



Performance Evaluation of the West Contra Costa Unified School District



Submitted by:



Final Report

April 4, 2007

PERFORMANCE EVALUATION OF THE WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT

Final Report

Presented to:

West Contra Costa Unified School District

Submitted by:



**2123 Centre Pointe Boulevard
Tallahassee, Florida 32308**

April 4, 2007

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

In October 2006, the West Contra Costa Unified School District (WCCUSD) contracted with MGT of America, Inc., to conduct a Performance Evaluation of the school district. The review focused on the financial, organizational, and operational effectiveness of WCCUSD.

Overview of West Contra Costa Unified School District

WCCUSD is responsible for educating 30,770 students and employing 1,746 teachers in Contra Costa County, California. The district covers 110 square miles and serves the cities of Richmond, Hercules, Pinole, El Cerrito, and San Pablo and the unincorporated areas of Contra Costa County, including El Sobrante, Kensington, Montalvin, North Richmond, and Tara Hills.

The total general fund operating budget is \$291,130,664 consisting of \$166,674,298 of expenditures from unrestricted general fund and \$124,456,368 from restricted general fund. In addition, there are \$24,506,066 budgeted for expenditure from “special revenue funds” and \$18,114,912 from “other funds.”

Methodology

The methodology MGT used to prepare for and conduct the WCCUSD Performance Evaluation is described in this section. Throughout our practice we have discovered that to be successful, a performance evaluation of a school district must:

- Be based upon a very detailed work plan and time schedule.
- Specifically take into account the unique student body and environment within which the school district operates.
- Obtain input from board members, administrators, staff, and the community.
- Identify the existence, appropriateness, and use of specific educational objectives.
- Contain comparisons to other similar school districts to provide a reference point.
- Follow a common set of guidelines tailored specifically to the district being reviewed.
- Include analyses of the efficiency of work practices.
- Identify the level and effectiveness of externally imposed work tasks and procedures.

- Identify both exemplary programs and practices as well as needed improvements.
- Document all findings.
- Present straightforward and practical recommendations for improvements.

With this in mind, our methodology primarily involved a focused use of MGT's audit guidelines following the analysis of both existing data and new information obtained through various means of employee input. Each of the strategies we used is described below.

Review of Existing Records and Data Sources

During the period between project initiation and beginning our on-site review, we simultaneously conducted many activities. Among these activities were the identification and collection of existing reports and data sources that provided us with recent information related to the various administrative functions and operations we would review in West Contra Costa Unified School District.

More than 100 documents were requested from WCCUSD. Examples of materials MGT requested included, but were not limited, to the following:

- School board policies and administrative procedures.
- Organizational charts.
- Program and compliance reports.
- Annual performance reports.
- Independent financial audits.
- Annual budget and expenditure reports.
- Job descriptions.
- Salary schedules.
- Personnel handbooks.

Data were analyzed from each of these sources and the information was used as a starting point for collecting additional data during our on-site visit.

Diagnostic Review

A diagnostic review of West Contra Costa Unified School District was conducted on November 2-3, 2006. MGT consultants interviewed central office administrators, school board members, and county personnel concerning the management and operations of West Contra Costa Unified School District.

Employee Surveys

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, three on-line surveys were prepared and disseminated in November 2006. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their views about the management and operations of West Contra Costa Unified School District. These

surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals/assistant principals, and teachers vary.

WCCUSD staff was given from November 13, 2006 through December 8, 2006 to respond. The WCCUSD response rates for the three surveys were as follows: ninety-six (96) percent of central office administrators returned a survey, as did 77 percent of principals and assistant principals, and 21 percent of teachers. MGT compared all survey responses among the three employee groups. MGT will also provide in the final report a comparison of all WCCUSD administrators and teachers to those in the more than 40 districts where we have conducted similar surveys.

The survey results are contained in Appendix A. Specific survey items pertinent to findings in the functional areas MGT reviewed are presented within each chapter.

Conducting the Formal On-Site Review

A team of 10 consultants conducted the formal on-site review of West Contra Costa Unified School District during the week of December 4, 2006. As part of our on-site review, we examined the following WCCUSD systems and operations:

- District Organization and Management
- Personnel and Human Resources Management
- Financial Management
- Cost of Education Service Delivery and Management
- Purchasing, Warehousing, and Fixed Assets
- Facilities Use and Management
- Vehicle Requisition and Management
- Food Service Management

Prior to the on-site review, each team member was provided with an extensive set of information about WCCUSD operations. During the on-site work, team members conducted detailed reviews of the structure and operations of West Contra Costa Unified School District in their assigned functional areas. The team made 26 school site visits.

