

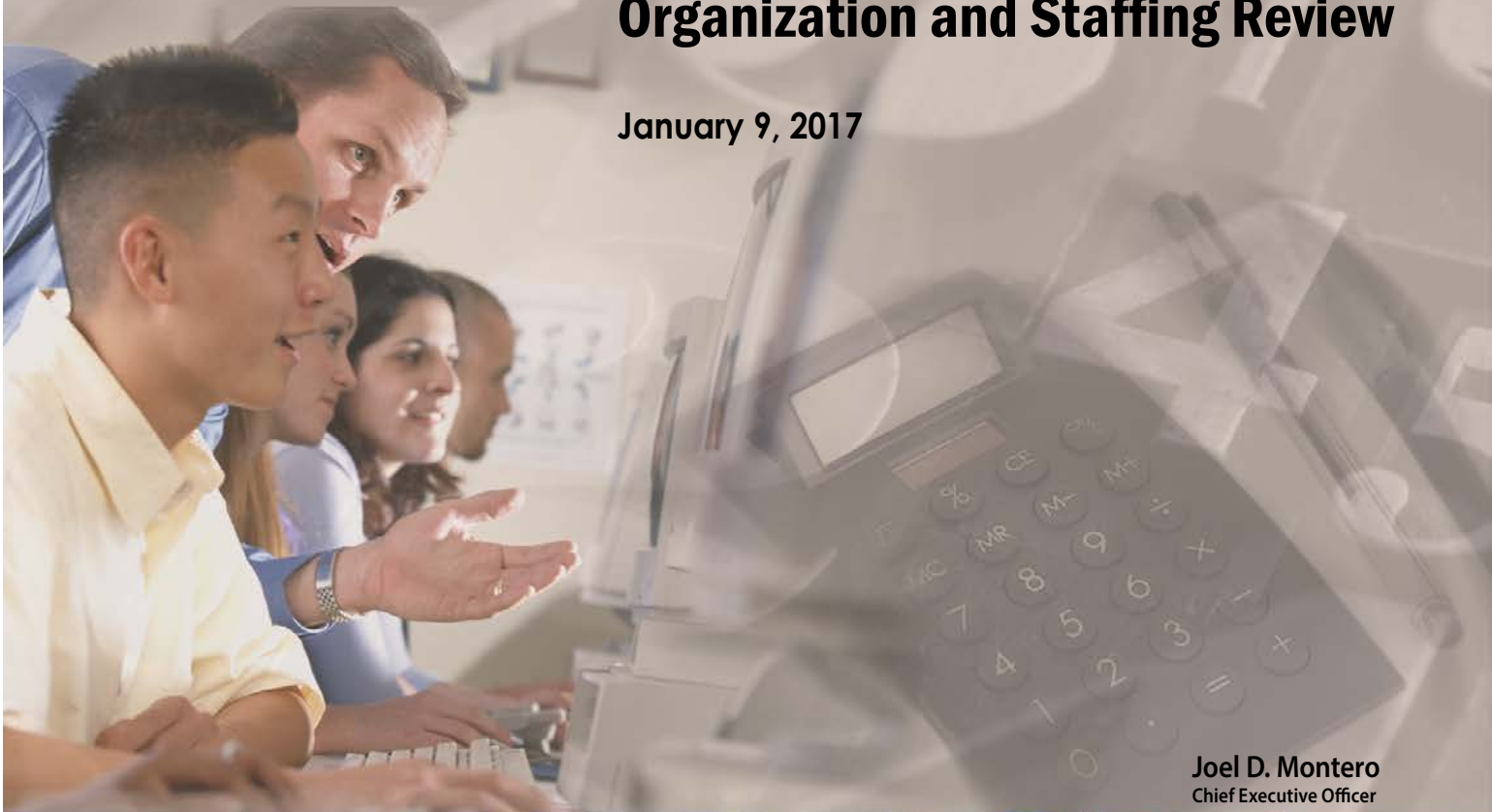


CSIS California School Information Services

Kerman Unified School District

Organization and Staffing Review

January 9, 2017



Joel D. Montero
Chief Executive Officer







CSIS California School Information Services

January 9, 2017

Robert Frausto, Superintendent
Kerman Unified School District
151 South First Street
Kerman, CA 93630

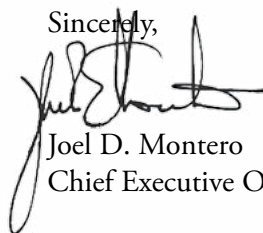
Dear Superintendent Frausto,

In September 2016, the Kerman Unified School District and the Fiscal Crisis and Management Assistant Team (FCMAT) entered into an agreement for FCMAT to review the district's central office organization and staffing. Specifically, the study agreement states that FCMAT will perform the following:

1. Conduct an organizational and staffing review of the following district departments and provide recommendations for staffing improvements or reductions, if any.
 - a. Fiscal Services
 - b. Human Resources
3. Evaluate the current workflow and distribution of functions in and between each of the above departments and provide recommendations for improved efficiency, if any.
4. Provide comparative staffing data for the high school secretarial staff from three high schools of similar size and structure and provide recommendations for staffing improvements or reductions, if any. FCMAT will make every effort to incorporate comparable high schools located in the same geographical region; however, FCMAT may need to extend the borders of the search area for comparable high schools based on factors outside of its control such as lack of cooperation from targeted comparable high schools, etc.

This final report contains the study team's findings and recommendations in the above areas of review. FCMAT appreciates the opportunity to serve the Kerman Unified School District, and extends thanks to all the staff for their assistance during fieldwork.

