



FCMAT

FISCAL CRISIS & MANAGEMENT
ASSISTANCE TEAM

Woodland Joint Unified School District

Management Review

April 18, 2007

Joel D. Montero
Chief Executive Officer



CSIS California School Information Services

April 18, 2007

Jacki Cottingim, Superintendent
Woodland Joint Unified School District
630 Cottonwood Street
Woodland, California 95695

Dear Superintendent Cottingim,

In November 2006, the Fiscal Crisis and Management Assistance Team (FCMAT) entered into an agreement for a management review with the Woodland Joint Unified School District. Specifically, the request asked FCMAT to:

1. Conduct a review of the district's maintenance and operations department and provide recommendations that, if implemented, will promote higher levels of customer service to school sites and departments; identification of models that can be used to improve operational, supervisory, and staffing efficiencies; and better identification and completion of planned deferred maintenance projects.
2. Conduct a review of the district's food services department and provide recommendations that, if implemented, will lead to supervisory, structural, staffing, and fiscal efficiencies.
3. Conduct a review of the district's purchasing department and provide recommendations that, if implemented, will lead to structural improvements including coverage of ongoing risk management functions.
4. Conduct a review of the district's technology department and provide recommendations that, if implemented, will lead to revisions to and implementation of a sound technology plan.

The attached final report contains the study team's findings with regard to the above areas of review. We appreciate the opportunity to serve you, and we extend our thanks to all the staff of the Woodland Joint Unified School District.

Sincerely,

Joel Montero
Chief Executive Officer

FCMAT

Joel D. Montero, Chief Executive Officer

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Foreword

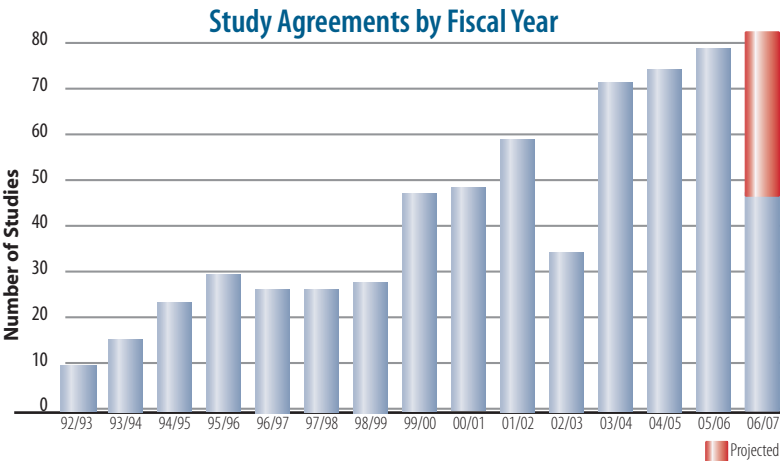
FCMAT Background

The Fiscal Crisis and Management Assistance Team (FCMAT) was created by legislation in accordance with Assembly Bill 1200 in 1992 as a service to assist local educational agencies in complying with fiscal accountability standards.

AB 1200 was established from a need to ensure that local educational agencies throughout California were adequately prepared to meet and sustain their financial obligations. AB 1200 is also a statewide plan for county offices of education and school districts to work together on a local level to improve fiscal procedures and accountability standards. The legislation expanded the role of the county office in monitoring school districts under certain fiscal constraints to ensure these districts could meet their financial commitments on a multiyear basis. AB 2756 provides specific responsibilities to FCMAT with regard to districts that have received emergency state loans. These include comprehensive assessments in five major operational areas and periodic reports that identify the district’s progress on the improvement plans

Since 1992, FCMAT has been engaged to perform more than 600 reviews for local educational agencies, including school districts, county offices of education, charter schools and community colleges. Services range from fiscal crisis intervention to management review and assistance. FCMAT also provides professional development training. The Kern County Superintendent of Schools is the administrative agent for FCMAT. The agency is guided under the leadership of Joel D. Montero, Chief Executive Officer, with funding derived through appropriations in the state budget and a modest fee schedule for charges to requesting agencies.

Total Number of Studies	628
Total Number of Districts in CA.....	982
● Management Assistance.....	594 (94.59%)
● Fiscal Crisis/Emergency	34 (5.41%)
Note: Some districts had multiple studies.	
● Districts (7) that have received emergency loans from the state.	
(Rev. 2/7/07)	



School District or COE name

Introduction

The Woodland Unified School District was formed in July 1965 when the elementary and high school districts were combined. Its K-12 enrollment is approximately 10,500 and is growing annually at approximately 2%. The district's facilities include six preschools, 12 K-6 elementary schools, two middle schools (grades 7 and 8), two comprehensive senior high schools for grades 9-12, a continuation high school and an adult school.

A \$40 million construction bond (1999) allowed a second four-year high school to open in the fall of 2003. The bond also provided for modernization of most existing facilities.

A seven-member Governing Board oversees the district, which serves students in a 305 square-mile area, mostly in Yolo County. The district also includes a small area of southern Sutter County. While most district students live in the city of Woodland, several rural communities are within district boundaries.

In October 2006, the Fiscal Crisis and Management Assistance Team (FCMAT) received a request from the district for a management review. The Superintendent and Assistant Superintendent specifically asked FCMAT to review operational areas of the district needing modifications. The scope and objectives of the study agreement are as follows:

1. Conduct a review of the district's maintenance and operations department and provide recommendations that, if implemented, will promote higher levels of customer service to school sites and departments; identification of models that can be used to improve operational, supervisory, and staffing efficiencies; and better identification and completion of planned deferred maintenance projects.
2. Conduct a review of the district's food services department and provide recommendations that, if implemented, will lead to supervisory, structural, staffing, and fiscal efficiencies.
3. Conduct a review of the district's purchasing department and provide recommendations that, if implemented, will lead to structural improvements including coverage of ongoing risk management functions.
4. Conduct a review of the district's technology department and provide recommendations that, if implemented, will lead to revisions to and implementation of a sound technology plan.

The study agreement is attached as Appendix A to this report.

Study Team

The FCMAT study team was composed of the following members:

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Fiscal Crisis and Management
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Petaluma, California

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*As a member of the review team, these individuals served as consultants for FCMAT and did not represent their employers.

Study Guidelines

FCMAT consultants visited the district in February 2007 to conduct interviews, collect data and review documentation. This report is the result of those activities. Findings and recommendations are presented in the following sections:

- Executive Summary
- Purchasing and Warehouse
- Risk Management
- Maintenance and Operations
- Food Service Program
- Technology
- Appendices

Executive Summary

Purchasing

The district does not have a traditional purchasing department per industry standards. Purchasing should be centralized to ensure that the best pricing and vendors are chosen. The vacant Director of Purchasing position should be filled. That position will need to work with various departments, including facilities and M&O, so that bid packets and all other compliance issues are followed. With a Purchasing Director in place, the Purchasing Technician position could transition to a Buyer position.

Currently, separate departments issue their own contracts, increasing the likelihood that the appropriate documents with the correct sections and requirements will not be used. As these are legal documents, subject to potential litigation and judicial review, the potential risks outweigh the benefits of individualized contracts.

Risk Management

It is clear that risk management has not been a priority for the district in the past. The functions are decentralized and are usually assigned to management employees in addition to their regular assignments. A variety of risk management measures, some required by law, are not taken because of a lack of staff to handle them. Although budget constraints may not allow the district to hire a full-time risk manager, the scope of responsibilities assigned to other management employees demonstrates the need for such a position.

The district is out of compliance in several risk management areas, such as preparing a Senate Bill (SB) 198 Illness and Injury Prevention Plan and to train on that plan; updating the asbestos management plans for each school site that have not been updated since 1992; and ensuring six-month assessments are occurring per AHERA.

Maintenance and Operations

The Director of Maintenance, Operations and Facilities runs the department without any support staff in a supervisory or foreman position. With the current staffing configuration, the director spends much time working in the field along with the staff. Department staff is supportive of the district but feel the department is understaffed, particularly in mid-level supervisory positions and heating, ventilation and air conditioning (HVAC) technicians. FCMAT recommends that the district consider new positions for the department including one FTE maintenance/grounds supervisor, one FTE custodial supervisor and two FTE HVAC technicians.

The district takes maintenance and operations work requests by telephone or district mail, which is an outdated, inefficient procedure. The district has purchased work order software for maintenance and operations requests but it has not been implemented. The district should immediately install and fully implement the work order software.

The Director of Maintenance, Operations and Facilities should immediately develop a thorough, standardized training program to bring all district procedures, departments, and sites into compliance with federal, state, and local regulations.

The district must follow through with the management of a Five-Year Plan for Deferred Maintenance. No one in the district appears completely familiar with the program.

The district should implement a comprehensive scheduled preventative maintenance program to keep facilities and equipment in an acceptable operating condition. A scheduled preventative maintenance program includes regular inspection and maintenance efforts before facilities deteriorate or equipment breaks down.

The district has experienced many adverse facilities issues over the last several years. Many of the issues resulted from insufficient oversight of the district's modernization program. The district has temporarily engaged a facilities manager to help fix these problems. The facilities manager's contract expires in June 2007 and there appears to be little benefit to renewing it given the number of remaining projects. The district should insist on a schedule from the manager delineating how all of his current projects will be completed by June.

The district should standardize all cleaning methods and practices in the custodial area, as well as chemicals and supplies to be used. Custodial cleaning practices and staffing levels should be reviewed and the present formulas for staffing custodians reviewed and adjusted as necessary.

Food Services

The director of the program appears to understand the many regulations and challenges of the program, and has been proactive and creative in meeting guidelines while trying to please the students' tastes.

As with all participants in the National School Lunch Program, the district has written a wellness policy that addresses many areas of student health. The Food Service Department is meeting the district's wellness policy goals pertaining to school meals.

The food choices offered by the district are varied and the students seem to enjoy them. The director has been very creative in achieving compliance with the many new food regulations while finding ways to entice the clientele. She has been especially creative at

the high school and middle school levels in trying to increase reimbursable meals, which is a challenge for most school districts.

Breakfast is served before school at all sites, but is not well attended, making the service very expensive and minimally beneficial to the student population. As an alternative, many districts serve breakfast at morning recess or nutrition breaks. This would benefit the students' health and their academic efforts, and would significantly enhance revenue for food services, which can offset lost income from a la carte sales.

The Food Service Department does not have software that networks from the sites' point of sale system to the district's student enrollment system, so information is manually consolidated on spreadsheets for analysis. A module can be purchased to consolidate all daily data and the free and reduced applications information, eliminating the need to manually produce food service reports.

Technology

Many concerns were shared with the review team regarding the technology department, including a lack of clear leadership, accountability, and vision for technology. An additional director-level position, functioning as a working manager, could address these concerns by providing the district with additional technology leadership. Moving the reporting relationship of the technology department from business services to the instructional division could increase the department's understanding of instructional technology requirements.

The district is understaffed for technology support, which makes routine maintenance and backups of data impossible to keep current. This has resulted in a lack of confidence in the technology staff throughout the district. Frustration also exists regarding the length of time required to prepare computers for installation.

Establishing a new director position and assigning the technology supervisor to a more hands-on role could significantly improve the timeliness and efficiency of service delivery to school sites.

There is a need for additional technology professional development and training. The existing help desk work order system is not available to all employees, leaving many unable to communicate their technology needs. In addition, users of the district's student information system (SIS) expressed frustration that not all system features are available within the existing user interface. Data retrieval time and system performance was found to be unacceptably slow. There was a great deal of uncertainty as to who to contact for help with these issues.

The help desk software application should be integrated into the network operating system and employees should receive training to access the help desk system from their

workstations. This will also provide technicians a means to promptly communicate with the service requestor.

Various hardware vendors should be researched for maximum leverage on technology hardware purchases. The goal should be to provide reliable and updated technology resources for teachers and students while still getting the best value for the district's dollars.

Purchasing and Warehouse

Staffing and Organization

Purchasing

The district does not have a traditional purchasing department per industry standards. The vacant Director of Purchasing position should be filled. That position will need to work with various departments, including facilities and M&O, so that bid packets and all other compliance issues are followed.

With a Purchasing Director in place, the Purchasing Technician position could transition to a Buyer position to complete many of the tasks needing special attention such as the increased numbers of non-stock orders, formal bids for equipment and supplies, and maintenance contracts.

Purchasing should be centralized to ensure that the best pricing and vendors are chosen. Non-stock requisitions originate at sites, and are transmitted electronically to the Accounting Department. Accounting verifies the account number, and the system assigns a purchase order number. Accounting then mails orders directly to vendors, unless attachments are required. In that case the vendor copy of the order is sent back to the site; the site adds the attachment and mails the order to the vendor. Purchasing does not see most of those orders. The Business Office Procedures Manual states that “all orders equal to or greater than \$2500 must be forwarded to the Director of Purchasing so that competitive quotes may be obtained” (APY.003). However, according to several staff members, this procedure is often overlooked, and the orders are mailed to vendors, without Purchasing ever seeing them.

The Purchasing Department does not bid out any purchases or contracts. Public works projects are handled by the Assistant Superintendent in the Business Office. The Purchasing Department should complete and send all contracts and purchasing agreements, in addition to securing the best price for quality products. This approach is the industry standard as well as a standard accounting practice. Purchasing does not bid annual contracts for materials or equipment to establish minimum specifications, standardize equipment or realize cost savings from large quantity commitments to vendors. Annual bids work well for audiovisual equipment, such as TV’s, DVD’s and projectors, or for office equipment maintenance contracts.

The Purchasing Department is responsible for ensuring that all district goods and services are obtained through a uniform standard and unbiased process in accordance with applicable law and appropriate business practices. Currently, separate departments issue their own contracts, increasing the likelihood that the appropriate documents with the correct sections and requirements will not be used. As these are legal documents, subject to potential litigation and judicial review, the potential risks outweigh the benefits of individualized contracts.

Orders from Facilities, Maintenance and Food Services are not processed in the Purchasing Department. These departments do not have an employee designated to place orders. Rather, the department directors handle the entire ordering process, which may not be the best use of their time. These departments also conduct their own bidding, with the Secretary to the Assistant Superintendent handling bid advertisements.

The district appears to have many open purchase orders at various local businesses for use by the school sites, Maintenance, Food Services, and other departments. Although they are convenient for staff, the Purchasing Department should review the number and types of open purchase orders because their pricing is usually at its highest. The director may want to schedule meetings with groups of users, such as maintenance staff and shop teachers, to find other ways to contract for items at better prices. Purchasing could issue bids/quotes for three-year contracts for electrical or plumbing supplies, for example, limited to vendors located within the district. Materials could be delivered or picked up the same day, but at a set percentage off retail price.

