the* top priority. Including high expectations in plans should be followed up with actions that are narrowly focused so that all personnel take the necessary actions to prepare students to graduate and continue to college and careers (see also Standard 1.27).

2. Last year, site administrators received support in managing fiscal and management functions, relieving them of some obligations and providing them with additional time to be in classrooms. However, because the district is unable to fund this service next year, principals will have to provide the necessary funding. Because some schools may not have the necessary resources, these site principals could have less time to monitor instruction. District personnel should provide oversight of this transition to ensure that low-performing schools, in particular, are not shortchanged in the process.

3. Network executive officers coach site administrators in monitoring the delivery of instruction. These network supervisors visit schools and classrooms and converse with principals about what options may support improved student achievement. In several cases, this oversight has resulted in professional development and the adoption of programs to match a specific need.

4. The district staff reported that there is frequent communication to the district staff and the community about the expectation that a high quality curriculum and instructional program are the norm, and this will be part of the district redesign. District personnel reported that during the building phase of the redesign, the community was involved in meetings and in a survey.

5. The State Administrator and his staff provide regular reports to the board on planning activities and student achievement.

6. A newly designed approach to developing the site improvement plan will be initiated next year. The plan, designed by the staff and parents, will drive decision-making all year and is based on the ongoing evaluation of student-achievement data. The district assessment plan will provide guidance to the site plan through aligned assessments (to be developed) and data that identifies gaps in student learning so that site personnel can use the data to establish goals and objectives for the Single Plan for Student Achievement. The FCMAT team advises the district staff to use the components of an effective planning system as identified in the *Curriculum Management Audit Report (2000)* to design the Assessment and Evaluation Plan and to make this a priority in the redesign process. Aligned assessments and reliable data are essential to monitoring the effectiveness of curriculum and programs, and both are critical to site personnel in establishing learning targets for the year in the Single Plan for Student Achievement. District personnel should support the site staff in using aligned assessments and their results to establish learning targets in their Single Plan for Student Achievement and to implement realistic strategies to accelerate student achievement.

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 Self-rating:	7
September 2006 New Rating:	5

Implementation Scale:

0 1 2 3 4 5 6 7 8 9 10

Not ← → Fully
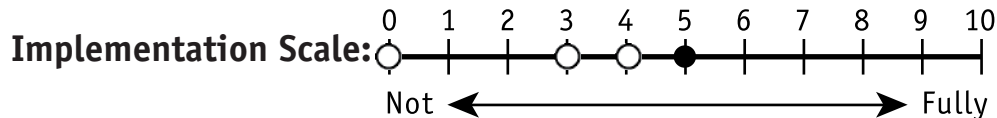
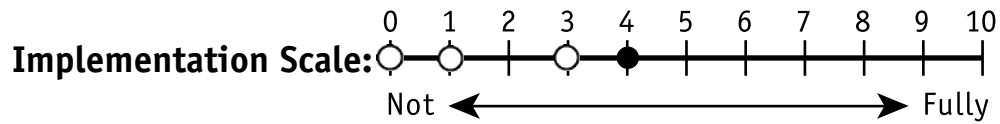## 1.6 Assessment Tools –Direction for Improvement

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 assessment tools for language arts and mathematics through grade 12. However, there are no assessments for the physical or social sciences except American history and world history, and none for courses outside core subject areas. Further, the district has not reached its goal of fully implementing the newly redesigned comprehensive assessment system. There was a district assessment plan for 2004-2005, but that has changed with the Multi-Year Academic Acceleration Plan (MAAP).

2. Test scores on STAR remain below state averages. Protocols for administering tests that incorporate high-stakes testing strategies are scheduled for development in summer 2006 in compliance with the FCMAT recommendation to develop and use test guides to promote student familiarity and comfort with high-stakes testing environments.

3. As a part of the comprehensive MAAP program, the Department of Research, Assessment and Accountability is building a mid-year benchmark assessment which will be aligned with the CST blueprints. This is scheduled to be piloted in the spring of 2007.

4. To fully comply with the professional standard, the district must prepare a comprehensive assessment plan that includes an ongoing schedule for developing and implementing assessments and includes the following:

   a. A directive for grades 2-11 that a substantial proportion of teacher-prepared and other tests for students should be administered using the format, procedures, and other contextual elements that mirror high-stakes testing to promote student familiarity with that testing environment.

   b. The preparation and distribution to students and teachers of test guides 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.

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 Self-Rating:	6
September 2006 New Rating:	4

Implementation Scale:

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         0   1   2   3   4   5   6   7   8   9   10
         ○───○───┼───○───●───┼───┼───┼───┼───┼
           Not  ←──────────────────→  Fully
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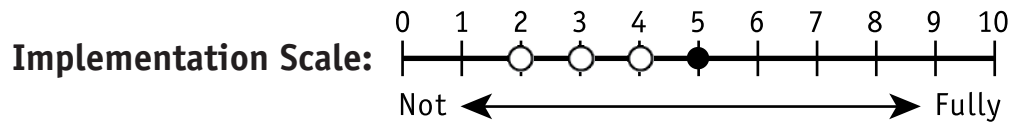# 1.7 Staff Development – Improved Instruction/Curriculum

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. Board Policy BP4131 has been adopted and addresses the professional development of certificated employees. This policy is being revised as part of the Multi-year Academic Acceleration Plan (MAAP). A draft policy for the professional development of classified employees was to be submitted to the board by August 30, 2006. To comply with this professional standard, the district should adopt a policy that links the professional development of classified employees to student achievement.

2. No professional development plan has been created. The MAAP includes some references to professional development, but there is no comprehensive plan detailing a coherent approach to professionally prepare teachers, administrators, supervisors, and all support personnel. The district staff indicated that a district professional plan will be developed as part of the MAAP and that a noncertificated Professional Development Plan will be submitted to the board in June. To satisfy this professional standard, the district staff should design a staff development plan consistent with FCMAT recommendations, including a mission statement, planning\budgeting time line relationships, action plans identifying strategies, evaluation criteria and time line, cost estimates, and those responsible for strategy execution. The district staff should revise the professional plan for noncertificated employees to reflect clear linkages to improved student performance.

3. Several positions are responsible for professional development. An attempt to coordinate the efforts of various departments was undertaken in the design of a Summer Professional Development catalog 2006. Lacking a professional development plan, and an agreed focus for professional development, this catalog continues to present a menu of options with little guidance for a coherent plan to meet the individual needs of teachers. Some efforts toward matching professional development to individual needs and district/site priorities is evident in the Beginning Teacher Support and Assessment (BTSA) program and the "PD Pathway Cards" initiated this year. To fully comply with this standard, district personnel need to design a professional development framework that coordinates all efforts and brings coherence among professional development, the district's goals for student achievement, and providing a highly qualified teacher for each student.

Standard Implemented: Partially

January 2000 Rating: 2
September 2003 Rating: 3
March 2004 Rating: 3
September 2004 Rating: 4
September 2005 Rating: 4
September 2006 Self-Rating: 7
September 2006 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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1.8 Staff Development – Purpose, Goals, and Evaluation
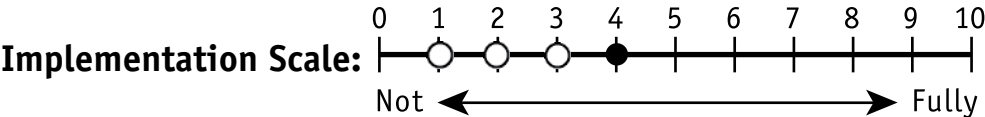
Professional Standard
Staff development demonstrates a clear understanding of purpose, written goals, and appropriate evaluations.

Progress on Implementing the Recommendations of the Recovery Plan

1. A professional development plan has not been designed for the district (see Standard 1.7). A board policy has been adopted to direct the staff development of certificated employees, and a draft policy for classified employees was scheduled to be submitted to the board in late August 2006. A professional development program for classified employees was being developed and was scheduled to be submitted to the board for approval in June 2006. This plan focuses on customer service and lacks a clear linkage to improved student achievement.

2. Some staff development offerings include opportunities for teachers to gain basic skills on providing quality instruction e.g., AB466. Many professional development offerings are linked to commercial program implementation with no clear focus on best practices to improve instruction of students. There was no indication of linkages between results of student achievement and the professional development of teachers and noncertificated personnel who support instruction.

3. There is no systematic process to evaluate the effects of professional development on classroom instruction and student performance. A system is under development to collect data on teacher satisfaction with professional development. The noncertificated professional development plan does not include processes for evaluating the effect of training on job performance or the effect on the system's response to improving student achievement results.

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 Self-Rating:	6
September 2006 New Rating:	4

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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1.9 Evaluations – Improving Job Performance

Professional Standard
Evaluations provide constructive feedback for improving job performance.

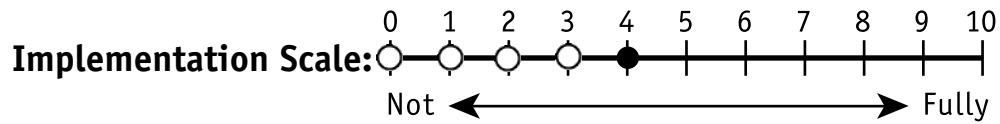## Progress on Implementing the Recommendations of the Recovery Plan

1. Board policy BP 6162.5 on student assessment states, "The effectiveness of the schools, teachers and district shall be evaluated in part on the basis of these student assessments." This policy provides a means for linking assessment to the evaluation process.

2. A revised certificated and classified manager evaluation that would link assessment to the evaluation process has been developed and was scheduled to be initiated in August 2006. Under the new redesign plan, the network executive officers will continue to meet regularly as an Educational Leadership Organization (ELO) at the district level. The network executive officers (NEXOs) will continue to conduct informal academic conferences with the principals monthly to discuss site priorities/objectives, use of assessment data, school action plans, and success indicators as a way to evaluate and monitor school progress.

2. The knowledgeable use of test data, test guides, and curriculum guides has not been formally added to the criteria for teacher supervision. "The district plans to address the reform of the certificated teacher evaluation criteria and process in the next contract negotiations." No clear deadline for accomplishing this was presented.

4. Limited formal training on the evaluation procedures has been provided to the certificated staff (see Pupil Achievement Standard 1.1).

   To fully implement this professional standard:

   a. Implement the newly revised certificated and classified manager evaluation tools that link the knowledgeable use of assessment to the evaluation process.

   b. Revise the current evaluation criteria for certificated teachers so there is a clear linkage between the evaluation process and a knowledgeable use of assessment tools and curriculum guides. The wording, "knowledgeable use of test data, test guides, and curriculum guides" should be added to the evaluation process.

   c. Provide certificated administrators and teachers with formal training on the evaluation process and its linkage to assessment.

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 Self-Rating: 5
September 2006 New Rating: 4

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9  10
        ○───○───○───○───●───┼───┼───┼───┼───┼
          Not  ←─────────────────→  Fully
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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. Board Policy 4131 has been adopted and addresses the professional development of certified employees (see Standard 1.7) The district is revising a staff development plan under the auspices of the Multi-year Academic Acceleration Plan (MAAP). Full implementation of this professional standard requires a comprehensive, board-approved staff development plan that addresses the staff development elements laid out in Standards 1.7 and 1.8.

2. District administrators state that teacher professional development is currently focused on the acquisition of basic teaching skills in the subject matter content areas. It is also focused on differentiation strategies to provide quality instruction to all students, including English learners and special education students. An attempt to coordinate the efforts of various departments was undertaken in the design of a Summer Professional Development Catalog 2006. Lacking a professional development plan, and an agreed-upon focus for professional development, this catalog continues to present a menu of options with little guidance for a coherent plan to support the individual needs of teachers in meeting the needs of a diverse student population. The district has professional development sign-up sheets, but many sheets show low teacher attendance.

    The district has allocated almost $1 million in new funding to increase support for program and staff development for English learners. This includes both a significant addition of administrative leadership and coaching personnel, as well as funds for professional development and program development. There are no administrative regulations for the districtwide monitoring of programs and interventions that include the recommended components of a program screening process (see Performance Standard 1.2).

    Teachers continue to state, and principals corroborate, that they modify instructional plans according to student needs and successes. Forty teachers were asked if they use SDAIE strategies in their classroom, and 93 percent answered positively. Of those who answered positively, a few were not familiar with the term "SDAIE," but provided examples of sheltered strategies they use in their classroom similar to SDAIE strategies. Examples of teacher responses to questions about the use of SDAIE strategies in the classroom are as follows:

- "We do a lot of visuals with pictures."
- "We focus on vocabulary development."
- "I use a lot of regalia."
- "We scaffold and use sentence starters."
- "I give them extra support and do lots of repetitions."
- "We play word games."
- "When I ask a question, I expect an answer in a complete sentence."
- "I use manipulatives such as base 10 blocks."
- "When we are doing word problems, I explain the words."
- "I use graphic organizers, semantic mapping, and concept cues."
- "I use math glossaries in Spanish."
- "I use some modeling."

3. The district continues to focus on assessment feedback discrepancies as evidenced in the district's "Collaborative Inquiry Cycles" and "Reading First Collaborative Inquiry Cycles" for grade level/learning teams. However, not all elementary schools in the district are using the Cycles of Inquiry or have Reading First programs. The district uses the Edusoft system to collect, organize, and report the results of interim assessments in English/language arts and mathematics. Although departments review and validate the data, not all secondary schools are administering the required district assessments. A sample of comments from secondary principals and teachers supporting this follows:

   - "The teachers use their own pacing guides and administer the 6+1 writing. The district doesn't know we don't administer the benchmark assessments."
   - "The district benchmark assessments don't align with CPM so we have our own [assessments]."
   - "Teachers have looked at the standards and developed their own assessment."
   - "We don't use them (district assessments). They don't match the CPM."
   - "We do our own [assessments]."

   In response to this discrepancy in benchmark assessment participation, a memorandum from the Interim State Administrator requiring increased participation in secondary math and English benchmark assessments was sent to all network executive officers and high school principals. District administrators state that network executive officers are responsible for holding principals accountable to increase this participation.

   Technology Services has resolved issues regarding Edusoft benchmark assessment participation reports, such as scanning problems and the inability to produce reports for teachers who had two or more grade levels in the same class.

   In addition, each high school has been required to submit a plan for helping 9th grade students at risk of not passing the CAHSEE in math. The administration has hired additional math teachers so that schools may schedule an additional math period for students at risk, if that is their plan. Schools may also submit alternative plans such as limiting math classes to small numbers of students.   The district is tracking the results.

The MAAP and a report dated April 21, 2006 from the office of Research, Assessment, and Accountability describes a general summative assessment schedule that states which assessments will be given and the number of times a year they will be administered. Finalized guides for these assessments continue to be developed by the district.

Full implementation of this professional standard requires the district to take formal steps to ensure that assessment feedback discrepancies are systematically addressed at every school.

Standard Implemented: Partially

January 2000 Rating:	0
September 2003 Rating:	1
March 2004 Rating:	3
September 2004 Rating:	4
September 2005 New Rating:	4
September 2006 Self-Rating:	7
September 2006 Rating:	5

Implementation Scale:
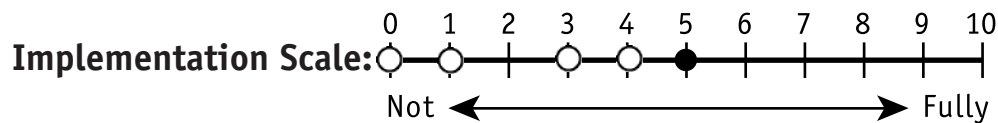
1.12 California Standards for the Teaching Professional

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 unit continues to train administrators to work with new teachers. BTSA and intern mentors use both the California Standards for the Teaching Profession and the BTSA induction standards to assess progress and coach for improvement. All teachers are evaluated using CSTP-based criteria.

Standard Implemented: Partially

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

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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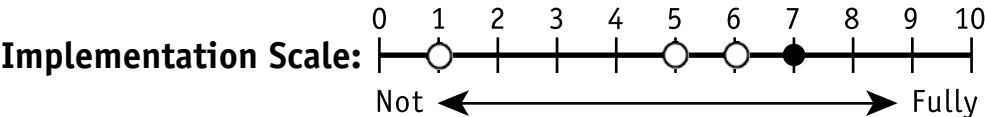
1.13 Instructional Plans – Modification and Adjustment

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

Progress on Implementing the Recommendations of the Recovery Plan

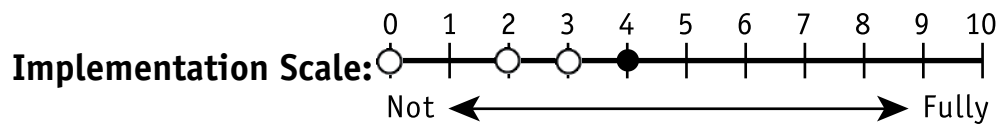1. The district lacks an equity policy that defines the term "equity," specifies responsibilities, and provides the rationale and guidance for adjusting instructional plans and for reallocating resources to meet student needs. The district is developing a new vision and core values that identify equity 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. However, the vision and core values are still in the draft process and are not disseminated and acculturated in the district. A board policy was produced on equity, but the language in it referenced an equity plan, which was not produced. The MAAP for the district was frequently referenced as a means to define, implement and monitor equity. MAAP is scheduled to be implemented in fall 2006.

2. Staff members report several instructional modifications based on student performance data, particularly from the benchmark assessments. Modifications include after-school/weekend tutoring, peer coaching, reteaching, use of manipulatives to reteach, 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 have still not been specified.

4. State-approved textbooks and local pacing guides constitute the district's curriculum guides and are used in all core courses. Teachers' editions and supplemental materials of K-8 standards-based textbooks meet state and FCMAT requirements to provide strategies for diverse learners. High school students are accommodated through after-school tutoring, a two-year algebra class for students at risk in mathematics, a two-course requirement of regular English, and High Point English for students at risk and for English-language learners. Advance 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 textbooks have been selected for all courses. The Williams textbook survey demonstrated that the district worked on this standard.

   An OCR Voluntary Resolution Agreement from 2000 was updated to address equity in student discipline concerns. Specific required activities were outlined. There was little indication that the district addressed the discipline issue. Implementation is scheduled for 2006-07.

To fully comply with this professional standard, the district should approve an equity policy that defines the term, provides the rationale and guidance for equity actions, and assigns equity responsibilities. Additionally, the district must implement the OCR Voluntary Resolution regarding discipline of minority students in the district.

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 Self-Rating: 6
September 2006 New Rating: 4

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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1.14 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 draft curriculum management plan is undergoing thorough review and revision (See Standard 1.2). This plan states, "Our students will experience rigorous and relevant learning and high expectations." The draft document goes on to state, "All students in OUSD must be exposed to intellectually engaging and challenging academic content." This plan includes an approach to curriculum development entailing a comprehensive needs assessment, a systematic review of each instructional program every four to five years, the development and revision of curriculum pacing guides, and the adoption of all curriculum by the board. However, until the draft plan is approved by the board and implemented, this recommendation is unmet. FCMAT visited 21 schools to determine whether district-adopted California standards-based textbooks and pacing guides are being used by teachers to teach the challenging California English/language arts and mathematics standards for the grade level or course. Exhibit 1.14.1 shows the difference between the selection of classrooms visited in May 2006 and those visited in 2004 and 2005.

Exhibit 1.14.1 Comparison of English/Language Arts and Mathematics Classrooms Visited in 2006 with Data from Classrooms Visited in 2004 and 2005

Grade Level Span	API Color Code	# Of Classrooms Visited				Total Classrooms from Color Code Visited to Date	Percent of Total Classrooms Visited
		January 2004	May 2004	May 2005	May 2006		
K-5	Blue	7	10	21	40	78	9.7%
	Green	22	54	36	36	148	18.5%
	Yellow	50	66	49	23	188	23.4%
	Orange	27	57	24		108	13.5%
	No Code				4	4	.5%
K-6	Yellow				16	16	2.0%
K-8	Yellow		3			3	.4%
	Subtotals	106	190	130	119	545	68.0%
5-6	Yellow		6			6	.7%
6-8	Green	10			3	13	1.6%
	Yellow				31	31	3.9%
5-8	Blue				4	4	.5%
	Yellow	36	22	6		64	8.0%
	Orange	16	4	21		41	5.1%
	Subtotals	62	32	27	38	159	19.8%
9-12	Green				3	3	.4%
	Yellow	23	7		16	46	5.7%
	Orange	13		19		32	4.0%
	No Code	10	3	4		17	2.1%
	Subtotals	46	10	23	19	98	12.2%
	Totals	214	232	180	176	Total OUSD Classrooms Visited 2004-2006: 802	

Exhibit 1.14.1 shows that 68 percent (N = 545) of the total classroom observations to date were in elementary schools (elementary data includes K-5, K-6, and K-8 schools) as compared to approximately 32 percent (N = 257) of the classroom observations in secondary schools (secondary data includes 5-6, 6-8 and 9-12 schools).

Exhibit 1.14.2 shows the results of the data collected from observations at the schools during the May 2006 visit.

Exhibit 1.14.2

Results of Classroom Observations, May 2006

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 Students Were Off Task	
				Instruction Above Grade Level		Instruction At Grade Level		Instruction Below Grade Level		Instruction Not California Standard			
				#	%	#	%	#	%	#	%	#	%
K-5	Blue	3	36	2	6%	22	61%	6	17%	6	17%	0	0%
	Green	4	35	0	0%	24	69%	8	23%	3	9%	4	11%
	Yellow	2	23	1	4%	17	74 %	2	9%	3	13	0	0%
	No Code	1	4	0	0%	3	75%	1	25%	0	0%	0	0%
K-6	Yellow	1	16	0	0%	7	44%	8	50%	1	6%	0	0%
	Subtotal	11	114	3	3%	73	64%	25	22%	13	11%	4	4%
5-8	Blue	1	4	0	0%	2	50%	2	50%	0	0%	0	0%
6-8	Green	1	3	0	0%	1	33%	2	67%	0	0%	1	33%
	Yellow	3	30	1	3%	13	43.3%	16	53%	0	0%	7	23%
	Subtotal	5	37	1	3%	16	43.2%	20	54%	0	0%	8	22%
9-12	Green	1	3	0	0%	1	33%	2	67%	0	0%	0	0%
	Yellow	4	16	0	0%	8	50%	7	44%	0	0%	2	13%
	Subtotal	5	19	0	0%	9	47%	9	47%	0	0%	2	11%
	Total	**21**	**170**	**4**	**2%**	**98**	**58%**	**54**	**32%**	**13**	**8%**	**14**	**8%**

Exhibit 1.14.2 illustrates the following:

- When the review team compared English/language arts and mathematics instruction in district classrooms to the California standards, 58% of instruction observed in the 180 classrooms was at grade level, 32% was below grade level, 2% was above grade level, and 8% was not related to a standard.

- The highest percentage of instruction at grade level occurred in elementary classrooms (64%).

- The highest percentage of instruction considered below grade level (67%) was observed in classrooms of middle schools and high schools coded green.

- The highest percentage of instruction not aligned with California Standards was observed in classrooms of elementary schools coded blue (17%). The review team did not visit secondary classrooms where observed instruction was not aligned with California standards.

2. The district's draft curriculum management plan includes requirements for the consistent implementation of pacing guides for all core subject areas at all grades. The draft plan also includes a process to continuously review and revise pacing guides in all subject areas based on district and state assessment data to reflect districtwide and site-based diverse student needs. Pacing guides for newly adopted textbooks in mathematics and history-social science were not available (see Standard 1.2). Until the draft plan is approved by the board and implemented, this recommendation is unmet. Exhibit 1.14.3 shows the data collected when 40 mathematics and English/language arts teachers from elementary, middle school, and high schools were asked if they use the district pacing guides or scope and sequence to help guide their instructional planning.

Exhibit 1.14.3

Teacher Responses to "Do You Use the District Pacing Guides (Scope and Sequence) to guide your Instructional Planning?"