Sincerely,



Joel D. Montero
Chief Executive Officer

FCMAT

Joel D. Montero, Chief Executive Officer

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About FCMAT

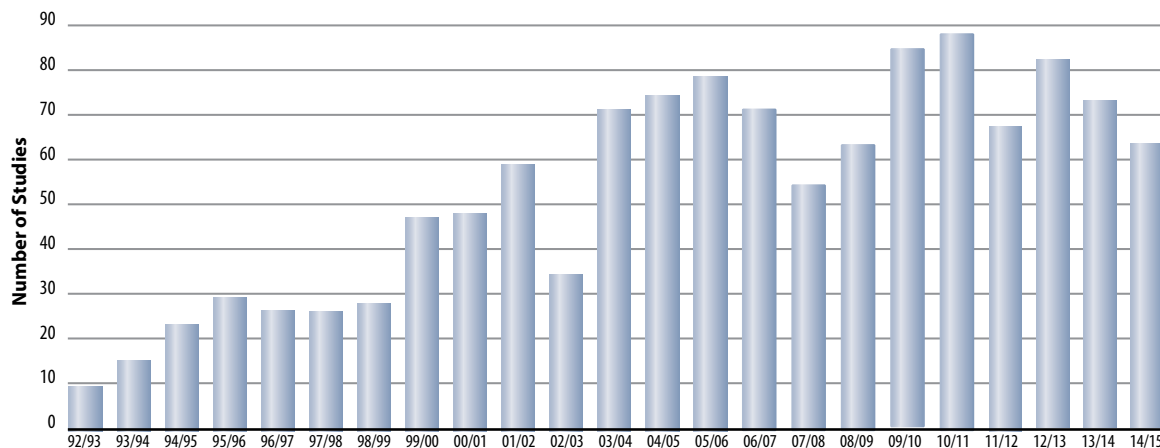
FCMAT's primary mission is to assist California's local K-14 educational agencies to identify, prevent, and resolve financial, human resources and data management challenges. FCMAT provides fiscal and data management assistance, professional development training, product development and other related school business and data services. FCMAT's fiscal and management assistance services are used not just to help avert fiscal crisis, but to promote sound financial practices, support the training and development of chief business officials and help to create efficient organizational operations. FCMAT's data management services are used to help local educational agencies (LEAs) meet state reporting responsibilities, improve data quality, and inform instructional program decisions.

FCMAT may be requested to provide fiscal crisis or management assistance by a school district, charter school, community college, county office of education, the state Superintendent of Public Instruction, or the Legislature.

When a request or assignment is received, FCMAT assembles a study team that works closely with the LEA to define the scope of work, conduct on-site fieldwork and provide a written report with findings and recommendations to help resolve issues, overcome challenges and plan for the future.

FCMAT has continued to make adjustments in the types of support provided based on the changing dynamics of K-14 LEAs and the implementation of major educational reforms.

Studies by Fiscal Year



FCMAT also develops and provides numerous publications, software tools, workshops and professional development opportunities to help LEAs operate more effectively and fulfill their fiscal oversight and data management responsibilities. The California School Information Services (CSIS) division of FCMAT assists the California Department of Education with the implementation of the California Longitudinal Pupil Achievement Data System (CALPADS). CSIS also hosts and maintains the Ed-Data website (www.ed-data.org) and provides technical expertise to the Ed-Data partnership: the California Department of Education, EdSource and FCMAT.

FCMAT was created by Assembly Bill (AB) 1200 in 1992 to assist LEAs to meet and sustain their financial obligations. AB 107 in 1997 charged FCMAT with responsibility for CSIS and its state-wide data management work. AB 1115 in 1999 codified CSIS' mission.

AB 1200 is also a statewide plan for county offices of education and school districts to work together locally to improve fiscal procedures and accountability standards. AB 2756 (2004) provides specific responsibilities to FCMAT with regard to districts that have received emergency state loans.

In January 2006, Senate Bill 430 (charter schools) and AB 1366 (community colleges) became law and expanded FCMAT's services to those types of LEAs.

Since 1992, FCMAT has been engaged to perform more than 1,000 reviews for LEAs, including school districts, county offices of education, charter schools and community colleges. The Kern County Superintendent of Schools is the administrative agent for FCMAT. The team is led by 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.

Introduction

Background

The Kerman Unified School District is located in the San Joaquin Valley approximately 18 miles west of Fresno and has an enrollment of approximately 5,000 students. The district is composed of one comprehensive high school, one continuation high school, one middle school and four elementary schools. It encompasses a geographical area of approximately 200 square miles. Approximately 88% of the district's students qualify for free or reduced-price meals under the National School Lunch Program.

Study and Report Guidelines

FCMAT visited the district on October 25 and 26, 2016 to conduct interviews, collect data and review documents. This report is the result of those activities and is divided into the following sections:

- I. Executive Summary
- II. Organizational Structure
- III. Business Department
- IV. Human Resources Department
- V. Kerman High School Secretarial Staffing

In writing its reports, FCMAT uses the Associated Press Stylebook, a comprehensive guide to usage and accepted style that emphasizes conciseness and clarity. In addition, this guide emphasizes plain language, discourages the use of jargon and capitalizes relatively few terms.

Study Team

The study team was composed of the following members:

Eric D. Smith, MPA
FCMAT Intervention Specialist
Templeton, CA

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Paso Robles, CA

John Lotze
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Bakersfield, CA

Each team member reviewed the draft report to confirm its accuracy and to achieve consensus on the final recommendations.

Executive Summary

FCMAT conducted an organizational and staffing review to provide the district's governing board and administration with an independent and external review of its business office staffing, and human resources and high school secretarial staffing, and to provide recommendations for improved efficiency.