The Technology Department determines what computer hardware sites will purchase, and where it may be purchased. In many cases, sites are unhappy with the selection, price, and suitability for the intended use.

A purchasing director would need to establish a good working relationship with the departments and schools, and seek to develop a department reputation as an asset to the district. The department should offer advice and assistance to schools and departments to obtain the best products and services, at a minimal cost.

A Director of Purchasing should cultivate a positive relationship with the business community, especially contractors. The district should function as a good business partner: one that is efficient, knows what it wants and when, works with the vendor or contractor to solve problems, and ensures that invoices are paid quickly. This will create a healthy, competitive market for the district's business.

Purchasing staff currently receive no training or professional development. These employees need to receive mandated, ongoing training to keep their skills up to date. Technology advancements have created new and more efficient ways for public purchasing officials to do business, and the Purchasing Department needs to establish and maintain these contacts to benefit the district as a whole.

Warehouse

The warehouse appears to stock some items with low usage or that quickly become obsolete, such as computers and cell phone batteries. There are no scheduled calendar days for delivery of warehouse stock to the sites. In addition, there is no single district calendar for ordering and delivering goods from the warehouse.

Goods obtained by purchase order are delivered directly to sites. Accounts Payable sends invoices to the sites for a signature that goods have been received. Textbooks are all delivered to another site for check-in by instructional staff. Books are then picked up by warehouse staff and delivered to sites.

Job Descriptions

Department job descriptions do not align with their education and experience requirements. They should be reviewed and updated to include requirements that fit the current duties. Current requirements are as follows:

<u>Job Title</u>	<u>Education Required</u>	<u>Experience Required</u>
Director	High School, plus training in purchasing/warehousing and/or college work in purchasing or a related area	4 years increasingly responsible technical purchasing experience
Buyer	A.A. in a related field	3 years in Purchasing Some education may substitute for experience
Warehouse Coordinator	HS diploma or equivalent	Minimum 3 years warehouse experience. One year as lead preferred.
Warehouse Dist. Spec. II	Reading and writing sufficient to perform duties	1 year warehouse experience
Warehouse Dist. Spec. I	HS diploma or equivalent	1 year warehouse experience.

Recommendations

The district should:

1. Fill the vacant Director of Purchasing position, and establish new guidelines for purchasing and contracting.
2. Transition the Purchasing Technician position to a Buyer position once the Director of Purchasing position is filled to handle the increased numbers of non-stock orders, formal bids for equipment and supplies, and maintenance contracts.

3. Assign responsibility for writing, advertising, distributing, opening and recommending all public works bids to the board to the Director of Purchasing position. Ensure that the director works closely with the Director of Maintenance, Director of Facilities, project architect, and other design professionals to ensure that the specifications and conditions of the bid serve the needs of the project.
4. Ensure that the Director of Purchasing works with the departments and sites to establish products and services that can be bid annually, providing standardization and economical pricing across the district.
5. Ensure that only the Purchasing Department completes and sends contracts and purchasing agreements.
6. Establish an annual calendar for bidding ongoing contracts, with information distributed to sites as needed, but particularly in the spring, when orders need to be written for the following fiscal year for certain services and purchases.
7. Review the number and type of open purchase orders in use for potential money-saving opportunities.
8. Establish good working relationships with the departments and schools so that the department is used and seen as the asset it should be.
9. Create a healthy, competitive market for the district's business by cultivating a positive relationship with the business community, especially contractors.
10. Encourage and financially support opportunities for training and networking with other public purchasing professionals.
11. Review the usage of warehouse stock, and delete slow-moving items. Consider keeping some items on hand in departments (cell phone batteries in maintenance, for example) rather than in the warehouse.
12. Establish a calendar for sites to submit warehouse orders for delivery the following week to reduce the time spent by warehouse staff in pulling multiple orders for a single site. This would free up time for the receipt of non-stock buyout orders at the central warehouse.
13. Ensure that all goods are delivered to the warehouse for check-in except for items that must be installed by the vendor, are too large to be delivered to the warehouse, may become easily damaged in transit, or would be difficult for the warehouse to store or transport.

14. Establish a procedure for the warehouse to sign off on every order, except for items designated for site delivery by Purchasing. In those cases, charge Purchasing with the responsibility for verifying delivery and transmitting the “received” copy of the purchase order to Accounts Payable.
15. Review job descriptions, update as required, and establish requirements that fit the current duties. Review requirements of similar positions in other districts, educational and experience requirements, and the hierarchy. Make adjustments as necessary.

Fixed Assets

In June 1999, the Governmental Accounting Standards Board (GASB) issued Statement 34, Basic Financial Statements - and Management’s Discussion and Analysis - for State and Local Governments. This standard has significantly changed the way school districts and county offices of education report their finances to the public. It shifts the focus of financial reporting from individual fund status to the overall status of the local educational agency’s (LEA) financial health, and requires more and easier to understand financial information to be presented to the public.

With GASB 34, fixed assets must be specifically included in the statement of net assets as part of the government-wide financial statements. If capital assets are not included on the statement, the total net assets amount will be understated. To comply, districts must have a clear accounting of the value of their fixed assets, including depreciation. This had not been previously required.

The half-time position that kept the noncapitalized fixed asset list up to date, took annual inventory and removed surplus items from the list was vacated some time ago, and not refilled. Since then, noncapitalized fixed assets have not been logged into the computer as items have been delivered, and no lost, stolen, traded or surplus items have been deleted.

Some sites purchase equipment without going through Purchasing, and those items are not tagged or added to the inventory list. Purchasing obtains some item information from the board agenda purchase order list, and calls the school for additional pertinent information to be recorded.

No physical inventory of equipment is taken at the sites, and there is no current accounting of existing equipment.

Recommendations

The district should:

1. Replace the half-time position eliminated from Purchasing, update the equipment inventory, and ensure that the fixed asset lists are kept up to date.

2. Centralize equipment ordering and receiving in the Purchasing Department. Ensure that all fixed assets that need tagging are delivered to the warehouse rather than to the sites.
3. Purchase a scanner and software for bar-code scanning of items at all sites and uploading into the QSS system. Staff state that this software module is available for the Fixed Assets system.

Purchasing Policies and Regulations

Some board policies and regulations have conflicting statements, and some are not being used.

Regarding the award of contracts, Board Policy 3310, paragraph 7 states “when all other considerations are considered equal, priority will be shown for materials produced within the district or the State of California.” Regulation 3310, paragraph 7 states “when bids are equal, preference shall be given to firms located within the Woodland Joint Unified School District, County of Yolo, Sacramento Region, State of California, or firms with whom the district has had satisfactory relationships, in the order named.” Regulation 3320.2 states “in the event of identical bids, the awards may be made by lot.”

Regulation 3320.2 also states, “The District is subject to the Uniform Construction Cost Accounting Procedures set forth in PCC 22010.” This regulation goes on to state that informal bidding may be used, without advertising, and prequalification of contractors therefore will be conducted for the various trades. A legal reference is made at the end of the regulation to Public Contract Code sections 22030 through 22045, Uniform Construction Cost Accounting.

References are made throughout board policies and regulations to the Director of Purchasing, a position that is currently vacant.

Notices for public works bids are sent to the Contractors Exchange. This practice may have started when the district adopted the Uniform Construction Cost Accounting (UCCA) method of contracting. This allows a district to adopt a resolution authorizing this method, advertise annually in November for the entire year’s work, and then prequalify both subcontractors and general contractors for 12 months. Once the advertisement is published in a newspaper of general circulation within the district, the district can send notices of smaller jobs to only the prequalified contractors. However, it appears that no advertisements for projects are placed in the local newspaper.

Recommendations

The district should:

1. Review Board Policies and Regulations related to the award of contracts and ensure that they are consistent with each other and with the expected actions.
2. Follow the advertisement mandates in the Public Contract Code for Uniform Construction Cost Accounting, or change board policies and regulations to remove the reference to this alternative method of procuring small public works contracts.
3. Remove references to the Director of Purchasing if the position is not filled.

Risk Management

The primary goal of a sound risk management program is to minimize risk at an acceptable cost. Generally, risk management can be broken down into four distinct operating tenets: 1) risk identification and measurement, 2) risk reduction or elimination, 3) risk transfer, and 4) risk assumption.

Risk Identification and Measurement

Under the first tenet, identification and measurement, the goal is to identify, evaluate and measure the level of risk inherent in the school district's operations. Generally, three factors go into measuring risk: probability, frequency and severity. Although each factor can be considered separately, the risk manager should also identify when the three interact to create elements of risk exposure.

Probability is the likelihood that something will occur. For example, if a condition that is dangerous to school district employees is not corrected, there is a high probability that an employee will be injured and the school district will incur a loss (both in lost productivity from the injured employee and potential liability due to negligence).

An associated factor is frequency, or the rate at which a risk is expected to occur. By analyzing frequency, the district can identify risks with the highest probability of recurrence.

Perhaps most importantly, risk management must address severity (the magnitude of loss). If a risk is probable and frequent, it is unlikely to be severe (e.g. vandalism). Conversely, if a risk is severe (e.g., a bus accident), it is more likely that probability and frequency are low. The management of severe loss is one of the most important functions of risk management.

Risk Reduction or Elimination

The second tenet of risk management is to eliminate or reduce risk at every opportunity. In most cases, the wholesale elimination of risk will not be possible; thus, risk management should focus on reducing risk to acceptable levels. For example, internal controls may be established in the accounting of Associated Study Body (ASB) funds to reduce the risk of embezzlement. These controls could include requiring that more than one person counts cash in ASB accounts, that ASB checks are issued in ascending numerical sequence, that at least two signatures are required on all ASB checks, and that board minutes are maintained of all ASB expenditures.

Risk Transfer

The goal of this tenet is to transfer risk - either through contract or by buying insurance - whenever it is economically feasible to do so. This may take the form of contractual "hold harmless" provisions in which one party agrees to hold the other party harmless for specific actions or conditions. Another example of risk transfer is the purchase of insurance to protect the district from significant financial loss. In rare instances, a district may purchase excess insurance for either workers compensation claims or property and liability claims that exceed a substantial dollar threshold.

Risk Assumption

It may make sense for the district to retain certain risks. Generally, school districts should retain risk when frequency is high and severity is low. In these cases, it may not make financial sense to purchase insurance since the cost may greatly exceed the cost to address the loss internally. For example, vandalism occurs frequently at school sites, from broken glass and irrigation sprinklers to graffiti. If the cost of purchasing an insurance policy for vandalism is equal to or greater than the district's costs for repairs, then it probably does not make economic sense for the district to purchase the policy.

To carry out an effective risk management program, a school district must actively focus on loss controls, including measures that address loss identification and measurement, loss avoidance and prevention, loss reduction and control of post-incident claims. Loss identification includes the initial identification of a potential loss and the ongoing record keeping needed to promote sound loss control practices. Loss prevention focuses on any activity or operation of the district that could result in a potential loss. Loss reduction takes steps to minimize the severity of a probable financial loss. Post-incident claims control deals with procedural steps that must be taken immediately following the loss.

Illness and Injury Prevention (SB 198) Plan

The district is out of compliance in several risk management areas, including the preparation of a Senate Bill (SB) 198 Illness and Injury Prevention Plan, and ongoing training related to the plan. District and school site safety committees often conduct the related training. Development and maintenance of an SB 198 plan is an essential component of risk reduction.

Under SB 198, employers, including school districts, must establish and implement injury and illness prevention programs. Employers may believe that their pre-established safety programs are fully compliant. However, Title 8 of the California Code of Regulations, Section 3203, contains very specific requirements that employers must meet.

SB 198 specifies that the Illness and Injury Prevention Plan must be written and must address these topics:

- Designation of responsible individuals
- Identification of workplace hazards
- Investigation of illness and injuries
- Periodic inspections
- Correction of safety problems
- Ongoing employee training
- Systems for communication with employees on safety matters
- Record-keeping and documentation

The aim of the SB 198 plan is to reduce worker injury and illnesses by ensuring that employers develop effective safety programs. As with other safety programs, an illness and injury program should help raise employee safety awareness and reduce lost time injuries and claims.

Recommendations

The district should:

1. Develop a board-approved SB 198 Illness and Injury Prevention Plan.
2. Promote periodic inspections of the workplace to identify and correct workplace hazards.
3. Provide ongoing training for employees on workplace safety.
4. Establish a district-wide safety committee to promote district safety.
5. Convene the district-wide safety committee to discuss workplace safety issues.
6. Maintain accurate meeting minutes of the safety committee and data on workplace safety issues.

Asbestos Hazard Emergency Response Act (AHERA)

The Asbestos Hazard Emergency Response Act (AHERA) was enacted in 1986 and mandated the U.S. Environmental Protection Agency (EPA) to enact rules regarding asbestos hazards in schools. As a result, the EPA developed Asbestos-Containing Materials in Schools, a rule that requires all private and public non-profit elementary and secondary schools to inspect for asbestos-containing building materials, develop a plan to manage the asbestos in each school building, notify parents and staff regarding the management plan availability, provide asbestos awareness training to school maintenance and custodial workers, and implement timely actions (repair, encapsulation, enclosure, removal) to deal with potentially dangerous asbestos situations.

The district has asbestos management plans for each school site that have not been updated since 1992. There are no records of six-month assessments per AHERA. The district does not notify staff, students and parents annually of the presence of asbestos-containing materials in district facilities. Maintenance of the AHERA management plan is essential to reduce and transfer risk.

Recommendations

The district should:

1. Designate and train an employee to oversee asbestos activities and ensure compliance with AHERA requirements.
2. Provide maintenance and custodial staff with two-hour asbestos awareness training.
3. Locate and update the district's AHERA management plan.
4. Conduct periodic surveillance, at least every six months, in buildings that have asbestos-containing materials.
5. Provide annual notifications regarding asbestos inspections and response actions to staff, students and parents and/or legal guardians.
6. Post warning labels adjacent to asbestos-containing building materials located in routine maintenance areas.
7. Maintain documentation of inspections, re-inspections, surveillance, response actions and training.

Disaster Preparedness

The California Emergency Services Act provides the basic authority for conducting emergency operations following a declared emergency by the Governor and/or appropriate local authorities. Local government and district emergency plans are considered to be extensions of the California Emergency Plan, established in accordance with the Emergency Services Act.

California Administrative Code, Title 5, Education Section 560 requires all public schools to have written civil defense and disaster preparedness plans that are reviewed at least once a year. California Education Code Sections 35295, 35296 and 35297 require a school site disaster plan to outline roles, responsibilities, and procedures for students and staff and to be ready for implementation at all times. In addition, periodic "drop and cover" drills are to be conducted to train students in the proper procedure for earthquakes once a quarter in elementary schools and once a semester in secondary schools. These educational programs are essential to ensure that students and staff are aware of emergency procedures and are properly trained to follow them.