Our systematic assessment of West Contra Costa Unified School District included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of West Contra Costa Unified School District, and the input of administrators in the school district. Our on-site review included meetings with appropriate central office and school-level staff as well as the State Administrator, and reviews of documentation provided by these individuals.

Comparisons to Other School Districts

To effectively facilitate ongoing, systemic improvement and to overcome the continual challenges of a changing environmental and fiscal landscape, a school district must have a clear understanding of the status of its internal systems and processes. One way to achieve this understanding is to compare the operations of one school district to

others with similar characteristics. MGT has found that such comparisons with other school districts yield valuable insights and often form a basis for determining efficient and effective practices for a school district interested in making improvements. For these comparisons to be meaningful, however, the comparison school districts must be chosen carefully. Ideally, a school district should be compared with others that are not only similar in size and demographics, but also similar in operations and funding.

WCCUSD and MGT selected the peer school districts for the review. The California public school districts chosen for comparison were:

- Fremont Unified School District.
- Clovis Unified School District.
- Mt. Diablo Unified School District.
- San Jose Unified School District.
- Pomona Unified School District.
- Moreno Valley Unified School District.

The comparisons included the following noteworthy data:

- WCCUSD has a large number of schools relative to its student population. Average enrollment per school at WCCUSD is substantially below the other six districts.
- WCCUSD has a higher percentage of its students as English Language Learners (30.8 percent) than all but one of the comparison districts.

Overview of Final Report

MGT's final report is organized into 9 chapters. Chapters 2 through 8 present the results of the School District Performance Evaluation of West Contra Costa Unified School District. Findings, commendations, and recommendations are presented for each of the operational areas of the school district which we were required to review. In each chapter, we analyze each function within the school district based on the current organizational structure. The following data on each component are included:

- Description of the current situation in West Contra Costa Unified School District.
- A summary of our study findings:
 - Findings from report and data sources which we obtained.
 - A summary of our on-site findings.
- MGT's commendations and recommendations for each finding.
- Implementation strategies and a completion timeline for each recommendation.

- A five-year fiscal impact for recommended costs or cost savings which are stated in 2007-08 dollars.

Commendations

Detailed findings for each commendation for exemplary practices are found in the full report in Chapters 2 through 8. Among the major commendations for which WCCUSD is recognized are:

- WCCUSD is commended for approaching the Legislature with a proposal to dedicate the district's annual \$1.4 million debt service payment to additional instructional improvements at its lower-performing schools (Assembly Bill 1601, introduced by Assembly Member Loni Hancock) **(Chapter 3)**.
- WCCUSD is commended for meeting county and state budget requirements, maintaining healthy general fund reserves, and providing the Board of Trustees with five-year projections of revenues and expenditures **(Chapter 3)**.
- WCCUSD is commended for beginning implementation of a comprehensive training program and a change management plan for deploying the web-based version of SunGard Bi-Tech, in order to assure that the new applications in the budget-tracking process achieve maximum cost-savings and operational efficiencies for the district **(Chapter 3)**.
- The WCCUSD is commended for employing a centralized purchasing structure **(Chapter 4)**.
- The WCCUSD General Services staff is commended for assisting in other areas as needed to handle peak workloads **(Chapter 4)**.
- The WCCUSD is commended for moving the print shop into the central stores warehouse to minimize supply delivery time and costs **(Chapter 4)**.
- West Contra Costa Unified School District is commended for hiring an experienced and qualified leader to head the Human Resources Division **(Chapter 5)**.
- The West Contra Costa Unified School District is commended for the alternative certification programs they sponsored for intern teachers and paraprofessionals to become credentialed teachers **(Chapter 5)**.
- West Contra Costa Unified School District is commended for its "induction program" with the services it is providing to beginning teachers **(Chapter 5)**.
- WCCUSD is commended for utilizing a comprehensive auditing process in the administration of its bond program **(Chapter 6)**.

- WCCUSD is commended for developing accurate enrollment projections **(Chapter 6)**.
- WCCUSD is commended for improving its construction change order rate to within acceptable levels **(Chapter 6)**.
- WCCUSD is commended for the provision of an exemplary adult education program **(Chapter 7)**.
- WCCUSD is commended for efficiently implementing the academic improvement program with 21st Century Community Learning Centers federal funding **(Chapter 7)**.
- The school district was awarded the 2006 Sunshine Award by the USDA **(Chapter 8)**.
- WCCUSD does not use deep fryers in the preparation of student meals **(Chapter 8)**.
- The Food Services Department actively uses strategic plans to achieve objectives through action plans and updates to the Director of Food Services **(Chapter 8)**.
- The district has established a student garden at Verde Elementary School, with the ultimate goal of providing vegetables for the cafeteria **(Chapter 8)**.