The district's Business Department lacks an up-to-date organizational chart. This document is needed to identify the chain of command and the responsibility for functional areas for each staff member. The district has only one payroll position for approximately 470 employees, and none of the other business office staff are cross-trained on payroll. In FCMAT's experience, typical staffing is two payroll positions for every 500 employees, thus the Business Department is understaffed.

The Business Department needs to build more organizational capacity. Several business office staff members indicated they would like to know how their tasks relate to the overall function and mission of the department.

The span of control for the director of fiscal services is too broad in function; the number of employees supervised may not be excessive, but the number of functions overseen is unmanageable. The Business Department needs a management-level supervisory position that supervises some of the fiscal services employees and reports to the director of fiscal services. Creating such a position would alleviate some of the workload of the director of fiscal services and could provide an opportunity for line staff to move up in the organization.

The Business Department needs to update its procedure manuals. Up-to-date procedure manuals are important for maintaining proper internal controls and providing a better understanding of the responsibilities of each position. It is a best practice for manuals to include step-by-step procedures for most job duties.

The Business Department needs to systematically evaluate tasks and functions to determine whether they are still relevant or needed. The department should implement the management principle known as planned abandonment, which involves systematically evaluating tasks to determine whether they are still relevant. This would allow the department to comprehensively assess its functions and determine whether any can be replaced by new initiatives that are business office or district priorities.

A survey of high schools of similar size indicates that the high school is understaffed in clerical positions. Moreover, there is minimal clerical assistance for athletics, and only 0.25 full-time equivalent (FTE) clerical assistance for the Regional Occupational Program (ROP), which is provided by an employee who also has many other duties. The high school should add one and a half (1.5) clerical positions to help the counseling staff and the ROP, and to perform some duties now performed by the athletics secretary. A portion of one of these positions could be charged to ROP.

Kerman High School serves a large number of limited English speaking parents and community members, but only three of its six clerical staff are fully bilingual, which makes it difficult to communicate with and help all parents and community members. The district should make every effort to attract bilingual candidates for its clerical positions.

The district should consider converting its existing counseling areas into a classroom and adding a counseling center to the new two-story building it is constructing.

High school clerical staff enter most student registration information by hand, which is time-consuming and unnecessary. The high school should use its Aeries student information system to enable online student registration.

The Human Resources Department should add a receptionist position. In addition to answering phones and acting as the first point of contact in the district office, this position could assume responsibility for processing field trips, mail and travel and conference requests.

The Human Resources Department processes all requests for intradistrict and interdistrict transfers. Typically, most requests for transfer are for academic purposes, so it would be more efficient and effective for the district's educational services staff to handle these duties. This would also allow human resources staff to spend more time on personnel matters and practices.

Findings and Recommendations

Organizational Structure

All school districts should be staffed according to the basic theories of organizational structure used in other school agencies of similar size and type. The most common of these theories are span of control, chain of command, and line and staff authority.

Span of Control

Span of control refers to the number of subordinates who report directly to a supervisor. Although there is no agreed-upon ideal number of subordinates for span of control, the span can be larger at lower levels of an organization than at higher levels because subordinates at lower levels typically perform more routine duties and therefore require less supervision.

Chain of Command

Chain of command refers to the flow of authority within an organization. Chain of command is characterized by two guiding principles: unity of command, meaning that a subordinate is accountable to only one supervisor; and the scalar principle, meaning that subordinates at every level in the organization follow the chain of command and only communicate through their immediate supervisor. The result is a hierarchical division of labor in the organization.

Line and Staff Authority

The organizational structure of local school agencies has both line and staff authority. Line authority is the relationship between supervisors and subordinates and refers to the direct line in the chain of command. For example, a district superintendent has direct line authority over the chief business official, and the chief business official has direct line authority over the business office, and so on. Conversely, staff authority is advisory in nature. Staff personnel do not have the authority to make and implement policy decisions; rather, they act in support roles to line personnel.

A school district's organizational structure establishes the framework and the delegation of specific responsibilities and duties for all staff members. FCMAT's review found that the district's Business Department lacks an up-to-date organizational chart. An organizational chart is important because it shows the structure and the relationship of all positions to one another. This document is also necessary to identify the chain of command and the functional areas for which each staff member is responsible.

Recommendation

The district should:

1. Create an organizational chart that identifies all business office positions and the chain of command.

Business Department

Business Department Organization

The Business Department is under the direction of the assistant superintendent of business, who is the district's chief business official (CBO), and is staffed with one administrative secretary to the CBO, one director of fiscal services, three financial technicians (who are classified as confidential employees), and one financial clerk. The department is staffed with the same number of employees it had when the district was created in 1983.

Several Business Department staff members indicated they would like to know how their tasks relate to the department's overall function and mission. This is an indicator that the department needs to build more organizational capacity.

Organizational capacity can be measured in several ways; however, it is usually determined by the resources and conditions necessary to be effective. The publication *Capacity for Public Administration: Analysis of Meaning and Measurement*, by Robert K. Christiansen and Beth Gazley, explains that capacity is an organization's ability to perform work. In the public sector, the term means the government's ability to "marshal, develop, direct and control" its financial, human, physical and information resources.

The district can increase the organizational capacity of its Business Department in several ways. The department's procedure manuals need to be updated; this would help maintain and strengthen proper internal controls and provide a better understanding of the responsibilities of each position and how each position affects others. It is a best practice to ensure manuals include step-by-step procedures for most job duties.

The Business Department will also need to continue its commitment to professional development for its employees. Increasing the knowledge and skill of existing employees will make the department better equipped to confront future challenges.