May 2006

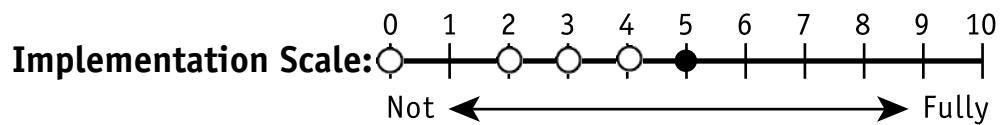| Elementary Teachers (N=24)				Middle School Teachers (N=8)				High School Teachers (N=10)			
English/LA		Mathematics		English/LA		Mathematics		English/LA		Mathematics	
Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
12	0	12	0	3	1	3	1	3	1	2	1

As noted in Exhibit 1.14.3, all 24 of the elementary teachers and six of eight middle school teachers indicated that they used the district pacing guides. Three of four high school English teachers said they used the pacing guide provided with the Holt materials, while one English teacher said he/she did not use the Holt scope and sequence to guide teaching. Two high school mathematics teachers responded with a yes, and one responded with a no. Some teachers stated that the pacing guide or scope and sequence was used as a general guide and that they had the flexibility to adjust it to meet diverse student needs as long as students were ready to take the district benchmark tests. Many secondary teachers stated that the mathematics and English/language arts scope and sequence took the students through the materials too quickly and did not allow teachers to engage in concept building and reteaching when necessary prior to the district assessments. Most of the teachers who indicated they used the pacing guide said that the purpose for the pacing guide was to be certain students were ready to take the district benchmark tests.

The draft curriculum management plan describes the intent to develop instructional guides (work began in summer 2006) including pacing guides for the four core subject areas at each grade that allow more time for teacher differentiation to tailor instruction to meet student learning needs. In August, reviewers were presented with a draft scope and sequence and a draft pacing guide developed utilizing the Edgenuity program. District administrators hope to pilot these documents beginning in fall 2006.

To fully implement this professional standard, the district must finalize the curriculum management plan to include implementation of a process to continuously review and revise pacing guides in all subject areas based on district and state assessment data to reflect districtwide and site-based diverse student needs (see Performance Standard 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 Self-Rating: 7
September 2006 New Rating: 5

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9   10
        O---|---O---O---O---●---|---|---|---|---|
           Not  <------------------------>  Fully
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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. Most schools use the academic data cards or summary school reports, and some are using assessment/data binders at the elementary, middle school and high school grade levels. District benchmark tests and curriculum embedded tests in the SBE adopted reading and math programs are used the most consistently at the elementary level. The district's data portal and the Edusoft system are providing school sites with both state and local assessment benchmark results, however, little longitudinal data is made available districtwide and/or to the sites on a systematic basis. Screening, diagnostic and monitoring data with time lines are planned to be used more extensively in grades 2-11 based on MAAP's implementation in 2006-2007. Although progress is slow, the district continues to work towards its equity goals by providing performance reports for the underrepresented ethnic groups using the data results from the CELDT, CST, and CAHSEE Strand Reports.

2. The district continues to offer support to schools through the district's technology support team, data coaches, and scheduled "Date with Data Nights." The district is collecting informal survey data from teachers and administrators on the perceived value of data coaching and professional development, however, there is no information on how coaches' time is spent or on whether the use of time and assessment training are making a difference in student achievement.
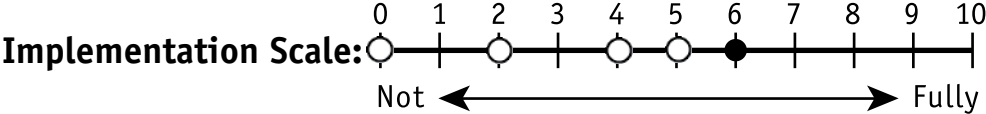
   To fully implement this professional standard the district should:

   a. Implement the MAAPS comprehensive assessment plan in a timely manner and sustain it over time in ways that promote the in-depth use of data to better inform instruction. Provide more extensive comparison and longitudinal data to assist the district and individual schools in identifying trends and patterns of student achievement in the core academic areas at all grades, giving particular attention to the subgroup populations that include the English-language learners.

   b. Evaluate the use of data coaches and training related to the use of multiple-measured assessments to determine whether they are improving student achievement.

   c. Implement the recommendations in Pupil Achievement Standard 1.4 with an emphasis on using assessment information to improve learning opportunities for all students.

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 Self-Rating:	7
September 2006 New Rating:	6

Implementation Scale:

Not ← → Fully

Scale: 0 1 2 3 4 5 6 7 8 9 10

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. As noted in the previous progress report, Board Policy 6190, Evaluation of the Instructional Program, mandates a systemwide core and consolidated program evaluation process. The policy states, "The Superintendent or designee shall review the effectiveness of district programs, both the core curriculum and consolidated programs, in meeting desired outcomes for the children they are intended to serve." Board Policy 6190 requires the district to utilize data reporting protocols using color-coded rankings (red, orange, yellow, green, and blue) to provide uniformity of reporting. District administrators report that they have included cost analysis data collection in the new school site plan, but the evaluation process has not been developed. Full implementation of this professional standard requires the development of administrative regulations defining a common evaluation and reporting format to be utilized for all district instructional programs that include as major components the following: cost analysis, program integration, evaluation cycle time line, and program effectiveness data.

2. Board policy 6190 also states that the Superintendent or designee "shall provide the board and the community with regular reports on student progress toward board-established standards of expected achievement at each grade level in each area of study. Based on these evaluations, the board shall take appropriate actions to maintain the effectiveness of programs and, as needed, to improve the quality of education that district students receive." District administrators have not begun to submit annual reports to the Governing Board on evaluations for each program. Full implementation of this professional standard requires provisions in policy or regulations for annual review of the evaluations for each program, including a cost analysis, a description of how particular programs interact with other programs, and data on program effectiveness.

3. The district has built the OAKS Database. This database can link comprehensive after-school programs as well as NCLB SES tutoring programs to student information, days and hours of attendance, and program funding source. Linkage to student achievement has been assigned to Technology Services for implementation in Fall 2006. At this time, a database of supplemental programs has not been created by the district 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 in program

- Costs of program per student
- Expected stability of funding
- Degree of learning achieved (or not achieved), and
- Resulting action for improvement, including program termination, if appropriate.

4. District administrators utilize data to track program implementation, and accomplishment of this recommendation is part of the district redesign process and Results Based Budgeting. Full implementation of this standard requires the district to develop and institutionalize such a process.

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 Self-Rating:	7
September 2006 New Rating	6

Implementation Scale:
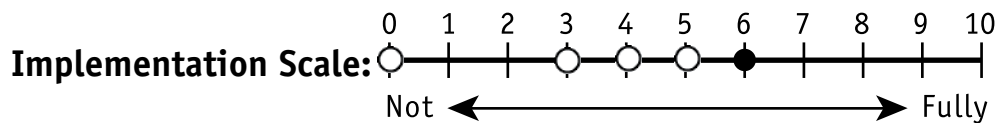
1.21 Professional Development Linked to Evaluation

Professional Standard

Professional development is linked to personnel evaluation.

Progress on Implementing the Recommendations of the Recovery Plan

1. In the current administrator evaluation process, there is no formal linkage between professional development and evaluation, however, based on plans for 2006-07, the new site administrator evaluation tools will include competencies linked to professional development. According to the redesign plan, professional growth plans will be mandatory for administrators, and half the current administrators will be asked to participate in professional development related to classroom observation and feedback strategies used with marginal teachers.

2. The district's Professional Development Plan, approved in 2004, was a first step in formalizing the linkage of staff development to evaluation. However, the plan has changed with the implementation of MAAPs, therefore, the formalized plan for staff development continues to transition in the redesign process. Much of the training for teachers and administrators is voluntary. Records showed weak attendance at several of the mandatory trainings for teachers. There are no written districtwide staff development goals with specific steps for implementation. The district continues to be in the formative stages of training related to second language learners, elements of effective instruction, best practices, differentiated instruction, and with required training of AB 75 and AB 466 for the SAIT and Program Improvement (PI) schools. Under the redesign plan, the district continues to work toward a plan that provides differing levels of opportunities for professional development depending on the academic success of the school, however, there is no indication of how this would occur. Efforts at implementation are fragmented.

   The district needs to implement the plan to provide staff development linked to the new evaluation tools for administrators in 2006-07 in a systematic and timely way, and address teacher supervision and the evaluation process in the redesign process and in the implementation of a comprehensive staff development plan (See Pupil Achievement Standard 1.7).

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 Self-Rating: 5
September 2006 New Rating: 3

Implementation Scale:

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Not ← ——————————→ Fully
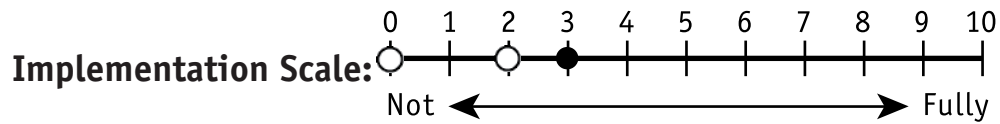
1.23 Initial Student Placement—Procedures

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 for the continued implementation and monitoring of Programs to Improve the Education of English Learners. The district agreed to address the lack of full implementation of the ELD curriculum and of the 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 was little indication that the district was addressing these issues.
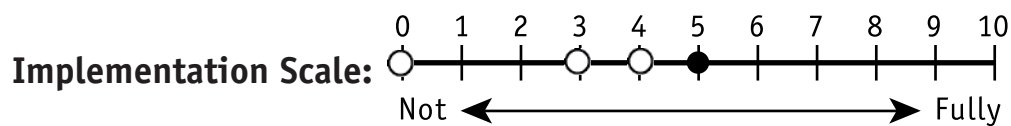
   The ELD program is taking benchmark assessments for Open Court at the elementary level, which the school staff report are not adequate indicators of skills. The secondary schools are questioning the High Point curriculum and assessments for use with all EL students. The Bilingual Student Assessment Center continues to assess new enrollees and provide schools with CELDT scores, administration of the 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, the staff indicated that Highpoint diagnostic and placement tests are being administered to determine placement for EL at those grades, but the data and information for this was not available. The district provided a draft assessment plan for the incorporation of multiple assessments for placement issues, but the plan has not been adopted and is not implemented.

2. Budgeting continues to be results based and does not fully address issues related to EL. However, the district recently received $1 million in funding to address EL issues, and a memorandum of understanding regarding this issue is to be implemented in 2006-07. Staff development on best practices for EL students continues to be offered through monthly meetings of the EL staff. Attendance at the meetings continues to be voluntary, and not all teachers are trained. The district offers training and provides monetary reimbursement to teachers seeking the CLAD and BCLAD certifications reported in the R 30 report. Thirty-five teachers are identified as CLAD in training with 855 as CLAD certified. Eighty-one teachers are reported as BCLAD certified, with 16 teachers reported as BCLAD in-training. TSAs from the executive officer networks are used to monitor the Bins and Binders for compliance issues. The TSAs for EL programs at the middle and high schools were utilized in the minimal monitoring of the EL programs that occurred. Course enrollments were monitored through a list generated from a central database and sent to the schools. Schools did not report using the information for placing students.

To fully comply with this professional standard, the district 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 in the strategies to meet the needs of EL students enrolled in their core curriculum courses. The school staff must be an integral part of monitoring course placements as well as ensuring 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.

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 Self-Rating:	7
September 2006 New Rating:	5

Implementation Scale:

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          Not ◄───────────────────────► Fully
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1.25 Instructional Materials – Student Accessibility
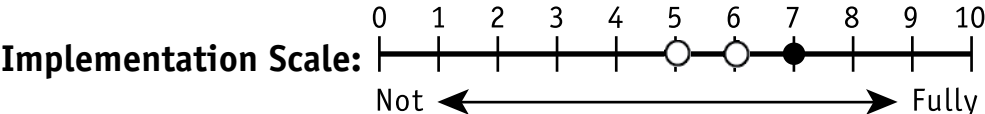
Professional Standard
The district will ensure that all instructional materials are accessible to all students.

Progress on Implementing the Recommendations of the Recovery Plan

1. With the adoption of grades 4-12 history-social science textbooks in spring 2006 and with implementation beginning in fall 2006, all core subject areas will have adopted and implemented standards-based textbooks. The implementation of the annual Williams Compliance Process further ensures that all instructional materials are accessible to all students.

2. Evaluation and refinement of the alignment of textbooks to the California standards and to district and state assessments continues to be inconsistently implemented in all core subject areas on an ongoing basis. English language learners at the high school who have not been reclassified as FEP are enrolled in intervention classes utilizing Hampton Brown Highpoint curriculum instead of the regular standards-based core English/language arts classes. Highpoint curriculum is not California standards-based. Highpoint course exit criteria are currently a combination of California CST scores, CELDT scores, teacher evaluation of student performance in academic subjects, and parent consultation. District administrators report that on many occasions, students remain in Highpoint curriculum instruction for more than a year given the exit criteria. Several classes of Highpoint curriculum instruction are in place at most secondary schools. District administrators state that there are plans to eliminate the Highpoint curriculum at the high school in the next year. Highpoint will continue to be used in some upper elementary grades and middle schools with specific student groups. Full implementation of this professional standard is complete when accessibility to California standards-based instructional materials is being sustained with high quality for all students, a process is in place for continuous refinement, and ongoing evaluation is conducted.

Standard Implemented: Partially

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

Implementation Scale:

0 1 2 3 4 5 6 7 8 9 10

Not ← → Fully

1.27 Planning Process---Focus and Connectivity

Professional Standard

The district planning process ensures focus and connectivity to increased student productivity.
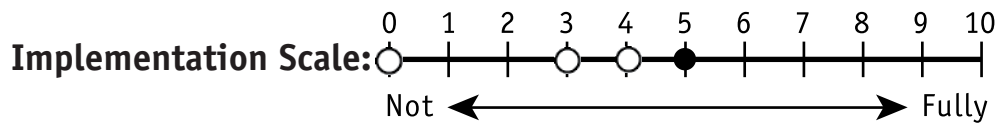
Progress on Recommendations and Recovery Steps

1. The district has a newly designed planning process that includes three overlapping frameworks and plans: Multi-year Academic Acceleration Plan (MAAP), Community Plan for Accountability in Schools (ComPAS), and the Investment Framework. District personnel report that these plans connect to the 5-Year Strategic Alignment Plan. There was some indication of linkage, but the substance of the new planning process establishes new directions for student achievement, use of resources, and structures governing district functions. District personnel have had a new redesign plan each year for the last three years, and none of the plans have been implemented. Each plan is well researched and well designed, but most of the effort has been expended on design with limited attention to delivery. The data on student achievement over these years shows small gains compared to the expected gains established in the 5-Year Strategic Alignment Plan. The district's personnel should make completion of the current plan a top priority for implementation in fall 2006 and invest time and resources on full implementation. The State Administrator should cease the design of new plans and focus all time and resources on implementing the current plan. Components of the plan that most affect improving student achievement should be fully implemented first, e.g., curriculum alignment and assessments with specific data reports. The top priority for all planning and implementation must be to accelerate the closing of the achievement gap that has been evident in student achievement for several years. The current rate of improvement will not prepare the youth of Oakland for higher education opportunities or for careers after high school (see also Standard 1.5).

2. A planning process has not been developed that meets all of the 11 criteria in the *Curriculum Management Audit Report (2000)*. Current planning lacks focus and connectivity to district priorities that are anchored in student achievement data. The district plans are not integrated with one another and are not integrated with site plans. The proposed design for site plan development may provide for some of this integration if the district plans for curriculum alignment and assessment planning are completed first. To fully comply with this professional standard, the district staff should develop a planning process that provides focus and connectivity to increase student productivity, and meets all 11 criteria in Exhibit 1.1.1 (See Standard 1.1).

3. Site improvement planning is a static process used to comply with state mandates and does not meet the criteria for planning that is focused on a comprehensive, coherent use of all resources, time, and effort for improved student achievement. The proposed redesign includes processes that have the potential to move site planning to a focused use of student data to inform goal setting and resource allocation. To fully comply

with this standard, district personnel should provide training for administrators and the instructional staff on the essential elements of effective planning. They also should support site efforts with aligned curriculum, assessments, and data to monitor student learning so site personnel can intervene to improve the learning of each student.

4. A task force has not been established to incorporate all existing plans. To fully comply with this standard, district personnel should incorporate all existing plans, grants, and endeavors in the district to one long-range district plan. Further, they must ascertain that this plan matches the vision, philosophy, and goals established in board policy and meets the mission established in the 5-Year Strategic Alignment Plan and the Multi-year Academic Acceleration Plan. Any practices that conflict with or divert resources from the mission and strategic goals of the district should be eliminated.

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 Self-Rating: 6
September 2006 New Rating: 5
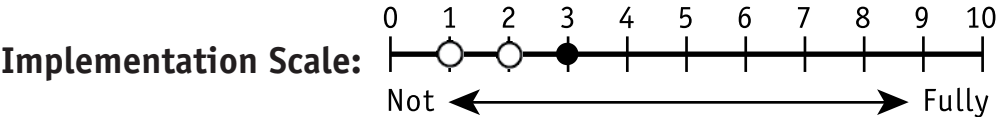
1.28 Human Resources Practices

Professional Standard
Human resources practices support the delivery of sound educational programs.

Progress on Recommendations and Recovery Steps

1. The draft redesign plan that existed in May 2005 has been replaced by a draft Human Resources Stabilization and Redesign Project Plan (April 2006). A new hire (November 2005) is leading this department and is part of the district's redesign structure as well as being responsible for the service organization component of central administration. The new plan includes service standards that address recruitment and selection, new hire and employee status change strategies, substitutes, and credentialing. The plan details action steps by month for the current year. A task force has been formed and charged with addressing the problems of teacher retention. In addition, incentives to combat absenteeism are being discussed. To fully comply with this professional standard, district personnel should establish a multiyear plan that addresses the elements in the current year plan and establishes specific goals to address the issues of teacher absenteeism and turnover rate.

2. The Human Resource Department has designed and implemented a survey to collect data on customer satisfaction with this department. The proposed Human Resources Stabilization and Redesign Plan (2006) is designed to include strategies to address customer satisfaction.

3. A collective-bargaining consultant has not been retained by the district to address contractual impediments to goals and objectives, however, regular personnel with the special expertise to address contractual impediments have been added to the Human Resources Department.

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 Self-Rating:	6
September 2006 New Rating:	3

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.

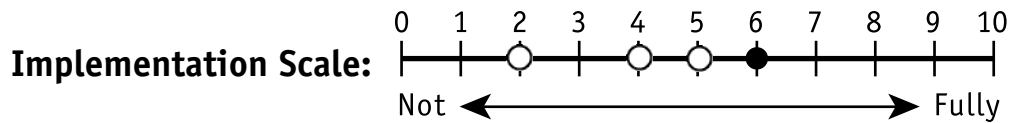### Progress on Implementing the Recommendations of the Recovery Plan

1 & 2. District administrators continue to indicate their support for the importance of maintaining alignment between standards, practices, and assessments. The draft curriculum management plan emphasizes the importance of alignment of the written, taught, and assessed curriculum (see Standard 1.2). The following board policies have been adopted. These policies provide overall guidance for maintaining districtwide vertical articulation of skills and concepts in the curriculum and horizontal alignment between standards, practices, and assessment in the curriculum management plan.

- Board Policy 6400.2, Vertical Articulation of Skills and Concepts in the Curriculum, states, "The Superintendent or designee shall develop a comprehensive process that ensures articulation of course content and instructional strategies on a regular basis. This process shall occur in conjunction with the horizontal alignment of curriculum, assessment and instruction, and shall be described in the district's curriculum management plan."

- Board policy 6400.4, Alignment of Curriculum, Instruction, and Assessment, states, "The Superintendent or designee shall develop a comprehensive process that ensures that district curriculum is academically rigorous and challenging, aligned with state standards, and well aligned with formative and summative assessments. The Superintendent or designee shall ensure that a clear process exists for the periodic assessment of the relative alignment of the district's standards-based curriculum and assessments, and the key instructional practices identified as the most effective means of ensuring that all students can meet or exceed grade level proficiency standards…The details of this process shall be included in the district's curriculum management plan."

3. Board policy 6400.5, Supporting and Monitoring Implementation of Curriculum and Assessment, states, "The Superintendent or designee shall also 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…will be highly knowledgeable about district-adopted and supplemental curriculum…and be well trained in conducting classroom observations and reviews…professional development, supervision, and evaluation criteria for principals, other administrative and coaching staff shall include support for implementation and monitoring of standards-based curriculum, instruction and assessment…and shall be described in the district's curriculum management plan."

.

Administrative regulations for the board policies described must be developed to provide clear guidance for implementation of the policies. The board must receive regularly scheduled reports over a number of years of the status of implementation of the policies and administrative regulations, and on 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 Self-Rating: 7
September 2006 New Rating: 6

Implementation Scale:
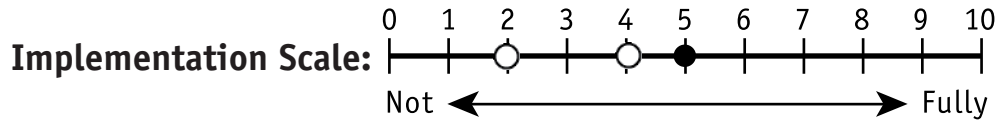
2.6(a) Standards

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. Board policy 6400.1, California Academic Content Standards, has been approved by the board. It states, "The California academic content standards shall form the foundation of the curriculum, instruction, and assessment of the Oakland Unified School District in the following disciplines:

   Reading/LanguageArts
   Mathematics
   Science
   History/Social Science
   Visual and Performing Arts
   Physical Education."

2. The district's alternative to FCMAT's recommendation to develop curriculum guides is adopting California standards-based textbooks as the district curriculum with pacing guides. The review team has continued to review the textbooks and pacing guides based on basic minimum quality criteria (see Standard 1.2). Full implementation of this professional standard requires that the district curriculum (California standards-based textbooks and corresponding pacing guides or scope and sequence) be aligned in content and context to the State Content Standards and assessments. Full implementation of this standard continues to require the inclusion of the following elements in each of the California standards-based textbooks and/or the corresponding pacing guide sets for each core subject area, grade level, or course:

   a. State for each objective what the objective is, the sequence in 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 Self-Rating: 7
September 2006 New Rating: 5

Implementation Scale:

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        Not  ◄──────────────────────►  Fully
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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. Professional development opportunities were offered in summer and offered monthly in the 2005-06 school year. Attendance for the professional development did not include all teachers. There were no monitoring reports from Secondary English Language Learner (ELL) TSAs of the differentiation of instruction. At the elementary level, approximately eight schools had one monitoring report from lead teachers and coordinators on the implementation of a supplementary EL program. There were reports that High Point assessments to monitor the progress of EL students were not being received from more than 60% of the EL secondary classrooms. Bins and Binder documents are maintained by TSAs for compliance, but nothing is maintained on classroom monitoring. Principals conduct walk-throughs, but use no consistent data form to monitor the implementation of EL strategies and differentiated strategies for compliance with state expectations. Strategies for all multifunded programs (particularly special education) have not been 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 is piloting "Language for Learning" in 14 elementary schools as a supplemental program to Open Court. 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 has not occurred. There were no monitoring reports at the secondary program level to indicate whether ELLs were receiving the appropriate instructional support and materials based on their specific needs. There was no indication of monitoring at the elementary level to provide guidance. The December 2004 agreement between the district and the California Department of Education and OCR at the federal level indicates that assessments for the elementary program must be provided to assist with the monitoring of the curriculum. A process for monitoring the progress of ELL students to ensure a comparable progress in academic achievement with other peers at the elementary and secondary levels is still not developed and utilized by the district. Data was available regarding the student achievement on Foro Abierto three times a year. Exhibit 3.1.1 presents the percentage of students achieving proficiency and the percentage of students below or approaching proficiency:

Exhibit 3.1.1
Percentage of Students Below, Approaching, or At Proficiency on Foro Abierto
2005

Area	Below			Approaching			At Proficiency		
	March	Oct	Dec	March	Oct	Dec	March	Oct	Dec
Usage Frequency	4%	6%	4%	41%	43%	72%	50%	51%	24%
Comprehension	13%	27%	42%	30%	43%	40%	56%	30%	19%
Checking Skills	9%	26%	28%	28%	43%	47%	63%	31%	25%
Spelling	21%	56%	21%	30%	33%	41%	49%	11%	38%
Vocabulary	26%	53%	50%	45%	34%	39%	28%	13%	11%
Writing	19%	42%	49%	29%	40%	39%	52%	18%	12%

Exhibit 3.1.1 illustrates the continual need to address EL progress in achievement gap analysis. A district analysis of data on Foro Abierto concluded that all EL students will benefit from improved pedagogical practices, especially reading comprehension and vocabulary. It further indicated that middle school will need interventions.