Major Findings and Recommendations

While this executive summary highlights key issues for the West Contra Costa Unified School District, detailed recommendations for improving operations are found throughout the main body of the full report. Key recommendations include the following:

- Review and consider adopting a governance model and policies that focus the Board of Education on the identification of specific goals for the district, prescribes executive limits, and defines the accountability system to be applied to guide the determination of success. **(Recommendation 2-1)**
- Revamp the Board of Education committee structure. **(Recommendation 2-2)**
- Reduce expenditures for contracted legal services and reassign contract negotiations/labor relations to the Human Resources Division. **(Recommendation 2-5)**
- Reorganize the executive organization of WCCUSD. **(Recommendation 2-6)**
- Develop and adopt an accountability based principal performance assessment and compensation system. **(Recommendation 2-7)**

- Reorganize the Cabinet structure converting it to a Superintendent's Leadership Forum including principals' participation and create a Superintendent's Executive Team. **(Recommendation 2-8)**
- Reorganize and place the technology, planning, accountability, and assessment functions within a Department of Planning, Accountability, and Technology. **(Recommendation 2-9)**
- Complete the development of the Strategic Plan initiative and assign coordination responsibilities to the proposed Department of Planning, Accountability, and Technology. **(Recommendation 2-10)**
- Develop and implement a formula driven staffing plan for school assistant principal and dean positions. **(Recommendation 2-11)**
- Reorganize the Safety and Security Office and assign to the proposed Deputy Superintendent for School Management Division. **(Recommendation 2-12)**
- Review and update the WCCUSD Emergency Standard Operating Procedures document and the WCCUSD Comprehensive School Safety Plan and ensure that all school-level plans are updated and consistent with the district plan. **(Recommendation 2-13)**
- Create a safety and security review checklist based on an updated WCCUSD Comprehensive School Safety Plan and conduct a minimum of one scheduled and one unscheduled walk-through inspection of each school annually. **(Recommendation 2-14)**
- Institute a comprehensive program, including fiscal incentives at the school-site level, to raise attendance as a percentage of enrollment at all schools to at least 95 percent, thereby improving educational outcomes and increasing revenues from the State. **(Recommendation 3-1)**
- Approach IBM with a proposal for waiver of the remaining \$5 million of payments currently scheduled to be made by the district, stressing opportunities for corporate tax write-off and positive public relations for the company. **(Recommendation 3-2)**
- Create and implement a strategy for controlling and refinancing the district's unfunded liability for post-employment health benefits, in order to restore the district's capacity to provide future salary increases and future educational program investments. **(Recommendation 3-3)**
- Align the district's budget documents with the Board's strategic plan, make the budget an instrument for implementation of the plan, and revise budget documents to clearly communicate to staff, parents, and the community. **(Recommendation 3-4)**

- Explore additional cooperative purchasing arrangements with other school districts and government entities. **(Recommendation 4-1)**
- Eliminate one position in its purchasing department and then reevaluate the department staffing after the conversion to the new purchasing software system and procurement card system. **(Recommendation 4-2)**
- Set up a textbook purchasing committee to provide monitoring and standardization of school textbook ordering processes and projections. **(Recommendation 4-3)**
- Functionally combine the central stores and furniture warehouses. **(Recommendation 4-6)**
- Consider eliminating (selling) the primary furniture warehouse and all the surplus furnishings and combining the remaining furnishings on one floor of the central stores warehouse. **(Recommendation 4-7)**
- Consider outsourcing its vehicle maintenance to another public agency or to a private company and closing the vehicle maintenance yard. **(Recommendation 4-10)**
- Develop and implement a vehicle replacement program. **(Recommendation 4-11)**
- Reassign employee relations/negotiations functions to the Human Resources Division and hiring a senior personnel assistant. **(Recommendation 5-1)**
- Reassign the office of professional development and its coordinator to the Human Resources Division and hiring a secretary. **(Recommendation 5-2)**
- Hire a director to oversee certificated hiring and related employment issues. **(Recommendation 5-3)**
- Develop and implement a customer feedback system to assist the division and the district evaluate the nature and quality of its services and satisfaction level of its employees. **(Recommendation 5-4)**
- Develop and maintain a personnel procedures manual for personnel staff. **(Recommendation 5-5)**
- Review and update all job descriptions and develop a procedure for the review of descriptions on a three-year cycle. **(Recommendation 5-6)**
- Investigate on-line automated application systems. **(Recommendation 5-7)**
- Develop strategies and long range plans for future recruitment efforts. **(Recommendation 5-8)**