The Business Department needs to systematically evaluate tasks and functions to determine whether they are still relevant or needed. This is a management principle known as planned abandonment and can increase an organization's efficiency and effectiveness. Conducting such a review and evaluation would allow the department to comprehensively assess its functions and determine whether any can be replaced by new initiatives that are department or district priorities. One example of planned abandonment is to review what records need to be retained and in what format. It may benefit the department and the district to investigate the feasibility of using an outside contractor to scan permanent records rather than keeping them in paper format, and to consult the *California Association of School Business Officials' Records Retention Manual* to identify which records must be kept permanently and which may be destroyed.

Recommendations

The district should:

1. Update its procedure manuals for each position in the business office.
2. Continue its commitment to the professional development of its employees.
3. Implement the management principle known as planned abandonment: systematically evaluate tasks to determine whether they are still relevant.

4. Investigate the feasibility of using an outside contractor to scan permanent records rather than keeping them in paper format.
5. Consult the *California Association of School Business Officials' Records Retention Manual* to identify which records must be kept permanently and which may be destroyed.

Business Department Staffing

The district's CBO has been with the district for the past three years and previously served as the chief operations officer at another school district. Five management staff report directly to the CBO: the director of fiscal services, the director of maintenance and operations, the supervisor of transportation, the supervisor of instructional support center/print shop, and the coordinator of food services. The CBO has overall responsibility for the district's business and operations functions, including facility planning and construction.

The CBO serves on the boards of the district's workers compensation and property and liability joint powers authorities and is a member of the district team that negotiates with its classified employees' bargaining unit but not part of the team that negotiates with the certificated employees' bargaining unit. It is common practice in many school districts to have the CBO serve as a resource to the chief negotiators on both the certificated and classified negotiating teams. This also increases the CBO's credibility with labor with regard to the district's financial position.

The administrative secretary to the CBO has been in this position for six years and performs a variety of tasks integral to the department's function. These include, but are not limited to, the following:

- Collecting developer fees.
- Processing use of facilities requests.
- Filing theft and vandalism reports.
- Processing American Institute of Architects (AIA) payments (also known as progress billing payments).
- Completing change order requests.
- Processing notices to proceed and notices of completion on public works projects.
- Processing the leases for photocopier machines and for temporary classrooms.
- Preparing correspondence for the CBO.
- Interacting with the property and liability joint powers authority on claims.
- Processing public records requests.
- Preparing agenda items for board meetings and for the general obligation bond community oversight committee.

The administrative secretary processes use of facilities request for community use of buildings manually. The district uses School Dude, an automated work order system, to process its work order requests, and School Dude also has a use of facilities component that enables users to automate use of facilities requests. It would benefit the department to use this automated system.

If the district does not already have the use of facilities component in its version of School Dude, it would be beneficial to consider adding it for the Business Department's use.

The director of fiscal services has been in the current position for nine years, and previously worked in management-level positions in a variety of school districts in the Central Valley. The director is responsible for budget development and monitoring, preparing state-mandated reports, and overseeing payroll, purchasing, accounts receivable, accounts payable and miscellaneous accounting functions of the business office. This employee also serves as the district's de facto director of child nutrition.

The span of control for the director of fiscal services is too broad in function; the number of employees supervised may not be excessive, but the number of functions overseen is unmanageable. The district needs to consider creating a mid-level management position that reports to the director of fiscal services and supervises and evaluates some line staff. This position could also assume responsibility for position control, budget checking, journal entries, budget transfers, and other miscellaneous accounting transactions. Creating such a position would relieve the director of excessive responsibilities in these areas, and it would provide a promotional position and opportunity for line staff.

The director of fiscal services acts as the de facto director of child nutrition. This runs counter to basic theories of organizational structure because the district already has a coordinator of food services who reports directly to the assistant superintendent of business. The scalar principle dictates that subordinates at every level follow the chain of command and only communicate through their immediate supervisor. Because the coordinator of food services does not report to the director of fiscal services, the current reporting structure is at odds with this principle. The district needs to reexamine the reporting structure for managers in the child nutrition department and bring them into functional alignment.

The financial technician in charge of payroll has been with the district for three years and had not worked in a school district prior to this. This employee is responsible for all of the district's payroll functions for its 241 certificated and 228 classified employees, including meeting with every newly hired employee and establishing their pay screens on the financial system. No other business office staff are cross-trained on payroll.

In FCMAT's experience, payroll should be staffed with two payroll positions for every 500 employees. It would benefit the district to create an additional financial technician position for payroll. The district could divide the workload between the two financial technicians by employees' last names alphabetically, or by giving one technician classified employees and the other certificated employees. Each of the financial technicians for payroll should be cross-trained in the other's duties.

The financial technician for payroll tracks all positions manually on a Microsoft Excel spreadsheet based on placement information received on the district's position control form 5108. The technician balances the position control data with payroll monthly. The district does not track extra time, overtime or coaching stipends in position control but is preparing to do so.

The Fresno County Office of Education's Everest financial system has a position control component that the district is not fully using. Keeping spreadsheets up to date is time-consuming and greatly increases the risk of human error. In addition, these documents are not integrated with the payroll or budget system, resulting in the need to keep multiple documents up to date, which can be difficult.

Having budget, payroll and personnel services staff use a single position control system would eliminate duplication of work and make budget development and monitoring more effective and accurate. Sufficient training in and use of the Everest position control module would also eliminate the need for spreadsheets and make information available more quickly.

The financial clerk in charge of accounts payable has been with the district for one year. This employee is responsible for processing invoices, paying vendors, preparing sales tax reports, and performing year-end accounting functions such as processing 1099s. Because this employee is new to the district, it is important that they have ongoing access to professional development to increase skills.