3. The district had developed a data portal for community access, which was intended to provide data about district schools and student performance, but district personnel indicated that it is nonoperational as they are moving to a data mart system. Parent information continues to be disseminated through spring enrollment meetings held at school sites, newsletters, and routine documents. The Bilingual Student Assessment Center (BSAC) provides some information to parents about the different EL programs in the district. Handouts are available in English and Spanish about EL programs.   Parents have received notice of some supplemental programs such as summer school and after school tutoring, but full explanations of the programs were not provided. A district DELAC committee meets periodically, but minutes of these meetings were not available. Documents indicated that parent participation on the DELAC committee is minimal. The district utilized an ELD committee this year with district personnel, school personnel, community personnel, and parents to work through issues in the EL program and to draft the memorandum of understanding for improvement to the EL program for 2006-07.

4. A district draft document on placing students in the EL programs at the elementary and secondary levels was presented to the ELD committee. The administrative staff reported that these were the procedures, however, the school staff did not validate these procedures. The process for placing students in courses is not well communicated. A list of EL students for 2006-07 had been generated with EL designation status for the schools. The way this information is utilized by schools is not monitored. Placements for EL students do not reflect the redesignation of EL students during the year. The Bilingual Student Assessment Center provides assessment information for all new enrollees to the district. The information the BSAC sends to the school includes the home language survey, the English and primary language assessments in listening and speaking, and the CELDT test information. The district provided copies of assessment data and reports on the progress of EL students in Open Court at the elementary level. However, the district did not demonstrate how these reports were utilized in the classroom instructional decision making process. Further, the CAHSEE ELA Planning Session provided a recommendation that data on student placements must be discussed at site planning.
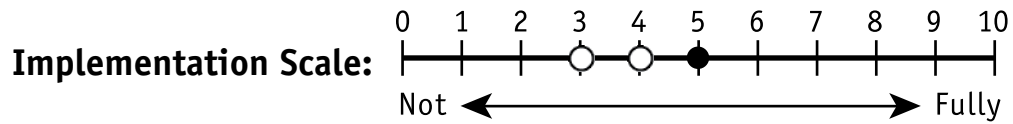
5. An Individual Student Profile was provided. However, different forms are used by different schools, with some schools utilizing no form. The district does not have procedures to develop and use these profiles for instructional programming for EL students. Most schools do not report using the profile. The district makes data available for student profiles through use of Edusoft and the upcoming Data Mart.

6. The Bins and Binders process continues to be utilized for equity compliance checks. However, no data was available focusing on individual course and program equity checks. The district uses network officers and principals to monitor EL programs, however, there was no indication that monitoring takes place.

7. The district utilizes the Bilingual Student Assessment Center as the process to identify ELL learners. The center conducts initial evaluations, monitors the reclassification process, and conducts the reclassification to ensure it happens. Information is provided to the schools about the appropriate level of placement for ELL students. The district continues to reference the ELL Master Plan as the current process for placing ELL students, however, the review team found little indication that this process was being implemented at the school level. Further, the district is in the process of revising the master plan. The Elementary ELD committee noted that EL students are not placed as recommended by the California Education Code as a gap issue.

To fully comply with the recommendations for this professional standard, the district should address the following:

- Develop and implement a process for monitoring ELL 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 ELL and general education students.

- Develop a process for ensuring that multiple 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 ELL students and general education students.

- Develop an individual student profile form and process to be utilized in conjunction with the district's data rosters in focusing on individual ELL student needs in all classes. Provide training for all school staff members on utilizing 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 Self-Rating: 7
September 2006 New Rating: 5

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 continues to reference the 2003 Master ELL Plan as providing guidance and direction for the EL programs in the schools. There was no indication that additional action steps have been implemented. A district ELD committee was established to review the status of the ELL program and to provide recommendations regarding the redesign of the ELL program for 2006-07. However, a time line for updating the master plan was not established.

2. The secondary EL program utilized TSAs in the past to monitor the implementation of the High Point program at the secondary level. However, there was little indication of TSA monitoring for 2005-06. Elementary lead teachers' reports for eight schools were provided for one observation. This observation was a check on the implementation of the pilot supplemental Language for Learning program. There was no further indication of monitoring in the K-12 ELL classroom program. A report on dropout rates from 2004-05 indicated that the district's EL dropout rate was 29 percent, while the county rate was 20.5 percent, and the state rate was 25.2 percent. Monitoring EL students in High Point could ensure success for these students and encourage them to stay in school.

3. Schools are using the Results Based Budgeting process. Additional monies were not forthcoming during 2005-06 for the ELL program. The ELL Department continues to maintain a small budget for minimal additional allocations.

4. Instructional facilitators for the Reading First program at the schools and three district staff members for secondary and elementary ELL programs continue to work with classroom implementation and to provide professional development for teachers. There is no indication that individual students' lack of English proficiency at the school level is being addressed. Observations from High Point monitoring reports indicate a lack of differentiation of instruction to address ELL needs. Classroom observations indicated that teachers report using ELL methods, but only one or two methods are mentioned. There is no indication that classroom observations are occurring to document use of ELL best practices. Training documents indicate that best practices have been offered during training, but sign-in sheets indicate that some staff members do not attend training.

5. There was no indication that classroom monitoring of ELL classrooms is occurring consistently. The staff reports a lack of adequate personnel to monitor both classrooms and reports as has been provided in the past. Both the secondary ELD summary and the Elementary ELD Committee report issues concerning inconsistent monitoring or lack of monitoring of EL programs.

6. The district ELD Committee reviewed reports and information concerning achieve-ment gap issues. Reports indicate there is an achievement gap in the Open Court program and the CST assessment. There is no indication that the achievement gap recommendations of this standard are being adequately addressed. The redesignation level of EL students in grades six through 12 indicated that 18 percent are R-FEP.

7. At the elementary level, a document continues to be developed to address the levels of grammatical forms and functions to utilize with each Foro Abierto lesson. The el-ementary program is piloting a supplemental program in 14 schools to address lack of success in the Open Court Program. The Elementary ELD Committee pointed out that ELD programs are not clearly defined.

8. Site council meetings and district parent advisory committee meetings continue to be utilized for information dissemination. The district Web portal containing informa-tion about the school progress reports is minimally used. Specific information about programs remains the same. The schools hold meetings each spring to inform parents of the programs in each school. The Bilingual Student Assessment Center is utilized as another source of disseminating ELL Program information to newcomer parents. The ELD Elementary Committee indicated that clear, consistent communication to parents, caretakers and the community on EL services was lacking.

9. A district site services database compiles statistics of site programs, but does not pro-vide budget information.

10. Notice letters indicated that DELAC meetings are held throughout 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 is address-ing this by establishing additional ELL advisory committees that parents can join. The district ELD committee was one such committee.

11. A district data portal is available to all stakeholders for information about various school programs. The district Elementary ELD Committee documented a gap in the lack of clear, consistent communications to parents, caretakers and community about ELL services. A few ELL training sessions were offered on cultural diversity, but no data was available regarding attendance or training content.

12. The district uses the network organization for monitoring and employs TSAs to moni-tor site implementation. The level of monitoring of instructional strategies for mult-funded students is minimal. No TSA reports for elementary or secondary classrooms were available in the past. Training was offered to principals and teacher leaders on the use of data to improve instruction. 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 was utilized. Further, the Edusoft system allows schools to monitor the progress of students, but use is random in the schools and is not aligned to instructional decision making. Few teachers reported

using the system for instructional decision making. Principals reported using it mostly to perform progress checks with teachers for benchmark assessments. The progress reports of Open Court, Harcourt, Foro Abierto, and High Point comprise the majority of achievement progress reports.

13. Minimal 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 sessions.

14. Minimal additional progress has been made to help teachers improve strategies for diverse learning styles. Records show monthly offerings were made available to teachers on differentiating instruction to meet student needs and learning styles. Plans are being made for additional training sessions on the use of data for instructional planning and differentiated instruction. Documents show that there were training offerings in summer 2006.

15. Teachers on special assignment continue to monitor the Bins and Binders as a function of the Network Officer compliance. A data system [Edusoft] designed to allow central administration and the school staff direct access to monitor the progress of schools is available, and data reports are printed. Benchmarks for Open Court and High Point are performed 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 to benchmark student achievement, however, Foro Abierto does not provide for the monitoring of elementary ELL programs. 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 Division provides data reports to networks and schools. The division is developing a data mart system to provide a system of multiple assessments for utilization by schools of student progress. A draft assessment plan details the comprehensive assessment system for ELA and math in a Multi-year Academic Acceleration Plan (MAAP). The plan, if adopted and implemented, 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 with grade levels and individual teachers. There is no set procedure for using data in the district. Professional development sessions on utilization of data continue to be offered, as well as network officer meetings with principals to emphasize the importance of use of data and monitoring.

17. No additional progress has been made toward using individual student profiles for placement. The team reviewed two different student profiles. An elementary profile was shared with the ELD committee.   To fully implement this recommendation, the district must first design the individual student profile, train teachers and counselors in the use of it, and implement the placement of ELL students in courses based on the use of its 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 Research Accountability and Assessment Office provided a list of students with EL classifications for 2006-07. This document was not identified at the school level as driving assignments to courses. There was nothing else to demonstrate that all courses and programs were checked for equity.

20. A master professional development plan was not available. Summer professional development sessions addressed differentiated instruction, however, no plan for implementing or monitoring the integration of differentiated instruction and compliance issues as they relate to addressing the achievement gap was available. Once the exit plan for Comité was approved for the district, no additional effort was made on this recommendation. Numerous staff members continue working with different pieces of staff development without a holistic focus. There was an indication that the district would address this issue through future reorganization. The Elementary ELD Committee identified ongoing professional development and support for ELD as an ongoing issue.

21. The Research Assessment and Accountability Office provided a plan for assessing the progress of students in language arts and math over a multiyear format. There was an indication that as the data mart was developed, the data system would have the potential to assess the effectiveness of EL programs. However, there was no indication that the EL program was being assessed. Documents from the ELD Secondary Summary report and the K-5 English Language Development Committee identify program gaps and issues that should be addressed. A recommendation for revision of the EL Master Plan for Summer 2006 was made.

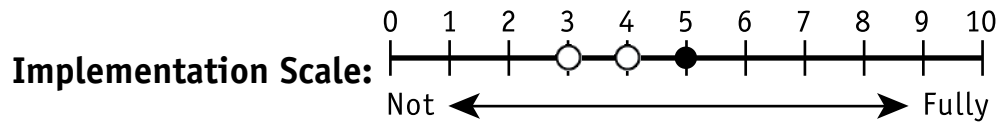   To fully comply with this professional standard, the district should complete the following actions:

    • Develop a plan for student placement and monitoring to ensure that every ELL student has full access to the core curriculum and to ensure schools are held accountable.

    • Monitor the budget and personnel assignment process to ensure that additional resources assist the schools with delayed progress in academic achievement.

- Develop a plan that details the responsibilities and expectations for the use of academic achievement data of ELL learners for teachers, principals, and central staff. Instructional decisions should be in close alignment with data sources.

- Design and implement the comprehensive assessment plan to facilitate monitoring and placement of EL students in academic courses.

- Revise the EL master plan to design and internalize a monitoring and accountability system for EL programs and classrooms. Include in the master plan a process to focus on EL academic achievement with emphasis on the achievement gap training for all staff.

- Develop and train teachers to use individual student data to individualize instruction. Teachers should be held accountable for demonstrating this individualization.

- Train the TSAs and administrative staff to design and implement a system to check all programs and all courses to ensure equity for all students. The checks must extend beyond compliance reports and categorical programs to include all programs and courses offered by the district. Tracking data should be maintained to determine if patterns of inequity exist.

- Review, update, and implement the master professional development plan and establish a monitoring process to ensure that a focus on academic achievement is established and achievement gaps are addressed as a priority in the training of all staff.

- Develop and implement a system of program evaluation for review and revision of all programs including the ELL program. The evaluation system should include multiple sources of data, including anecdotal data, to demonstrate that programs contribute directly to increased student achievement. As a part of this system, develop appropriate benchmark assessments to monitor ELD progress, guide instruction, determine necessary interventions, and report progress to parents.

- Provide evidence that parents are full partners in the decision-making processes of site councils, the school advisory committees, and the district ELL 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 Self-Rating:	6
September 2006 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 district has an updated procedures manual. Additional records show that referrals and initial placements are being documented. The Special Education Division monitors the initial placements for time lines and for referral percentages by school. There is no written procedure for this, but there were documents that included data by school and district for initial placements, nonplacements, time lines honored in 60 days and those out of time line compliance with the reason for noncompliance. Eighty-four percent of initial referrals (number equals 425) were found to be eligible for services with 16 percent ineligible. There were 259 cases still active with 97 of these to be assessed prior to July 1, 2006. School staff members generally are satisfied with the new procedures, but interviews confirmed lack of school responsibility for time line compliance.

2. A revised IEP format with updated written procedures indicates that there is a coordinated and articulated assessment and IEP process. The district has developed a Web-based IEP form and has offered training to all special education staff. It is currently not mandated according to interviews, but will be starting fall 2006. [This is in conflict with an October 2005 memo from the Special Education Director to school staff stating that it was mandated effective that month. Interviews confirmed school staff and networks asked that it be delayed.] Training has occurred during the year to make teachers and psychologists aware of the need for keeping triennials current. Principals have received monthly overdue lists, and the 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 the lack of school responsibility for having updated IEPs and triennials. Documentation indicates the school staff completes work on its own time line without adherence to the overdue dates. Priority is not established to correct and prevent overdue issues.

3. The district has a procedure to maintain updated IEPs. A record of past due IEPs is presented below in <u>Exhibit 3.4.1</u>.

Exhibit 3.4.1
Overdue IEPs and Triennial Reports
2006

Dates of Reports	Overdue IEPs	Overdue Triennials
3/9/06	348	147
1/27/06	355	147
1/13/06	390	158

A document entitled "December IEPs not completed as of January 17, 2006" indicated that 497 IEPs were overdue at 95 school sites. December IEPs are particularly crucial as overdue IEPs should not be counted in the December child count for state and federal dollars. It should be noted that the documents from the previous table provide different numbers for overdue IEPs than this document, which listed students by name and school.

4. An online data system is available in the Special Education Division. It is not available to the schools and the other divisions.

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 of IEPs that are due to the principals, network officers, special education specialists assigned to the schools, and the individual school case managers. Interviews with the school staff indicated that schools receive the reports and case managers write down when they will complete the overdue IEPs. The principals then report to their Network Officer that the overdue IEPs are addressed when, in fact, only paperwork has been initiated. However, there is no indication that this is considered an urgent matter and that the school staff assumes responsibility for timely IEPs. Information provided by the Executive Director PEC shows that the school year 2004-05 ended with 540 overdue IEPs. On May 21, 2006, there were 2,066 IEPs to be reviewed by school staff between May and June 30, 2006, approximately 40% of all district IEPs.

6. The district is developing new databases as a data mart system is built, however, the plans do not include special education data except for some attendance, financial and other business data. The Special Education Division has an updated database separate from the district information, and communication between the two divisions is not occurring regarding these data. The special education database is operated by the PEC, and schools do not have access to the database for their own monitoring purposes.

7. The Special Education Director is working with Human Resources to seek credentialed teachers. Interviews indicated there is frequent communication. A SELPA Special Education Personnel Data Report dated April 4, 2006 indicated that 720 were fully certified special education personnel, and 58 were not fully certified staff. Fifty-seven of the 58 were vacant positions. The Special Education Director indicated this was the best recruitment year, but added that the No Child Left Behind Act presents another challenge regarding highly qualified staff. The district provides funding for the special education staff to attend training sessions, workshops, and courses to achieve highly qualified status. Data on the numbers of staff members that were highly qualified and not highly qualified was not available.
.
8. The schools continue to receive IEP monthly reports. Monitoring of compliance with the IEPs is simply a paperwork process or a report process. The district does not have a process requiring overdue IEP paperwork to be submitted in a specific time frame. Further, there is no procedure to discipline sites with recurring significant numbers of overdue IEPs.

9. The Executive Director is working with Human Resources personnel to develop a recruiting plan. The Human Resources Division has worked out agreements with local colleges to hold employment fairs and for the colleges to utilize the district for placements.

10. Draft board policies holding schools accountable for special education programs were submitted for adoption in August 2006. A policy for holding schools accountable for special education was reviewed by FCMAT in 2005, but action was not taken.

11. A district procedure has been developed governing the selection of a district advisory committee to review special education program issues and performance data. There is no indication that this procedure has been implemented.

To fully comply with this standard, the district should:

- Continue to implement and monitor the district procedure for maintaining updated IEPs. Develop a procedure for front loading the IEP process to avoid overdue IEPs.

- Develop a process for implementing the Web-based IEP with mandated implementation in the schools.

- Develop a 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.

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 Self Rating: 7
September 2006 New Rating: 5

Implementation Scale:
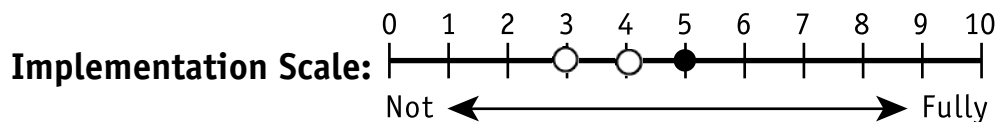
3.4 Special Education

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. Some progress continues to be made in preventing overdue IEPs since May 2005 (See Pupil Achievement 3.1). Schools received notice to update IEPs and triennials when students moved, but there is no indication that this has become a common practice. Further, the procedure continues to focus on overdue IEPs instead of prevention. Interviews with the school staff and district personnel indicate that ownership of the problem is lacking at the school level. A list indicated that 521 IEPs were overdue in December 2005 and were still overdue on January 27, 2006. Ninety-six schools had overdue IEPs. Of this number, 18 schools accounted for 306 or 59% of overdue IEPs, and most were secondary schools. When current data is analyzed by networks, four of 10 networks account for 1,263 of the 2,060 overdue IEPs for a total of 62%.

2. Regular meetings of teachers are continuing to be scheduled in the spring to coordinate the articulation and flow of students from one level to another. There is no indication of how many teachers attended these meetings.

3. The topic of holding principals accountable was addressed in the principals' union agreement and confirmed by the school staff, network officers and district staff. The principal feedback now includes principals' accountability for overdue IEPs. However, the process does not confirm disciplinary action for continuous problems. Further, there is little indication that principals and schools assume responsibility for timely and updated IEPs. There was no evaluation form to demonstrate documented accountability. Documents indicate that a formal evaluation still needs to be negotiated for this to occur.

4. The district has a plan for addressing the evaluation process and triennials in a systematic fashion. However, evaluations and triennials are not being conducted in a timely manner. Documents show that evaluations are often late although there are fewer late evaluations than last year. Full triennials were being reduced although not significantly since a cultural shift must occur with staff and parents. Some sites have higher percentages of compliance issues and ineligible referrals, but there is no systemic plan to address these sites.

5. Interview data indicated that the use of software report-writing material was explored, but the software has not been implemented. The Executive Director reported that each evaluator had a template he or she could choose to utilize in the evaluation process, but no one consistent template was utilized. Further, the use of templates and software report writing material has not been formally adopted or mandated at the district level. This issue is still left to the discretion of individual evaluators. The staff felt this was appropriate for psychologists, but had not explored it fully with other evaluation staff members.

6. Special education training has been offered to new teachers as well as returning teachers to cover the issue of IEP committees and eliminating 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 by psychologists each month. However, this monitoring is utilized as a log and report process rather than a true monitoring process. There is no indication that individual psychologists are provided with guidance if they perform below district expectations. Documents showed that 43 psychologists completed 1,634 evaluations with a wide range of individual contributions.

8. The district has the IEP and special education forms on a Web-based system. Training has been offered, but it was utilized on a voluntary basis this year. The Executive Director does not plan to mandate the use of the computerized process starting in August 2006. In May and August 2005, it was reported that implementation would occur in the fall of 2005, but it did not occur.

9. The district continues to implement successful strategies to reduce backlogs, and although numbers are being reduced, they are still significant. As a result, the district continues to search for additional incentives and strategies.

10. A policy on special circumstance aides has existed for two years. This policy was adopted by the district, and training initiated in 2005-06. Documents from the Executive Director show a reduction of use of aides for 2005-06. However, minimal implementation occurred during 2005-06. A draft manual for making better decisions on placing these aides has been developed, but not implemented.

11. The Executive Director continues to work to address the placement of students in and from group homes and outside agencies. Although there is no formal plan, a process was described and meetings with parents have been held. There has been a reduction in the number of students who are placed in and returned from outside agencies. Additional programs have been offered in Sensory Motor Integration at Tilden and Asperger Inclusion Program.

12. Training continues to be offered annually for principals, network officers, special education teachers, paraprofessionals and related service personnel on compliance issues, legal issues, and best practices for special education. Monthly meetings of the special education central report staff provided updated information. Sign-in sheets for additional training indicate there is poor attendance from the school staff. Incentives have been offered, but have resulted in minimal increase in attendance. Memos to teachers indicating these are mandated meetings have not resulted in an increase.

13. Interviews indicated that legal compliance is perceived as a district issue, rather than a school issue.

14. There is minimal indication that principals and coordinators have conferred on special education program evaluations. Documents indicated that a special education evaluation document addressing special education teacher issues is to be incorporated into the evaluation process for 2006-07. No policy or adopted process showed any indication that this would occur.

15. The Executive Director has provided the updated policies that were developed this year by the district., [Updated policies include: BP 5145.6, PB 3250, BP 4112.24, BP 0430, BP 6146.4, BP 3541.2, BP 4112.23, BP 6159, BP 6159.3, BP 6159.1, and BP 6159.2]. These policies will go to the board for adoption in late August 2006. A budget process has been designed to address district resource allocation.

16. Stakeholders continue to be only minimally involved in budget development and implementation.

17. The district had a budget for special education for 2005-06, meeting the previous report recommendation.

18. The Executive Director works with the schools, advisory panel, and consulting staff to monitor the growth of special education and the necessary resources. The Special Education Advisory Committee is a stable group of 20 people that reviews and discusses all SELPA activities and offers support, criticism, and input. This year's focus was on disaster preparedness. A report card for special education is being proposed for 2006-07. The CAC held meetings ten times this year.

19. Progress has been made on coordinating with the juvenile justice system. The executive officers meet three times per year with juvenile justice officials.

20. The Executive Director for PEC has a compact disc with information on best practices and training offerings for teachers. The Web-based IEP process links to district language arts and math standards. However, there is no formal monitoring process to ensure these strategies and practices are utilized.

21. 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. Current-year documents showed that 425 children were assessed in 10 months with 84% placement and 16 percent nonplacement. Results from school study support teams were not available to show preintervention data at the schools.