- Increase the substitute teacher pool, implement strategies for retaining teacher substitutes, and examine and develop ways to reduce the number of teacher absences. **(Recommendation 5-9)**
- Develop an orientation session for beginning substitutes. **Recommendation 5-10)**
- Develop an employee recognition program to reward employees for outstanding service. **(Recommendation 5-11)**
- Continue to examine beginning teacher salaries as well as other teacher salaries in comparison to those of comparable school districts and make adjustments as budget allows. **(Recommendation 5-12)**
- Develop procedures for a formal employee evaluation process and ensure that the process is monitored. **(Recommendation 5-13)**
- Develop a comprehensive district wide Staff Development Master Plan that limits the district's priorities with opportunities provided in staff development. **(Recommendation 5-14)**
- Hold teachers accountable who do not complete 18-hours of professional development each school year. **(Recommendation 5-15)**
- Reorganize the facilities use and management functions to clarify responsibilities and simplify lines of communication. **(Recommendation 6-1).**
- Consolidate schools to eliminate excess capacity. **(Recommendation 6-3)**
- Institute a formal value engineering process. **(Recommendation 6-4)**
- Staff the maintenance department at an appropriate level to maintain the capital investment of the district in the facilities. **(Recommendation 6-5)**
- Increase the number of custodians to a best practice staffing ratio. **(Recommendation 6-6)**
- Fund custodial cleaning supplies at a best practice level. **(Recommendation 6-7)**
- Implement an aggressive energy management program. **(Recommendation 6-8)**
- Review the educational specifications for all school types and ensure they include best practice safety and security design elements. **(Recommendation 6-9)**

- Reorganize the Department of Curriculum and Instruction. **(Recommendation 7-1)**
- Consolidate state and federally funded programs and create a proposed Department of Special Programs. **(Recommendation 7-2)**
- Expand consultative services from professional staff throughout the district and reduce the over-reliance on classroom support aides. **(Recommendation 7-3)**
- Create a Department of Student Support Services. **(Recommendation 7-4)**
- Shift Food Services staff to ensure that most, if not all, schools are at benchmark levels for meals per labor hour (MPLH). **(Recommendation 8-1)**
- Track MPLH to accurately compare the number of meals served to the number of labor hours. **(Recommendation 8-2)**
- Prepare and execute a succession plan for the Food Services Department. **(Recommendation 8-3)**
- Train and track training of all cafeteria staff in food safety, reheating, and sanitation procedures, regardless of whether they are employed at an elementary, middle, or high school. **(Recommendation 8-4)**
- Require that all WCCUSD schools have staggered lunches comprised of two or three lunch periods. **(Recommendation 8-6 B)**
- Remove from WCCUSD schools all vending machines that sell anything beyond water, drinks containing more than 50 percent juice with no added sweeteners, milk, sports drinks, or snacks that adhere to state guidelines. **(Recommendation 8-7 C)**
- Ensure that custodians thoroughly clean all meal service areas after meal service ends, and hold custodians accountable for their responsibilities. **(Recommendation 8-9)**
- Assist parents in completing free or reduced-price lunch applications during student registration. **(Recommendation 8-11 C)**
- Pursue the use of purchasing cooperatives and reduce the cost of food to 36 percent of total revenue. **(Recommendation 8-12)**
- Implement the automated point-of-sale system, including the reporting capabilities, throughout the school district. **(Recommendation 8-15)**
- Develop and implement strategies to improve student participation rates. **(Recommendation 8-17)**

Fiscal Impact

We conclude this executive summary with a summary of the fiscal impact of our study recommendations. (This summary of fiscal impact is also included in Chapter 9 in the final report).

Based on the analyses of data obtained from interviews, surveys, community input, state and district documents, and first-hand observations in West Contra Costa Unified School District (WCCUSD), the MGT team developed 21 commendations and 80 recommendations in this report. Thirty (30) recommendations have fiscal implications.

As shown below in **Exhibit 2**, full implementation of the recommendations in this report would generate a gross savings of over \$100 million over five years, with a net cost of approximately \$26.6 million to equal a net savings of \$73,802,248 over five years. It is important to note that many of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2006-07 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 2 shows the total costs and savings for all recommendations.