The financial technician responsible for health and welfare insurance for district employees has been in this position for three years and has been with the district for four and one half years, having previously served as the district's financial clerk for accounts payable. This employee is responsible for all aspects of administering the district's 33 health and welfare benefit plans.

The district allows each employee group — certificated, classified and management/confidential — access to 11 medical plans including preferred provider organizations, health maintenance organizations, and high-deductible plans. FCMAT's review revealed that there are five or fewer certificated employees on five plans, five or fewer classified employees on seven plans, and five or fewer management/confidential employees on eight plans. There were also two plans with no classified employees on the plan, and three plans with no management/confidential employees on the plan. Administering several health and welfare benefit plans such that some have only a few employees enrolled is not a cost-effective use of business office staff. It would benefit the district to establish a minimum number of management/confidential employees a plan must have enrolled, and negotiate with the respective bargaining units for similar minimums for its classified and certificated employees.

The financial technician in charge of purchasing has been with the district for 29 years. The district processes purchase requisitions manually, including through approval, and then the financial technician creates purchase orders using the Everest financial system.

The district has not implemented any formal purchasing policies or guidelines, and staff indicated they did not know whether there was any district requirement to obtain quotes for purchases costing less than the minimum at which competitive bidding is required. The district needs to prepare and distribute a purchasing handbook to all staff responsible for any aspect of purchasing. It is best practice to ensure that such a handbook explains in detail the district's guidelines for purchasing and the consequences for employees who circumvent the process.

The financial technician tracks purchase orders in a three-ring binder, and because the approval process is manual it is not integrated with the financial system. It would benefit the district to use the online purchasing module, which is available in the Everest financial system. This would make the purchasing process more visible, more efficient and more accountable, with an integrated authorization process that includes specific approval paths for each purchase order.

The employee in the supervisor of instructional support center/print shop position has been with the district for 14 years and in this position for the last 15 months. This employee is responsible for the district's central warehouse and print shop. For school supplies, the district relies heavily on three vendors: Amazon, School Specialty and Office Depot. Although supplies may be ordered online, all supply orders are received and recorded at the warehouse before being distributed to the schools.

To reduce costs and improve efficiency, many school districts in California have implemented just-in-time inventory systems, which are available through some vendors. The requestor enters orders online, and items are shipped the next day directly to the requestor's site. This eliminates the need to ship most classroom and office supply orders to the warehouse, and the need for warehouse staff to process and deliver classroom and office supply orders to sites. It also reduces inventory-carrying costs, and sites receive their requested supplies much faster. It would benefit the district to consider using just-in-time supply and delivery. The warehouse would still need to stock paper and custodial supplies because these items often can be obtained at far better prices when purchased in bulk.

Most print jobs are received in the print shop via written work order. A teacher or staff member fills out an order form specifying the number of copies and finishing options, such as staple or three-hole punch, and the form goes in the interoffice mail, which sometimes results in delays. It would benefit the district to automate print job requests by enabling schools and departments to place and track the progress of their printing orders online. In addition, providing the print shop work order protocols online would help the sites and departments to properly fill out work orders and avoid delays.

Recommendations

The district should:

1. Ensure that the CBO is at the negotiating table and serves as a resource to the chief negotiators on both the certificated and classified negotiating teams.
2. Implement the School Dude use of facilities component to automate use of facilities requests.
3. Create a mid-level management position that reports to the director of fiscal services and supervises and evaluates some of the department's line staff. This position should also assume the responsibility for position control, budget checking, journal entries, budget transfers, and other miscellaneous accounting transactions.
4. Reexamine the reporting structure for managers in the child nutrition department and bring them into alignment with the chain of command.
5. Create an additional financial technician for payroll, and ensure that the two financial technicians for payroll are each cross-trained in the other's duties.
6. Establish a minimum number of management/confidential employees that must be enrolled for a medical plan to be offered, and negotiate similar minimums with the bargaining units for classified and certificated employees.
7. Work with the Fresno County Office of Education to fully implement the integrated position control module of the Everest financial system.
8. Implement electronic purchasing available on the Everest financial system.
9. Prepare and distribute a purchasing handbook to all staff responsible for any aspect of purchasing.

10. Implement just-in-time inventory for school supplies rather than using the central warehouse for these items. Continue to stock paper and custodial supplies in the central warehouse.
11. Investigate the feasibility of having schools and departments initiate work orders for print jobs online, and provide each school and department with the print shop's work order protocols.

Human Resources Department

The district's Human Resources Department includes an assistant superintendent and three full-time clerical support staff: a certificated personnel specialist II, a classified/pupil personnel specialist I, and a secretary II. The department is located immediately inside the main entrance of the district office.

Employees in the Human Resources Department work cooperatively and help each other when needed, performing a multitude of tasks and assignments. The department's employees are highly capable, are cross-trained in the basics of each other's tasks and duties, and fill in when necessary.

Clerical staff in the department and throughout the district spend a significant amount of time filing paperwork and keeping files current. Having this paperwork in electronic format would free clerical staff to handle more pressing tasks. Many districts hire outside providers to scan documents into electronic format and realize increased efficiencies as a result.

The department performs standard personnel-related tasks as well as a number of other tasks. For example, the secretary II also acts as a receptionist, greeting visitors and answering phone calls, coordinates field trips, processes workers' compensation claims and staff conference requests, and is responsible for staff absence tracking. It would benefit the district and the department to add a receptionist position to the department and have this employee perform some duties such as processing field trips, mail and conference requests in addition to answering phones and acting as the first point of contact in the district office,

The district is growing, and as a result the hiring processes for both classified and certificated personnel takes up more of the department's time each year. Much of what is done in human resources is confidential, including much paperwork and many telephone and face-to-face conversations with current and prospective employees. The department's location near the front entrance of the district office is not conducive to the confidentiality needed for these functions.