22. The district implemented an autism program that has enrolled several students from nonpublic schools. As each annual review is performed, the nonpublic placement is reviewed, resulting in some reduction in the number of nonpublic placements. The autism program has grown since its implementation in fall 2004, and there are plans for additional classes. Parent participation was documented through participation on advisory committees.

23. The Executive Director provided a compact disc on best practices, and documents detail the training that is offered, but implementation of best practices was not observed. Minimal progress has been made in developing innovative practices. Further, achievement gap data shows the need for such practices to be implemented at the school level.

24. Program reviews continue to be held annually. One special day class for students with severe disabilities was closed this year by increasing the number of full inclusion students by eight. There are plans to integrate these students in the mainstream, and training offered to special day class teachers addresses the need for movement to less-restrictive environments. A district document reports that resource programs serve 841 students; mild to moderate special day classes serve 251 students; moderate to severe special day classes serve 178 students; autism self-contained classes serve 52 students, autism blended inclusion class serves seven students, full inclusion classes serve 71 students and the Asperger Inclusion Program serves six students. Additional activities and projects planned to provide least-restrictive environment opportunities include the Young Adult Program for Culinary Arts, the Community Immersion Program, the Berkeley Bread Project, the Vocational Education Training classes, the Workability Reorganization, and the TACLE 3 and 4.

25. The Executive Director has a budget with case load allocations included. Progress is being made, with additional work to continue.

26. A district special education philosophy has been published and widely distributed in the Special Education Administrative Handbook. The handbook was updated and disseminated to all principals at network meetings this year. The Special Education Advisory Committee was reported to be highly involved in the development of the philosophy.

27. Progress continues to be made on recruiting special education certificated staff. Data provided in a SELPA report from April 24, 2006, indicates that 720 special education staff members are fully certified, and 58 are not fully certified. Fifty-seven of the 58 are vacant positions. The Executive Director reports that this number is even lower, but acknowledges the problem continues to exist on a smaller scale. Speech therapy positions were identified as the problem area. A memorandum to parents notified them of the lack of speech services to their children and make-up services to be offered during the summer.

28. A school support team document details the full plan for the roles, processes, and procedures for school support teams. A handbook with definitions, roles and responsibilities has been developed, and trainings had been held during the year. Neither all schools nor all staff members in the schools attended the training. However, a start has been made in addressing SSTs as an educational function.

29. The Executive director continues to work on priority areas in the special education program. The policy manual has been completed, and staff training on compliance issues has been initiated. Letters are sent to teachers who are noncompliant with IEPs and triennials. However, the program as a whole has not been totally reviewed, and a special education plan has not been developed. The Executive Director's report indicates a special education plan is underway, however, no partial plan was available.

30. The Executive Director has addressed issues to maximize the district's special education funding, such as recovering dollars lost to inaccurate accounting and reporting, addressing staffing in a more definitive manner, reviewing nonpublic school placements, and reviewing transportation costs. A master plan is still being developed. A transportation plan has been developed and is being implemented. A document entitled "Budget Reduction Items in Programs for Exceptional Children 2005-06" demonstrated a budget savings of $2,023,180 for 2005-06 in programs such as instructional assistant substitutes, reimbursements to parents, state special schools, extended-year DIS services, DIS vocational education, transportation, local assistance office supplies, mileage, consultants and noncontractual work.

To fully comply with the professional standard, the district must accomplish the following activities:

- Revise the evaluation plan and hold principals accountable for overdue IEPs and triennials in their schools. Ownership of the IEP review process must be established within the school staff.

- Identify and require implementation of software report writing for evaluations of all staff.

- Develop a procedure for reviewing the need for unnecessary triennial assessments.

- Hold psychologists accountable for psychological assessments and develop a disciplinary procedure for compliance.

- Develop and implement a plan for IEP review that eliminates the backlog of reviews in the spring. A process must focus on front loading IEPs and producing more IEP review throughout the year. The district also should monitor monthly compliance and ensure there are consequences when IEPs are overdue.

- Complete the total special education program review and develop a three-year plan for improving the quality of all aspects of the program. The district should 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.

- Implement the communication plan so that the schools and all program coordinators have an effective system for working together.

- Fully implement a plan for the total reduction of nonpublic placements and include the criteria for nonpublic placement decisions as a part of the plan.

- Monitor and provide evidence of staff using the criteria for providing classes with aide positions.

- Develop and implement best practice policies and strategies for special education classrooms. The district also should disseminate, train, and monitor these practices and strategies with the staff and evaluate the effectiveness of change in the classrooms.

- Work with Research Assessment and Accountability and develop a way for the schools to access and update the special education central database and to 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 Self Rating:	7
September 2006 New Rating:	5

Implementation Scale:
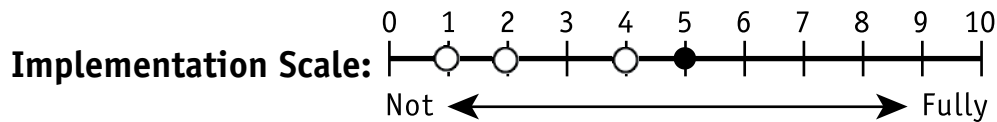
4.1 High School Exit Examination – Pre-Exam Intervention

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 were at risk of not passing were identified and provided with interventions in the ninth and tenth grades. The high schools were required to submit plans for accelerating these underperforming students.

   The high school network communicated to all tenth-, eleventh-, and twelfth-grade students and their parents about CAHSEE dates and the importance of passing.

Standard Implemented: Partially

January 2000	N/A
September 2003 Rating:	0
March 2004 Rating:	1
September 2004 Rating:	2
September 2005 Rating:	3
September 2006 Self Rating	7
September 2006 Rating	5

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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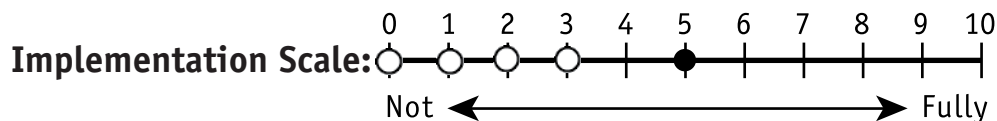
4.2 II/USP—HPSG – Measurement of Student Achievement Progress

Professional Standard
Grant recipients are collecting required data to measure progress of student achievement.

Progress on Implementing the Recommendations of the Recovery Plan

1. Board policy 6190, Evaluation of the Instructional Program, was adopted July 14, 2004. This policy requires the review of the effectiveness of district programs through "regular reports on student progress toward board-established standards of expected achievement at each grade level in each area of study." In 2004-05, all schools were identified according to five colored performance bands based on the California Academic Performance Index, however, the method for reporting and monitoring the 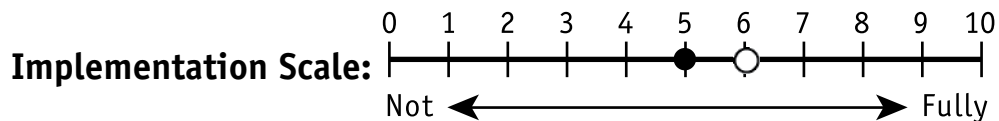progress of student achievement has changed this year. The process for reporting student achievement continues to change, therefore, the system for measuring student achievement and its progress has not been consistent from one year to the next.

   a. The district is making progress with its overall data reporting system. This year, state and local assessment data are available on the district's data portal and are reported on each school's Academic Data Card (summary school report) by grade and ethnic groups. State assessments are shown for a three-year period and local assessments for math and literacy for one year. Attendance, suspension, mobility, staff makeup, and other demographic data are also reported on the Academic Data Cards.

   b. Low-performing schools, however, continue to receive the same data reports as the other district schools with limited diagnostic or analytical information provided that would assist in their reform efforts to improve student achievement. There is no indication that the data currently used by the schools is making a difference to improve instruction and programs.

   c. Summary and/or longitudinal comparative reports and/or correlated data reports for the lowest performing schools, namely SAIT, PI, HPSGP schools, were not available.

2. The district continues to produce a variety of assessment reports to indicate some gains in student achievement. The district has capacity to provide comparative/correlated data, however, no reports were available that show the correlations, the diagnosis of specific strengths or weaknesses in the core subjects or trends of improvement related to programs and instruction. Information continues to be fragmented, therefore it is difficult to ascertain which schools are making gains, the degree of improvement, reasons for success, and/or the specific way the district is monitoring progress.

To fully comply with this standard, the district should:

a. Formalize the process for monitoring and evaluating the progress of the PI and HPSG Schools.

b. Provide assessment data reports that show how student achievement is monitored for schools identified as lowest performing, II/USP, SAIT, PI, and HPSGP; the ways these schools are making gains, the degree of improvement and reasons for success, and the specific way the district is monitoring progress over time.

c. Provide assessment reports that include demographic and ethnic group assessment data and include diagnostic, comparative, and longitudinal data to enable the lowest-performing schools to take appropriate corrective action.

d. Provide in-depth analysis reports that assist the lowest-performing schools in monitoring, adjusting and improving instruction and student achievement at those 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 2006 Self-Rating:	5
September 2006 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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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. The 2003 California Standards Test (CST) report showed that more than 68 of the district's schools were in decile 1, 2, or 3 on the state's ranking, according to the Academic Performance Index (API). This percentage includes schools that received Immediate Intervention/Underperforming Schools Program (II/USP) and High Priority Schools (HPSG) grants and School Assistance Intervention Team (SAIT) support. The district's "2005 API Base Report" showed 59 of the 90 elementary, middle, and high schools, and 14 of the 27 restructured small schools to be in decile 1, 2, and 3. More than half the schools in the district continue to remain in the lowest deciles in the state ranking.

   a. Progress, though limited, is being made in the II/USP, SAIT, and PI Schools.

   b. Based on the 2004-05 student achievement data, six of the eight SAIT schools met their API targets with the possibility that if they meet growth targets in two consecutive years, they will exit SAIT.

   c. Monitoring reports are submitted to the state for the SAIT schools, however, the monitoring process for the Program Improvement and HPSG schools has not been formalized. A graphic chart indicated there are a total of 44 Program Improvement (PI) schools in the district: 14 PI Year 1, 10 PI Year 2, eight PI Year 3, four PI Year 4, and 11 PI Year 5 schools in the district. Twenty HPSG schools were listed with an API rating ranging from 425 to 666. (The state's goal is for all schools to achieve a ranking of 800 on the API). No monitoring reports for the PI or HPSG schools were available.

2. District comparative data and analyses and/or district summary progress reports, useful to the grant recipient II/USP, SAIT, and HPSG schools, were not available. Trend data and schoolwide subgroup item analysis in the core subject areas that would assist schools in diagnosing student/program needs were also not available.

   To fully comply with this standard, the district must accomplish the following:

   a. Develop a written district plan that outlines: 1) goals for the lowest-performing school; 2) the listing of the schools that are SAIT, PI, and HPSG; 2) the type of intensive support and intervention programs offered to these schools; 3) the way progress is being evaluated and monitored; and 4) what measures will be taken for schools not meeting/exceeding goals.

b. Provide district summary, comparative data and analyses, including trend and diagnostic data reports by school (all levels), in the core subject areas for grades 2-12. API and decile state ranking data should be included.

c. Coordinate priority goals, resources, and intensive support for the schools identified as SAIT, PI, and HPSG. Provide the necessary reports to indicate that the district's action plan for these schools is working, and provide quantified, qualitative data with narrative explanations to show the measured results.

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 Self-Rating:	6
September 2006 New Rating:	4

Implementation Scale:

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         0   1   2   3   4   5   6   7   8   9   10
        |---○---+---○---●---+---+---+---+---+---|
         Not  ←───────────────────→  Fully
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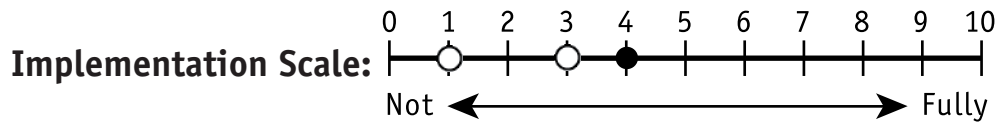
4.4 II/USP—HPSG – Leadership for Underperforming Schools

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) are receiving 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.

    *   There are continuing efforts to generate quantifiable, comparative student achievement data now in the district's data portal and Edusoft system, however, these reports are not made available on a consistent, systematic basis to *all* the lower-performing schools.

    *   Reporting practices that assist these schools in evaluating the schools' academic progress continue to be minimal. End-of-the-year district evaluation/impact reports for 2004-05 were not available.

    *   The process for developing and implementing the goals, action steps, and time lines in the single site plans is under revision.

    *   Many teachers and administrators at all levels at the SAIT, PI, and HPSG schools still need AB 466 and AB 75 required training for E/LA and math. All the elementary sites have trained the majority of their teachers in the OCR program, however, most teachers are not trained in math, an area of weakness at most of the lowest-performing schools. There is minimal training provided for secondary teachers in standards-based instruction for English/language arts and mathematics.

    *   The 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 NEXOs to give greater attention to the SAIT and PI Year 5 schools.

2. There are no written guidelines relative to the evaluation of the assistance given to the lower-performing schools, and more specifically evaluation of whether the support is having an effect on improved student achievement.

To fully comply with this standard, the district must accomplish the following:

a. Fully implement the redesign plan and stabilize support for the lowest-performing schools by providing 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).

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. Require written guidelines for principals to 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 impact on improved 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 Self-Rating: 6
September 2006 New Rating: 5

Implementation Scale:
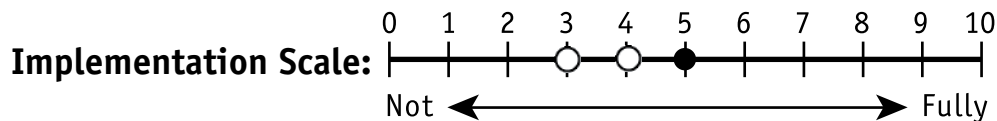
Table of Standards for
Pupil Achievement

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating
1.1	**The district through its adopted policy provides a clear, operational framework for management of the curriculum.**	**2**	**2**	**3**	**4**	**4**	**5**
1.2	**The district has clear and valid objectives for students, including the core curriculum content.**	**2**	**4**	**5**	**6**	**6**	**6**
1.3	**The district directs its resources fairly and consistently to accomplish its objectives.**	**0**	**2**	**3**	**4**	**4**	**5**
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**
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**
1.6	**The assessment tools are clear measures of what is being taught and provide direction for improvement.**	**0**	**1**	**3**	**4**	**4**	**4**
1.7	**Staff development provides staff with the knowledge and the skills to improve instruction and the curriculum.**	**2**	**3**	**3**	**4**	**4**	**5**
1.8	**Staff development demonstrates a clear understanding of purpose, written goals, and appropriate evaluations.**	**1**	**2**	**3**	**4**	**4**	**4**
1.9	**Evaluations provide constructive feedback for reviewing job performance.**	**0**	**1**	**2**	**3**	**3**	**4**
1.10	**Teachers use a variety of instructional strategies and resources that address their students' diverse needs.**	**0**	**1**	**3**	**4**	**4**	**5**
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
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**
1.13	**Teachers modify and adjust instructional plans according to student needs and success.**	**0**	**2**	**3**	**4**	**4**	**4**
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**

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
1.15	**The administration and staff utilizes assessment information to improve learning opportunities for all students.**	**0**	**2**	**4**	**5**	**6**	**6**
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**
1.17	**Goals and grade-level performance standards based on a common vision are present.**	**0**	**3**	**4**	**5**	**5**	**6**
1.18	Every elementary school has embraced the 1997 California School Recognition Program Standards.	2	2	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
1.20	Administrative support and coaching is provided to all teachers.	2	2	NR	NR	NR	NR
1.21	**Professional development is linked to personnel evaluation.**	**0**	**0**	**2**	**3**	**3**	**3**
1.22	Collaboration exists between higher education, district, professional associations, and community in providing professional development.	8	8	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**
1.24	Clearly defined discipline practices have been established and communicated among the students, staff, board, and community.	7	7	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**
1.26	The district has adopted a plan for integrating technology into the curriculum.	2	4	NR	NR	NR	NR
1.27	**The district planning process ensures focus and connectivity to increased student productivity.**	**0**	**3**	**3**	**4**	**4**	**5**
1.28	**Human resources practices support the delivery of sound educational programs.**	**1**	**1**	**1**	**1**	**2**	**3**
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
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

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
2.3	Class time is protected for student learning (EC32212).	2	2	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**
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
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
2.6	The general instructional program adheres to all requirements put forth in EC51000-52950.	5	6	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**
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
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
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
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
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**
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**
3.3	**Individual education plans are reviewed and updated on time. (Added since the 2000 Report)**	**New**	**3**	**4**	**4**	**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
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
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
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
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
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

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 & Recommendations

The Oakland Unified School District's strategy since the prior progress report was to concentrate on the standards that it believed to be most critical to its business operations. Specifically, the district placed almost all its efforts on addressing the deficiencies noted in its budget development process and position control system. The concentrated efforts in these two critical areas produced positive results for the related standards. Working with its business/human resources/administrative software vendor, the district has made measurable progress in developing and implementing a position control system. However, the true test will come in the next FCMAT follow-up review when the system has been functioning with "live" data over an extended period of time.

The district has experienced turnover in the past in its management and staff in both the Business and Personnel departments. The district is working to stabilize staffing in the Business Department. During the last review, most employees in the department were new and several positions were unfilled. Since then, more qualified employees have been hired and several have worked up to a year in the district. Past employee turnover, coupled with the reorganization of virtually the entire management structure, resulted in a loss of management continuity. New staff members were unfamiliar with the district's prior efforts to address the recommendations in the Assessment and Recovery Plan, and the district's focus on reorganization decreased the focus on addressing the issues and recommendations necessary to achieve solvency.

In previous reviews, progress was noted in areas such as the development of policies and procedures. The district finalized its Business Services Guide; however, with the reorganization of the management functions throughout the district, it appears that the guide will need to be reviewed and revised to ensure that it is consistent and aligned with current management's goals and processes.

The district continues to face many issues that make recovery challenging. An issue of great concern is the structural deficit which, at the time of FCMAT's visit, was reported at $2.9 million. Expenditures need to be reduced to the level that revenues will support. The district appears to have reduced, but not eliminated the operating deficit, which continues to be exacerbated by a steep and ongoing enrollment decline that shows no signs of abating. This decline alone requires a reduction in expenditures every year to prevent the structural deficit from increasing.

Budget Development and Monitoring

The budget is a school district's most important planning document. In addition, it is the key document that correlates a district's educational goals and priorities with the financial resources available and budgeted to meet those goals. This document is the primary vehicle by which a district explains to the staff, parents, and the community its financial plan for meeting its educational goals. The budget is also the key document for controlling the district's finances and ensuring its fiscal solvency. Therefore, developing and monitoring the budget are two of the most important financial management activities that a district performs each year.

The district's budget development process is now more actively managed by the Budget and Finance departments. The oversight by the management staff provides for some level of critical review and evaluation of budget information and assumptions. Further, the district is better documenting the information and basic assumptions used in building the budget. As a result, the district's budget should be more accurate.

The district utilizes Results Based Budgeting, which shifts a significant amount of responsibility for building site and department budgets to the site and department administrators. For the development of the 2006-07 site and district office department budgets, the district implemented 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 in the process. Teams that included fiscal, human resources and site staff members met in spring 2006 to finalize budget development for the 2006-07 fiscal year.

The district has made significant progress to ensure that the position control system is functional and provides a level of security and control. The new position control system must be monitored closely throughout the 2006-07 year to make certain that it is functioning as designed to ensure that only the budget office approves positions and that the dollars associated with those positions are in the system.

The district has established some formal policies and procedures. However, the quality of the budget and budget process is still heavily dependent on the knowledge and involvement of the senior administrators. The district needs strong policies, procedures, and systems to ensure that the budget is accurate, meets standards, and sustains any progress made.

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 doing the following:

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

The district has recently filled the position of Executive Officer, Financial Services. The position's key functions will include general accounting functions, student body accounting, and working with the external auditors.

The district has formalized its year-end closing policies and procedures, and adopted the county's year-end closing calendar. In the past, the district's inability to process transactions accurately and timely during the course of the fiscal year has hindered its ability to close the books on time. At the time of FCMAT's fieldwork in the district in late August, the district had not closed its books.

The State Controller made a disclaimer of opinion in the 2003-04 financial audit based on the district's recording errors and lack of sufficient supporting documentation for many items, including accounts payable. The district took steps to improve the accounts payable process to better ensure that all payments are authorized properly and processed timely and that there is adequate supporting documentation for all payments. The 2004-05 audit report which is yet to be issued, will indicate the effectiveness of the district's efforts to improve in this area.

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 anti-quated and ineffective nonintegrated systems. Insufficient management information systems have contributed to the lack of timely and accurate financial information, and undermined budgetary controls.

The district previously did not have the ability to obtain general ledger balances by resource code, which is a requirement under the California Education Code. The district has worked with its financial system software vendor, Bi-Tech, to obtain this capability. In addition to allowing the district to be compliant with the SACS, this modification will improve efficiencies and controls for both cash monitoring and closing the books.

The new online RBB budget tool coordinated and integrated with the Human Resources system's position budgeting function to develop the 2006-07 budget. 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, Bi-Tech IFAS system.

The district has made some progress in the area of management information systems, having previously converted to a new financial management system. The district also implemented the human resources/payroll module of its information management system. However, the staff is still not using all the available system capabilities, positions are being tracked outside the position control system, and system controls are sometimes being circumvented. In addition, the district should develop documentation and implement security controls. Critical information related to seniority and credentialing is not yet fully loaded onto the system. As a result, while some progress has been made, the district needs to improve significantly in this area.

Internal Audit Function

Because the district has focused all its attention on addressing the deficiencies noted in budget development and position control, very little progress has been made to address the deficiencies noted in the internal audit function. The district did not implement the general recommendation regarding the establishment of an audit committee or any of the related recommendations regarding the following:

- Defining the reporting relationship for the audit committee
- Determining the composition of the audit committee
- Establishing the audit committee's charge
- Determining the frequency of the audit committee's meetings
- Establishing the authority of the audit committee

However, the district has established Board Policy 3460 that addresses the role of an audit committee, should one be formed.

The district has not implemented the prior recommendation to establish an independent audit function to review and evaluate programs and operations on an ongoing basis. However, the district has appropriated $150,000 in the State Administrator's budget to cover the salary and benefits of an Internal Auditor for 2006-07.

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 the other departments
- Supervising work and reviewing work papers to ensure adherence to professional standards

The district has made good progress in many of the professional and legal standards during the previous year. The greater stability of the business office staff has contributed to the progress made. The Chief Financial Officer has indicated that the district will make the establishment of an internal audit function a priority for the business office in the 2006-07 fiscal year.

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 did not implement the general recommendation regarding the establishment of an audit committee or any of the related recommendations regarding the following:

    - Defining the reporting relationship for the audit committee
    - Determining the composition of the audit
    - Establishing the audit committee's charge
    - Determining the frequency of the audit committee's meetings
    - Establishing the authority of the audit committee

2. However, the district has established Board Policy 3460 that addresses the role of an audit committee, should one be formed. The district is urged to implement the original recommendation to form a standing audit committee based on the following considerations:

    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:

    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 the district management and the Governing Board

Composition

An audit committee typically is composed of five to seven people. Ideally, committee members should have business or legal backgrounds. While the committee may include members from the district, those district members should not dominate it. To ensure independence, the majority of the committee should instead be from outside the district. In accordance with district policy, minimal compensation and expense reimbursements may be given to committee members.

Committee Charge

Typically the audit committee's charge is to do the following:

a. Oversee the independent audit and reporting. This includes the selection of the independent auditor, preferably through a bid process that focuses primarily on qualifications before price.

b. Ensure 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 through the audit process. The audit committee, through its assignments to the internal audit staff or by its evaluation of external audit findings, should hold the management and staff accountable for adherence to board policy regarding legal and ethical conduct.

d. Increase confidence in the financial reporting process. The audit committee helps 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.