**EXHIBIT 2
SUMMARY OF ANNUAL SAVINGS AND COSTS**

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
	2007-08	2008-09	2009-10	2010-11	2011-12	
TOTAL SAVINGS	\$11,736,790	\$18,662,597	\$21,504,597	\$23,386,597	\$25,198,597	\$100,489,178
TOTAL (COSTS)	(\$4,584,346)	(\$4,523,866)	(\$5,191,386)	(\$5,858,906)	(\$6,526,426)	(\$26,684,930)
TOTAL NET SAVINGS (COSTS)	\$7,152,444	\$14,138,731	\$16,313,211	\$17,527,691	\$18,672,171	\$73,804,248
ONE-TIME SAVINGS (COSTS)						(\$2,000)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$73,802,248

1.0 INTRODUCTION

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In October 2006, the West Contra Costa Unified School District (WCCUSD) contracted with MGT of America, Inc., to conduct a Performance Evaluation of the school district. The review focused on the financial, organizational, and operational effectiveness of WCCUSD. **Exhibit 1-1** shows an overview of MGT's work plan and **Exhibit 1-2** provides the timeline for the project activities.

1.1 Overview of West Contra Costa Unified School District

Incorporated in 1850 as one of the original 27 counties of the State of California, Contra Costa County is located in the San Francisco-Oakland Bay Area of California. According to the county Web site, Contra Costa County is within the top ten most populous counties in California with its population reaching approximately 930,000 as of January 2000.

WCCUSD is responsible for educating 30,770 students employing 1,746 teachers in Contra Costa County. The district covers 110 square miles and serves the cities of Richmond, Hercules, Pinole, El Cerrito, and San Pablo and the unincorporated areas of Contra Costa County, including El Sobrante, Kensington, Montalvin, North Richmond, and Tara Hills.

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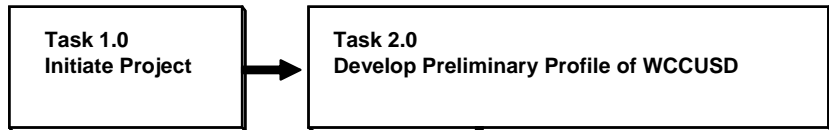
1.2 Methodology

The methodology MGT used to prepare for and conduct the WCCUSD Performance Evaluation is described in this section. Throughout our practice we have discovered that to be successful, a performance evaluation of a school district must:

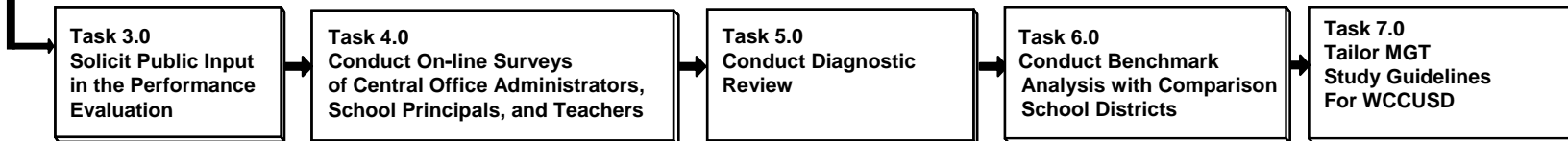
- Be based upon a very detailed work plan and time schedule.
- Specifically take into account the unique student body and environment within which the school district operates.
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- Identify the existence, appropriateness, and use of specific educational objectives.
- Contain comparisons to other similar school districts to provide a reference point.
- Follow a common set of guidelines tailored specifically to the district being reviewed.

**EXHIBIT 1-1
OVERVIEW OF THE WORK PLAN FOR THE PERFORMANCE EVALUATION
OF WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

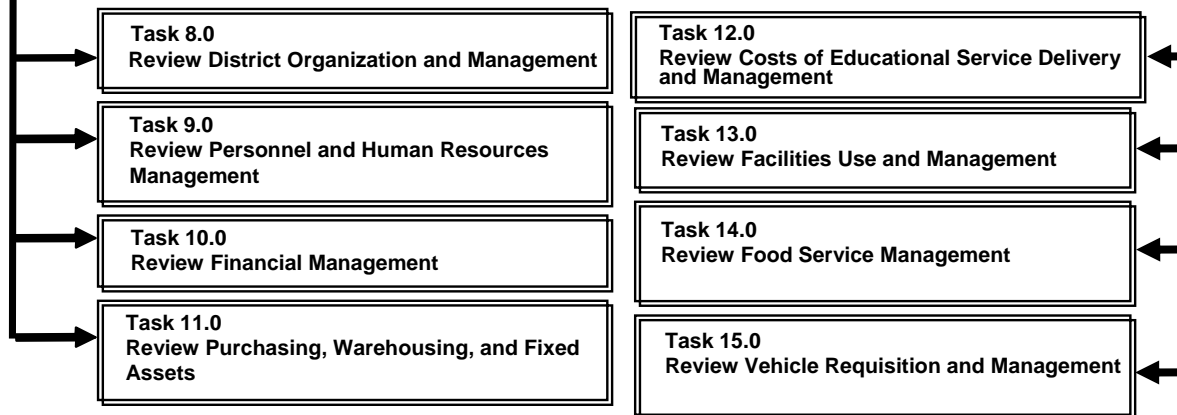
PHASE I - PROJECT INITIATION



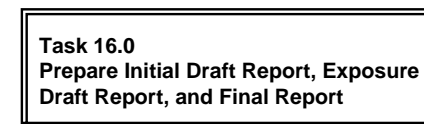
PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW



PHASE III - IN-DEPTH EFFICIENCY REVIEW



**PHASE IV-
PROJECT REPORTING**



**EXHIBIT 1-2
TIMELINE FOR THE PERFORMANCE EVALUATION OF
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

TIME FRAME	ACTIVITY
October 2006	<ul style="list-style-type: none"> ■ Finalized contract with WCCUSD. ■ Designed tailor-made, written surveys for central office administrators, principals, and teachers. ■ Collected and analyzed existing and comparative data available from the school district. ■ Produced profile tables of West Contra Costa Unified School District. ■ Disseminated surveys to administrators and teachers.
November 2-3, 2006	<p>On-site visit with West Contra Costa Unified School District.</p> <ul style="list-style-type: none"> ■ Conducted diagnostic review. ■ Collected data. ■ Interviewed School Board members. ■ Interviewed central office administrators.
November 2006	Analyzed collected data.
November 2006	Tailored review guidelines and trained MGT team members using findings from the above analyses.
Week of December 4, 2006	Conducted formal on-site review, including school visits.
December 2006 – January 2007	Requested additional data from the school district and analyzed data.
January 2007	Prepared Draft Report.
February 2007	Submitted Draft Report.
February 2007	Revised Draft Report
TBA	Submitted Final Report

- Include analyses of the efficiency of work practices.
- Identify the level and effectiveness of externally imposed work tasks and procedures.
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Our systematic assessment of West Contra Costa Unified School District included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of West Contra Costa Unified School District, and the input of administrators in the school district. Our on-site review included meetings with appropriate central office and school-level staff as well as the State Administrator, and reviews of documentation provided by these individuals.

1.3 Comparisons to Other School Districts

To effectively facilitate ongoing, systemic improvement and to overcome the continual challenges of a changing environmental and fiscal landscape, a school district must have a clear understanding of the status of its internal systems and processes. One way to achieve this understanding is to compare the operations of one school district to others with similar characteristics. MGT has found that such comparisons with other school districts yield valuable insights and often form a basis for determining efficient and effective practices for a school district interested in making improvements. For these comparisons to be meaningful, however, the comparison school districts must be chosen carefully. Ideally, a school district should be compared with others that are not only similar in size and demographics, but also similar in operations and funding.

The practice of benchmarking is often used to make such comparisons between and among school districts. Benchmarking refers to the use of commonly held organizational characteristics in making concrete statistical or descriptive comparisons of organizational systems and processes. It is also a performance measurement tool used in conjunction with improvement initiatives to measure comparative operating performance and identify best practices.

With this in mind, MGT initiated a benchmarking comparison of the West Contra Costa Unified School District to provide a common foundation from which to compare systems and processes within the school district with those of other similar systems. As comparisons are made, it is important for readers to keep in mind that when comparisons are made across more than one district, the data are not as reliable, as different school districts have different operational definitions and self-reported data by peer school districts can be subjective.

WCCUSD and MGT selected the peer school districts for the review. The California public school districts chosen for comparison were:

- Fremont Unified School District.
- Clovis Unified School District.
- Mt. Diablo Unified School District.
- San Jose Unified School District.
- Pomona Unified School District.
- Moreno Valley Unified School District.

Exhibits 1-3 through **1-21** illustrate how the comparison school districts compare to West Contra Costa Unified School District in terms of enrollment, demographics, staffing, student performance, and funding for the most current school year available from the California Department of Education's Web site.

**EXHIBIT 1-3
OVERVIEW OF PEER PUBLIC SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	COUNTY	TOTAL STUDENT POPULATION 2005-06	TOTAL NUMBER OF SCHOOLS*	TOTAL FTE TEACHERS PER 1,000 STUDENTS
West Contra Costa Unified	Contra Costa	32,197	63	47.4
Fremont Unified	Alameda	32,121	41	46.1
Clovis Unified	Fresno	36,378	41	48.7
Mt. Diablo Unified	Contra Costa	35,880	55	44.2
San Jose Unified	Santa Clara	31,646	52	48.6
Pomona Unified	Los Angeles	33,294	41	43.6
Moreno Valley Unified	Riverside	37,019	38	43.9
PEER SCHOOL DISTRICT AVERAGE		34,076	47	46.1

*Includes Charter Schools, Alternative, Special Education, Continuation, Community Day, and Opportunity schools.