The department processes all requests for intradistrict and interdistrict transfers. Typically, most requests for transfer are for academic purposes, so it would be more appropriate for the district's educational services employees to handle these requests. This would allow Human Resources Department staff to spend more time on personnel matters and practices.

The Human Resources Department needs to continue its commitment to professional development for its employees. Increasing the knowledge and skill of existing employees will result in the department's staff being better prepared to confront challenges in the future.

Recommendations

The district should:

1. Continue to ensure that existing and new clerical support staff are provided with ongoing training so they may support the district's and the department's mission and expected outcomes.
2. Evaluate the feasibility of changing the Human Resources Department's location in the district office to one that allows privacy for confidential documents and communications. Until such a change is made, seek to create areas in the existing space that allow for confidentiality.

3. Consider hiring an outside vendor to scan and file documents electronically so they are accessible via computers.
4. Add a receptionist to the district office staff and reconfigure the duties of the Human Resources Department secretary to include standard human resources department functions. The receptionist would be responsible for answering phones and acting as the first point of contact in the district office, and could assume responsibility for processing field trips, mail and conference requests.
5. Move responsibility for handling interdistrict and intradistrict transfer requests from the Human Resources Department to the Educational Services Department.

Kerman High School Secretarial Staffing

The clerical staff of Kerman High School consists of an office manager/senior secretary, a registrar, an attendance clerk, an associated student body clerk, and a counseling secretary. Job descriptions for each of the positions are in place and up to date. The main high school office area will be relocated to a new two-story building when construction is completed.

Kerman High School serves a large number of limited English speaking parents and community members. Currently three of the five clerical staff are fully bilingual. During peak hours of need it is difficult to effectively communicate and assist all parents and community members who need bilingual support. This difficulty increases when a staff member is away from a work station or is not available due to other tasks.

The high school clerical staff are experienced and serve the school's staff, parents, community members and 1,375 students. Because several staff members are cross-trained, they can help others in the office and cover for them when needed. However, with the exception of an additional 0.25 full-time equivalent (FTE) position last school year, the clerical staff is the same size as it was when the school had 500 students. The school's enrollment is expected to continue to increase for the foreseeable future.

The locations of work stations, desk and counter space that the clerical staff use do not allow for a smooth traffic flow for students, parents, and staff. Privacy of information, documents and computer screens are not sufficient or standard for each secretary's work area. This limits the clerical staff's ability to be as effective and efficient as possible.

The clerical staff have expertise and experience with the day-to-day traffic flow in the offices, potential blind spots, and alignment of workstations. This knowledge can be invaluable in helping create a more efficient and useful layout in the new building being constructed.

The Counseling Department is a significant distance from the high school's main office. As a result, it is difficult for one clerical employee in counseling to have coverage when they are away from their desk. Additional clerical support is needed in counseling to rectify this situation; it is important to have clerical coverage in the counseling department whenever students are on campus.

There is no clerical assistance for athletics, and only 0.25 FTE clerical assistance for the Regional Occupational Program (ROP), which is provided by an employee who also has many other duties. It would be more efficient to have one position that provides clerical support for both athletics and ROP, with ROP funding paying for the ROP portion of the position.

Clerical staff enter most student registration information by hand, which is time-consuming and unnecessary; the Aeries student database system that the district uses has a scheduling module that can be added to allow high school students to select their classes for the following year online.

Recommendations

The district should:

1. Make every effort to ensure that any new clerical staff hired are bilingual. This will improve the school's ability to communicate with a large number of parents and community members who come to campus or call and have limited English skills.

2. Seek input from all high school clerical staff before deciding on the final design and layout of office and counseling center spaces in the new building being constructed.
3. Once the new building is constructed, convert the existing counseling area to a classroom.
4. Create a full-time position that provides clerical assistance in athletics and for ROP, and charge .25 FTE of the position to ROP
5. Assign a clerical position to work in the counseling department as needed to ensure continuous coverage.
6. Implement and use the online registration and scheduling module available for Aeries.

Clerical Staffing Comparison

FCMAT used school districts and high schools of similar size to Kerman Unified for the below comparison, as well as specific districts identified by the administration. It is difficult to compare clerical staffing and assignments among different high schools and school districts because individual circumstances, position titles and classifications and other factors can vary significantly from one district to another. For the purposes of this study, comparisons were based on the number of positions per unit of average daily attendance (ADA); using this as a standard criterion allows for a practical and reasonable comparison of similar-sized school districts and high schools.

Comparison of Similar-Sized High Schools

School	Enrollment	Number of Clerical Positions	ADA per Clerical Position
Sonoma Valley HS	1296	3.00	432.00
Banning HS	1111	3.00	370.33
Benicia HS	1664	5.00	332.80
Kerman HS	1395	5.00	279.00
Oak Park HS	1542	6.00	257.00
Santa Paula HS	1588	6.50	244.30
Paradise HS	1083	5.00	216.60
Alameda HS	1718	8.50	202.11
Orosi HS	1045	5.50	190.00
Coalinga HS	1183	6.63	178.43
San Lorenzo Valley HS	702	4.25	165.17
Atascadero HS	1331	8.75	152.11
Tehachapi HS	1272	9.00	141.33
Fillmore HS	962	6.94	138.61
Burroughs HS	1403	10.14	138.36
Amador HS	645	6.50	99.23
La Cañada HS	2075	10.41	219.80
Average			218.87

(Source: DataQuest 2015-16 and Ed-Data 2015-16)

Based on the comparative data above, Kerman High School should currently have 6,373 FTE clerical staff (current enrollment of 1,395 divided by the average of 218.87 ADA per clerical position at surveyed schools). This does not take into account future expected student enrollment increases.