Frequency of Meetings

There are obvious times during the year when the audit committee should meet, 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 and the potential for misdirected agendas. While there is the potential for the audit committee to overstep its delegated powers, it should be recognized that 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 or resolve issues.

Standard Implemented: Not Implemented

January 2000 Rating: 0
September 2003 Rating: 0
March 2004 Rating: 0
September 2004 Rating: 0
September 2005 Rating: 0
September 2006 Self-Rating: 0
September 2006 New Rating: 0

Implementation Scale:

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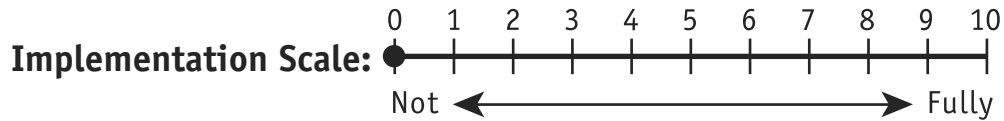
1.6 Internal Control Environment—Hiring Policies and Practices Governing Financial Management and Staff

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 is revising its organizational structure, job descriptions, and hiring process. As a result, the development and adoption of formal policies and procedures remain in process.

   The district has taken steps to improve the hiring process, with the goal of attracting and retaining qualified and technically proficient staff. 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 recently hired an individual to oversee most of the district's accounting functions, including acting as the lead liaison to the external auditors, beginning September 2006.

   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, however, such a process has not been implemented. While the board policies include general statements about hiring, there is nothing that is sufficiently detailed to guide the hiring process and ensure that the staff possesses the required skills.

2. The district has not implemented the prior 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 qualifications of candidates. The district should provide training to all supervisors and managers who will be involved in hiring.

3. For recent hires, the district appears to be checking references and credentials, with reference checking performed by the Human Resources Department and additional checking done by the Chief Financial Officer, for business management positions. In addition, the Business Services Guide identifies the requirements for items such as fingerprinting and tuberculosis testing. However, there is nothing to indicate that the district has adopted and implemented formal policies and procedures related to verifying credentials, work history, and references of employment candidates.

    In addition, the district has used a search firm to recruit and hire senior financial personnel. The district performed extensive reference checks for factors such as degrees, credit history, and Department of Motor Vehicles records.

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 Self-Rating: 5
September 2006 New Rating: 5

Implementation Scale:

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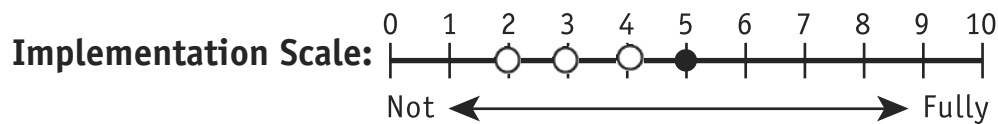
1.7 Internal Control Environment—Employee Performance Appraisals

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 not 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.
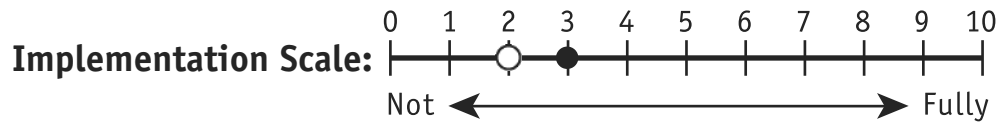
   The district's board policies do not address annual evaluations for classified employees, however, the Business Services Guide recognizes the need for annual evaluations at a minimum. The new job descriptions written to date identify items to be used to measure performance. However, the actual instruments and documents, such as customer surveys and service-level agreements, have not yet been developed. When implemented, the goal will be to evaluate all employees annually after the close of the fiscal year.

   The district should implement the prior recommendation to work with Personnel staff to ensure that all staff is evaluated at least annually. The evaluation of the staff should be the responsibility of each supervisor and manager, and the completion of those evaluations should be one of the criteria on which the individual supervisors/managers are evaluated. The district should implement a process to track and monitor uncompleted evaluations for all employees. In addition, if the district uses customer surveys, a process should be developed to distribute, collect, and aggregate the information obtained by the surveys, so that information can be used by supervisors/managers in the evaluation process.

   The evaluation process and related form(s) should be adequate to evaluate the employee's skills and performance related to his/her specific job. In addition, the evaluation should identify areas for future improvement and establish goals related to the improvement areas. The evaluation, and specifically any areas identified for improvement, ideally should link to the staff training plan developed for the employee.

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 Self-Rating: 3
September 2006 New Rating   3

Implementation Scale:

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          Not ◄─────────────────────► Fully
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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 partially implemented the prior recommendation to adopt board policies and administrative regulations regarding its commitment to the following:

   - Ensuring legal and ethical conduct by all employees
   - Implementing 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 prior recommendation to adopt the Business Services Guide to provide information and guidance to the staff on the handling of job duties, transactions, and processes in the business office. However, the guide itself does not address illegal acts and reporting those acts. Further, training has not been provided regarding the manual and its use.

   If utilized by the staff, this guide should help strengthen internal processes and controls. A review of the guide found that while it provides the basic concepts and legal requirements for business office operations, it did not provide detail on the actual processing of transactions or how to handle suspected instances of fraud.

   The district should supplement the Business Services Guide with desk manuals for the various jobs/functions. The review of the desk/procedures manuals should establish procedures that provide sufficient controls to greatly reduce the likelihood that fraudulent activity could occur and not be detected in the normal processing of transactions. Appropriate activities include separation of duties, supervision and review of work, adequate ongoing job training, job rotation, and mandatory vacation policies. In addition, the manual should identify "red flags" for fraud and the appropriate steps to be taken.

   The district is 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 prior 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 prior recommendation to establish an internal audit unit that is organizationally independent.

   The district should establish an Internal Audit Unit that is organizationally independent and reports either to the Superintendent or the audit committee. The district has appropriated $150,000 in the State Administrator's budget for salary and benefits for an Internal Auditor position for the 2006-07 fiscal year.

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 Self-Rating: 3
September 2006 New Rating: 3

Implementation Scale:
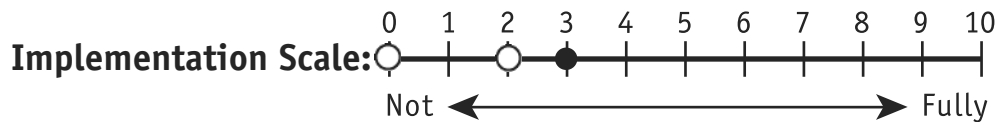
4.2 Internal Audit—Organization and Management of Internal Audit Functions

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 not implemented the prior recommendation to establish an independent audit function to review and evaluate district programs and operations on an ongoing basis. The district has appropriated $150,000 in the State Administrator's budget to cover the salary and benefits of an Internal Auditor to be hired during the 2006-07 fiscal year.

   The district should implement the prior 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.

   a. The board should adopt policies establishing an internal audit function. The 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 the other departments
      - Supervising work and reviewing work papers to ensure adherence to professional standards
      - 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 do 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 Self-Rating:	2
September 2006 New Rating:	2

Implementation Scale:

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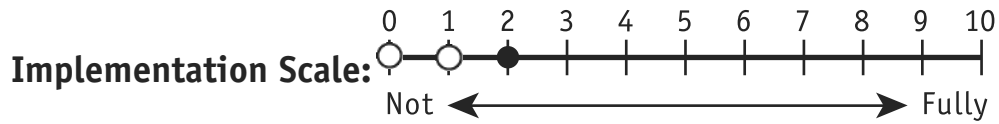
4.4 Internal Audit—Organizational Placement and Establishment of Work Plan

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.
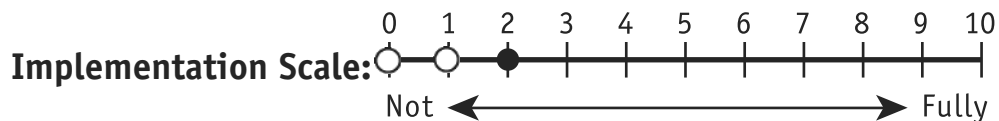
Progress on Implementing the Recommendations of the Recovery Plan

1. The district has made a small amount of progress in implementing the prior recommendation to establish an independent audit function to review and evaluate district programs and operations on an ongoing basis. The district has appropriated $150,000 in the State Administrator's budget to cover the salary and benefits of an Internal Auditor in the 2006-07 fiscal year.

   The district should implement the prior recommendation to establish an internal audit function that is independent of all operation areas and staff. Accordingly, the internal audit function should have reporting responsibility 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 to be conducted.

Standard Implemented: Partially

September 2003 Rating: 0
March 2004 Rating: 0
September 2004 Rating: 1
September 2005 Rating: 1
September 2006 Self-Rating: 2
September 2006 New Rating: 2

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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5.6 Budget Development Process (Policy)—Projection of the Net Ending Balance

Professional Standard

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.

Progress on Implementing the Recommendations of the Recovery Plan

1. At the time of previous FCMAT reviews, the district did not have the ability to run reports from the financial system (Bi-Tech) to obtain general ledger balances by resource code, which is a statutory requirement for LEAs in the state. The district has worked with its financial system software vendor Bi-Tech to prepare fund balances by resource code. In addition to allowing the district to comply with the Standardized Account Code Structure (SACS), this modification will improve efficiencies and controls for both cash monitoring and closing the books.

2. The district has partially implemented the prior 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, and established internal deadlines and cut-off dates.

   The turnover in business office management personnel and the reorganization of business/financial functions hindered the process of preparing and monitoring the budget during prior reviews. There appears to be greater stability in the Business Department as new hires are continuing longer in their employment with the district.

   The district should continue to develop/update policies, administrative regulations, and business processes. Most critically, the district should formalize the processes, forms, timing, and responsibility for budget development, monitoring, and projection of the net ending balance throughout the year. In fact, the district should monitor the budget and projected net ending balance monthly and not just at the interim reporting periods. If implemented with appropriate staff training, the new/updated policies and procedures should help provide greater oversight and control over the processing of financial transactions and the monitoring of the budget.

3. 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 Governing Board should be encouraged to take formal training related to financial reporting and how to read financial reports, such as the interim reports, and the characteristics of this reporting. Training can be obtained through various organizations, such as the California School Boards Association and the California Association of School Business Officials.

In addition, 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 Implemented

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

Implementation Scale:

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            Not ←——————————————————→ Fully
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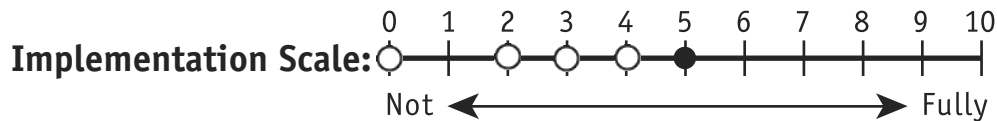
6.1 Budget Development Process (Technical)—Technical Methodologies Used to Forecast Preliminary Budget Revenues and Expenditures

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 is moving towards implementing the prior recommendation to formalize its budget development process in a procedures manual and also to have "desk manuals" for each position that specify how the various tasks should be carried out.

   The district has adopted a Business Services Guide, which has a section relating to the district budget, and a Budget Planning Manual. These guides provide accurate, 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 guides are not quite detailed enough to function as a desk manual or guide specifically tailored for the district. The district has developed desk manuals for some budget/accounting functions, however, it does not have a manual that specifically addresses budget development and monitoring functions for central office staff. That type of reference material would help increase the efficiency and accuracy of the preparation of budget data, and also provide a resource to maintain continuity in the case of staff turnover.

   The district utilizes the Results Based Budgeting (RBB) process, which shifts a significant amount of responsibility for the development of site and department budgets to the site/department administrators. For the development of the 2006-07 site budgets and district office departments, the district has implemented an online software tool that provides necessary revenue and expenditure information. Principals were provided training, a user manual, and an online tutorial, and were specifically assigned fiscal staff to assist in the process. Teams that included fiscal staff, human resources staff, and site staff met in the spring of 2006 to finalize budget development for the 2006-07 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 2006-07 fiscal year will be the third year of the district's conversion to Results Based Budgeting.

Given the increased number of individuals involved in developing and monitoring the budget, the district has implemented controls and is beginning the process of developing a comprehensive manual for budget development and monitoring specifically related to the results-based budget approach.

2. The district has partially implemented prior 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.

The new online RBB budget tool coordinates and integrates with the Human Resources system's position budgeting function and was used to develop the 2006-07 adopted budget. 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, the Bi-Tech IFAS system.

The district has made significant progress towards fully implementing prior recommendations to do the following:

- Implement position control and position budgeting via the IFAS system
- Review and clean up position data on the system
- Develop standard position/personnel reports

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 Self-Rating:	6
September 2006 New Rating:	5

Implementation Scale:

0 1 2 3 4 5 6 7 8 9 10

Not ← → Fully
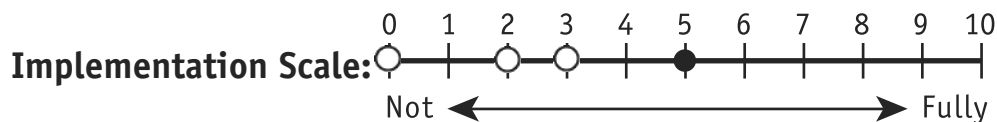
7.3 Budget Adoption, Reporting and Audits—AB 1200 Quality Assurance Processes

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 Alameda County Office of Education (ACOE).

Progress on Implementing the Recommendations of the Recovery Plan

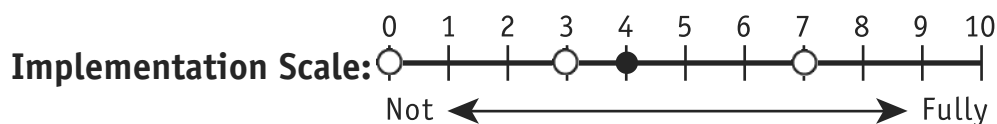1. The district's interim and budget reports continue to show a structural deficit in both the current and projected years. For the district to be financially viable without obtaining additional loans, it must aggressively address the ongoing gap between its revenues and expenditures. This is particularly important, given the district's steep and ongoing decline in enrollment. The district is also facing cash flow issues that it will need to address.

2. The district should continue to improve its financial reporting processes by documenting policies and procedures, providing staff training, and increasing supervision and monitoring. These items should help the district monitor its financial condition and prepare timely and accurate reports for the county office. Timely and accurate information will help the district make the necessary financial adjustments to balance its budget and build its reserve. However, even with good financial information, the district must exhibit the will to make the necessary expenditure cuts to return to fiscal health.

3. The county office should continue its close review of the district's budget and interim reports. This review should help the district ensure 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 Self-Rating:	5
September 2006 New Rating:	4

Implementation Scale:

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          0   1   2   3   4   5   6   7   8   9   10
          O———+———+———O———●———+———+———O———+———+———|
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7.7 Budget Adoption, Reporting and Audits – Audit Administration and Resolution, Audit Resolution
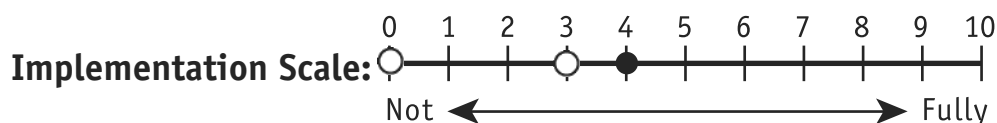
Legal Standard

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, which conducts the district's external audit, has approved the district contracting with an independent Certified Public Accounting firm to conduct its external audit in future years. The district issued a formal Request for Proposal (RFP) for auditing services, but there were no responses from CPA firms to the RFP. Since the audit report continues to be issued in an untimely manner, the district could not comply with the Education Code requirement to issue an audit report on or before December 15 each year. However, the district stated 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 of the audit findings 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.

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 Self-Rating:	4
September 2006 New Rating:	4

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9   10
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7.9 Budget Adoption, Reporting and Audits—Compliance with Financial Reporting Requirements of GASB 34

Legal 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 2004-05 fiscal year via the Standardized Account Code Structure (SACS) year-end reporting software. However, the 2004-05 audit report is still in draft format. The district confirmed that it is utilizing the GASB 34 format for financial reporting of the 2004-05 financial statements. The district is working to eliminate the findings and nondisclosure items associated with GASB 34. To that end, the district indicated that it is having a complete inventory of assets completed for a second time in two years with the goal of having an asset system in place by the end of the 2006-07 fiscal year. The impact on the 2004-05 financial statements is pending the issuance of those financial statements by the State Controller's Office.

2. The district has indicated that it fully intends for the 2004-05 audit report to comply with GASB 34. It will be critical for the district to implement a procedure in the 2006-07 fiscal year to maintain the fixed asset inventory, not only for statutory purposes, but for compliance with GASB 34. As a result, the district will be required to implement a process to ensure that the work completed through the blanket inventory is maintained by tracking increases and decreases of fixed assets through each fiscal year, beginning in 2006-07. If these processes are not in place, the district will incur additional costs for another blanket inventory in the subsequent fiscal year to meet the GASB 34 requirements.

3. If a process is not implemented, the State Controller's Office, as the district's auditor, may indicate in the audit that the condition of records maintained was not sufficient to allow the auditors to express an opinion on the financial statements. Such significant issues related to documentation and controls call into question the district's ability to produce sufficient, accurate, and timely information to manage financial operations.

4. The district's financial system does not have a fixed asset module as an integrated part of the system. The district has identified 10 categories of priorities for technology needs, and this has been determined to be among the first areas to be addressed. The district should utilize the priorities as a road map to ensure continued progress toward fiscal recovery.

The district should specifically address the fixed asset issues related to GASB 34 implementation identified in the prior audit report. Additionally, the district should continue its efforts to improve financial accounting and reporting by doing the following:

- Providing ongoing staff training to increase technical proficiency.
- Implementing formal accounting policies and procedures, including desk manuals.
- Providing ongoing supervision of employees and periodic review of work.
- Reviewing workflow and system controls in the IFAS system.

Standard Implemented: Partially

September 2003 Rating: 0
March 2004 Rating: 2
September 2004 Rating: 2
September 2005 Rating: 2
September 2006 Self-Rating: 2
September 2006 New Rating: 2

Implementation Scale:
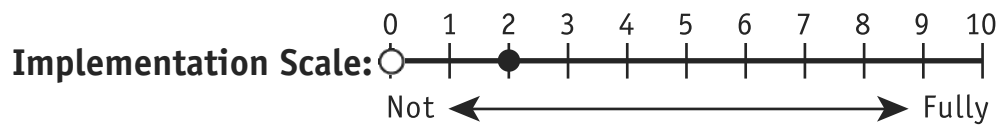
7.10 Budget Adoption, Reporting and Audits—Interim Reports and Projection of Ending Fund Balance

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 Board of Education with detailed explanations.

Progress on Implementing the Recommendations of the Recovery Plan

1. For the 2005-06 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. The reported changes in revenues, expenditures, and ending fund balance show that the district is actively monitoring the budget. However, the significant change in numbers during the course of the year indicates that budgeting and monitoring processes can still be improved.

3. The district should continue to monitor its revenues and expenditures on an ongoing basis to allow accurate projection of the 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 the 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

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

Implementation Scale:

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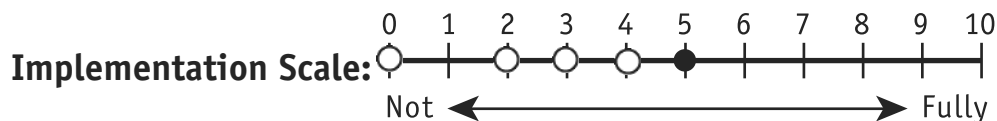
8.1 Budget Monitoring—Encumbrance of Overexpenditures

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 has implemented the prior recommendation 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. Further, while the district intends to evaluate site administrators on their performance annually, including financial management, it is not clear what the consequences will be for poor performance and what effect this will have on controlling expenditures.

2. The district should also implement the prior recommendation to discontinue the practice of processing paper budget transfers.

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.

    The Associate Superintendent for Business has worked closely with the Operations Officer and the Technology Department to minimize the ability for school sites and departments to override the system when no funds are available. Once this issue was known by the district office, controls were put in place in the system. School sites and departments cannot create a requisition in the system if the funds are not available. In addition, a memorandum was distributed to all school sites and departments addressing the issue of reimbursements from the Associate Superintendent to minimize the purchases being made outside of the PO process. However, the district needs to monitor the process to ensure that system controls cannot be overridden to reduce the risk of a breach in the internal controls.

4. The district has implemented the previous 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 had 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. The district has implemented a new e-marketplace system that allows for direct purchasing online. However, encumbering those purchases does not occur in the system for up to three days after the transaction has occurred. The district has identified this as a problem and is working with the Technology Department to resolve it. This should be at the top of the priority list of items to be resolved and monitored closely. Although this is an evolving area and will in the long term provide efficiency, it is putting the district at risk of overexpending at a time when it is working toward fiscal recovery. If funds are not encumbered prior to purchase, budget overruns are very likely to occur.

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 Self-Rating:	4
September 2006 New Rating:	4

Implementation Scale:

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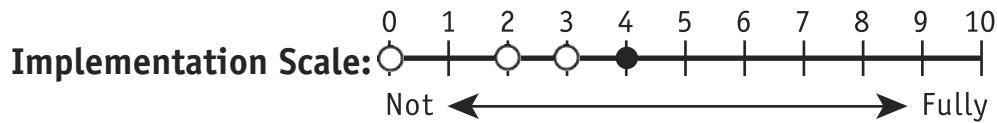
8.2 Budget Monitoring—Monitoring of Department and Site Budgets

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 prior 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/under report 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. Plans are to transition to an online process to replace these two manual forms. The new system and procedures to control positions went into effect with the 2006-07 budget development cycle and is still in its infancy.

    The Position Control Procedures manual is expected to be in draft form by September. Priority items include fully implementing position control and position budgeting, establishing security controls, and adequately separating the responsibility for position control from personnel, documenting the system, providing user documentation/desk manuals, and providing ongoing training for staff.

2. For the 2004-05 year, the district established a "negative budget report" to specifically highlight sites/departments that were exceeding their budget to take prompt corrective action and provide a record for evaluating the budget management of site/department administrators.

    The financial system has budget-blocking capabilities to prevent budgets from being overrun. However, the district needs to establish policies and procedures to ensure that system overrides are minimized and can be authorized only by specified management staff members. Those policies and procedures have not yet been formalized.

    The district should implement policies and procedures establishing budgetary controls and preventing budget overruns and the ability to override the financial system controls.

3. The district has implemented the previous 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. However, the district has not implemented the previous recommendation to establish formal written policies and procedures to preclude the department from hiring staff or entering into contracts without budget review and approval.

The district should continue to monitor special education revenues and expenditures to prevent budget overruns. The district should also formalize the budget monitoring process and responsibilities of the special education and budget offices. Part of this process should include monthly meetings between the special education, budget, and personnel staff.

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 Self-Rating:	4
September 2006 New Rating:	4

Implementation Scale:

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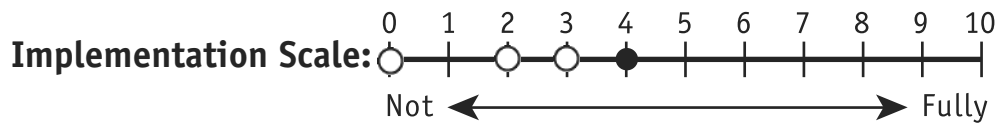
8.4 Budget Monitoring—Position Control

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
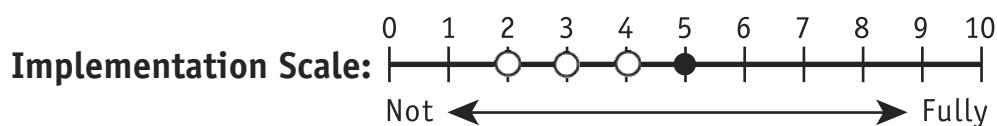
1. The district has made significant progress on the previous recommendations to ensure that the position control system is functional and provides a level of security and control.