Source: California Department of Education, Ed-Data Web site, 2006.

**EXHIBIT 1-4
STUDENT DEMOGRAPHICS
PEER PUBLIC SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	TOTAL STUDENT POPULATION	PERCENTAGE NON-WHITE STUDENTS	PERCENTAGE ELIGIBLE FREE/REDUCED LUNCH	PERCENTAGE ENGLISH LANGUAGE LEARNERS
West Contra Costa Unified	32,197	85.20%	57.40%	30.80%
Fremont Unified	32,121	67.50%	19.80%	16.70%
Clovis Unified	36,378	41.50%	28.40%	9.20%
Mt. Diablo Unified	35,880	46.90%	30.40%	18.90%
San Jose Unified	31,646	70.90%	42.20%	25.30%
Pomona Unified	33,297	93.50%	73.50%	44.50%
Moreno Valley Unified	37,019	82.80%	63.10%	30.10%
PEER SCHOOL DISTRICT AVERAGE	34,077	69.76%	44.97%	25.07%

Source: California Department of Education, Ed-Data Web site, 2006.

**EXHIBIT 1-5
STUDENT DEMOGRAPHICS
PEER PUBLIC SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	AMERICAN INDIAN OR ALASKA NATIVE	ASIAN	PACIFIC ISLANDER	FILIPINO	HISPANIC OR LATINO	AFRICAN AMERICAN	WHITE (NOT HISPANIC)	MULTIPLE OR NO RESPONSE	TOTAL ENROLLMENT
West Contra Costa Unified	0.4%	10.3%	0.8%	7.0%	40.3%	26.3%	12.0%	2.8%	32,184
Fremont Unified	0.4%	41.0%	0.8%	5.3%	14.2%	5.7%	25.7%	6.8%	32,121
Clovis Unified	1.1%	13.4%	0.2%	1.3%	22.1%	3.3%	53.9%	4.6%	36,378
Mt. Diablo Unified	0.5%	7.7%	1.2%	3.8%	28.3%	5.4%	53.1%	0.0%	35,880
San Jose Unified	2.2%	12.5%	0.5%	1.9%	50.6%	3.2%	28.1%	1.0%	31,646
Pomona Unified	0.1%	5.0%	0.2%	1.2%	79.7%	7.4%	6.4%	0.1%	33,294
Moreno Valley Unified	0.4%	2.4%	0.7%	2.1%	56.7%	20.5%	16.4%	0.8%	37,019
PEER SCHOOL DISTRICT AVERAGE	0.7%	12.9%	0.6%	3.2%	41.6%	10.3%	28.4%	2.3%	34,075
STATE TOTALS	0.8%	8.2%	0.6%	2.6%	47.6%	7.8%	30.3%	2.0%	6,312,393

Source: California Department of Education, DataQuest Web site, 2006.

**EXHIBIT 1-6
STUDENT PER COMPUTER RATIO*
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	ELEMENTARY SCHOOL STUDENTS PER COMPUTER	MIDDLE SCHOOL STUDENTS PER COMPUTER	HIGH SCHOOL STUDENTS PER COMPUTER
West Contra Costa Unified	6.4	7.3	4.6
Fremont Unified	5.0	7.2	4.4
Clovis Unified	8.9	5.1	5.8
Mt. Diablo Unified	6.1	5.6	4.8
San Jose Unified	2.9	2.6	2.5
Pomona Unified	3.3	1.8	3.0
Moreno Valley Unified	5.3	7.4	4.8
PEER SCHOOL DISTRICT AVERAGE	5.4	5.3	4.3
STATE TOTALS	4.9	4.6	4.2

*The enrollment divided by the number of computers, as defined above. Some very small schools or alternative schools may have nearly as many computers as students.
Source: California Department of Education, Ed-Data Web site, 2006.

**EXHIBIT 1-7
NO CHILD LEFT BEHIND
ANNUAL YEARLY PROGRESS (AYP) RESULTS
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	MET ANNUAL YEARLY PROGRESS (AYP) REQUIREMENTS	MET PERFORMANCE REQUIREMENTS		MET PARTICIPATION RATES		MET GRADUATION RATE
		ENGLISH/LANGUAGE ARTS	MATHEMATICS	ENGLISH/LANGUAGE ARTS	MATHEMATICS	
West Contra Costa Unified	Yes	Yes	Yes	Yes	Yes	Yes
Fremont Unified	Yes	Yes	Yes	Yes	Yes	Yes
Clovis Unified	Yes	Yes	Yes	Yes	Yes	Yes
Mt. Diablo Unified	Yes	Yes	Yes	Yes	Yes	Yes
San Jose Unified	No	No	Yes	Yes	Yes	Yes
Pomona Unified	No	No	Yes	Yes	Yes	Yes
Moreno Valley Unified	No	No	Yes	Yes	Yes	No

Source: California Department of Education, Ed-Data Web site, 2006.