The district is updating its Emergency Operations Plan. However, there is no coordinated effort to provide training on the plan or conduct simulations to assess its effectiveness.

Also, the employee charged with preparing the plan is very busy overseeing home-to-school transportation for the district.

An Emergency Operations Plan should provide emergency preparedness and response instructions, and guidelines to protect the safety and well-being of students and staff during an emergency. A standardized plan should be developed for all sites to coordinate preparedness measures and integrated emergency response procedures. Since the plan must be adapted to the capabilities and special needs of each site, differences in site needs should be addressed throughout the plan. The basic objectives of the plan should be to:

- Protect the safety and welfare of students and staff.
- Provide for a safe and coordinated response to emergency situations.
- Protect the district's facilities and property.
- Enable the district to restore normal conditions with minimal confusion in the shortest time possible.
- Provide for interface and coordination between sites and the District Emergency Operations Center.
- Provide for the orderly conversion of designated district sites to Red Cross shelters when necessary.

The district's Emergency Operations Plan should be distributed by the Superintendent and implemented when a disaster occurs, at the direction of the Superintendent or his/her designated alternate. Site plans should be implemented by school principals/site managers as directed by the Superintendent. To identify and reduce risk, the plan must be periodically updated and staff development provided on its implementation.

Recommendations

The district should:

1. Finish updating the district's Emergency Operations Plan.
2. Provide additional staff to assist with updating the plan.
3. Provide ongoing training on the completed plan through mock exercises.

Modified Duty/Return to Work

The goal of a modified duty or return to work program is to bring employees back to work as soon as possible after their injuries, and carefully monitor their progress until they return to full duty. Return to work programs empower districts to manage their workers' compensation costs and their injured employees. Studies have consistently shown that the longer an injured employee is off work, the greater the likelihood of permanent disability. An injured employee who does not return to work within six months

has only a 50% chance of ever returning to the job they held at the time of injury. After more than one year, the chances of an injured employee returning to his or her same job decrease to less than 10%. However, studies show that injured employees will return to work sooner and more often if they are encouraged to do so. The key is to get the employee back on the job as soon as possible in some capacity. Injured employees often may perform transitional, temporarily modified or alternative work while recovering. This is the first step toward their eventual return to full duty and offers employers several other direct benefits. Return to work programs can:

- Significantly reduce temporary disability payments. Temporary disability is one of the most expensive factors in workers compensation costs. Employees are paid two-thirds of their weekly wage (up to the statutory maximum).
- Increase productivity. Work habits and working relationships are less likely to degenerate.
- Greatly reduce claims costs. Studies have shown that an effective return to work program can positively affect all types of workers' compensation benefits.
- Afford the district the opportunity to reduce costs, monitor the employee's progress, and positively resolve the claim, thus returning a large measure of control to the district.
- Promote better morale and retention of valuable trained employees. Return to work reduces the negative financial effect on the injured employee and demonstrates the district's concern for his or her welfare. Retraining a valuable employee negates the training costs for a new employee.
- Allow employees to recover more quickly from their injuries.

The district has implemented a modified duty/return to work program but lacks an approved board policy that identifies the process for carrying it out. The courts have held that a board-approved policy on modified duty legitimizes a return to work program. As such, an adopted board policy serves to reduce risk if the program is challenged.

A pre-placement physical exam can also reduce workers compensation costs. The pre-placement exam offers several distinct benefits, including:

- A medical clearance of the applicant to perform the job safely and effectively.
- An effective means to promote work site safety that benefits the employee and his/her co-workers, as well as the public.
- The establishment of baseline information related to OSHA-mandated medical surveillance.
- A means to help limit future liability regarding work-related injury and illness.

The Americans with Disabilities Act (ADA) and the Equal Employment Opportunity Commission have defined what may and may not be valid uses of the exam. The pre-placement exam determines whether the applicant can do the job, either fully or with modifications. This allows the district to identify future risks so that serious injury may be

avoided by having the employee avoid or modify those risks. The goal of pre-placement exams is to try to properly place employees in jobs that are suitable for them and do not place them or others at increased risk of injury. The goal is that if necessary, proper job modifications can be made to reduce the risk of injury. The district utilizes pre-placement physicals for only certain positions, such as bus drivers. The district should consider pre-placement physicals for other positions that are predisposed to a high risk of injury.

Recommendations

The district should:

1. Continue to work with the district's workers compensation insurance carrier (Schools Insurance Authority) to coordinate the return-to-work program with temporary disability payments.
2. Adopt a board-approved policy and administrative regulation regarding the use of the district's modified duty/return to work program (a sample is attached in Appendix B).
3. Implement pre-placement examinations on a wider scale for high-risk jobs.

Fraud Prevention and Detection

District management should design and implement systems and procedures for preventing and detecting fraud and, along with the board, promote a culture and environment of honest and ethical behavior. According to the American Institute of Certified Public Accountants:

Fraud can range from minor employee theft and unproductive behavior to misappropriation of assets and fraudulent financial reporting. Material financial statement fraud can have a significant adverse effect on an entity's market value, reputation, and ability to achieve its strategic objectives. A number of highly publicized cases have heightened the awareness of the effects of fraudulent financial reporting and have led many organizations to be more proactive in taking steps to prevent or deter its occurrence. Misappropriation of assets, though often not material to the financial statements, can nonetheless result in substantial losses to an entity if a dishonest employee has the incentive and opportunity to commit fraud.

The risk of fraud can be reduced through a combination of prevention, deterrence, and detection measures. However, fraud can be difficult to detect because it often involves concealment through falsification of documents or collusion among management, employees, or third parties. Therefore, it is important to place a strong emphasis on fraud prevention, which may reduce opportunities

for fraud to take place, and fraud deterrence, which could persuade individuals that they should not commit fraud because of the likelihood of detection and punishment. Moreover, prevention and deterrence measures are much less costly than the time and expense required for fraud detection and investigation.

The district's Governing Board should adopt a policy that facilitates the development of controls to aid in detecting and preventing fraud. Developing a clear protocol on how to prevent fraud and what to do when it is detected will reduce the risk of district resources being misappropriated. A sample board policy and administrative regulation is attached in Appendix B.

Recommendations

The district should:

1. Adopt a board-approved policy and administrative regulation regarding the detection and prevention of fraud.

Playground Safety

California's playground safety regulations became effective on January 1, 2000. The regulations were developed by the Department of Health Services, in consultation with the Office of the State Architect, the California Parks and Recreation Society, the League of California Cities, the Department of Parks and Recreation, the California Department of Education, and the California Council of the American Society of Landscape Architects. The regulations cover the design, installation, inspection, maintenance, supervision (where appropriate), and training for personnel involved in the design, installation, and maintenance of all playgrounds operated by public agencies or by any entity where the playground is open to the public.

The regulations also encourage manufacturers to produce safer playground equipment and products based on the Consumer Product Safety Commission playground safety guidelines, and performance standards developed by the American Society for Testing and Materials.

The law authorizing these regulations makes no provision for enforcement. As a result, adherence to these standards should be driven by the desire to prevent children from injury, and to reduce the risk of liability. The regulations themselves do not remove or add liability for playground operators. If a playground is poorly maintained and a child is injured as a result, liability is decided in court. However, the regulations do require all playground operators to conduct an initial inspection to determine compliance. This inspection is to be completed by a certified playground safety inspector who is trained to recognize risks and hazards and can recommend changes that should be made to provide maximum safety for children.

The district has certified playground inspectors on staff and performs routine playground inspections. The district has developed several forms, including an initial playground inspection checklist, a playground frequency inspection form, a playground low frequency inspection form, and a worksheet to calculate the inspection rate of both high and low frequency playground inspections.

Recommendations

The district should:

1. Continue with the implementation of its playground inspection program.
2. Ensure that playground inspectors receive continued training in safety.

Administration of Property and Liability Claims

The district's policy on claims processing could be augmented to limit the district's exposure to employee claims. Government Code Section 905 delineates the process to be used by public agencies, including school districts, with respect to the administration of property and liability claims.

The board's Policy No. 3330 generally aligns with the provisions of the Government Code with respect to processing claims. However, the policy does not reflect case law decisions that can enhance the district's potential to transfer risk should an employee file a claim for back wages. In *CSEA vs. Azusa Unified School District* (1984), the appellate court determined that, "A reasonable construction of the language of Government Code Section 935, when taken as a whole, permits a local entity to adopt the claims procedures prescribed by the Government Code or some other procedure for claims otherwise excepted from the filing requirements of Government Code Section 900 et seq."

The court also found that Government Code Section 911.2 would allow a district to impose time limits on claims from employees for back wages if the board had an adopted policy delineating its claims administrations process, including a time limit for submitting claims. A sample board policy is attached in Appendix B.

Recommendation

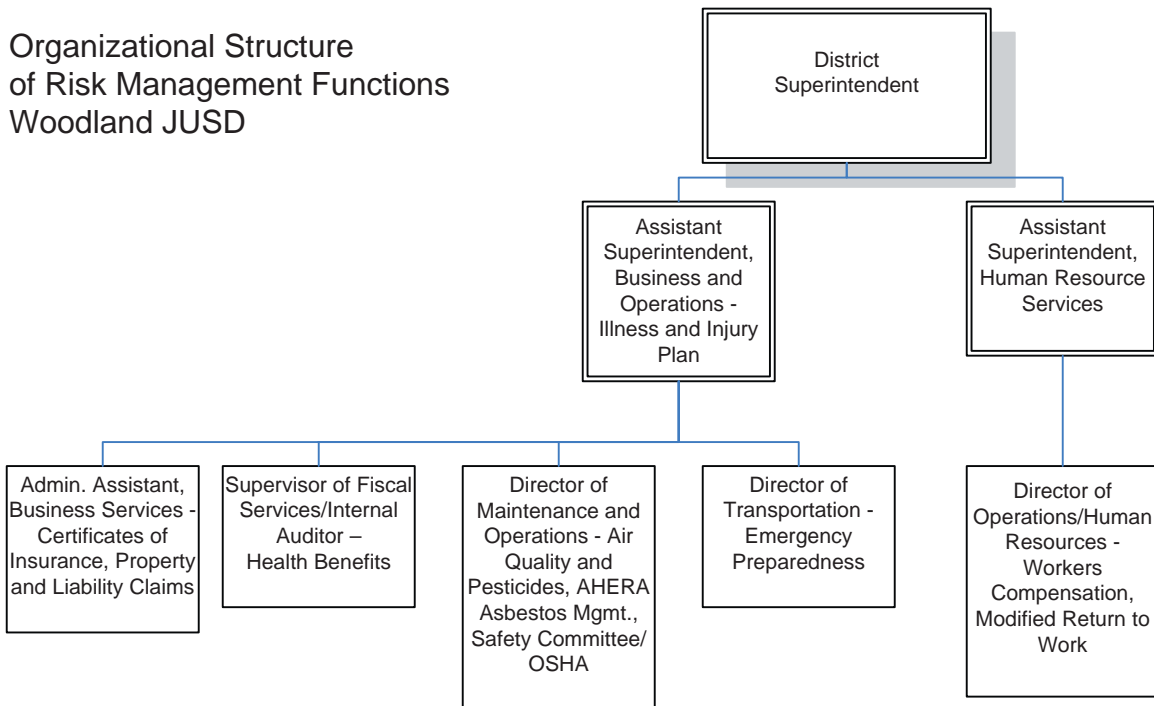
The district should:

1. Revise its board policy on payment of judgments/settlement of claims to place a time limit on submitting claims for employee back wages.

Organizational Structure

Risk management has not been a district priority in the past. No single employee is responsible for risk management, as these functions are decentralized and are usually assigned to management employees in addition to their regular assignments. The following organizational chart depicts how risk management functions are distributed across the district:

Organizational Structure of Risk Management Functions Woodland JUSD



The district relies on its insurance JPA (School Insurance Authority) to perform ergonomic evaluations and handle indoor air quality complaints. However, a variety of risk management measures, some required by law, are not taken because of a lack of staff to handle them. Although budget constraints may not allow the district to hire a full-time risk manager, the scope of risk management responsibilities assigned to other management employees demonstrates the need for such a position. Alternatively, the district may wish to investigate whether School Insurance Authority contracts to provide higher level risk management services to its districts. Some joint powers authorities have created “rent a risk manager” programs where the services of a highly qualified risk manager can be obtained either part-time or full-time.

Recommendations

The district should:

1. Consider centralizing district risk management responsibilities and creating a risk manager position.

2. Evaluate whether the cost savings resulting from effective risk management would offset the cost of creating a risk manager position. Alternatively, determine whether higher level risk manager services can be purchased through Schools Insurance Authority.

Maintenance and Operations

Administration

The Director of Maintenance, Operations and Facilities is not included in all upper management meetings. Although he is invited to administrative staff meetings, he is not included in Cabinet-level meetings unless there is a specific item on the agenda that he will discuss. In accordance with the Governing Board's stated goals related to academic achievement, communication, and maintenance and operations, the Director of Maintenance, Operations and Facilities should be included in all administrative and Cabinet meetings, as issues are often discussed at these levels that will directly or indirectly affect the Maintenance and Operations Department.

Purchasing Practices

Employees in the Maintenance Department report that they spend much of their time driving to stores to purchase parts and materials for assigned projects. For example, an employee arriving at a school site may discover that he needs to replace the hinges on a door. He then drives back to the M&O office and gets an approval form to purchase materials or parts. He takes the form to the store, purchases the item, returns to the M&O department to return the form, and then returns to the job site with the part. To decrease the employees' driving time, the department could keep a small inventory on hand so numerous trips to the store are not necessary.

In addition, many districts have found procurement cards (Cal-Cards) useful for obtaining parts or materials needed for maintenance projects. These cards can have set purchase limits and be limited to certain vendors and or types of supplies/materials. They can help streamline procurement procedures and eliminate paperwork and approval time.

Staffing and Organization

Due to a reduction in staff in 2001-02, the director runs the department without any support staff in a supervisory or foreman position. With the current staffing configuration, the director spends much time working in the field along with the staff. This is not an effective utilization of the director's time and expertise and prevents him from effectively fulfilling the necessary responsibilities of the position.

Department staff are supportive of the district but feel the department is understaffed, particularly in mid-level supervisory positions and heating, ventilation and air conditioning (HVAC) technicians. The district has had many HVAC issues over the past several years as it attempts to maintain 17 school sites plus support facilities with one FTE HVAC technician. These staffing shortages have begun to adversely affect the department's ability to operate at the level of efficiency that the district has come to expect over the years.

The district should consider increasing M&O staff to include one FTE maintenance/grounds supervisor, one FTE custodial supervisor, and two FTE HVAC technicians.