2. The system of record for position control is IFAS. The RBB budget development tool and IFAS position control interface during budget development, and exception reports are generated to validate that the two systems are reconciled. 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 the 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 new system of position control must be closely monitored throughout the 2006-07 fiscal year to make certain that it is functioning as designed and to ensure that only the budget office approves positions and that the dollars associated with those positions are in the system. The district has a task force to modify personnel requisitions. The task force has not completed its work to date. The district should implement the prior recommendation to streamline the personnel process by 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 periodically results 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 Self-Rating:	6
September 2006 New Rating:	5

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 is meeting its 3% obligation.

   The current procedures include a review of the maintenance budget and expenditures by the Facilities Director as well as specifically assigned Budget and Accounting staff.

Standard Implemented: Partially

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

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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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 did not implement the prior recommendation to adopt a formal policy requiring that quarterly investment reports be provided in accordance with Government Code Section 53646. The district should formalize the quarterly 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 Self-Rating:	4
September 2006 New Rating:	4

Implementation Scale:

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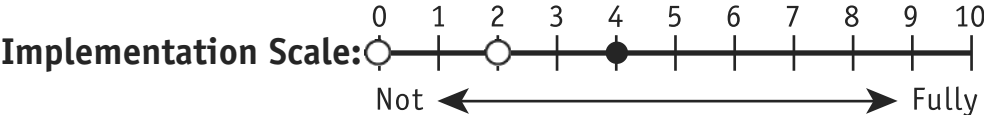
11.1 Attendance Accounting—Accuracy of Attendance Accounting System

Professional Standard
An accurate record of daily enrollment and attendance is maintained at the sites and reconciled monthly.
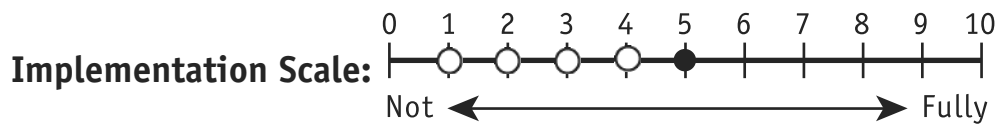
Progress on Implementing the Recommendations of the Recovery Plan

1. The district has implemented the prior 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 FCMAT's previous 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 their system passwords until they did so. However, the benefit of the new system and the effectiveness of district training and supervision with regard to the accuracy and timeliness of attendance information produced by the new system will not be known until the end of the 2005-06 year.

    For 2004-05, the district utilized an outdated version of the SASI system. That version was not able to accommodate the recording and reporting of information for more than 99 school sites, even though the district operates approximately 112 sites. As a result, the district had to combine data for sites and separate that information so that it could report accurately for all of its school sites. The need to manipulate the data increases the likelihood that errors were made in recording and reporting attendance data for the 2004-05 fiscal year.

    The 2003-04 audit report disclosed numerous instances of clerical and mathematical errors in recording attendance information at the site level, errors between attendance reported to CDE and attendance summaries, and discrepancies between school attendance summaries and the district's attendance summary. Since the procedures were not materially revised for the 2004-05 fiscal year, it is likely that the 2004-05 year will also contain some attendance reporting errors.

    As the new attendance system will utilize a Scantron system similar to the previous system, the district should establish policies and procedures for the new system to ensure that information is accurately recorded, timely corrections are made, and site and district information is reconciled to eliminate reporting errors that have occurred in prior years.

2. The district has not implemented the prior 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 is monitoring which sites are not sending attendance information to the district office on a timely basis, which appears to have improved the level of compliance. While the incidence of tardy information appears to be abating, it still is a material problem. No action has been taken to date to link monitoring data with the annual review process.

The district should implement the prior recommendation to make attendance reporting an evaluative criterion in the annual performance review for teachers and principals.

3. The district has implemented the prior recommendation to continue having a person at each site verify student absences with the parent/guardian on the same day. Additionally, the district has implemented the prior recommendation 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 identifying and tracking students with attendance problems, utilizing truancy notices, student attendance review teams, and the Student Attendance Review Board (SARB).

4. The district implemented the prior recommendation to inform parents and the site staff of the difference between a parent-approved absence that is excused by Education Code and board policy definitions, from one that is unexcused and subject to compulsory education legal actions. 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. This information addresses 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 prior recommendation to develop attendance reports to identify independent study absences of less than five consecutive school days to ensure no apportionment is inadvertently claimed.

6. The district did not implement the prior recommendation to replace/repair/service all attendance hardware, including scanners, to ensure that the equipment is in good working condition. Equipment failures result in late and inaccurate attendance reporting.

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 Self-Rating:	5
September 2006 New Rating:	5

Implementation Scale:

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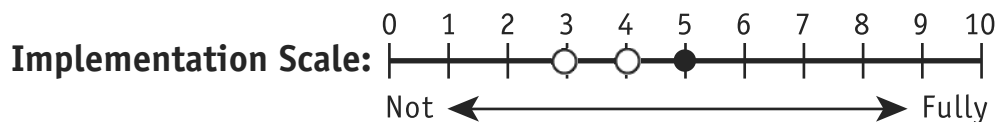
11.4 Attendance Accounting—Instructional Time Requirements

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 has implemented the prior recommendation to institute a formal process that documents that bell schedules meet instructional time requirements for the 2005-06 year. For that year, the executive directors had the responsibility to verify that the bell schedules and school calendar resulted in the district meeting the instructional time requirements related to number of days, minimum days, and annual minutes. The executive directors then submitted the bell schedules for each school to the business office, showing their calculation/verification of compliance with legal requirements. In the business office, a dedicated Fiscal Analyst reviewed all bell schedules for compliance with longer day/longer year (minute) requirements.

    As a result of business office reorganization, the procedures will be changed for 2006-07. For the current year, primary responsibility for bell schedules rests with site administrators. The district has provided detailed instructions and forms to assist in the preparation of bell schedules and the calculation of instructional minutes. The executive officers will have the primary responsibility for verifying that school sites are meeting the legal requirements. The school associate assigned for each school site will also be responsible for verifying bell schedules and school calendars.

2. The district has created an instructional minute online system, which is connected directly to the bell schedules created by site administrators to ensure that the appropriate amount of instructional minutes is in place. There is a plan to hire an Attendance Compliance Officer this fiscal year to monitor the sites. In addition, the district has hired a consultant to periodically audit the individual school sites for compliance in this area.

    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. The district should also formalize this process in the Business Services Guide and the procedures manual provided to site administrators. The procedures should identify the consequences if instructional time requirements are not 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 Self-Rating:	5
September 2006 New Rating:	5

Implementation Scale:

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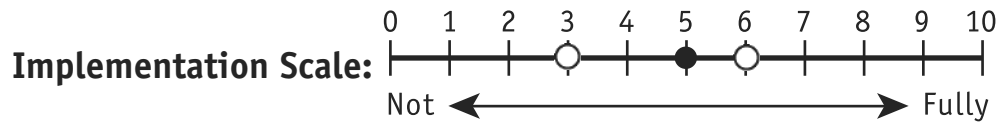
12.2 Accounting, Purchasing and Warehousing—Accounting Procedures, Timely and Accurate Recording of Transactions

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. The district's 2004-05 audit report has not been issued to date. However, the 2003-04 audit report identified several significant issues in the recording of financial transactions and the maintenance of supporting documentation that resulted in the State Controller's Office (SCO) disclaiming an opinion on whether the financial statements were fairly stated in accordance with GAAP. This is a significant statement about the prior problems in the district's accounting processes, procedures, systems, controls, and management oversight.

    The district has made progress in some minimal areas regarding internal controls and continues to do so. The stability of business office personnel will help make improvements in this area. Continued retention of staff members may promote consistent lines of authority and responsibility, the establishment of reasonable expectations for staff competency and performance, and adequate and consistent supervisory review and oversight.

    Every accounting staff member has been provided with a copy of the California School Accounting Manual (CSAM). The district still needs to perform a skills/training assessment for all fiscal employees and develop an annual training plan for each staff member to improve technical skills and professional knowledge. This training plan should be supported with annual, or preferably semiannual, performance reviews that assess current performance and status of training.

    These reviews provide the basis for upgrading the employee training plan. The individual training plans should be reviewed in aggregate to develop an overall training plan for the business office and to schedule and provide training in the most efficient and cost-effective manner. In addition, all business services employees should be evaluated at least annually. These evaluations should include consideration of the training needs/plans and progress in meeting training goals.
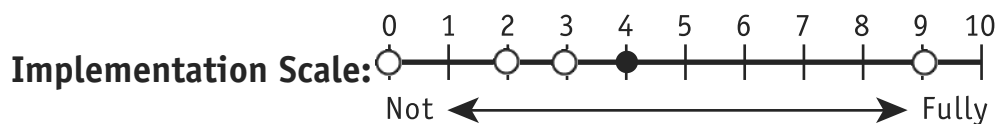
2. The district has partially implemented the prior recommendation to establish formal processes and procedures and desk manuals regarding accounting functions. A Business Services Guide has been adopted that provides good overview information for most business areas. The district was also drafting a desk manual for most accounting areas/transactions/responsibilities, however, as a result of the turnover in staff and the reorganization of the business office, the status of those manuals is unclear. The district should 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 2004-05 audit report is issued, a statement cannot be made on whether district transactions are supported by appropriate documentation and accurately recorded in the proper account for the correct fiscal year. Given the SCO's disclaimer of opinion for the 2003-04 financial statements based on the district's recording errors and lack of sufficient supporting documentation for many items, including accounts payable, the district is clearly having problems addressing this issue. If the same comments appear in the 2004-05 audit report in this area, the district should give priority to rectifying the issue of recording errors and insufficient documentation immediately. Continued comments in this area would indicate an impediment to fiscal recovery, as it is considered an internal control weakness.

During the 2004-05 close, the district reviewed the work in accounts payable as part of the closing process. The district took steps to ensure that all payments were authorized properly and processed timely, that there was adequate supporting documentation for all payments, and that this documentation was maintained and properly filed for 2004-05 and beyond. The effectiveness of that process is not known since the audit has not been completed.

4. With regard to the year-end closing process, the district staff has received training from the California Department of Education and is using the materials provided by the county office to guide the closing process. In addition, the district established a year-end closing schedule that started in April and included activities, responsibilities, a calendar, and a time line for the activities, and imposed early cutoffs for transactions, particularly those related to payroll. However, the district did not meet the statutory deadline for closing the books for 2004-05.

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 Self-Rating: 5
September 2006 New Rating: 4

Implementation Scale:

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          0   1   2   3   4   5   6   7   8   9   10
          O———+———O———O———●———+———+———+———+———O———
          Not  ←——————————————————————→  Fully
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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 reports 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 mostly implemented the prior recommendation to perform monthly reconciliations and monitor and update cash forecasts monthly, but continues to be behind on its cafeteria fund cash reconciliations. The district has hired a new Accountant with a CPA license to perform cash account reconciliations.

    The district previously adopted formal procedures to process 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. With these two documents, the district has established specific guidance for performing cash reconciliations.

2. The district has partially implemented the prior recommendation to review changes in anticipated revenues and expenditures monthly to ensure that the assumptions for cash flow projections are accurate. The district informally considers anticipated expenditures in its monthly cash needs, but a formal documented analysis of cash is not completed monthly. Further, the process and procedures for performing the cash analysis have not been formalized.

    The district should review revenues and expenditures monthly to identify changes that will affect cash needs and/or available cash. This information should be incorporated into the monthly process of updating the 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 Self-Rating:	5
September 2006 New Rating:	4

Implementation Scale:

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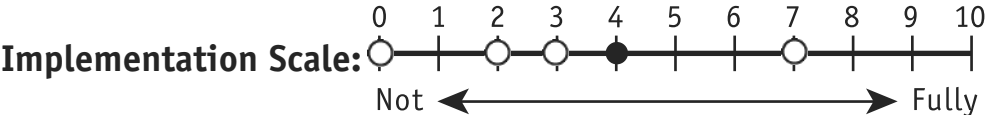
12.4 Accounting, Purchasing and Warehousing—Accounting Procedures: Payroll

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 has implemented the prior recommendation to log all payroll errors/issues occurring each month, including the identification of the cause of the problem and the steps taken to correct the issue, to ensure that appropriate action is taken to correct the immediate issue and prevent an ongoing recurrence.

    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 in accurately and completely processing payroll each pay period.

    To correct these problems, the district should continue to log all payroll errors/issues occurring each month, including the cause of the error and the measures/steps taken to correct the error. Each item should be classified as a system issue, a personnel issue, or a payroll issue to track the source of the problems so that effective action can be taken to prevent recurrent problems. Potential corrective actions could include program modifications, additional staff training, job rotation, increased supervisory review, personnel file cleanup, or increased review and sign-off on payroll error reports by the responsible supervisor/manager. Additionally, the district should implement a formal payroll reconciliation process for each payroll run.

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 off on the release of checks if problems in processing a paycheck originated at the site/department level. The goal is to track problems in submitted payroll documentation, make administrators aware of any problems, and hold them responsible for the time lines, accuracy, and completeness of payroll information submitted by their staff. If these policies and procedures are formally documented, disseminated, and enforced, they should be adequate to address the recommendation.

3. The district had previously partially implemented the prior 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.

   With the change to Results Based Budgeting, the primary responsibility has shifted to site administrators. All overtime must be approved by the fiscal advisors or the Chief Financial Officer. However, it does not appear that the process has been formalized in policies and procedures.

   The district should formalize the policies and procedures regarding who must review and approve overtime, that are consistent with the reorganization of the business functions and the movement to Results Based Budgeting. In addition, the procedures should require that a budget amount be available to pay for the overtime.

4. The district has partially implemented the prior recommendation to fully implement the Bi-Tech IFAS human resources/payroll module. However, the district still needs to complete the following:

   - Enter seniority information into the system
   - Enter credentialing information into the system
   - Formalize, document, and communicate the payroll process and time lines
   - Formalize, document, and communicate human resource processes and time lines
   - Develop and document security codes and other controls to ensure data integrity
   - Identify and develop needed payroll reports
   - Verify and correct payroll calculations in the system

   The district should continue to develop documentation, training materials (and provide training), and desk manuals, and establish workflow rules and security levels.

5. The district has not implemented the prior recommendation to utilize a districtwide automated substitute calling system that is integrated with the human resources/payroll system.

   Such a system was supposed to be implemented by the end of 2004. The district intended to have the system implemented during the 2005-06 year, however, such a system is not in place. An interface can result in increased efficiencies and reduction of errors. If the two systems can interface, they will automatically pay substitutes, update employee leave balances, and dock employees' pay as necessary. In addition, the district would be able to reconcile substitute time and pay to the central office system to ensure that only authorized transactions are processed. Using an event number on the substitute-calling system would ensure that categorical budgets are charged for substitute pay only when authorized. The district would also be able to reconcile employee's leave time to the substitute pay event.

   The district should continue its efforts to implement the integrated, districtwide sub-calling system as soon as possible.

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 Self-Rating: 4
September 2006 New Rating: 4

Implementation Scale:

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Not ←   → Fully
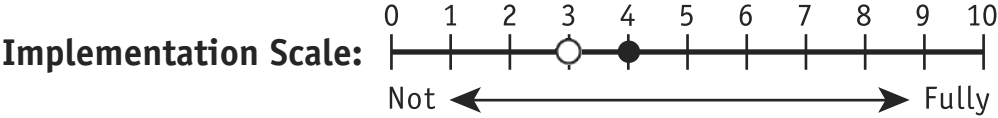
12.5 Accounting, Purchasing and Warehousing—Accounting Procedures, Supervision of Accounting

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.

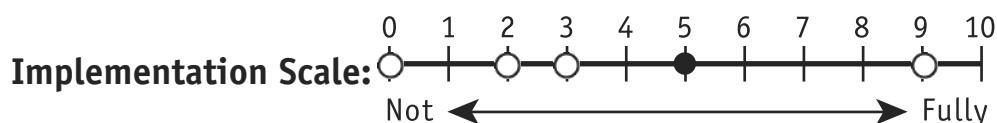### Progress on Implementing the Recommendations of the Recovery Plan

1. The district has partially implemented the prior recommendation to establish formal policies, procedures, and internal controls regarding the processing and reporting of financial transactions. The district has completed a Business Services Guide and several desk manuals; however, materials do not cover all areas.

2. The district has taken some steps to implement the prior recommendation to improve staff capacity and technical skill.

   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 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 a copy of the California School Accounting Manual (CSAM). The staff has received training on the California School Accounting Manual by a California Department of Education consultant.

   The district should continue efforts to improve the technical skills and capacities of the staff and supervisors through its hiring practices and staff training program. In addition, the district should ensure that the ratio of supervisors and managers to staff is appropriate to allow for the high level of supervision, review, and monitoring that the staff requires.

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 Self-Rating:	5
September 2006 New Rating:	5

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 yearend. The District's yearend 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 significantly implemented the prior recommendation to formalize year-end closing policies and procedures and begin planning for year-end closing in April or May. The Business Services Guide that the district adopted references the CSAM for year-end closing procedures to follow and all accounting staff members have been provided a copy of the CSAM. In addition, the district has essentially adopted the county office's closing calendar, worksheets, and checklist for use by its staff. Further, the district arranged for its accounting staff to attend training on year-end closing in preparation for the 2005-06 year end. For 2006-07, the district has established a calendar of important dates for district employees, which includes cut-off dates for purchase orders and receiving.

    In the past, the district's inability to process transactions accurately and timely during the course of the fiscal year has hindered its ability to close the books on time. At the time of FCMAT's fieldwork in mid- to late August, the district had not closed its books, so no conclusion could be drawn regarding whether the general accounting processes have improved, whether the training on year-end closing was effective, or whether the September 15 deadline would be met.

    While the CSAM and county office's year-end closing information are good resources, the district should establish formal policies and procedures that encompass both the CSAM and county office information, as well as specific information related to the district's organizational structure, financial accounting system, and standard reports and forms. The goal is to provide the clearest information possible to guide the work that the staff must perform to successfully close on a timely basis.

Standard Implemented: Partially

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

Implementation Scale:

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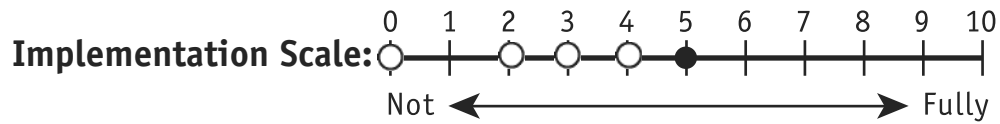
12.10 Accounting, Purchasing and Warehousing—System Controls to Prevent and Detect Errors and Irregularities

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 prior 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 should continue 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 should formalize these policies and procedures in the Business Services Guide and the district's purchasing and contracts manual, and ensure that all site administrators and managers are aware of the policy.

   Further, 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 in those instances where site/department administrators repeatedly do not follow purchasing procedures.

2. The district has not implemented the prior recommendation to have the Accounts Payable manager pick a sampling of invoices and review the backup for appropriateness and completeness as part of the standard 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 Self-Rating:	5
September 2006 New Rating:	4

Implementation Scale:
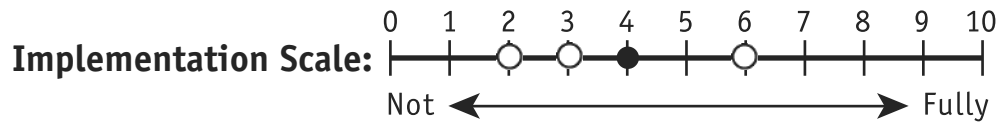
14.1 Multiyear Financial Projections—Computerized Multiyear Projection

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 no longer using commercial software and is using Excel to prepare its multiyear projections.

   While Excel can be used to perform multiyear projections, given the large number of variables related to revenue and expenditure projections in school finance, using Excel requires the district staff to be responsible for ensuring that all appropriate factors are included in the spreadsheet calculations and included appropriately from year-to-year as circumstances change. It is unclear that the staff responsible for the projections have detailed training in making multiyear projections and constructing an appropriate spreadsheet model. Beyond doing multiyear projections required for budget and interim reporting and the district's recovery plan, it is not clear how frequently the district makes multiyear projections to evaluate the financial effects of pending management decisions.

   The district should implement the original recommendations to do the following:

   - Utilize commercial software to make multiyear financial projections. FCMAT has developed an online multiyear projection tool, Budget Explorer, that is offered to school districts at no cost.

   - 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.

   - Make financial projections that cover periods from three to five years into the future. Financial decisions that are feasible in the shorter term (current and two subsequent years) could become unsupportable over the longer period. The district should utilize the software to obtain the most information possible when making major management decisions.

   - 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 is appropriately using 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 Self-Rating:	5
September 2006 New Rating:	4

Implementation Scale:

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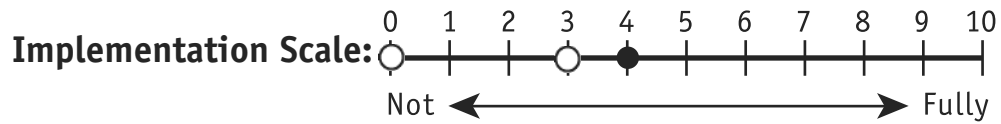
14.2 Multiyear Financial Projections—Projection of Revenues, Expenditures and Fund Balances

Legal 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 prior recommendation to provide projections for all major funds to provide 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 prior recommendation to achieve greater precision and provide additional information about its multiyear financial projections by specifically defining the general assumptions used. It does not appear that the district has made measurable progress since the last review. The district could be more detailed and provide more specificity by analyzing program/resource and object/sub-object code categories of revenues and expenditures and the assumptions associated with each. The district's Business Services Guide and Budget Manual provides some information and guidance on information to be addressed in preparing the budget, which would enhance 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 changes in assumptions identified and explained. This process should be formally identified in the District's Business Service Guide and/or desk manuals.

3. The district has shown improvement on the prior 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. However, the district continues to have problems with payroll, position control/ position budgeting, and the completeness and accuracy of personnel data. The issue has been complicated by reorganization of the district's administrative departments, turnover in staff in both the Business and Personnel offices, and the implementation of Results Based Budgeting. The district has made substantial progress on position control, which will enhance salary and benefits dollar reliability.

4. The district has taken steps to improve 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 to 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 the business functions and the turnover in staff, there are concerns that any progress made may be lost in the short term. This item will need to be evaluated in future reviews to assess progress made in controlling accounting and budget functions. The district should continue to implement systems and procedures with more effective controls and improve the technical capacity of staff 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 Self-Rating:	5
September 2006 New Rating:	4

Implementation Scale:

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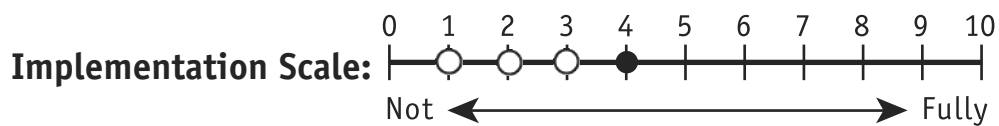
16.1 Multiyear Impact of Collective Bargaining Agreements—Measurement and Evaluation of Agreement Implementation Costs and Assurance of Notice to the Public

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 made improvement on the prior recommendation to establish policies and procedures that require potential bargaining positions to be identified prior to the start of negotiations. The district should fully implement this recommendation. The district currently identifies its bargaining positions prior to negotiations, however, there is still no board policy or procedure requiring that this be done. Similarly, 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. These areas should be documented in formal policies and procedures.

   The district has implemented the prior recommendation 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. However, the district should establish a formal policy to that effect.