Comparison of Similar-Sized School Districts

District	Enrollment	Number of Clerical Positions	ADA per Clerical Position
San Lorenzo Valley USD	4613	21.29	216.67
Oak Park USD	4693	25.50	184.03
Cutler-Orosi USD	4083	23.91	170.76
Kerman USD	5034	33.50	150.26
Benicia USD	4924	33.00	149.21
La Canada USD	4058	27.77	146.12
Sonoma Valley USD	4635	33.03	140.32
Tehachapi USD	4272	31.00	137.80
Atascadero USD	4722	35.06	134.68
Santa Paula USD	5459	41.25	132.33
Banning USD	4599	35.81	128.42
Paradise USD	4265	37.03	115.17
Coalinga-Huron USD	4367	36.63	119.21
Fillmore USD	3774	34.85	108.32
Sierra Sands USD	4944	50.28	98.32
Amador USD	3624	37.07	97.76
Del Norte USD	3502	39.19	83.35
Average			136.04

(Source: DataQuest 2015-16 and Ed-Data 2015-16)

Kerman Unified School District has a higher ADA per clerical FTE position than the average of the 17 comparison school districts. The district could add 1.0 FTE at the district office and 1.5 FTE at the high school and still have a clerical staffing level lower than many of the comparable districts.

Comparable Districts Requested by Kerman USD

District	Enrollment	Number of Clerical Positions	ADA per Clerical Position
Central USD	15,717	160.71	97.79
Kings Canyon USD	9,717	82.45	117.85
Madera USD	20,530	174.19	117.84
Oakdale USD	5,300	42.38	125.05
Sanger USD	11,438	95.50	119.76
Selma USD	6,541	53.79	121.60
Kerman USD	5,034	33.50	150.26
Average			115.56

(Source: DataQuest 2015-16 and Ed-Data 2015-16)

Comparable High Schools Requested by Kerman USD

High School	Enrollment	Number of Clerical Positions	ADA per Clerical Position
Central	4,142	12.00	345.16
Reedley	1,737	9.59	181.12
Madera	2,138	17.51	122.10
Oakdale	1,605	9.00	178.33
Sanger	2,852	12.75	223.68
Selma	1,784	7.44	239.78
Kerman	1,395	5.00	279.00
Average			211.41

(Source: DataQuest 2015-16 and Ed-Data 2015-16)

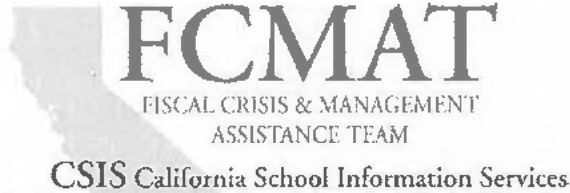
Recommendations

The district should:

1. Add 1.0 FTE clerical staff at Kerman High School based on the comparison of similar high schools.
2. Add 0.5 FTE of clerical staff charged to ROP to assist with ROP functions, allow for better alignment and adjustment of assignments, tasks and coverage, and better meet the needs resulting from increased enrollment.

Appendix

Study Agreement



**FISCAL CRISIS & MANAGEMENT ASSISTANCE TEAM
STUDY AGREEMENT
August 26, 2016**

The Fiscal Crisis and Management Assistance Team (FCMAT), hereinafter referred to as the team, and the Kerman Unified School District, hereinafter referred to as the district, mutually agree as follows:

1. BASIS OF AGREEMENT

The team provides a variety of services to local education agencies (LEAs). The district has requested that the team assign professionals to study specific aspects of the district's operations. These professionals may include staff of the team, county offices of education, the California State Department of Education, school districts, or private contractors. All work shall be performed in accordance with the terms and conditions of this agreement.

In keeping with the provisions of Assembly Bill 1200, the county superintendent will be notified of this agreement between the district and FCMAT and will receive a copy of the final report. The final report will also be published on the FCMAT website.

2. SCOPE OF THE WORK

A. Scope and Objectives of the Study

The scope and objectives of this study are to:

1. Conduct an organizational and staffing review of the following district departments and provide recommendations for staffing improvements or reductions, if any.
 - a. Fiscal Services
 - b. Human Resources
2. Evaluate the current workflow and distribution of functions in and between each of the above departments and provide recommendations for improved efficiency, if any.

3. Provide comparative staffing data for the high school secretarial staff from three high schools of similar size and structure and provide recommendations for staffing improvements or reductions, if any. FCMAT will make every effort to incorporate comparable high schools located in the same geographical region; however, FCMAT may need to extend the borders of the search area for comparable high schools based on factors outside of its control such as lack of cooperation from targeted comparable high schools, etc.

B. Services and Products to be Provided

1. Orientation Meeting - The team will conduct an orientation session at the district to brief district management and supervisory personnel on the team's procedures and the purpose and schedule of the study.
2. On-site Review - The team will conduct an on-site review at the district office and at school sites if necessary.
3. Exit Meeting - The team will hold an exit meeting at the conclusion of the on-site review to inform the district of significant findings and recommendations to that point.
4. Exit Letter – Approximately 10 days after the exit meeting, the team will issue an exit letter briefly memorializing the topics discussed in the exit meeting.
5. Draft Report - Electronic copies of a preliminary draft report will be delivered to the district's administration for review and comment.
6. Final Report - Electronic copies of the final report will be delivered to the district's administration and to the county superintendent following completion of the review. Printed copies are available from FCMAT upon request.
7. Follow-Up Support – If requested by the district within six to 12 months after completion of the study, FCMAT will return to the district at no cost to assess the district's progress in implementing the recommendations included in the report. Progress in implementing the recommendations will be documented to the district in a FCMAT management letter. FCMAT will work with the district on a mutually convenient time to return for follow-up support that is no sooner than eight months and no later than 18 months after completion of the study.