The district’s custodial staffing is at or slightly below the levels suggested by the California Association of School Business Officials (CASBO) statewide custodial formula, which factors in square footage of sites and the number of students, staff, classrooms, offices and general purpose areas.

The CASBO formula for custodial staffing is as follows:

- One custodian for every 13 teachers.
- One custodian for every 325 students.
- One custodian for every 13 classrooms.
- One custodian for every 18,000 square feet.

The number of custodians needed to clean and maintain a building is the total of the above factors divided by four, according to the time lines and cleaning standards in the CASBO custodial handbook. These guidelines are based on industry time-driven standards.

Sample Calculation

	Total Number	Formula	Recommended Custodial Staff
Teachers/13	45	<i>(divided by) 13</i>	=3.46
Students/325	47	<i>(divided by) 325</i>	=0.14
Classrooms/13	20	<i>(divided by) 13</i>	=1.54
Sq. Ft./18,000	24,747	<i>(divided by) 18,000</i>	=1.37
Total			6.52
Total <i>(divided by) 4</i>			=1.63

Training and Safety

The district lacks a district-wide training program for maintenance and operations staff and is out of compliance with regard to many health and safety requirements. FCMAT found no current written policies or procedures regarding training, safety issues, or departmental protocols.

The director should receive additional training in maintenance and operations safety standards, mandated staff training for his department and training documentation so that he is able to direct his staff in these areas.

The Director of Maintenance, Operations and Facilities should immediately develop a thorough, standardized training program to bring all district procedures, departments, and sites into compliance with federal, state, and local regulations. Consistent, standardized initial and ongoing training for all M&O staff should be a part of this program.

Monthly safety meetings should be held for all M&O staff to improve communication and education, and to resolve issues as they arise.

Mandated regulatory training should be scheduled, provided and monitored. Training should include the following topics:

- Hazard Communication Plan
- Asbestos
- Lead
- Antimicrobials
- Blood-borne pathogens
- Materials Safety Data Sheets
- Injury and Illness Prevention Program
- Fire extinguisher
- Integrated pest management
- Forklift training/scissor lift training (if applicable)
- Respiratory protection
- Hand and power tool safety
- Ladder safety
- Back safely
- Electrical safety
- Driver safety

A department employee should be responsible for maintaining all employee records related to mandated safety and health training in a computer database.

Policy and Procedures Manual

The department's Policies and Procedures Manual was developed in 2002 by the previous director. Although the manual is very basic, it covers most topics related to the department. Department staff should be held accountable for strictly following established policies and procedures.

The director should review and revise the manual and fully implement and adhere to all department policies. The updated manual should be reviewed by the CSEA representative for suggestions before being implemented.

Electronic Work Order System

The district takes maintenance and operations work requests by telephone or district mail. This is an outdated, inefficient procedure that does not allow staff or the sites to easily check work order status. The district has purchased software for maintenance and operations requests but has not yet implemented it. School sites may have to submit duplicate

requests or spend excessive time checking on work completion. M&O staff are required to handle and file the hard copies of work orders. This is a time consuming method of prioritizing and tracking work order requests.

The district should immediately install and fully implement the work order software. With the electronic work order system in place, the sites will be able to track the status of all work requests, which will enhance communications between the M&O department and school sites. It will also greatly increase efficiency.

Vehicle and Equipment Replacement

The M&O vehicles and equipment are old and worn out. The current director has replaced three vehicles recently and plans to continue vehicle and equipment replacement as funding becomes available.

The department should establish and fully implement a vehicle and equipment replacement program. A formal replacement program would include criteria (such as mileage, age, and condition) that would be evaluated annually. Once the vehicles or equipment met the identified criteria, they would qualify for replacement.

Recommendations

The district should:

1. Include the director in administrative and Cabinet-level meetings.
2. Keep a small amount of inventory on hand for use in maintenance and repairs. Develop an equipment/materials procurement manual that outlines the school district policies and proper procedures for equipment and supply purchases.
3. Consider using procurement cards for purchases under \$1,000.
4. Ensure that each purchase is tied to a job/project and will be reflected on the work order. Implement work order review by the department clerk and by the supervisor or director.
5. Consider additional department staff to enhance the level of service provided and address health and safety issues effectively and efficiently.
6. Review and revise, as necessary, all M&O job descriptions as the department reorganizes.
7. Develop a training program to bring all district procedures, departments and sites into compliance with safety regulations.
8. Implement a monthly safety meeting for all maintenance and operations staff.

9. Ensure that all mandated training is scheduled, takes place and is monitored.
10. Assign an employee to maintain all employee records related to mandated safety and health training.
11. Review and revise the M&O Policies and Procedures Manual, ensuring it is followed by staff. Seek review and input from the bargaining unit.
12. Install the work order software program that has already been purchased. Allow sites to access the program to check work order status.
13. Establish and fund a vehicle and equipment replacement program as budgets allow.

Maintenance

Five-Year Deferred Maintenance Program (DMP)

The Deferred Maintenance Program (DMP) provides state matching funds to assist school districts with expenditures for major repair or replacement of school building components to ensure safety. Typically, this includes roofing, plumbing, heating, air conditioning, electrical systems, wall systems, and floor systems. An annual Basic Grant is provided to districts for the major repair or replacement work listed on the Five Year Plan (Form SAB 40-20), which is a projection of deferred maintenance work to be performed district-wide over the next five years. An Extreme Hardship Grant is provided in addition to the Basic Grant if the district has a critical project on its Five Year Plan that must be completed within one year for health and safety or structural reasons.

The intent of the plan is to forecast deferred maintenance projects in the district over the next five years. It is not intended as an expenditure report, so the reported project costs should be estimates. The district is not required to perform all the work listed on the plan. New or revised plans for the current fiscal year must be submitted to the Office of Public School Construction (OPSC) by the last working day in June for that fiscal year.

The Five Year Plan allows a district to designate an individual approved by the district's Governing Board to act on the district's behalf and to serve as a contact for the OPSC regarding the DMP. If Part One of the Five Year Plan is not completed, the district superintendent must sign the form and serve as OPSC's point of contact.

Beginning with the 2005-06 fiscal year, school districts and county offices of education are required to establish a facilities inspection system (FIS) as a condition of participation in the DMP. This is pursuant to Senate Bill 550, which modified Education Code Section 17070.75(e). The requirements of the FIS are not defined in law other than to state the system should ensure that each school of the district or county office of education is maintained in good repair. The design of the FIS is determined at the local level. The one

exception is for school sites identified by the California Department of Education (CDE) as ranked in deciles one to three based on the 2003 Academic Performance Index and that were newly built before January 1, 2000.

Before submitting a new or revised version of the plan, the proposals and plans for expending funds for the deferred maintenance of school district facilities must be discussed in a public hearing at a regularly scheduled school board meeting. The district will be asked in the certification section of the form to enter the date this occurred. This requirement must be met each time a revised plan is submitted to the OPSC.

A district may amend its approved Five Year Plan as needed for the current and future fiscal years. Plan revisions are not required for estimated cost changes or for moving a project already listed on the plan into a different fiscal year. A revised plan should be submitted to the OPSC for any one of the following:

- If the plan has expired.
- If deferred maintenance work will be performed that is currently not listed on the plan or at a school not on the plan.
- To remove the project(s) if the exact same work was entirely paid for under the School Facility Program modernization or the Federal Renovation Program.

The fiscal year in which a district revises the plan will become the starting year for the plan and will project four fiscal years out. The OPSC will not accept revisions to the Five Year Plan for prior fiscal years.

A project on the Five Year Plan must involve repair and replacement of one of the school facility components stated in law or approved by the State Allocation Board, and must have approached or exceeded its normal life expectancy. It must also be located in a district-owned facility that is used for school purposes.

Facility components with a history of continued repairs that indicate a shortened life expectancy may be included as eligible items.

The district has apparently not followed through with the management of a Five-Year Plan. No one in the district is completely familiar with the Deferred Maintenance Program. The district is required each year to submit its revised five-year plan including its projections for the work to be done.

Administration of the program is not complicated. The Director of Maintenance, Operations and Facilities should be trained on how to submit the plan to the Governing Board and then to the state. The OPSC has a handbook to assist with this, which is available at http://www.documents.dgs.ca.gov/opsc/Publications/Handbooks/DMP_Hdbk.pdf

Preventative Maintenance

The district does not have a formalized or written plan for scheduled preventative maintenance. A preventative maintenance plan should include a database of district buildings and equipment that may require ongoing preventative maintenance and repair. The plan would typically include purchase prices, anticipated life expectancies, replacement schedules and budgetary information needed to implement the program. Without a scheduled preventative maintenance program, the M&O Department has found itself providing emergency response, with no time for preventative maintenance.

The district should implement a comprehensive scheduled preventative maintenance program to keep facilities and equipment in an acceptable operating condition. A scheduled preventative maintenance program includes regular inspection and maintenance efforts **before** facilities deteriorate or equipment breaks down, as opposed to a remedial maintenance program in which efforts to restore facilities and equipment occur **after** a breakdown has occurred.

Probable and desired outcomes of a scheduled preventative maintenance program include:

- Increased life of school buildings and district equipment.
- Improved operating efficiency of equipment.
- Reduced breakdowns.
- Lower operating costs.
- Lower contributions from the district's general fund.
- Improved safety.
- Improved customer satisfaction; less school disruption and downtime due to remedial maintenance activities.

Scheduled preventative maintenance should be viewed as an investment and not a cost.

Methods for implementing a schedule preventative maintenance program include:

- A department policy on preventative maintenance that includes funding sources.
- A database of all facilities and equipment that require cyclical preventative care and maintenance.
- A computer database of priorities for preventative maintenance items.
- A site-by-site computer database that reflects the identity of all equipment and buildings, including name, location, description, age, part number, date of purchase, and identification number.
- An organizational chart that reflects the scheduled preventative maintenance program.
- A financial plan, funding sources, and budget codes necessary to track expenditures on school preventative maintenance.

- A calendar for projects that may need to be contracted out. This may be tied to the Five-Year Deferred Maintenance Plan.
- A system for updating the district facilities and equipment inventory each year and reflecting the changes that have occurred during the year as a result of the performed maintenance, addition of new equipment or facilities, facility demolition, sale of equipment, and any other status changes to facilities or equipment.
- A long range (five-year) financial plan using the data from above and reflecting the possible effects of the scheduled preventative maintenance program.
- A budget for the scheduled maintenance program that is separate from the routine maintenance program.

Mobile Maintenance Teams

The district's M&O Department operates in a manner typical of school districts of like size in California. One or two maintenance workers are assigned to a district vehicle and respond as needed to work requests throughout the district. This approach has proved ineffective in meeting the maintenance needs of larger districts, largely due to time wasted in transit to and from school sites.

The district may find it beneficial to research the concept of mobile team maintenance. This is commonly utilized in larger school districts. Teams typically consist of three to five maintenance technicians who travel from site to site, usually spending one week at a time at each facility. During the scheduled team visit, all preventative and corrective work orders are completed. A visit letter informs the site administrator when the team is arriving, asks for a prioritized suggested work list to be submitted by an established deadline, and requests a meeting to discuss site maintenance needs. The prioritized work order list is provided so that all sites can submit their "wish list" on the same form. The scheduled preventative maintenance scope of work is provided to inform the principal of the tasks that are to be taken care of with every visit. A current list of outstanding work orders assists the administrator in developing the prioritized suggested work list.

Mobile team maintenance has proved to be an effective and time-efficient approach to meet the demanding needs of a large district with limited resources and many facilities.

Recommendations

The district should:

1. Train the Director of Maintenance, Operations and Facilities and the business and purchasing managers on how to manage a Deferred Maintenance Program.
2. Arrange for assessments of roof systems, paving needs, painting requirements, asbestos removal, and HVAC replacement requirements to help prioritize maintenance activities.

3. Prioritize projects and develop a five-year plan to correct system deficiencies. Modify the plan each year as requirements change.
4. Implement a comprehensive scheduled preventative maintenance program to keep facilities and equipment in an acceptable operating condition.
5. Consider mobile team maintenance to serve the sites more efficiently.

Custodial and Grounds

Clean Schools Policy

Over the last few years the district’s custodial staffing has decreased because of budget restraints. This has made it more difficult to meet an acceptable standard of cleanliness in schools and classrooms. As schools become older and are used more and more by the community under the Civic Center Act, cleanliness continues to diminish. The schools and classrooms are beginning to show excessive wear and tear. Many districts have found it helpful to involve staff and students in keeping sites clean, as shown here:

School Team Cleaning Program What Schools Can Do to Help

What Needs Attention	How to Help
Entrances	Use walk-off mats to help keep soil outside the building.
Work areas	Keep work areas free of litter and clutter. Students should police their work areas the last two minutes of each day and place all debris in trash can.
Spills	Wipe or blot up small spills on the floor to avoid slipping hazards. Immediately notify custodial services of serious spills or clean-up tasks that cannot wait for regularly scheduled maintenance.
Staples	Even the most powerful vacuum cleaner will not pick up staples. Pick up and discard staples dropped on the floor.
Restrooms and sinks	Wipe sinks dry after use.
Classroom trash and paper	Each day, empty classroom trash and paper into trash barrels located at the end of each wing.
Chairs	Place all student chairs on top of tables at end of school day or stack them at the front of the room so custodians can clean the floors. This takes one or two minutes for the students to do but takes the custodian 10 minutes.
Walls and doors	Do not tape papers to painted surfaces. This makes it impossible to remove gum residue.

To maximize the available resources, standards should be set for all custodial personnel to follow. A sample list of cleaning standards and the frequency with which tasks should be completed is shown here:

Custodial Services

Standards and Frequencies for Routine Cleaning Team

Classrooms and Multipurpose Rooms: (Daily)

- Empty all trashcans.
- Wipe or replace plastic liners as necessary
- Vacuum and spot clean carpeted floors.
- Dust mop and damp mop hard surface floors.
- Spot dust all furniture. Clean doorknobs, lever handles, push plates, push bars, and pull handles. Clean chalkboards, marker boards if necessary.

Classrooms and Multipurpose Rooms: (Weekly)

- Spot clean and spray buff/burnish all hard surface floors. Spot clean walls and wall switches. High dusting (that can be safely reached) of all horizontal building surfaces. Damp wipe and vacuum all furniture.

Classrooms and Multipurpose Rooms: (Yearly)

- Scrub and polish hard surface floors.
- Clean and shampoo carpet.
- Wipe down and disinfect all desks and other surrounding hard surfaces.