2. The district has mostly implemented the prior 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. However, there is still no formal policy or procedure requiring such review and analysis. The district should fully and formally adopt policies and procedures in this area.

   The district's disclosures to the county office in 2005-06 related to the many fact-finding hearings that resulted in ultimate settlements were well documented.

3. The district did not implement the prior recommendation to establish a policy that would preclude the adoption of a proposed settlement, if such settlement can only be financed 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 these policies.

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 Self-Rating: 6
September 2006 New Rating: 6

Implementation Scale:
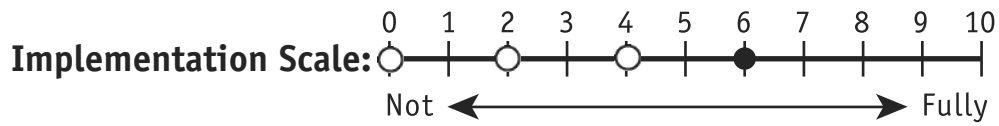
19.2 Food Service Fiscal Controls—Program Compliance

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 prior 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 there is a draft report; however, a copy was not available for this review.

2. The district continues to lose students, however, the number of school sites has remained the same. Some of the sites are now charter schools, but it is unclear whether they are served for an additional charge.

   Because of a reduction in school site supervisors two years ago and the same number of school sites, district staff members are supervising more than six school sites per person. The district should ensure that the charter schools are appropriately charged for the services received from the Food Services Department. As part of the fiscal recovery plan, the district also should consider alternative ways to minimize the duties covered by the Food Services Department regarding the number of school sites that are supervised from the district office.

3. The cafeteria fund has been deficit spending for several years. The Food Services Department has not received reports for 2005-06 for the cafeteria fund, and at the time of the team's visit, it was not known whether there would be a deficit for the 2005-06 fiscal year. Other continuing factors are the program's need to repay the general fund approximately $200,000 annually for 20 years for a prior loan, and the retention of the meals-for-needy pupils funding in the general fund. Documentation was unavailable to validate the Food Services Department budget for the 2006-07 fiscal year.

   The district should evaluate the food services program and the controls over expenditures and inventory so the program can become self-supporting, even with the loss of the meals-for-needy pupils funding and the loan repayment. It is critical that the Food Services Department receive reports monthly to review the fiscal status of the fund throughout the fiscal year. If the fund is running a deficit, this should not be discovered at the end of the year.

   The district should provide ongoing monitoring of the food services program to ensure that it continues to improve its operations and controls and to ensure compliance with all laws, regulations, and reporting requirements. Specifically, the district must have policies, procedures, and controls that ensure the following:

- The program continues to identify and obtain applications for all students eligible for free/reduced meals and increase its participation rates.

- The program office and school sites maintain adequate eligibility documentation.

- New sites establish base-year data for eligibility purposes.

- Amounts claimed for reimbursement are supported by the summarized meal counts and the supporting site meal counts.

- Expenditures are accurately budgeted, purchases are properly authorized, and budgets are not exceeded.

- Purchases are properly received, inventory records are accurately maintained, access to inventory is controlled, and physical inventory is taken monthly.

As the program eliminates its deficit and builds reserves, the district should consider using those funds to install a point-of-sale system at all school sites to provide better management of sales, meal counts, eligibility, inventory, reimbursement, and general accounting and reporting.

In addition, it appears that there are vacancies in the management of the food services program. Given the size of the program, the large and growing number of sites it serves, and the problems with compliance in the recent past, it is imperative that the program have a strong, knowledgeable, and active Director of Food Services to ensure that the program operates in compliance with all laws and regulations, and does not have an operating deficit.

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 Self-Rating:	3
September 2006 New Rating:	3

Implementation Scale:

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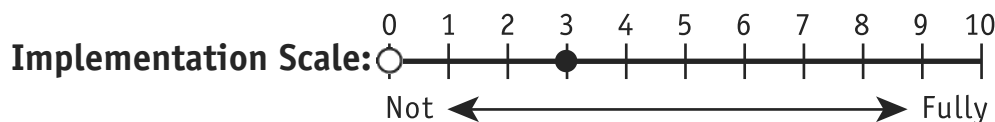
22.1 Special Education—Cost and Quality

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 is making a concerted effort to better manage the special education program, control costs and general fund encroachment, and hold the staff accountable. Specific activities include the following:

   - Training for site administrators regarding interventions, referrals to special education, individualized education plans (IEPs), and classroom implementation

   - Tracking of IEPs and annual and triennial reviews to reduce the number of late reviews. The district is currently using a stand-alone computer-based IEP program, however, approximately 8.5% to 9% of IEPs are still out of compliance

   - Review of NPS/NPA placements to reduce the number of placements and cost of these services. For 2004-05, the district moved approximately 30 students back to district programs

   - Reducing legal fees by handling most issues in-house

   - Assignment of dedicated business staff, 0.5 FTE budget staff and 0.5 FTE accounting staff, to provide accounting and budget support for the special education program.

   The district has reduced its special education encroachment to approximately $15 million, down from approximately $17 million. Reducing the encroachment will need to be accomplished within the parameters of the federal maintenance-of-effort requirements unless the district can get a waiver from both the state and federal departments of education.

2. The district has not implemented the prior recommendation to formally address the findings and recommendations contained in the FCMAT special education report. While the district has made changes and informally addressed some of the items in the FCMAT report, it has not established a formal process where the findings were prioritized, an action plan created, responsibility assigned to specific managers, and periodic reports made to the State Administrator.

   To a great extent, the immediate job of managing the day-to-day operations of the Special Education Department, addressing the fiscal problems of the department, and attempting to ensure legal compliance, have made the task of establishing a formalized process difficult.

The district clearly is attempting to address the various issues. In addition, the district has been working with CDE to improve its program and achieve compliance. A corrective action plan that prioritizes issues, assigns responsibility, and establishes accountability through ongoing monitoring and periodic reporting to the State Administrator would facilitate the district's efforts to resolve its significant problems.

The district might consider contracting a FCMAT review to evaluate its progress in special education. Based on the findings and recommendations of the review, the district could develop a corrective action plan that prioritizes the recommendations, assigns responsibility for each to a specific manager, and provides for periodic monitoring and reporting to the State Administrator. This approach will assist the district to make the necessary changes efficiently.

3. The district had previously addressed the recommendation 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. However, the department still tracks its positions separately and does not use information from the IFAS system due to concerns about the accuracy and timeliness of information. 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 prior 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 has been 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 prior recommendation.

5. The district has informally implemented the prior recommendation to have both the Special Education Department and budget office work to 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 carried forward and sustained in future years.

As the Business and Special Education Departments develop and finalize their procedures, those procedures should specifically include the 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 Self-Rating: 6
September 2006 New Rating: 5

Implementation Scale:

| 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |

Not ←—————————————→ Fully
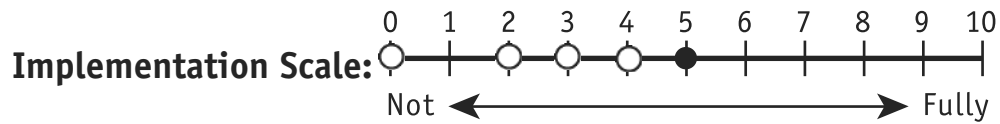
Table of Standards for Financial Management

Standard to be addressed		Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating
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
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**
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
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
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
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**
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**

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
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
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
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
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
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**

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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
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
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
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
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**
4.3	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
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**
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

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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
5.2	The budget development process includes input from staff, administrators, board and community.	8	0	NR	NR	NR	NR
5.3	Policies and regulations exist regarding budget development and monitoring.	6	2	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
5.5	Categorical funds are an integral part of the budget process and should be integrated into the entire budget development. The revenues and expenditures for categorical programs must be reviewed and evaluated in the same manner as unrestricted General Fund revenues and expenditures. Categorical program development should be integrated with the district's goals and should be used to respond to district student needs that cannot be met by unrestricted expenditures. The superintendent, superintendent's cabinet and fiscal office should establish procedures to ensure that categorical funds are expended effectively to meet district goals. Carry-over and unearned income of categorical programs should be monitored and evaluated in the same manner as General Fund unrestricted expenditures.	2	2	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**
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

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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
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**
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
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
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
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
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**

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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
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
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
7.6	Standard management practice dictates the use of an audit committee.	0	0	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**
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
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**
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**

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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
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
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**
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**
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
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**
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**

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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
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
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
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
9.2	Clearly identify onetime source and use of funds.	5	3	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**
11.1	**An accurate record of daily enrollment and attendance is maintained at the sites and reconciled monthly.**	**4**	**3**	**4**	**5**	**5**	**5**
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
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
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**
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
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

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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
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
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
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
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
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**
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 reports 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**

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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
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**
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**
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
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**
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
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

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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
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**
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
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
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
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
14.1	**A reliable computer program that provides reliable multiyear financial projections is used.**	**3**	**0**	**3**	**3**	**3**	**4**
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**
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
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

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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
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
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
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**

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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
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
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
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
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

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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
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
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
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
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
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
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
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
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

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
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
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
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
18.7	Capital equipment and furniture should be tagged as district-owned property and inventoried at least annually.	7	7	NR	NR	NR	NR
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
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
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
19.2	**The district should operate the food service programs in accordance with applicable laws and regulations.**	**0**	**0**	**3**	**3**	**3**	**3**

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
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
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
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**

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

NR Indicates standard not reviewed

Facilities Management

FACILITIES MANAGEMENT
Summary of Findings and Recommendations

The Oakland Unified School District (OUSD) Facilities Management Division has made considerable strides in the last year, improving on many processes and procedures as outlined in the recommendations developed by the Fiscal Crisis & Management Assistant Team (FCMAT) to meet select facilities standards. The division typically showed significant improvement. However, the district facilities division either made no progress or had a lower score than last year on several standards.

The district has made substantial gains by completing and implementing the Facilities Master Plan. The plan was completed in February 2006 and provides the department with a data-driven list of project priorities as well as specifications for high, middle, elementary, and small schools. The plan has been implemented to the extent that all new construction and renovations are dictated by the document's list of top-priority projects. The projects with the greatest need as determined by the data-driven criteria are completed first. The existence and utilization of the plan, along with documented procedures for prioritizing and distributing work projects, constitute a considerable improvement from last year. The recent passage of a General Obligation Bond for $430 million to support the district's facilities improvement is also a significant accomplishment. The bond received 73 percent voters' approval.

In addition, the district has made great strides regarding the appropriate placement of fire alarm systems and fire extinguishers in its facilities. In the last year, the district expended $4 million on upgrading its facilities' fire alarm systems. During on-site visits, all fire extinguishers were appropriately tagged, and were located either in each classroom or each hallway. Last year, several fire extinguishers were missing.

Improvements also were made on several standards concerning the physical condition of school facilities. During the team's visit to several school sites, outside lighting was observed to be functioning properly, and no lights were missing or vandalized. In addition, the grounds were clean and well-landscaped, and the restrooms and interior of the schools also were clean. The cleanliness level was estimated to be between a Level II and a Level III as measured by the Association of Physical Plant Administrators (APPA) five levels of standards.

The district made progress in addressing utility costs and consumption by hiring a full-time manager at Pacific Gas & Electric (PG&E) to monitor usage and work with the district on realizing savings. The facilities with the highest consumption were then audited to determine the causes of high usage.

While there have been improvements in the area of graffiti, this continues to be a problem in the district, even with graffiti removal a top priority for painting crews. Over the past year, the district has accomplished the following to combat graffiti:

- A group of dedicated painters patrol the schools on a set schedule and visit the schools with the highest levels of graffiti daily.

- Custodians remove small, vulgar and gang-related graffiti from school sites.

- Several schools have had restrooms refinished in ceramic tile, which facilitates graffiti cleanup. All restrooms in the new construction planned for the middle and high schools will have the ceramic tile.

- Anti-graffiti/vandalism student groups have been organized and have met with facilities management.

While the facilities division is working diligently in responding to graffiti, the division alone cannot reasonably accomplish graffiti/vandalism abatement. A significant amount of graffiti and vandalism occurs inside buildings during school hours, and could therefore be reduced by increased supervision. Combating graffiti and vandalism should be a joint effort between the teachers, administration, and parents. The Facilities Division can supplement this work by building graffiti-resistant bathrooms and painting over new graffiti, but the division cannot be expected to initiate the cultural change that would be necessary in the schools to prevent graffiti in the first place.

While the Custodial Services Department has developed cleaning standards, these standards have not been clearly communicated to all site administrators and custodians. There is some concern that custodians may have less accountability because they are evaluated by site administrators instead of managers in the Custodial Services Department. This concern stems from the fact that site administrators have a wide range of instructional responsibilities, but limited training in supervision of facility use and management.

In addition, little progress has been made in the areas of preventative and deferred maintenance in the last year. Because of high levels of graffiti and vandalism, the district spends a substantial amount of time and resources on routine maintenance, leaving little or no resources for preventative or deferred maintenance. As a result, preventative maintenance is completed mostly on heating/ventilation/air conditioning (HVAC) equipment. There continues to be a need to upgrade or replace the district's Computerized Maintenance Management System (CMMS). An improved system would enable the district to efficiently manage projects; address deferred, preventative, and routine maintenance; track inventory; generate and track work orders; and track all labor and associated costs.

1.7 School Safety – Installation and Operation of Outside Security Lighting
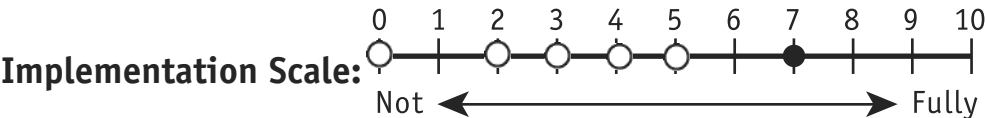
Professional Standard

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 appeared to be operating, and 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 height level. In a 2004 memorandum, the Director of Custodial Services told site administrators and custodians which departments are responsible for light bulb and fixture replacement, and this memo is posted in the Custodial Services Department. However, in some instances, custodians submit to Buildings and Grounds personnel work orders that indicate light fixtures need repair although only the light bulb needs to be changed. Because light bulbs are accessible with a six-to-eight foot ladder, custodians and not Building and Grounds should address the problem.

2. The Facilities Division has design standards for new construction that include specifications for exterior lighting. 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: Partially

January 2000 Rating: 0
September 2003 Rating: 2
March 2004 Rating: 3
September 2004 Rating: 4
September 2005 Rating: 5
September 2006 Self-Rating: 7
September 2006 Rating: 7

Implementation Scale:

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. It appears that the district has made progress in the fight against graffiti and vandalism. All three divisions within Facilities are working to eradicate graffiti, and most graffiti is removed in one to three days. Efforts to combat graffiti include the following:

   a. Custodial Services: Custodians remove relatively small graffiti from restrooms and school grounds and notify Buildings and Grounds of large, vulgar, or gang-related graffiti.

   b. Buildings and Grounds: A team of eight Buildings and Grounds personnel patrols the school sites and paints over graffiti on a documented schedule. The most frequently vandalized areas are patrolled every day, and the less frequently affected areas are visited as needed. The Acting Director of Buildings and Grounds also has a library of digital photos of some of the largest graffiti incidents.

   c. Facilities: The Facilities Division's design standards for restrooms include a provision that all new construction at high schools and middle schools will have a tile-wall finish from floor to ceiling as well as graffiti-resistant stall dividers.

2. The facilities staff is limited and can do little to prevent graffiti and vandalism. Facilities staff members believe that while they can combat graffiti reactively by painting over it quickly, and proactively by installing graffiti-resistant walls, there has to be a cultural change among students before graffiti incidents decrease.

3. Anti-graffiti student groups have been organized in some schools and meet regularly. Several Facilities employees also have met with the 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 Self-Rating: 5
September 2006 Rating: 5

Implementation Scale:

0 1 2 3 4 5 6 7 8 9 10

Not ←——————————→ Fully
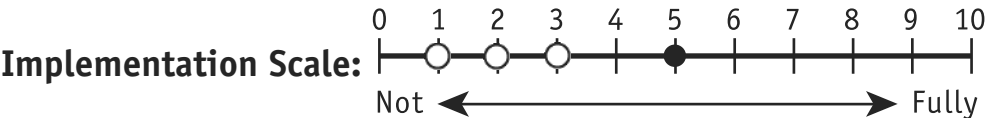
1.12 School Safety – Inspection and Correction of Unsafe Buildings

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. Custodial managers conduct monthly inspections of facilities and report areas of concern to the Buildings and Grounds Division, which prioritizes and conducts the repair.

2. The building inspection form was developed and deployed in February 2006.

Standard Implemented: Partially

January 2000 Rating:	2
September 2003 Rating:	1
March 2004 Rating:	4
September 2004 Rating:	4
September 2005 Rating:	6
September 2006 Self-Rating:	7
September 2006 Rating:	7

Implementation Scale:

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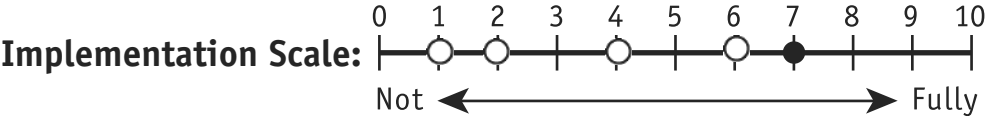
1.14 School Safety – Sanitation is Maintained and Fire Hazards are Corrected

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

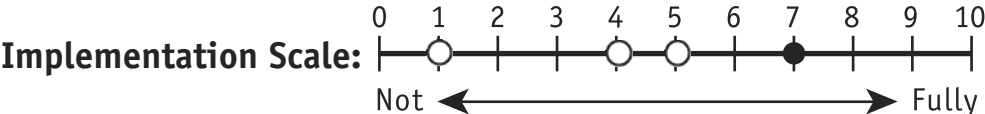1. The district continues to make progress regarding fire alarm systems. The district has contracted with an engineering firm to ensure fire code compliance and internal consistency of the system and continues to install new systems or upgrade existing systems. As sites are remodeled, life safety upgrades are the top priority. The district has also dedicated $4 million to fire systems and fire consulting services.

2. None of the fire extinguishers were missing during the team's visits although some fire extinguishers were in classrooms instead of in hallway receptacles. While many middle and high schools were missing fire hoses, the Director of Custodial Services explained that because of vandalism issues, the Oakland Fire Department has approved the removal of fire box hoses and is capable of connecting its hoses should the need arise.

3. A review of numerous district facilities found that school buildings and restrooms were clean. The level of cleanliness was estimated to be between a Level II and a Level III as measured by the five levels of APPA Standards. The custodial staff has made a great effort to meet industry cleanliness standards, and all sites visited reflected this effort.

Standard Implemented: Partially

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

Implementation Scale:

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1.16 School Safety – Fire Extinguishers and Inspection Information Available
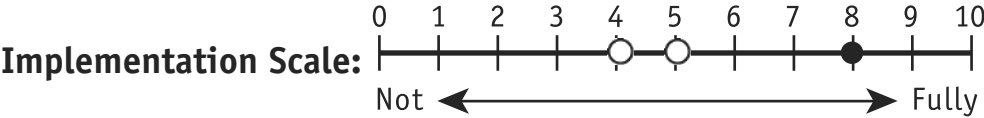
Legal Standard
Appropriate fire extinguishers exist in each building and current inspection information is available [CCR Title 8 Section 1922(a)].

Progress on Implementing the Recommendations of the Recovery Plan

1. The Custodial Services Department has hired an external vendor to check and replace fire extinguishers yearly. The vendor checks extinguisher tags to confirm that extinguishers are full and up to date. Missing or expired extinguishers are replaced. If an extinguisher is discharged or missing during the year, the vendor is contacted to replace/service the extinguisher.

2. All extinguishers were present and tagged properly at all schools visited, although some fire extinguishers were in classrooms instead of the hallway receptacles. The Director of Custodial Services reported that the city/county has approved the removal of fire hoses because of the vandalism.

Standard Implemented: Fully - Substantially

January 2000 Rating:	5
September 2003 Rating:	4
March 2004 Rating:	4
September 2004 Rating:	4
September 2005 Rating:	4
September 2006 Self-Rating:	7
September 2006 Rating:	8

Implementation Scale:

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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 adopted standards requiring all custodial employees to take 40 hours of training each year. Part of the training will be held during new employee orientation.

2. The Facilities Division lost its full-time trainer, and this position has not been filled, nor has an alternate training plan been developed. This has resulted in the reduced rating for this standard.

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 Self-Rating:	7
September 2006 Rating:	5

Implementation Scale:

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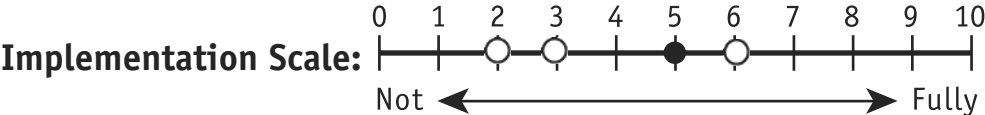
2.1 Facility Planning – Maintenance of a Long-Range Facilities Master Plan

Professional Standard
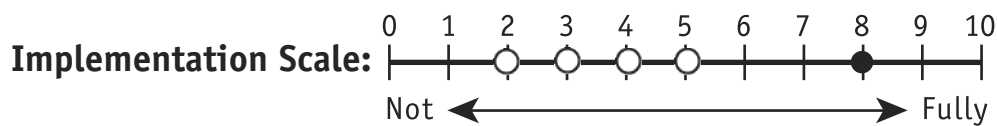The district should have a long-range school facilities master plan.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district's 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 the public, and the plan contains lists of project priorities. The Facilities Division uses the master plan to determine the construction priorities and upcoming projects. Because the master plan is data-driven, it carries more weight than personal preferences for special projects. The Facilities Master Plan's list of priorities clearly details upcoming district projects, so everyone can understand which are top priority. In addition, the master plan is monitored and updated to reflect changes in facilities once projects have started or are completed.

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 Self-Rating: 8
September 2006 Rating: 8

Implementation Scale:

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2.4 Facility Planning – Existence of a District Facility Planning Committee
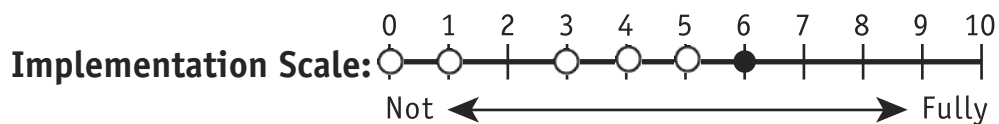
Professional Standard
The district has created a Citizens' Oversight Committee to ensure the appropriateness of expenditures related to the recent passage of the district's local school bond measure. In essence, this committee will function as an advisory/facility planning type of committee.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district is establishing a Citizens' Oversight Committee that will be overseen by the Assistant Superintendent of Facilities. This committee, which was formed to oversee the facilities bond measure, has formalized procedures and rules, including the following:

   a. The individuals who should serve and how they should be appointed.

   b. The scope of responsibility and decision-making authority of the committee.

   c. The procedures for conducting meetings and providing input on facility-related planning.

Standard Implemented: Partially

January 2000 Rating:	1
September 2003 Rating:	0
March 2004 Rating:	4
September 2004 Rating:	3
September 2005 Rating:	5
September 2006 Self-Rating:	7
September 2006 Rating:	6

Implementation Scale:

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2.6 Facility Planning – Implementation of an Annual Capital Planning Budget
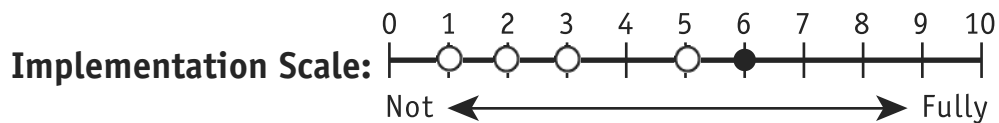
Professional Standard
The district should develop and implement an annual capital planning budget.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district released its outside contractors involved with accounting, transferred all these functions to its internal staff and created related standards.