PROJECT PERSONNEL

The study team will be supervised by Michael H. Fine, Chief Administrative Officer, Fiscal Crisis and Management Assistance Team, Kern County Superintendent of Schools Office. The study team may also include:

A. To be determined

FCMAT Staff

B. To be determined

FCMAT Consultant

4. PROJECT COSTS

The cost for studies requested pursuant to Education Code (EC) 42127.8(d)(1) shall be as follow

- A. \$500 per day for each staff member while on site, conducting fieldwork at other locations, presenting reports and participating in meetings. The cost of independent FCMAT consultants will be billed at their actual daily rate for all work performed.
- B. All out-of-pocket expenses, including travel, meals and lodging.
- C. The district will be invoiced at actual costs, with 50% of the estimated cost due following the completion of the on-site review and the remaining amount due upon the district's acceptance of the final report.

Based on the elements noted in section 2A, the total not-to-exceed cost of the study will be \$12,200.

- D. Any change to the scope will affect the estimate of total cost.

Payments for FCMAT's services are payable to Kern County Superintendent of Schools - Administrative Agent.

5. RESPONSIBILITIES OF THE DISTRICT

- A. The district will provide office and conference room space during on-site reviews.
- B. The district will provide the following if requested:
 - 1. Policies, regulations and prior reports that address the study scope.
 - 2. Current or proposed organizational charts.
 - 3. Current and two prior years' audit reports.
 - 4. Any documents requested on a supplemental list. Documents requested on the supplemental list should be provided to FCMAT only in electronic format; if only hard copies are available, they should be scanned by the district and sent to FCMAT in electronic format.
 - 5. Documents should be provided in advance of fieldwork; any delay in the receipt of the requested documents may affect the start date and/or completion date of the project. Upon approval of the signed study agreement, access will be provided to FCMAT's online SharePoint document repository, where the district will upload all requested documents.

- C. The district's administration will review a preliminary draft copy of the report resulting from the study. Any comments regarding the accuracy of the data presented in the report or the practicability of the recommendations will be reviewed with the team prior to completion of the final report.

Pursuant to EC 45125.1(c), representatives of FCMAT will have limited contact with pupils. The district shall take appropriate steps to comply with EC 45125.1(c).

6. PROJECT SCHEDULE

The following schedule outlines the planned completion dates for different phases of the study and will be established upon the receipt of a signed study agreement:

Orientation:	to be determined
Staff Interviews:	to be determined
Exit Meeting:	to be determined
Draft Report Submitted:	to be determined
Final Report Submitted:	to be determined
Board Presentation:	to be determined, if requested
Follow-Up Support:	if requested

7. COMMENCEMENT, TERMINATION AND COMPLETION OF WORK

FCMAT will begin work as soon as it has assembled an available and appropriate study team consisting of FCMAT staff and independent consultants, taking into consideration other jobs FCMAT has previously undertaken and assignments from the state. The team will work expeditiously to complete its work and deliver its report, subject to the cooperation of the district and any other parties from which, in the team's judgment, it must obtain information. Once the team has completed its fieldwork, it will proceed to prepare a preliminary draft report and a final report. Prior to completion of fieldwork, the district may terminate its request for service and will be responsible for all costs incurred by FCMAT to the date of termination under Section 4 (Project Costs). If the district does not provide written notice of termination prior to completion of fieldwork, the team will complete its work and deliver its report and the district will be responsible for the full costs. The district understands and agrees that FCMAT is a state agency and all FCMAT reports are published on the FCMAT website and made available to interested parties in state government. In the absence of extraordinary circumstances, FCMAT will not withhold preparation, publication and distribution of a report once fieldwork has been completed, and the district shall not request that it do so.

8. **INDEPENDENT CONTRACTOR**

FCMAT is an independent contractor and is not an employee or engaged in any manner with the district. The manner in which FCMAT's services are rendered shall be within its sole control and discretion. FCMAT representatives are not authorized to speak for, represent, or obligate the district in any manner without prior express written authorization from an officer of the district.

9. **INSURANCE**


During the term of this agreement, FCMAT shall maintain liability insurance of not less than \$1 million unless otherwise agreed upon in writing by the district, automobile liability insurance in the amount required under California state law, and workers compensation as required under California state law. FCMAT shall provide certificates of insurance, with Kerman Unified School District named as additional insured, indicating applicable insurance coverages upon request.

10. **HOLD HARMLESS**

FCMAT shall hold the district, its board, officers, agents and employees harmless from all suits, claims and liabilities resulting from negligent acts or omissions of its board, officers, agents and employees undertaken under this agreement. Conversely, the district shall hold FCMAT, its board, officers, agents and employees harmless from all suits, claims and liabilities resulting from negligent acts or omissions of its board, officers, agents and employees undertaken under this agreement.

11. **CONTACT PERSON**

Name: Kraig Magnussen, Chief Business Official
 Telephone: (559) 843-9001 x4
 E-mail: kraig.magnussen@kermanusd.com



 Kraig Magnussen, Chief Business Official
 Kerman Unified School District

9/15/14

 Date



 Michael H. Fine,
 Chief Administrative Officer
 Fiscal Crisis and Management Assistance Team

August 26, 2016

_____ Date