Student & Staff Restrooms: (Daily)

- Empty trash, damp wipe, and replace liners in trashcans.
- Thoroughly clean and disinfect surface of all floors, lavatory fixtures, toilets, and urinals, including outside and underneath fixture.
- Spot clean all walls and tile partitions.
- Refill soap, paper towel and toilet tissue dispensers.
- Clean all metal fixtures and surfaces.

Student & Staff Restrooms: (Weekly)

- Wash walls and toilet partitions from top to bottom.
- Perform high and low dusting.

Student & Staff Restrooms: (Twice Monthly)

- Service the sanitary napkin machines in women's restrooms.

Student and Staff Restrooms: (Monthly)

- Clean air conditioning supply and return registers.
- Scrub and sanitize floors.

Staff Offices and Conference Rooms: (Daily)

- Empty trash cans.
- Damp wipe and change liner if necessary.
- Remove materials labeled as trash.
- Remove materials labeled as recycling.
- Vacuum and spot clean carpeted floors.
- Dust mop and spot mop hard surface floors.
- Spot clean entry doors and glass storefronts.
- Dust all furniture, which is not covered by paperwork.

Staff Offices and Conference Rooms: (Weekly)

- Spot clean walls and glass partitions.
- Spot clean wall switches.
- Damp wipe telephones.
- Low and high dusting.
- Replace trashcan liners.
- Spot clean and spray buff/burnish all hard surfaces.

Staff Offices and Conference Rooms: (Monthly)

- Brush down and clean all wall and ceiling air conditioning registers.
- Dust window coverings.
- Vacuum or brush cloth upholstered chairs and damp wipe leather or vinyl furniture.

Kitchens, Pantries, Teacher Lounges: (Daily)

- Empty trash, damp wipe, and replace liners in trashcans.
- Thoroughly clean and disinfect all surfaces of floors, sinks, and counters if cleared.
- Refill soap and paper towel dispensers.
- Vacuum and spot clean carpet.
- Wet mop tile floors.

Kitchens, Pantries & Teacher Lounges: (Weekly)

- Perform high and low dusting.
- Spot clean all walls and other hard surfaces.

Kitchens, Pantries & Teacher Lounges: (Monthly)

- Brush down air conditioning supply and return registers.
- Scrub and polish floors.
- Spot clean carpets.

District Watering and Irrigation Systems

Only 80% of the district is covered by automated watering and irrigation systems. Aerial photos of the district included in the district's Five Year Master Plan show that the watering coverage of district turf areas is deficient. Many of the fields have worn areas that are missing turf/grass. There are also many low areas where water is ponding.

Without updated and current irrigation systems in place, the district will lose control of the ongoing battle to keep its school fields attractive and safe for students. The district has hundreds of acres of turf and play areas to maintain as well as a tremendous original investment in this property. The district also has an obligation to the community to maintain attractive neighborhood facilities.

Recommendations

The district should:

1. Standardize all cleaning methods and practices, as well as chemicals and supplies to be used.
2. Review present custodial cleaning practices and staffing levels. Recalculate the present formulas for staffing custodians and make adjustments as necessary.
3. Develop a policy for staff and students to participate in keeping schools clean.
4. Review irrigation and field/turf conditions and develop a written plan for the ongoing maintenance and restoration of all school fields.
5. Identify funds that are budgeted each year for these types of improvements.
6. Staff and equip the department properly to perform the work that is required.
7. Remember that play fields and turf areas are very visible to the community and reflect how well the district takes care of its schools.

Facilities

Use of School Facilities by Outside Groups

Education Code Sections 38130 to 38138 describe and discuss the Civic Center Act as it applies to local educational agencies:

The governing board of any school district may grant the use of school facilities or grounds as a place for supervised recreational activities, and to meet and discuss any subjects and questions pertaining to the educational, political, economic, artistic

and moral interests of the citizens of the communities in which they reside. The governing board of the district may set terms and conditions, subject to the limitations, requirements, and restrictions set forth in education code, for any of the following purposes:

- (1) Public, literary, scientific, recreational, educational, or public agency meetings.
- (2) The discussion of matters of general or public interest.
- (3) The conduct of religious services for temporary periods, on a one-time or renewable basis, by any church or religious organization that has no suitable meeting place for the conduct of the services, provided the governing board charges the church or religious organization using the school facilities or grounds a fee.
- (4) Child care or day care programs to provide supervision and activities for children of preschool and elementary school-age.
- (5) The administration of examinations for the selection of personnel or the instruction of precinct board members by public agencies.
- (6) Supervised recreational activities including, but not limited to, sports league activities for youths that are arranged for and supervised by entities, including religious organizations or churches, and in which youths may participate regardless of religious belief or denomination.
- (7) A community youth center.
- (8) A ceremony, patriotic celebration, or related educational assembly conducted by a veterans' organization.
- (9) Other purposes deemed appropriate by the governing board.

The public and outside groups make significant use of the district's facilities. An approved board policy states the approved fees for civic center use. Apparently the district is often challenged as to the cost. Clearly explaining how the fees were determined should assist in avoiding these challenges.

The high schools experience the highest civic center use, with the middle schools and then elementary schools following. Many groups, such as senior citizen groups, scouts, and student body organizations are not charged fees to use district facilities. Some groups may be charged only for cost recovery for building or field use, and others may be charged the fair rental value of the facility. There needs to be a more defined, consistent method for charging users of the facilities.

Considering inflation over the years, and the cost of materials and equipment needed to keep a school facility operational, along with significant cost of utilities to keep schools operational and within budget limits, it is necessary to review and adjust the civic center use fee every two to three years.

Typical School Civic Center Use Fees

Facility	Cost per Hour
High school gymnasium, cafeteria, kitchens	\$55.70
Smaller gymnasiums at elementary schools	\$51.03
Elementary school kitchens and cafeterias	\$23.79
Libraries at high schools and middle schools	\$42.00
Classrooms at high schools and middle schools	\$9.50
Elementary school classrooms	\$6.75

The following types of fees are often assessed with a three-hour minimum for all staff who work outside the normal workday to provide facility use to an outside group. Time billed for district staff shall include all cleanup time necessary to return the facility to a useable state according to district standards. The presence of a food service worker should be required when any kitchen is used. The presence of the food service supervisor should be required when the kitchens of the high schools are used.

Description	Rate Per Hour (3-hr. min.)
Custodian	\$38.00
Food Service Worker	\$24.00
Director of Food Services	\$44.00

These are only examples of the industry standard. The district should seek examples from other districts of like size.

District Facilities Program

The district has experienced many adverse facility issues over the last several years. Many of the issues resulted from insufficient oversight of the district's modernization program. This may have stemmed from a lack of knowledge about the systems used by the CDE, the Division of State Architect (DSA) requirements and the policies of the OPSC.

The district's own facility managers may have created some of the problems, while others were caused by outside consultants who did not fulfill their professional contracts and obligations to the district.

Many issues remain concerning closing out projects that were initiated several years ago. Many of the maintenance issues that remain today stem from problems that were created years ago during the restoration/modernization of district schools by architects, engineers, inspectors and contractors.

The district has temporarily engaged a facilities manager to help fix these problems. The facilities manager's contract expires in June 2007 and there appears to be little benefit to

renewing it given the number of remaining projects. The district should insist on a schedule from the manager delineating how all of the current projects will be completed by June.

Teachers and students have suffered the consequences of insufficient heating and cooling and other facilities deficiencies. The maintenance department continues to struggle to correct these situations.

Recommendations

The district should:

1. Develop a method for charging facility users fairly and consistently.
2. Review what surrounding districts charge for facilities usage to ensure the funds collected are similar to other districts in the same area.
3. Review the current charges against actual costs to ensure that the full costs are being covered when applicable. Review and adjust the facility fees every two to three years to ensure the costs are fair and cover all expenditures.
4. Establish charges for staff who work outside their normal workday to provide facilities to outside groups. Continue to review and adjust the staff charges every two to three years to ensure the costs are fair and cover all expenditures.
5. Enter into an agreement with a local architect who has proven K-12 school construction experience to assist with the few projects that are under way.
6. Work closely with DSA to close all past projects by June 30, 2007 with the assistance of the consultant now acting as the Director of Facilities.
7. Avoid the types of DSA issues that have occurred on past projects by appointing the Director of Maintenance, Operations and Facilities as the district's designee because of his knowledge of the district.
8. Send out requests for proposal for a program management or construction management consultant to assist the district on an hourly basis if extra assistance is needed with facilities. This consultant could work very closely with the Assistant Superintendent, Director of Maintenance, Operations and Facilities, building inspector and architect.
9. Reconsider the plan to hire a full-time facilities director, as the scope of the current building program does not warrant it.
10. Include the M&O Department in the very early stages of project planning to help reduce the number of issues that may arise later on in the design phase

of projects. This should also allow for the standardization of equipment and materials used in construction, thus eliminating some of the problems existing today.

11. Consider expanding the Director of Maintenance, Operations and Facilities position to include management, administration, and oversight of many of the district's smaller building projects. This would involve working closely with the district's architect, building inspector and construction manager.

Food Service Program

The district's Food Service program provides meals to all 12 elementary schools, two high schools, two middle schools and one continuation high school.

The district's free and reduced meal eligibility as of October 2006 was 49%. This was an increase from 42% in October 2005. Free and reduced participation in the lunch program is good, averaging 72% of eligible students. About 27 % of paid students purchase lunch. Breakfast is served before school at all sites but participation is low. Most sites serve fewer than 70 students per day, with an overall free and reduced participation of 18%.

FCMAT visited five elementary schools (Beamer, Dingle, Gibson, Prairie and Tafoya), Lee and Douglas middle schools, and Pioneer and Woodland high schools. The team's overall impression of the food service staff was very positive. Staff was pleasant, helpful, and projected a sincere interest in the children they serve. The director and office staff were very helpful to the study team. The director understands the regulations and challenges of the program and is proactive and creative in meeting guidelines and trying to please the students. The district's students are very respectful and positive.

Menus and Program

Wellness Policy and New Regulations

The district's food service program faces the same new requirements and challenges as other child nutrition departments in California. The USDA has mandated wellness policies in all schools that participate in the school lunch and breakfast programs, and many state laws have taken effect or are pending, with compliance deadlines of July 2007.

The intent of a school wellness policy is to recognize the link between student health and learning. It also is intended to address the very serious rise in childhood obesity and type II diabetes. It has educational components including nutrition education and physical education as well as school meal and other food sale requirements.

Legislation pending for July 2007 limits foods sold outside the National School Lunch and Breakfast programs to the following:

- Elementary schools: Snacks: Limit of 175 calories and 35% fat and sugar (exceptions are nuts and cheese).
- Middle and high schools: Snacks: Limit of 250 calories and 35% fat and sugar. Entrees: Limited to 400 calories and no more than 4 grams of fat/100 calories.

These requirements apply both to the food services department and to any sales by any organization that sells food on school campuses. For details about food regulations and competitive food sale laws, see the summary in Appendix C.

As with all participants in the National School Lunch Program, the district has written a wellness policy that addresses many areas of student health. The section on student meals is not significantly different from standards already practiced. It dictates that schools follow long-standing regulations regarding the school lunch and breakfast programs.

The new laws specify which foods may be sold outside the reimbursable lunch program. This presents serious revenue challenges for food service departments that have relied on a la carte sales to help supplement their budgets. There are only two sources of revenue for food services: reimbursements and food sales. This particularly affects any district with less than 60% to 70% of its students eligible for free and reduced meals.

Regulations address snack foods and the types of entrees sold a la carte, with limits on calories, fat and sugar. This severely limits a la carte food choices. Some of the same items allowed under the reimbursable meal program cannot be sold a la carte. This forces food service departments to redirect their efforts toward capturing more reimbursable meals. This is especially challenging at the middle and high school levels. The director has made innovative changes at the secondary levels that will be described in the following sections.

The Food Service Department is meeting the district's wellness policy goals pertaining to school meals. The department has accomplished all targeting items in the school meal section of the policy, which are:

1. Be appealing and attractive to children.
2. Be served in a clean and pleasant surrounding.
3. Meet at least the minimum nutrition requirements of local, state and federal regulations.
4. Offer a variety of fruits and vegetables, and serve 1% and nonfat milk.

Additionally, the goals for a la carte food sale compliance were met before the deadline.

School Menus and Program

The district follows the National School Lunch meal plan option called Food Based Menu Planning, which dictates the nutritional components that must be served in the school meal program.

The district also practices a meal plan option called "offer versus serve." This means that while five items must be offered to qualify for a reimbursable meal, students only need to take three. Offer vs. serve gives the student choices in what they take, with an option to refuse items they do not intend to consume. Children tend to eat better when they have a choice of what is on their tray, and it reduces waste. This is the method preferred by USDA and the Nutrition Services Division of the California Department of Education.

The choices offered by the district are varied and the students seem to enjoy them. The director has been very creative in achieving compliance with the many new food regulations while finding ways to entice her clientele. She has been especially creative at the high school and middle school levels in trying to increase reimbursable meals, which is a challenge for most school districts.

High Schools

Before Pioneer High School was built, Woodland High School offered the traditional reimbursable fare in a single cafeteria line of foods. The menu choices were similar to an elementary school. Participation was low and the majority of food sold was in snack bars and mobile carts. This is quite typical of this age group.

When the new high school was built in 2003, it offered a cafeteria style food court, with space for five lines, and opportunities for new menus and serving styles. In trying to be equitable between the two high schools, the director redesigned the Woodland High School cafeteria line to the extent the budget allowed. While not as new and up-to-date as the Pioneer cafeteria, Woodland could now also offer a food court concept.

These efforts have paid off in increasing reimbursable meals with the high school population. Reimbursable lunches averaged just 116 per day in 2002. This has steadily increased in the years since the district has had two high schools. The average reimbursable lunches (combined high schools) in 2006-07 are 1,000 to 1100 per day.

Menu choices are varied and geared toward student preferences. The food is presented very attractively. The setup at Pioneer and the new equipment makes the presentation more like a shopping mall food court. Student enthusiasm and participation at both schools was impressive. All stations offer a vegetarian selection daily along with the other choices. Students are also offered side salads and an attractive variety of fresh fruit and milk with their meals.

The food court is divided into 5 theme areas:

- Pizza/Pasta Station
- Oriental Station
- Taqueria
- Burgers, Etc.
- Subs and Salads

The Pizza/Pasta Station offers freshly baked pizza daily. This is made on site. At Pioneer there is a heated pizza display case that houses four types of pizza each day. It was very appealing. Spaghetti/meatballs and Chicken Alfredo pasta are also offered daily.

The Oriental Station features a choice of a rice bowl or egg roll with rice and vegetables. The type of rice bowl varies daily from Mandarin orange chicken, to teriyaki Beef or Chicken, or Szechwan chicken.