2. The Facilities Master Plan will address facility modernization and will incorporate an implementation plan for this modernization on a districtwide basis. However, the master plan does not address deferred or preventative maintenance issues.

3. The written capital construction and renovation projects budget has yet to be coordinated with a written deferred maintenance projects budget. The district should develop a systematic approach of integrating the two planning and funding processes.

Standard Implemented: Partially

January 2000 Rating:	1
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	5
September 2005 Rating:	5
September 2006 Self-Rating:	7
September 2006 Rating:	6

Implementation Scale:

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2.17 Facility Planning – Priorities and Scheduling of Projects
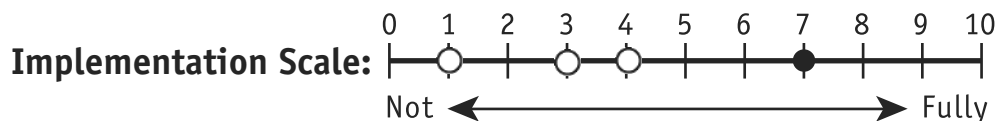
Professional Standard
The district has established and utilizes an organized methodology of prioritizing and scheduling projects.

Progress on Implementing the Recommendations of the Recovery Plan

1. Prioritization of projects is determined by the priorities detailed in the Facilities Master Plan, which was adopted in February 2006. The department developed documented policies, procedures, and criteria regarding prioritization of projects. The district has prepared a comparative matrix that evaluates all school facilities. This matrix evaluates all building systems at each of the schools, site utilization, site capacity, and other parameters.

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: Partially

September 2003 Rating: 1
March 2004 Rating: 3
September 2004 Rating: 3
September 2005 Rating: 4
September 2006 Self-Rating: 7
September 2006 Rating: 7

Implementation Scale:

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        0   1   2   3   4   5   6   7   8   9   10
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2.18 Facility Planning – Equity of Distribution of Facility Funding
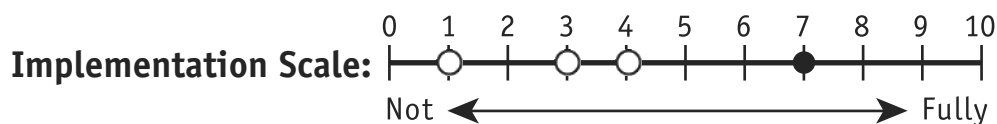
Professional Standard
The district should distribute facility funding in an equitable manner to all communities served and to all school levels.

Progress on Implementing the Recommendations of the Recovery Plan

1. The district created specifications for elementary, middle, high, and small schools, which are all 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 Division uses the master plan to determine construction priorities and upcoming projects. The Facilities management indicates that because the Master Plan is data-driven, it carries more weight than personal preferences for special projects. 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 the facilities once projects have started or are completed. The master plan uses "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.

Standard Implemented: Partially

September 2003 Rating: 1
March 2004 Rating: 3
September 2004 Rating: 3
September 2005 Rating: 4
September 2006 Self-Rating: 7
September 2006 Rating: 7

Implementation Scale:

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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 the site, its functional adequacy, and its utilization.

Standard Implemented: Partially

January 2000 Rating: 1
September 2003 Rating: 1
March 2004 Rating: 3
September 2004 Rating: 4
September 2005 Rating: 5
September 2006 Self-Rating: 8
September 2006 Rating: 7

Implementation Scale:
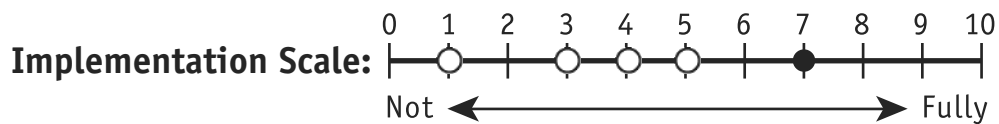
3.12 Facilities Improvement and Modernization – Deferred Maintenance Projects are Actively Managed

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 not updated the deferred maintenance form in two years.

2. Although the form has not been updated, the district currently focuses on deferred maintenance projects like roofs, paving, and restroom upgrades. The deferred maintenance list is developed as individual sites make requests that can't be funded through routine maintenance.

3. Deferred maintenance projects should be coordinated between Facilities and Buildings and Grounds and should be integrated with other capital construction projects. Although progress has been made on this standard, the written capital construction and renovation projects budget has yet to be coordinated with a written deferred maintenance projects budget. The district should develop a systematic approach of integrating the two planning and funding processes.

Standard Implemented: Partially

January 2000 Rating:	1
September 2003 Rating:	1
March 2004 Rating:	5
September 2004 Rating:	6
September 2005 Rating:	6
September 2006 Self-Rating:	8
September 2006 Rating:	4

Implementation Scale:

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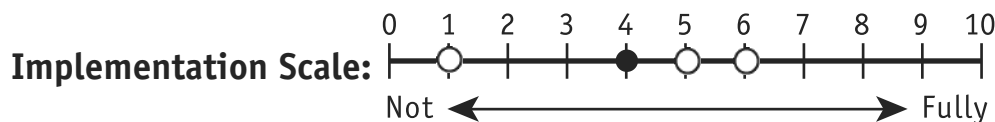
6.3 Special Education Facilities – Adequacy for Instructional Program Needs

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 Division has identified sites where special education space exists and, depending on enrollment, space is set aside for these programs at all schools. When modernizing facilities, the first two areas of focus are fire safety and handicapped accessibility. The district is in the process of moving special education rooms from modules to the main school buildings. The special education rooms viewed during the site visits were comparable to other classrooms.

2. Prototypical specifications exist for special education spaces in new or renovated elementary buildings.

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 Self-Rating:	7
September 2006 Rating:	7

Implementation Scale:
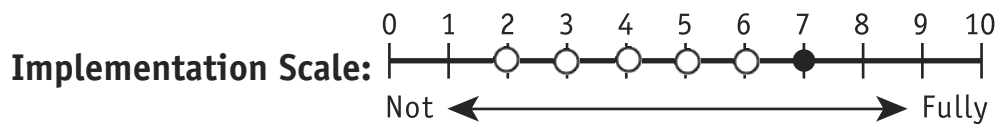
8.3 Facilities Maintenance and Custodial – Tracking Energy Consumption

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 an energy assessment with PG&E, and has also contracted a full-time PG&E project manager to monitor utility costs and consumption. Pacific Gas & Electric provides the district with usage statistics by site, which the district assesses and then uses to audit high-usage sites. The district plans to hire another full-time employee from PG&E in this area.

2. The district has the help of 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: Partially

September 2003 Rating:	0
March 2004 Rating:	2
September 2004 Rating:	2
September 2005 Rating:	2
September 2006 Self-Rating:	5
September 2006 Rating:	6

Implementation Scale:

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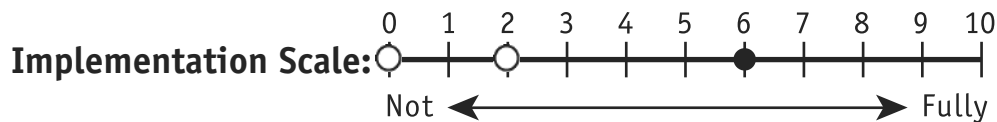
8.5 Facilities Maintenance and Custodial – Adequate Maintenance Records and Inventories

Professional Standard

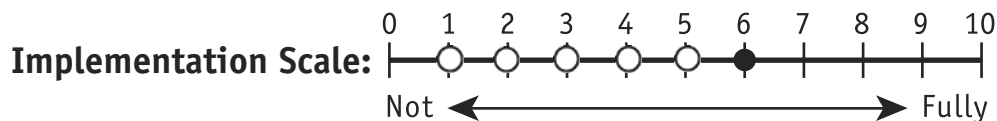Adequate maintenance records and reports are kept, including a complete inventory of supplies, materials, tools, and equipment. All employees required to perform maintenance on school sites should be provided with adequate supplies, equipment, and training to perform maintenance tasks in a timely and 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 adopted standards requiring all custodial employees to take 40 hours of training each year. Part of the training will be held during new employee orientation.

2. The Department of Buildings and Grounds has completed an inventory of district equipment by site, which should be updated annually.

3. The district keeps an electronic record of all maintenance work orders generated by their CMMS program, but there has been no periodic analysis of unfilled work orders to determine any patterns.

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 Self-Rating:	7
September 2006 Rating:	6

Implementation Scale:

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8.6a Facilities Maintenance and Custodial – Procedures for Evaluation of Custodial Staff
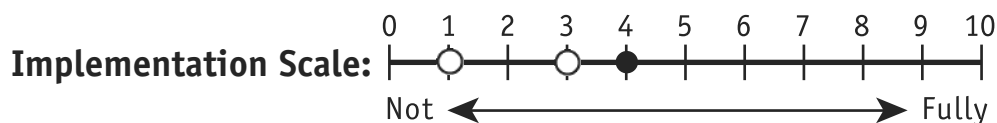
Professional Standard

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. Evaluations of the custodial staff has been transferred from the Custodial Services Department to the individual site administrators as part of results-based budgeting. While cleaning standards have been created by the Custodial Services Department, these standards have been communicated only to site administrators who contact the department, or through school fairs. There has been no concerted effort to distribute the standards to all site administrators. In addition, while the cleaning standards are introduced to custodians in orientation and are also available online, there has been no effort to distribute these standards to all custodians. There is some concern in the district that the custodians have less accountability because they are evaluated by site administrators instead of managers in the Custodial Services Department. This concern is centered on the fact that site administrators have a wide range of instructional responsibilities, but have limited training in supervision of facility use and management.

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 Self-Rating:	6
September 2006 Rating:	4

Implementation Scale:

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8.6b Facilities Maintenance and Custodial – Procedures for Evaluation of Maintenance Staff
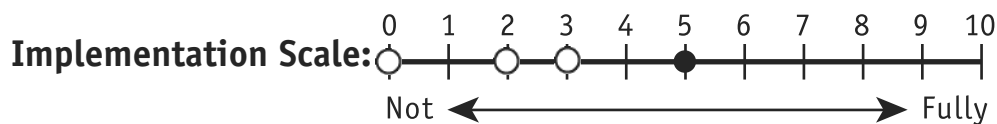
Professional Standard
Procedures are in place for evaluating the work quality of maintenance staff. The quality of the work performed by the maintenance staff should be evaluated on a regular basis using a board-adopted procedure that delineates the areas of evaluation and the types of work to be evaluated.

Progress on Implementing the Recommendations of the Recovery Plan

1. The Director of Buildings and Grounds indicates that department staff members are evaluated using the district's evaluation form. However, the district's evaluation form does not have specifics that can be used to evaluate staff members, and the evaluation criteria is very general.

2. The limitations of the current CMMS program do not allow 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 be an indication of the quality of the original work.

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 Self-Rating:	6
September 2006 Rating:	5

Implementation Scale:

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8.8 Facilities Maintenance and Custodial – Implementation of a Preventative Maintenance Plan
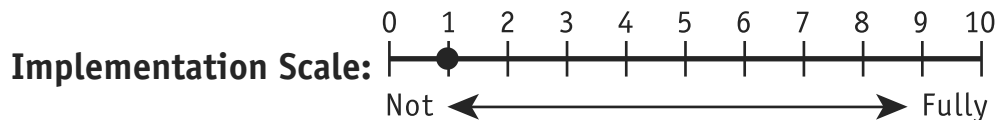
Professional Standard

The district has an effective 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.

Progress on Implementing the Recommendations of the Recovery Plan

1. Preventative Maintenance remains a concern. The district has not yet developed or documented a formal, written Preventative Maintenance Plan. It has a partial inventory of the number and types of equipment that would fall under the plan. The district also undertakes limited preventative maintenance activities primarily with HVAC equipment, however, the extent of the current documented plan is a listing of summer projects by trade shop. The comprehensive plan should include the tasks to be completed, the responsible staff position, and the schedule for completion. The plan should also include procedures for tracking repairs to specific pieces of equipment.

2. The district maintains a CMMS with relatively minimal capabilities. Because the current system does not prompt the user to undertake preventative maintenance activities, these activities can be overlooked. The CMMS should automatically generate preventative maintenance work orders based on a preventative maintenance schedule. These should become priority work orders. The district should also consider upgrading or replacing the current CMMS system.

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 Self-Rating:	2
September 2006 Rating:	1

Implementation Scale:

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8.9/8.10 Facilities Maintenance and Custodial – All Buildings, Grounds, and Bathrooms are Maintained
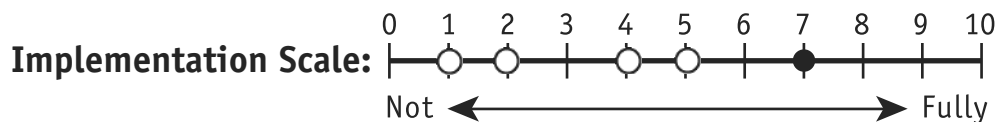
Professional Standard

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. Visits to a sampling of school sites found that the conditions of the grounds was adequate.

2. There were operating, well-maintained, clean restrooms at sites throughout the district. In many instances, restroom stalls were made of a composite material, making graffiti clean-up easier. In addition, several restrooms with high incidents of graffiti were remodeled with ceramic tile from floor to ceiling, which helps with the clean up of graffiti.

3. The custodians perform inspections of bathrooms three times a day, each day of the week. The custodians check the cleanliness of the bathrooms as well as whether supplies are stocked.

Standard Implemented: Partially

January 2000 Rating: 1
September 2003 Rating: 1
March 2004 Rating: 2
September 2004 Rating: 4
September 2005 Rating: 5
September 2006 Self-Rating: 7
September 2006 Rating: 7

Implementation Scale:

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8.11 Facilities Maintenance and Custodial – Implementation of a Planned Program Maintenance System
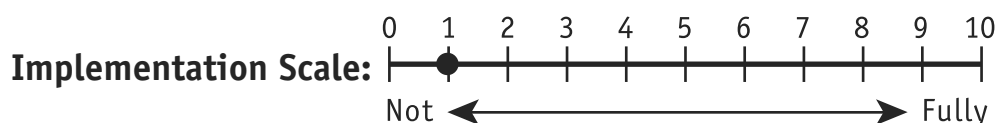
Professional Standard

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 lacks a written Planned Program Maintenance System. The Department of Buildings and Grounds has an inventory that identifies and tags all items of value in the district. The identification includes the serial number and type of equipment, but does not differentiate age, repair history, anticipated life expectancies, anticipated replacement time lines, or replacement costs. This research and documentation must still take place.

2. The district's current CMMS does not appear to have the capacity to maintain comprehensive equipment inventory information. The district should consider a future allocation of funding to upgrade the CMMS system or obtain additional training on its capabilities. A more sophisticated system would be able to integrate inventory with life expectancies, costs, and replacement schedules. This information would then be integrated with the capital planning document that also includes school construction and deferred maintenance projects.

3. The Director of Buildings and Grounds has not yet prepared an annual report that projects anticipated equipment repairs and replacements for the next five years on custodial equipment. The report should identify projected costs and other necessary resources with a clear action plan for making the identified improvements or replacements.

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 Self-Rating: None Provided
September 2006 Rating: 1

Implementation Scale:

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   0  1  2  3  4  5  6  7  8  9  10
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8.12 Facilities Maintenance and Custodial – Assignment of Work Orders

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. As noted in previous reviews, the district would benefit greatly by upgrading its CMMS. This will become increasingly important as the district implements site-based budgeting and oversight.

2. Buildings and Grounds presently prioritizes projects 1, 2, 3, or 4 according to the following level of need:

   1) Emergency
   2) Requires prompt attention (maintenance should take place within two weeks)
   3) Requires attention (maintenance should take place within 60 days)
   4) Requests for improvements/enhancements and work requests not associated with a repair to the facility.

   The department has continued working with this system in the last 12 months, demonstrating that processes are becoming sustainable. While the CMMS should be upgraded, the Buildings and Grounds Department is fully utilizing its current CMMS and a process for assigning routine work orders on a priority basis.

Standard Implemented: Partially

September 2003 Rating: 1
March 2004 Rating: 4
September 2004 Rating: 5
September 2005 Rating: 7
September 2006 Self-Rating: 7
September 2006 Rating: 7

Implementation Scale:
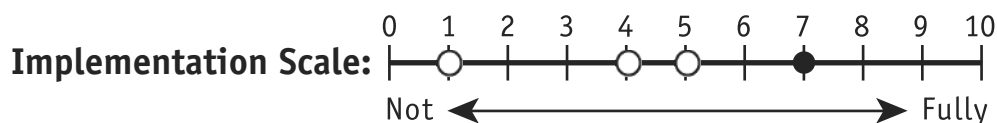
9.6 Instructional Program Issues – Plan to Maintain Equality/Equity of District Facilities
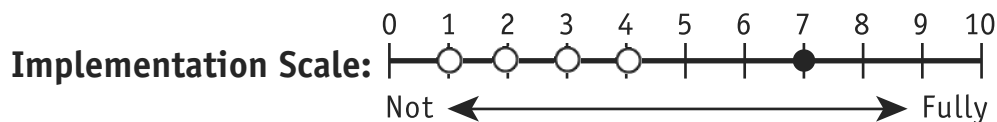
Legal Standard
The district has developed and maintains a plan to ensure equality and equity of its facilities throughout the district [EC 35293].

Progress on Implementing the Recommendations of the Recovery Plan

1. The Facilities Master Plan has a list of prioritized projects. The highest priority projects have been evaluated to be in the greatest need, and therefore are updated quickly. The Facilities Division uses the master plan to determine the construction priorities and upcoming projects. The Facilities management indicates that because the Master Plan is data-driven, it carries more weight than personal preferences for special projects. 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 the facilities once projects have started or are completed. The master plan uses "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 in funding.

Standard Implemented: Partially

January 2000 Rating:	1
September 2003 Rating:	2
March 2004 Rating:	3
September 2004 Rating:	3
September 2005 Rating:	4
September 2006 Self-Rating:	8
September 2006 Rating:	7

Implementation Scale:

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Not ← → Fully

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 surveyed other districts such as San Jose, Fremont, Hayward, and Elk Grove to compare current rates per hour for facilities use and employee costs. The district completed its rate analysis, and this was presented to the board.

2. The district has purchased software that enables the community to reserve school facilities online. The district is currently entering facility data into the software, and will charge for facility usage using the rate analysis as a guide. Some additional policy review regarding use of school facilities by churches and profit-making organizations will be needed.

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 Self-Rating:	7
September 2006 Rating:	4

Implementation Scale:

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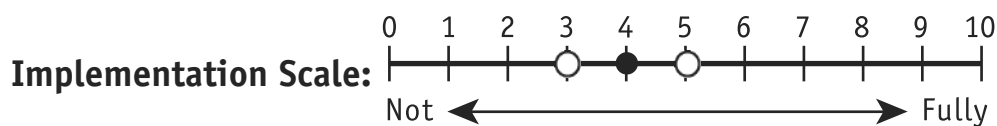
11.3 Communication – Communication of District Standards and Plans

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. Supervisors should check with the staff on an ongoing basis to ensure that all staff members understand what is expected of them and are implementing standards as required.

2. Newsletters continue to keep the staff abreast of current progress on projects and planned projects.

3. The district should use the public relations staff and district publications to inform both the public and district staff about the contents of the Facilities Master Plan and to promote public and internal staff acceptance of the plan.

4. The district completed an in-house promotional video to communicate with the public about the last 10 years of facilities renovations and construction. This DVD was distributed to the public.

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 Self-Rating:	7
September 2006 Rating:	6

Implementation Scale:

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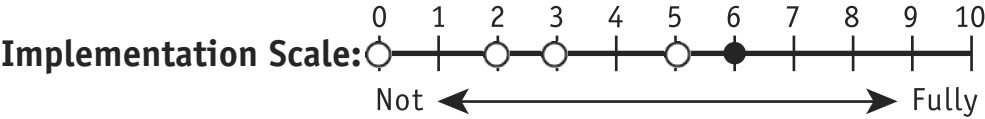
Table of Standards for Facilities Management

	Standard to be addressed	Jan. 2000 rating	Sept. 2003 rating	March 2004 rating	Sept. 2004 rating	Sept. 2005 rating	Sept. 2006 rating
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
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
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
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
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
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
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**

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
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**
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
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
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
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**
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
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**
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
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**
1.17	All exits are free of obstructions. [CCR Title 8 §3219]	5	5	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
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
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
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
1.21	Safe work practices exist with regard to boiler and fired pressure vessels. [CCR Title 8 §782]	7	10	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
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
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**
1.25	The district should conduct periodic first aid training for employees assigned to school sites.	2	1	NR	NR	NR	NR
2.1	**The district should have a long-range school facilities master plan.**	**4**	**2**	**3**	**4**	**5**	**8**
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
2.3	The district should seek state and local funds.	7	6	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**

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
2.5	The district should have a properly staffed and funded facility planning department.	1	4	NR	NR	NR	NR
2.6	**The district should develop and implement an annual capital planning budget.**	**1**	**2**	**3**	**5**	**5**	**6**
2.7	The district should have standards for real property acquisition and disposal. [EC 39006, 17230- 17233]	5	5	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
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
2.10	The district should assess its local bonding capacity. [EC 15100]	10	10	NR	NR	NR	NR
2.11	The district should develop a process to determine debt capacity.	4	4	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
2.13	The district should monitor its legal bonding limits. [EC 15100, 15330]	10	10	NR	NR	NR	NR
2.14	The district should collect statutory school fees. [EC 17620, GC 65995, 66000]	10	4	NR	NR	NR	NR
2.15	The district should consider developing an asset management plan.	3	1	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
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**
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**
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

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
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
3.3	The district applies to the State Allocation Board for facilities funding for all applicable projects.	4	5	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
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
3.6	The district has established and maintains a system for tracking the progress of individual projects.	1	7	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
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
3.9	All relocatables in use throughout the district meet statutory requirements. [EC 17292]	3	3	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**
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
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**

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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
3.13	Staff within the district is knowledgeable of procedures within the Office of Public School Construction (OPSC).	8	8	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
4.1	The district maintains an appropriate structure for the effective management of its construction projects.	1	6	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
4.3	The district maintains appropriate project records and drawings.	6	4	NR	NR	NR	NR
4.4	Each Inspector of Record (IOR) assignment is properly approved.	10	7	NR	NR	NR	NR
5.1	The district complies with formal bidding procedures. [GC 54202, 54204, PCC 20111]	10	10	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
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
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
5.5	The district ensures that requests for progress payments are carefully evaluated.	6	6	NR	NR	NR	NR
5.6	The district maintains contract award/appeal processes. [GC 54202, 54204, PCC 2011]	10	10	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
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

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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
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
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**
7.1	The district applies for state funding for class size reduction facilities. The district should apply for class size reduction facilities funding annually.	10	Not rated	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
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
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
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
8.2	An energy analysis should be completed for each site. (Reworded since the 2000 report.)	10	0	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**
8.4	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
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
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

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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
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
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**
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
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**
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**
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

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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
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**
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**
8.11	**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**
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**
9.1	The district has developed a plan for attractively landscaped facilities.	8	1	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
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
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
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

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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
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**
9.7	All schools shall have adequate heating and ventilation.	1	5	NR	NR	NR	NR
9.8	All schools shall have adequate lighting and electrical service.	7	7	NR	NR	NR	NR
9.9	Classrooms are free of noise and other barriers to instruction. [EC 32212]	10	6	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
9.11	Facilities within the district reflect the standards and expectations established by the community.	2	2	NR	NR	NR	NR
10.1	The district should have a plan to promote community involvement in schools.	10	10	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**
10.3	Districts should maintain comprehensive records and controls on civic center implementation and cash management.	2	2	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
11.2	The district should apprise students, staff and community of efforts to rectify any substandard conditions.	8	4	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**
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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