Taqueria offers nachos daily plus a daily special such as soft tacos or burritos. Both homemade and purchased burritos are offered and are popular.

Burgers, Etc. offers hamburgers, hot dogs, spicy chicken sandwiches, baked curly fries and various other items such as chicken nuggets and Philly steak sandwiches. It is the most popular station at both high schools.

Subs and Salads offers a very attractive display of sandwiches and salads, wraps made from whole wheat tortillas, and a variety of entrée salads (chef, tuna, chicken Caesar and vegetarian). Woodland High School offers a self-serve salad bar in this section.

The biggest challenge to the food court serving style is the labor costs. As staffing patterns are reviewed, serving methods and efficiencies should be examined as well. The food court concept is very positive and should be maintained. However, it will become necessary to find creative solutions to reduce the heavy labor needs it creates. Many items served by food service staff could be served by the students themselves (e.g., packaged salads, sandwiches and entrees such as burritos).

Both high schools have snack bars and outdoor food carts for a la carte sales. They have a few entrées that comply with the new regulations: pizza, burritos and sandwiches. Otherwise the sales consist of compliant snacks and beverages (water, juice, milk, electrolyte replacement drinks, and a 100% fruit juice slushy), baked chips, nuts, corn nuts, crackers and fruit. Because relatively few compliant items are available from vendors, a la carte sales have decreased. This has affected revenue.

Middle Schools

Since middle schools traditionally serve a la carte items in addition to reimbursable meals, the new laws affect them as well. In anticipation of the July 2007 deadline, the Food Service Department was proactive and began compliance earlier than required. To try to increase reimbursable meals, a “theme day” concept was implemented. Attractive food court-type signs were purchased with the names of the theme days: Burgers, Mexican, Oriental, Italian, and Subs and Salads. The same types of menu items are offered as at the high schools except with only one theme each day. A variety of entrée salads and yogurt are also offered as entrée choices.

The students seem very pleased with the menu choices and participation has increased by about 80 meals per day since the program began in October 2006. The director may expand the daily choices but wanted to begin slowly to get the students used to the menus.

The middle schools also have snack bars and food carts with similar offerings as the high school. All foods are compliant to regulations and sales have dropped at the middle schools as well.

Elementary Schools

The basic menus offered to elementary students are similar to other districts: kid-friendly foods such as burgers, pizza, and turkey and gravy. They are offered fruits, vegetables, breads and milk daily to complete the meals. Yogurt with string cheese or sunflower seeds is offered as a daily entrée. It may be a good idea to consider offering another simple daily entrée choice such as peanut butter sandwiches. These could be homemade if time allows or purchased (the popular Uncrustables) if the food budget allows. This would offer even more choices without adding too much work for food service staff.

Three times a week the older students, grades 4-6, are offered a full meal salad bar as a substitute for the hot meal. The bar offers fresh and attractive choices of mixed greens and other vegetables, fruit, cheese, ham, croutons, and muffins. The students seem to really enjoy it and make healthy selections. This option reflects the intent of regulations and the wellness policy.

It may be worth trying this option with younger students. Many districts offer salad bars at all grade levels, including kindergarten. It would require a shorter salad bar or a table-top bar to accommodate the younger children. This would encourage them to select more fruits and vegetables. It could be tried initially at one or two schools, with food service staff or parent volunteers on hand to help train students in the process.

District-wide Breakfast Program

Breakfast is served before school at all sites, but is not well attended. The high schools feed 100-131, the middle schools 60-80, and except for Gibson Elementary at 109, the elementary schools range from 37-72. This is not uncommon due to family and bus schedules. Also, some children are not hungry first thing in the morning.

The few numbers of students served relative to food service staff on hand at breakfast makes this service very expensive and minimally benefits the student population. However, breakfast is important to a child's mental and physical well-being. Good nutrition keeps students healthier and has been shown to enhance the learning process and raise test scores.

One goal of the district's wellness policy is to give "all students access to the School Breakfast Program" and "to the extent possible ... arrange bus schedules and utilize methods to serve school breakfasts that will encourage participation." Mid-morning breakfast access would meet this goal.

Many districts serve breakfast at morning recess or nutrition breaks. This would need to be a district-wide effort since it would mean altering school schedules and procedures. Other districts have seen a two- to three-fold increase in participation by serving breakfast at mid-morning breaks/recess. This would benefit the students' health and their academic efforts, and would significantly enhance revenue for food services, which is needed in light of lost income from a la carte sales.

Many of the early morning food service positions could be rearranged into later schedules. With a later breakfast time, it is likely that more points of sale would be needed at middle and high schools to accommodate the increased participation.

Other Menu Observations

The district has had bakers in its kitchens for years, preparing an array of fresh baked rolls, cinnamon rolls and other bread and dessert items. These items are very popular. However, with the new laws limiting what can be sold a la carte, the amount and variety of baked items has diminished significantly. Because of the new laws and their effect on revenue, the district may want to reconsider producing totally scratch-baked bread items. It is labor intensive and thus expensive. Many excellent prepared or ready-to-bake products are available. The workers that are in the baker classification already assist with other duties in the kitchen and could continue to do so.

Recommendations

The district should:

1. Continue efforts to find new and innovative menu ideas to increase participation in the reimbursable meals.
2. Continue to search for more a la carte products that meet regulations.
3. Consider ways to simplify serving foods in the food court lines to make it less labor intensive, such as self-serve packaged salads, sandwiches and burritos. Even the nachos can be self-serve with special dispensers and pre-portioned chips.
4. Consider increasing the themes per day at the middle schools. A good place to start would be offering the salad bar and sandwich option daily. This may eliminate the need to make packaged salads daily.
5. Seek out more commercially baked or ready-to bake bread items to save labor. Utilize the bakers in other areas and phase out the classification through attrition.

6. Consider alternate entrée choices such as a peanut butter sandwich at the elementary sites.
7. Consider offering the salad bar option to younger elementary students.
8. Consider moving the breakfast time to mid-morning district-wide to maximize the benefits to the district and the students.

Management Company vs. Self-Managed Department

During site interviews, the study team was asked about the pros and cons of using a food service management company. There are several such companies nationwide. Some oversee school food service departments.

However, on January 1, 1993, California enacted Education Code Section 45103.5, stating that outside management companies may only act as an advisor or consultant, not as employees or supervisors. The consultant role has no authority to operate or supervise employees operating the National School Lunch Program. Such a management agreement may not cause the elimination of any classified personnel or positions, or change wages or conditions of employment.

Thus, the school food service department maintains autonomy in all of its functions and employees. The management company may provide consulting assistance (but not direct management) in menus, budget planning, staff training, nutritional analysis, and marketing. This results in extra costs to the department for a consultant's salary and a management fee.

A food service management company may make sense if no qualified management personnel are available. At Woodland JUSD, the director is well aware of the laws and regulations related to the program. The department is ahead of schedule in complying with the new nutrition requirements. Many innovative and popular menu changes have occurred in response to these laws. Careful budget management and staffing reorganization is needed. However, the necessary changes can be made with the current staff, working closely with the business department and the CSEA bargaining unit on budget and staffing issues.

More detail about regulations can be found in Education Code Section 45103.5 and in Nutrition Services Management Bulletin # 06-102, April 2006. Bulletins may be accessed from the CDE Web page, Nutrition Services Section.

Recommendations

The district should:

1. Continue self-operation of its food services.
2. Have the food service director work closely with the business department, human resources and CSEA to improve areas needing attention, such as staffing ratios and budget deficits.

Budget Concerns

The primary concern with the Food Service budget is the need for transfers from the general fund. Food Service has required help from the general fund for the last five years.

These transfers are shown here:

Fiscal Year	Transfer Amount
2001-02	\$13,758
2002-03	\$72,090
2003-04	\$172,307
2004-05	\$16,100
2005-06	\$53,978

The revenue from federal reimbursements is projected in the 2006-07 budget as \$47,495, or 2.4% more this year than the prior year. However, actual revenue should be more than projected. Federal reimbursement rates were increased by \$.07 per meal, or 3.4% from last year. Also, program participation is higher than last year.

State reimbursement will also be higher due to an increase of \$.07 per meal. However, this is only temporary due to budget misinterpretations between the Governor's office and the CDE. Funds were released prematurely and will be reduced significantly sometime this spring.

Labor for the last several years has been higher than it should be, averaging 50% compared to income. It is important to keep a balance of income to expenditures. Districts should set the goal closer to 40% for labor costs. This percentage could be a little higher if the district prepares its food mostly from scratch and lower if meals are purchased pre-prepared.

Regardless of the reasons for the projected encroachment, the Food Service Department will need to focus on balancing its budget by reducing expenditures, increasing revenue from sales, or both.

Recommendations

The district should:

1. Revisit budget calculations and revenue projections to determine the true food service expenses and encroachment to the general fund.
2. As a priority, explore ways to decrease costs (especially labor) and increase revenue.
3. Include the food service director in budget development and management.

Staffing and Labor Costs

Food service staffing appears excessive for the number of meals served. As stated above, the projected cost for 2006-07 this year is 50% of revenue, with an industry standard of 40%, or 80% for food and labor. Staff may be allotted too many hours for the meals produced, or wages may be higher than the pricing structure can afford.

FCMAT team observed breakfast and lunch meal service at elementary, middle and high schools. The Food Service Department works hard feeding the students and has made good progress in complying with upcoming government wellness mandates. Minor improvements could be made in menus. Some sites could be staffed leaner and others could benefit from staff reorganization. Because the district has several kitchens that produce meals for other sites, it is not feasible to determine individual meals per labor hour (MPLH) for each site. The MPLH calculations are analyzed for each production site rather than by individual sites.

MPLH is the best standard for assessing food service labor. The most important factor in this process is consistent use of the same method. For this report, the study team totaled the reimbursable breakfasts and lunches per day at each site and divided them by the labor hours. For the middle and high schools that also have a la carte sales, the average cost of a breakfast and lunch is divided into the a la carte sales. For example, the average of \$1.75 for breakfast and \$2.50 for lunch is \$2.13. This is divided into the a la carte dollars, resulting in an a la carte equivalent. The equivalent is added to breakfast and lunch totals for total meals, which is then divided by the labor hours at all sites for the MPLH. Labor hours for management, clerical and drivers were not used in the calculations.

Targets for sites should be set and regularly analyzed. Realistic targets for this type of semi-centralized system, with scratch and pre-prepared foods, should be between 28 and 32 MPLH. The district average (based on October 2006 data) is 22.6 MPLH, which is less than the target.

With the exception of 2002-03, the district has given cost of living increases (COLA) to staff. Since 2000 the total COLA has been 23.3%. In February 2006 the school board approved a reclassification of Nutrition Assistant. This increased annual food service salary costs by \$50,821. The top range/column of this entry-level position is \$14.25. This is a high wage compared to food service jobs in local restaurants/businesses and many other school district wages. Other Food Service Department benefits include daytime work hours, no weekend work, all holidays off, plus medical benefits for positions of over five hours per day. These benefits are not common in the food industry.

Elementary Schools

Three of the elementary sites prepare meals in bulk for their own students and send them out pre-heated to five other sites. Some of the meals are prepared from scratch while many are heat and serve. Students seem to be enjoying the meals and participation is good. At some of the schools limited a la carte items are offered.

All sites are staffed with at least two food service personnel per meal, but most sites have more. The MPLH varies between 26 and 27, which is close to the goal of 28-32. To increase the MPLH, one staff member could help serve at the junior highs or high schools. If meal numbers do not continue to increase, hours may need to be reallocated when vacancies occur.

Another possibility is to expand the a la carte offerings at all elementary schools. This would help offset rising labor costs.

Middle Schools

Both middle schools prepare meals at their site and ship bulk prepared meals to the elementary schools. The middle schools appear to be overstaffed. The new serving style has increased participation, but the extra meals being produced do not compensate for the labor used to produce them. The average of 20 to 23 MPLH is low.

The problem is exacerbated by the changes in types of a la carte foods offered. Because of changes in the nutrition laws, the department has significantly reduced the variety of a la carte items offered for sale. The director stated it is difficult to find a good variety of foods that meet the strict new government regulations. This may change as the food industry adjusts and produces more foods and snacks that comply with the new regulations. More revenue could be realized with appropriate a la carte sales. This could affect staffing levels, which then may need to be re-analyzed.

Serving breakfast during a mid-morning break would increase participation and the MPLH. Staffing could also be adjusted and possibly decreased.

High Schools

Woodland JUSD has two high schools. Pioneer High School has a new, state-of-the-art kitchen that is more than adequate for current needs. It also has a nice food court area. Woodland High School has a partially renovated serving area that is quite adequate for current needs. The site also functions as a central commissary that prepares and distributes meals to two other sites. The food courts have been well received at both high schools and lines move quickly (students observed were in line no more than eight minutes).

Each high school has two push carts that go out on campus, plus multi-window snack bars. The snack bars use a cash register point of sale system. This system yields good information but is slower than using a cash box and keeps students waiting in line. In the snack bars food items are placed as close as possible to the server to help speed up service. Menu items are similar at each site. A la carte choices have been very limited, just as in the middle school, but this should soon change. The average daily a la carte sales are \$903. This is very low for the student population served. It should be double that amount.

The high schools are the main areas of concern for staffing levels, with an average MPLH slightly over 19. They appear overstaffed for the meals produced and functions performed. Staff either needs to be reduced or revenue at the high school needs to significantly increase.

Woodland High School has the lowest MPLH at 18. It is staffed with 14 employees for a total of 66 hours. Staffing includes two supervisors, a baker and 11 Nutrition Assistants.

To get staffing more in line with the meals per labor hour goal, more self-service should be allowed in the food court, especially for sandwiches and salads. Products there are individually wrapped, and the same employee that handles the Taqueria sales could sell the prepackaged items. Four positions are vacant, which presents an opportunity to reorganize labor. If sales cannot increase in a la carte areas, one window should be closed and the employee moved to another position.

District-Wide

Most school districts no longer hire bakers. Many companies produce prepared or partially prepared bakery products that are lower in fat and calories than those made from scratch. These products fit the wellness policy and are very acceptable to students. Some of these items can be purchased raw, and then baked by someone without the expertise of a baker. If purchased by bid, the cost of these items often is the same as the cost to buy the ingredients. Prepared products would offer considerable labor savings.

Each of the production schools has a supervisor and assistant supervisor. Most schools of this size and type of production have only one supervisor. Job descriptions should be

written so that the supervisor gives instruction and can delegate enough of the workload to eliminate the need for a second supervisor.

Management and Clerical Food Service Staff

There are three full-time positions in the Food Service office: a Food Service Director, an Administrative secretary and a Clerk. All positions are staffed and are kept very busy with the assigned duties. All three of the office staff help prepare free and reduced price applications using the district attendance accounting program. This process seems to work well. The sites use a different point of sale system than the district office.

Recommendations

The district should:

Elementary Schools

1. Seek ways to reorganize labor or increase revenue at the production sites.
2. Expand the ala carte program within the nutrition guidelines.

Middle Schools

1. Reorganize and decrease labor hours at both sites.
2. Look for additional SB 12 compliant a la carte foods.
3. Offer a midmorning breakfast to increase the number of breakfast meals served.

High Schools

1. Reduce staff and/or increase revenue at the high schools. Decide whether staff cuts will be made through attrition or reductions, or review utilization and productivity to increase revenue. Consider better utilizing serving staff by adding several mobile carts in various outdoor locations.
2. Reconfigure the food court point of sale system to allow self-service items to be purchased in other lines.

District-Wide

1. Re-evaluate the need for baker positions.
2. Reduce supervisors to one per site.

Facilities

Kitchen and eating areas throughout the district are in good condition and adequate in size. The flooring in some areas needed minor repair but was in good condition overall.

Six of the schools produce meals for other sites. Each site was originally built to prepare meals only for that site. The freezer, refrigerator and dry storage were built and sized accordingly. As schools grew and started preparing meals for other sites, the storage capacity of these sites became inadequate. Small freezer and refrigerator units were added outside the kitchen areas.

While these units have increased storage capacity, they have increased problems with vandalism, theft, staff injuries and labor. If they were moved adjacent to the buildings with pass-through doors into the kitchens, this would alleviate many of the problems.

The district has a central warehousing area for food service, with two large walk-in freezers, two large walk-in refrigerators and dry storage. The overall square footage is adequate for current needs. The ramps into these storage areas are steep and many of the doors are too narrow for proper stocking. The roadway in front of the buildings is a combination of dirt and asphalt. It is narrow and not conducive to forklift or cart travel, especially in wet weather. Ramps that are long with less incline are easier to stock and cause fewer injuries. Asphaltting the entire road would make loading and unloading easier and reduce the amount of dust that enters the dry storage area where food is kept.

Recommendations

The district should:

1. Lengthen ramp access into storage containers, reducing the incline to help reduce potential accidents.
2. Level and asphalt the roadway between the storage buildings; there needs to be an even transition into the building to accommodate forklifts and carts.
3. Address the storage problems at the elementary production sites where feasible by building outside storage containers of adequate size and with direct access to the kitchen facility.

Food Costs

The district uses a yearly quote with local purveyors and competitive bidding through a local co-op for commodities. For the last two years, food costs have exceeded 40% of revenue. Industry standards are 40% or less depending on the amount of scratch cooking.

Since the district does a good amount of scratch cooking, the food cost should be a little less than the standard. The director does review prices throughout the year. She should also compare her prices with other area districts to see if it would be advantageous to join a complete buying co-op.

Recommendations

The district should:

1. Continue with current purchasing practices and monitor to assure that food costs do not exceed 40%, unless labor reduces to below 40%.
2. Contact other co-ops in the area to see if costs can be reduced.

Food Service Office Software

The Food Service Department does not have software that networks from the sites' point of sale system to the district's student enrollment system. The district processes an application and downloads it onto a card. The card is then taken to the school site and loaded on the point of sale system. At the end of the day, each site downloads its daily information onto the card that is then taken to the district office and loaded into the district office computers. Because the district office does not have the point of sale software, the information is manually consolidated on spreadsheets for analysis. This takes a great deal of time and increases the likelihood of transcription errors.

A module can be purchased to consolidate all daily data and the free and reduced applications information. This will eliminate the need to manually produce reports. All information can be communicated via modem. Information will be disseminated faster and with fewer possible errors. This will also help ease office staff workloads.

Recommendations

The district should:

1. Research computerized programs that consolidate reports so that better and timelier information will be available for managing the program.
2. Purchase and implement a central office software program that will network with the student database and the point of sale systems at the sites.

Technology

Leadership and Communications

Although district staff commented that they recognize and appreciate the support efforts of current technology staff, many also spoke freely about their concerns. These concerns included a perceived lack of clear leadership, accountability, and vision for technology. The Supervisor of Technology leads the technology staff, and reports to the Assistant Superintendent of Business Services.

A director-level position could address these concerns by providing the district with technology leadership. The position could function as a working manager. Annual compensation might be commensurate with the school site principal compensation schedule. A director position should be a member of the Superintendent's extended cabinet, and should provide regular technology reports during extended cabinet meetings.

Many staff shared a perception that no one understands the global technology needs of the district or is responsible for working with teachers to pursue instructional technology initiatives. Instructional staff expressed frustration that no one at the district level grasps how technology should integrate with instruction. Moving the reporting relationship of the technology department from business services to the instructional division could increase the department's understanding of instructional technology requirements.

Recommendations

The district should:

1. Consider creating a Director of Technology position to assume all aspects of administrative and instructional technology leadership.
2. Consider moving the technology department from business services to the instructional division.

Organization and Staffing

Many staff members commented that the district is understaffed for technology support, making routine maintenance and backups of data impossible to keep current. Technology employees are operating in a reactive mode and under little, if any, structure. This has resulted in a lack of confidence in the technology staff throughout the district.

Many staff members expressed frustration regarding the length of time required to prepare computers for installation. One administrator mentioned a delay of several weeks before computers were installed. After the equipment was delivered to the correct building, the equipment sat in boxes for an additional amount of time. Many staff members are further frustrated because they cannot seek help from outside sources to address computer

repair issues despite the inability of the district's technology staff to respond to their needs in a timely manner.

Computer support staffing requirements can be assessed by dividing the total number of devices (computers, servers, routers) by the number of staff assigned to provide hands-on support. Using this method, the district's 3,200 devices and two hands-on support technicians, compute to a ratio of 1,600:1. A more generally accepted ratio for California K-12 school districts is 750:1.

A significant reason for the support understaffing in the department involves the allocation of support personnel. Two of the department's three staff members routinely provide daily desktop support to school sites, while the third staff member primarily remains at the district office providing help desk and telephone-based support. The loss of the third staff member for desktop support activity significantly undercuts the department's timeliness and efficiency of service delivery. The creation of a new director position and assigning the technology supervisor to a more hands-on role would reduce the department's device-to-technician ratio to 800:1 (3,200 divided by 4 positions). This will significantly improve the timeliness and efficiency of service delivery to school sites.

As the new director becomes more heavily involved in instructional technology issues, additional technology support services may be needed at the sites. Allowing the new director to make this determination will ensure that service delivery aligns with district needs.

Work order requests are not prioritized logically. The two departments that actively respond to service requests are spread too thin to operate efficiently and thus are too busy "putting out fires" to prioritize or focus on the big picture.

Administrators and users alike shared a perception that technology support staff members need to improve their service orientation and that technology support efforts are more focused on security issues than on educational needs. As a result, instructional leaders feel they have lost control of technology and can do little to solve the problem. Technology staff members must understand that the nature and requirement of their service all relates to teaching and learning, and that service delivery to the classroom is paramount.

Recommendations

The district should:

1. Reassign the current staff member providing help desk support to a more "hands-on" role for desktop support.

2. If the district establishes and fills a Director of Technology position, allow a period of six months after the director position has been filled to give that person the opportunity to re-evaluate computer support staffing needs and propose staffing adjustments.
3. Develop a more effective method for prioritizing work order requests to leverage current support staffing levels.
4. Assign the new technology director to improve the department's quality of service.

Policies, Training and Equipment

District staff indicated the need for additional technology professional development and training. Some staff indicated that there is no training available for new teachers to help them utilize the programs that are being used by the district.

Some staff members commented that the existing help desk work order system is not available to all employees, leaving many unable to communicate their technology needs. Users of the district's student information system (SIS) expressed frustration that not all system features are available within the existing user interface. FCMAT consultants observed this firsthand by logging in to the SIS from an assistant principal's workstation. During this session, data retrieval time and system performance was unacceptably slow and FCMAT was not able to utilize the features an assistant principal would need to access daily. These functionality problems could be traced to inconsistent software installation on workstations. There was a great deal of uncertainty as to who to contact for help with these issues.

The help desk software application should be integrated into the network operating system and employees should receive training to access the help desk system from their workstations. This will also provide technicians a means to promptly communicate with the service requestor.

Many staff expressed a desire for a standard for technology equipment purchases, and development of an equipment replacement plan. The Supervisor of Technology noted that purchase orders for new equipment are not initially routed through him for approval and compliance with district hardware standards.

Various hardware vendors should be researched for maximum leverage of technology hardware purchases. The goal should be to provide reliable and updated technology resources for teachers and students while still getting the best value for the district's dollars. This research should be thorough and should include areas such as maintenance, support, and reliability. Dell and Gateway are two examples of companies that work with K-12 districts to provide this type of competitive bidding. After establishing parameters for

computer purchasing, clear guidelines should be communicated to all district sites. This will improve communication and help the technology department enforce the district's minimum hardware standards.

Without exception, users throughout the district expressed aggravation regarding network performance. The district's network infrastructure is poorly configured from security and performance perspectives. Network activity gives the appearance that the internal network is one big collision domain evidenced by excessive traffic collisions that significantly affect network (Internet, e-mail, QSS access) performance. This, in turn, impedes users in the performance of daily functions. The technology staff appears to lack a fundamental understanding of the configuration and operation of the district network.

Not all district personnel are required to annually sign the district's Acceptable Use Policy (AUP) for network access privileges. Server backups are done from disk to disk, leaving the district vulnerable to risk of permanent data loss from a hard disk crash. A more robust server backup procedure is necessary to ensure protection of district data.

Password policy is not enforced, leaving the district vulnerable to numerous security issues. Some of these include student access to the SIS or other sensitive data such as confidential administrative files, and open access to servers. Some staff indicated an awareness of student who have access to the attendance and grade book components of the SIS.

Passwords should be composed of at least seven characters, upper and lower case, and include numbers and underscore characters. Passwords should be changed every four months.

Numerous databases are maintained throughout the district, resulting in duplication of effort and waste of personnel and financial resources. For example, the HR department maintains a database that duplicates the functions performed by the QSS position control and HR software components. The reasons offered by staff for maintaining the duplicate database were a preference for more user-friendly reports. These reports are available within the district's human resource system but have not been implemented because the new system has been available for only a short time.

Duplicate database maintenance outside of the human resource and financial systems should not be permitted due to the significant waste of personnel resources that maintenance of the databases requires versus the minimal benefit. HR department staff should investigate the newest version of the HR system report writer, which provides a user-friendly interface for creating any type of report(s) the department may need.

Recommendations

The district should:

1. If a Director of Technology position is created and filled, assign the new director to create a professional development program for technology proficiency and new teacher training.
2. Ensure that all employees have online access to the technology help desk work order system.
3. Immediately improve the stability and performance of the SIS by installing the standard version of the software on all office machines where SIS access is needed. This will eliminate several problems associated with the district's current SIS usage, and will provide the ability to establish user rights to each site SIS database.
4. Develop a standard for the purchase of new workstation and laptop computer equipment and post the specifications (including cost information) to the district's Web page for general access.
5. Ensure that all requisitions for technology assets (hardware and software) are routed to the Technology Director position for approval. This will help the technology department to enforce hardware and software standards. Consider requests for hardware or software that fall outside the district's standard based on instructional need.
6. Develop and adopt an equipment replacement plan that replaces 20% of the district's computer equipment each fiscal year. Based on estimates of 3,200 devices across the district and an average replacement cost of \$1,000 per device, this would entail an annual allocation for equipment replacement of approximately \$640,000 (3,200 divided by 5 times \$1,000).
7. Conduct a detailed network configuration review to determine and eliminate problems with network security and performance.
8. Ensure that all administrative, instructional, and classified staff annually sign an AUP that outlines the district's expectations for appropriate network privileges and usage.
9. Immediately develop a more robust procedure to protect server backups and data. Back up data from servers to tapes along with existing disk to disk backups. Keep copies of the tape backups offsite.

10. Develop and enforce a district wide password policy. This is the first line of defense in protecting the district's network resources.
11. Immediately notify all instructional staff that student access to the SIS attendance and/or grade book applications cannot be tolerated.
12. Eliminate the duplication of effort and redundant data input associated with maintaining disparate Access and Excel databases in the HR and Business departments.

Appendices

Appendix A - Study Agreement

Appendix B - Sample Board Policies

Appendix C - Competitive Food Sales Laws

Appendix B – Sample Board Policies

Sample Board Policy

BP 3320 Business and Non-instructional Operations

Claims And Actions Against The District

Any and all claims for money or damages against the district must be presented to and acted upon in accordance with the following procedures. Compliance with these procedures is a prerequisite to any court action, unless the claim is governed by statutes or regulations which expressly free the claimant from the obligation to comply with this policy and the claims procedures set forth in Government Code 900, et seq.

1. Claims for money or damages relating to a cause of action for death or for injury to person, personal property or growing crops shall be presented to the Governing Board not later than six months after the accrual of the cause of action. (Government Code 905, 911.2.
2. Claims for money or damages as authorized in Government Code 905 and not included in paragraph 1 above shall be filed not later than one year from the date the cause of action accrues. (Government Code 905, 911.2.
3. Claims for money or damages specifically excepted from Government Code 905 including, but not limited to, claims by public employees for fees, salaries, wage, mileage or other expenses and allowances, shall be filed not later than one year after the accrual of the cause of action. (Government Code 905, 911.2, 935.

Late Claims

Claims under paragraph 1 above which are filed outside the specified time limitations must be accompanied by an application to file a late claim. Such claim and application to file a late claim must be filed not later than one year after the accrual of the cause of action. If a claim under paragraph 1 is filed later than six months after the accrual of the cause of action and is not accompanied by the application, the Board or Superintendent shall, within 45 days, give written notice that the claim was not filed timely and that it is being returned without further action.

The application shall state the reason for the delay in presenting the claim. The Board shall grant or deny the application within 45 days after it is presented. By mutual agreement of the claimant and the Board, this 45-day period may be extended by written agreement made before the expiration of such period. If the Board does not take action on the application within 45 days, it shall be deemed to have been denied on the 45th day unless such time period has been extended, in which case it shall be denied on the last day of the period specified in the extension agreement.

If the application to present a late claim is denied, the claimant shall be given notice in substantially the following form:

WARNING

IF YOU WISH TO FILE A COURT ACTION ON THIS MATTER, YOU MUST FIRST PETITION THE APPROPRIATE COURT FOR AN ORDER RELIEVING YOU FROM THE PROVISIONS OF GOVERNMENT CODE SECTION 945.4 (CLAIMS PRESENTATION REQUIREMENT). SEE GOVERNMENT CODE SECTION 946.6. SUCH PETITION MUST BE FILED WITH THE COURT WITHIN SIX MONTHS FROM THE DATE YOUR APPLICATION FOR LEAVE TO PRESENT A LATE CLAIM WAS DENIED.

YOU MAY SEEK THE ADVICE OF AN ATTORNEY OF YOUR CHOICE IN CONNECTION WITH THIS MATTER. IF YOU DESIRE TO CONSULT AN ATTORNEY, YOU SHOULD DO SO IMMEDIATELY.

(Government Code 911.3, 911.4, 911.6, 911.8, 912.2, 935)

Delivery and Form of Claim

A claim, any amendment thereto, or an application for leave to present a late claim shall be deemed presented when delivered to the office of the Superintendent or deposited in a United States post office, sub-post office, substation, or mail chute or other like facility maintained by the U.S. Government in a sealed envelope properly addressed to the office of the Superintendent with postage paid. (Government Code 915, 915.2)

Claims shall be submitted on the district claim form. The Board or Superintendent may return a claim not using the district's claim form and the claim may be resubmitted using the district's form. (Government Code 910.4)

Notice of Claim Insufficiency

The Superintendent or designee shall review all claims for sufficiency of information. The Superintendent or designee may, within 20 days of receipt of claim, either personally deliver or mail to claimant a notice stating deficiencies in the claim presented. The Board shall not act upon the claim until at least 15 days after such notice is sent. (Government Code 910.8, 915.4)

Amendments to Claim

Claims may be amended within the above time limits or prior to final action by the Board, whichever is later, if the claim, as amended, relates to the same transaction or occurrence which gave rise to the original claim. (Government Code 910.6)

Action on Claim

Within 45 days after the presentation or amendment of a claim, the Board shall take action on the claim. (Government Code 912.4. This time limit may be extended by written agreement before the expiration of the 45-day period or before legal action is commenced or barred by legal limitations. (Government Code 912.4. The Superintendent or designee shall transmit to the claimant a written notice of action taken. (Government Code 913. If no action is taken within the prescribed time limits, the claim shall be deemed to have been rejected and the claimant notified in accordance with Government Code 913. (Government Code 945.6)

Roster of Public Agencies

The Superintendent or designee shall annually verify that all information regarding the district and the Board is filed accurately with the Roster of Public Agencies in the office of the Secretary of State and the County Clerk. The verified information shall include the name of the district, the mailing address of the Board, and the names and addresses of the Board presiding officers, the Board clerk or secretary and other members of the Board. (Government Code 53051)

Legal References

EDUCATION CODE

35200 Liability for debts and contracts

35202_Claims against districts; applicability of Government Code

GOVERNMENT CODE

800_Cost in civil actions

810-996.6_Claims and actions against public entities

53051_Information filed with secretary of state and county clerk

PENAL CODE

72 Fraudulent claims

COURT DECISIONS

CSEA v. Azusa Unified School District, (1984) 152 Cal.App.3d 580

Policy BERKELEY UNIFIED SCHOOL DISTRICT

Adopted: September 3, 2003 Berkeley, California

Revised: February 1, 2006

Sample Board Policy

BP 3401 Business and Non-instructional Operations

For The Prevention of Fraud

It is the policy of the Governing Board to facilitate the development of controls which will aid in the detection and prevention of fraud, impropriety or irregularity within the district for employees as well as consultants, vendors, contractors, employees with outside agencies and/ or any other parties with a business relationship with the district.

Management personnel shall be responsible for detection and prevention of fraud, improprieties and other irregularities involving district resources. Each member of the management team shall be familiar with the types of improprieties that might occur within his/her area of responsibility and be alert for any indication of irregularity.

Any fraud, impropriety or irregularity that is detected or suspected must be reported immediately to an immediate supervisor, when possible, to the Deputy Superintendent's Office. The Deputy Superintendent will coordinate all investigations with the Superintendent or designee, legal counsel and other affected departments and agencies both internal and external, as appropriate.

Fraud, Improprieties and Irregularities

The terms fraud, improprieties and irregularities refer to, but are not limited to:

1. Any dishonest or fraudulent act.
2. Forgery or alteration of any document or account belonging to the district including but not limited to attendance reporting, time cards, payroll records, audit documents and State reports.
3. Forgery or alternation of a check, bank draft, or any other financial document.
4. Misappropriation of funds, securities, supplies, or other assets.
5. Impropriety in the handling or reporting of money or financial transactions.
6. Profiteering as a result of insider knowledge of district activities.
7. Disclosing confidential and/or proprietary information to outside parties.
8. Disclosing to other persons securities activities or property negotiations engaged in or contemplated by the district.
9. Accepting or seeking for personal gain or use anything of material value from contractors, vendors or persons providing services/materials to the district.
10. Destruction, removal or inappropriate use of records, furniture, fixtures, equipment, properties, assets: and/or
11. Any similar or related irregularity to those specified above.

Confidentiality

The Deputy Superintendent's Office shall maintain the confidentiality of all information received. Any employee who suspects dishonest or fraudulent activity should immediately notify their immediate supervisor, when possible, and/or the Deputy Superintendent's

Office, and should not attempt to personally conduct investigations or interview/interrogations related to any suspected dishonest/fraudulent act.

No information concerning the status of an investigation will be given to anyone without a legitimate need to know. Under no circumstances should any reference be made to the allegation, the crime, the fraud, the forgery, the misappropriation, or any other specific reference. The reporting individual should be advised of the following:

1. Do not contact the suspected individual in an effort to determine facts or demand restitution.
2. Do not discuss the case, facts, suspicions, or allegations with anyone unless specifically asked to do so by the district's legal counsel or the Deputy Superintendent.

All inquiries concerning the activity under investigation from the suspected individual, his/her attorney or representative, or any other inquirer should be directed to the Deputy Superintendent or the district's legal counsel.

In order to both avoid damaging the reputations of persons suspected of misconduct but subsequently found innocent of any wrongdoing and to protect the district from potential civil liability, the results of any investigating shall not be disclosed or discussed with anyone other than those individuals who have a legitimate need to know.

Investigative Responsibilities and Authorization

The Deputy Superintendent has the primary responsibility for the investigation of all suspected fraudulent acts as defined in the policy. Great care must be taken in the investigation of suspected improprieties or irregularities so as to avoid mistaken accusations or alerting suspected individuals that an investigation is in progress.

Where there exists reasonable cause, and to the extent permitted by law, the Deputy Superintendent is authorized upon the initiation of an investigation, and after consulting with appropriate management personnel, to have free and unrestricted access to all district records and premises whether owned or rented.

If the investigation substantiates that fraudulent activities have occurred, the Deputy Superintendent shall issue a report to appropriate management personnel, the Board and, if appropriate, to the Audit Committee.

A decision to file a criminal complaint or refer a matter to the appropriate law enforcement and/or regulatory agency for independent investigation, as well as the final decision concerning the disposition of the matter, will be made in conjunction with the Superintendent and legal counsel.

Policy BERKELEY UNIFIED SCHOOL DISTRICT
adopted: November 5, 2003 Berkeley, California

Sample Board Policy

Board Policy 4113.4

Modified Duty

It is the desire of the Paso Robles Public Schools to provide a safe working environment for all district employees and to contain workers' compensation costs. In an effort to help reduce the costs associated with lost time injuries and with a sincere desire to facilitate the return of industrially injured employees to work, a temporary modified duty program has been authorized. The district recognizes that when employees suffer work-related injuries, temporary modified or light-duty assignments help to minimize lost time and may serve to facilitate the transition back to the employee's regular duties or full-time work. When it is determined that it is appropriate to do so, the Superintendent or designee shall offer this type of temporary assignment.

Temporary modified duty will be considered on the basis of the severity of the injury, the medical restrictions, available tasks to be performed, the qualifications or suitability of the individual appropriate to the available tasks, risk of recurrence or reinjury, the duration of the period of recovery, the welfare and safety of the injured worker and the health and safety of other employees, and the cost to the district. Temporary modified duty assignments will be reevaluated each time a physician's authorization to return to work is submitted by the injured employee. Temporary modified duty assignments are understood to be non-precedent setting and will be considered on a case-by-case basis.

Temporary modified or light-duty assignments are intended to address short-term medical restrictions during a period of recuperation or recovery and will normally extend for less than eight weeks' duration. These assignments shall not be used as a means to establish new positions or displace other employees. Temporary modified duty is discretionary on the part of the employer and will be evaluated on an ongoing basis to see if in practice, it accomplishes the identified purposes.

Legal References

EDUCATION CODE

44984_Required rules for industrial accident and illness leave

45192_Industrial accident and illness leave for classified employees

Policy PASO ROBLES PUBLIC SCHOOLS

adopted: 9/22/98 Paso Robles, California

Appendix C

Laws Regarding Food Sales to Students Competitive Food Sales Laws (effective July 2007)

Federal and state regulations have established laws for all food sales on school campuses by student and adult organizations. This includes vending machine and student store sales. The intent is to ensure that such sales do not impair the ability of the Food Service Department to remain financially sound.

The foods allowed for sale listed on the following tables reflect changes in laws effective July 2007. Sales must also meet local district wellness policies, adopted in June 2006. More in-depth information may be obtained in the following documents:

7CFR 210.11, 215, & 220.12
CA Ed Code Sections: 48931, 489431.2, 48431.5
CA Administrative Code: 15500 & 15501
CA Senate Bills – SB 12 & SB 677
District Wellness Policy
California Health and Safety Code

Law	Elementary Schools	Middle and High Schools
<p data-bbox="240 294 477 441">Sales by Student Organizations (during the school day)</p> <p data-bbox="240 483 477 588">California Administrative Code #15500</p> <p data-bbox="240 630 477 703">7 CFR 210.11, 220.12</p>	<p data-bbox="483 294 932 399">Student organizations may sell <u>not more than 1 food item per day</u>, and only if it meets the following requirements:</p> <ul data-bbox="503 441 909 945" style="list-style-type: none"> ▪ Sales must be approved by the District’s Governing Board ▪ Must meet the attached <u>Food & Beverage Requirements</u> ▪ Must be sold after lunch period * ▪ May not be prepared on school premises or in private homes (must be commercially prepared) ▪ Limited to 4 sales/year and one food item per sale. ▪ The item must not be sold in the school cafeteria on that day. <p data-bbox="483 987 909 1092"><i>* Lunch period is defined as “from the time students are released from class until they return to class.”</i></p> <p data-bbox="483 1291 932 1354"><u>Non-Compliant Food and Beverages may be sold only if:</u></p> <ul data-bbox="503 1386 909 1501" style="list-style-type: none"> ▪ The sale takes place off campus or ▪ They are sold at least ½ hour after the school day. 	<p data-bbox="938 294 1406 430">Student and adult organizations (includes vending machines and student stores) may sell food any time of day if the following conditions are met:</p> <ul data-bbox="941 483 1396 1249" style="list-style-type: none"> ▪ Sales must be approved by the District’s Governing Board ▪ Must meet the attached <u>Food & Beverage Requirements</u> ▪ 1 organization per day (e.g., student store), may sell no more than 3 types of approved food or beverage. ▪ On no more than 4 days during the year, multiple organizations may sell approved foods (all on the same 4 days). ▪ Food may not be prepared on school premises or in private homes (must be commercially prepared) ▪ Food sold during the school day may not be same as is sold by the school cafeteria on that day. <p data-bbox="938 1291 1406 1354"><u>Non-Compliant Food and Beverages may be sold only if:</u></p> <ul data-bbox="941 1386 1396 1596" style="list-style-type: none"> ▪ The sale takes place off campus or ▪ They are sold at least ½ hour after the school day or ▪ The sale takes place at a school sponsored event after the school day.

Food and Beverage Requirements for Student Sales, effective July 2007		
Law	Elementary Schools	Middle and High Schools
Food Items CA Senate Bill 12 Escutia (Amends Section 49431 of Ed Code) (Effective July 2007)	Restricts food that may be sold to pupils during the school day to full meals, and a la carte items (individual portion sizes) of nuts/seeds, eggs, cheese, fruit, & non-fried vegetables. Dairy and grain products (e.g., milk, yogurt, muffins granola bars) <u>may be sold a la carte, if:</u> <ul style="list-style-type: none"> ▪ Maximum of 35% of calories from fat ▪ Maximum of 10% of calories from saturated fat. ▪ Maximum of 35% of weight from sugar (excepting fruits and vegetables) ▪ <u>Not more than 175 calories per item.</u> 	Restricts all a la carte food sales during the school day (including student stores and vending machines) to the following standards: <ul style="list-style-type: none"> ▪ Maximum of 35% of calories from fat, with the exception of nuts, nut butters, seeds, eggs, single serving cheese, fruit, & non-fried vegetables. ▪ Maximum of 10% of calories from saturated fat, does not apply to eggs, single serving cheese. ▪ Maximum of 35% of weight from sugar (excepting fruits and vegetables) ▪ <u>Snacks</u> are limited to a <u>maximum of 250 calories</u> per item. ▪ <u>Entrees</u>, except those sold as part of a government lunch or breakfast, are limited to a <u>maximum of 400 calories, & 4 grams of fat per 100 calories.</u>

Law	Elementary Schools	Middle Schools	High Schools
<p>Beverages</p> <p>CA Senate Bill 677 (Effective Jan. 2006)</p> <p>CA Childhood Obesity Prevention Act of 2003</p> <p>CA Senate Bill 965 CA Ed Code 49431 (Effective July 2007)</p>	<p><u>Effective Jan. 2006</u></p> <p>Restricts beverages sold to students during the school day to water, milk (except whole milk), vegetable juice, and fruit juice (minimum 50% juice / no added sweeteners).</p> <p>Non-Compliant beverages may be sold only if:</p> <ul style="list-style-type: none"> ▪ sold by students and ▪ only if sold at least ½ hour after school day or sold off campus. 	<p><u>Effective Jan. 2006</u></p> <p>Restricts beverages to water, milk (except whole), vegetable juice and fruit juice (minimum 50% juice / no added sweeteners) & electrolyte replacement beverages (max. 42 gms sugar/20 oz)</p> <p>Non-Compliant beverages may be sold only if:</p> <ul style="list-style-type: none"> ▪ At a school sponsored event after school or ▪ at least 1/2 hour <u>before or after</u> school. <p>Restrictions apply to all sales, including vending machines and student stores.</p>	<p><u>Effective July 2005</u></p> <p>No carbonated beverages, but no other restrictions.</p> <p><u>Effective July 2007</u></p> <p>Same restrictions as Middle Schools (minimum of 50% compliance required)</p> <p><u>Effective July 2009</u></p> <p>100% compliance to same standards as middle schools.</p> <p>Restrictions apply to all sales, including vending machines and student stores.</p>