**EXHIBIT 1-8
PERCENTAGE OF DROPOUTS
PEER SCHOOL DISTRICTS
GRADES 7-12
2004-05 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	GRADE 7	GRADE 8	GRADE 9	GRADE 10	GRADE 11	GRADE 12
West Contra Costa Unified	4.5%	1.9%	5.9%	4.2%	4.4%	4.7%
Fremont Unified	1.2%	0.9%	0.7%	0.7%	1.1%	1.6%
Clovis Unified	0.3%	0.2%	0.4%	0.6%	0.6%	2.7%
Mt. Diablo Unified	0.9%	1.2%	1.8%	1.9%	3.0%	6.9%
San Jose Unified	0.3%	0.2%	1.0%	1.2%	2.1%	3.2%
Pomona Unified	6.0%	3.5%	6.0%	7.0%	6.2%	7.3%
Moreno Valley Unified	0.6%	0.8%	4.1%	4.4%	6.0%	13.6%
PEER SCHOOL DISTRICT AVERAGE	2.0%	1.2%	2.8%	2.9%	3.3%	5.7%
STATE TOTALS	0.9%	1.2%	2.1%	2.2%	2.7%	6.1%

Source: California Department of Education, DataQuest Web site, 2006.

**EXHIBIT 1-9
CALIFORNIA STANDARDIZED TESTING
AND REPORTING (STAR)
PEER SCHOOL DISTRICTS
GRADE 3
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	ENGLISH/LANGUAGE ARTS			MATHEMATICS		
	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC
West Contra Costa Unified	8%	19%	33%	23%	26%	23%
Fremont Unified	34%	28%	22%	57%	22%	11%
Clovis Unified	23%	36%	26%	47%	30%	14%
Mt. Diablo Unified	20%	27%	25%	34%	27%	19%
San Jose Unified	18%	24%	28%	35%	26%	20%
Pomona Unified	7%	20%	33%	24%	26%	23%
Moreno Valley Unified	6%	19%	38%	17%	28%	28%
PEER SCHOOL DISTRICT AVERAGE	17%	25%	29%	34%	26%	20%
STATE TOTALS	12%	24%	32%	30%	28%	21%

Source: California Department of Education, DataQuest Web site, 2006.

**EXHIBIT 1-10
CALIFORNIA STANDARDIZED TESTING
AND REPORTING (STAR)
PEER SCHOOL DISTRICTS
GRADE 5
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	ENGLISH/LANGUAGE ARTS			MATHEMATICS		
	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC
West Contra Costa Unified	13%	20%	34%	16%	23%	20%
Fremont Unified	43%	27%	18%	45%	25%	13%
Clovis Unified	31%	30%	26%	38%	30%	16%
Mt. Diablo Unified	24%	28%	28%	25%	26%	19%
San Jose Unified	24%	24%	27%	25%	25%	19%
Pomona Unified	10%	21%	34%	15%	21%	24%
Moreno Valley Unified	9%	21%	38%	9%	22%	25%
PEER SCHOOL DISTRICT AVERAGE	22%	24%	29%	25%	25%	19%
STATE TOTALS	18%	25%	32%	22%	26%	21%

Source: California Department of Education, DataQuest Web site, 2006.

**EXHIBIT 1-11
CALIFORNIA STANDARDIZED TESTING
AND REPORTING (STAR)
PEER SCHOOL DISTRICTS
GRADE 7
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	ENGLISH/LANGUAGE ARTS			MATHEMATICS		
	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC
West Contra Costa Unified	8%	20%	29%	7%	19%	27%
Fremont Unified	36%	30%	20%	34%	27%	18%
Clovis Unified	27%	35%	24%	23%	38%	24%
Mt. Diablo Unified	20%	31%	26%	15%	30%	24%
San Jose Unified	19%	27%	26%	17%	27%	23%
Pomona Unified	10%	22%	34%	10%	25%	28%
Moreno Valley Unified	5%	20%	32%	4%	18%	28%
PEER SCHOOL DISTRICT AVERAGE	18%	26%	27%	16%	26%	25%
STATE TOTALS	16%	27%	29%	14%	27%	26%

Source: California Department of Education, DataQuest Web site, 2006.

EXHIBIT 1-12
STANDARDS OF LEARNING (SOL) RESULTS
PERCENTAGE OF STUDENTS MEETING OR EXCEEDING STATE STANDARD
HIGH SCHOOL
2005-06 SCHOOL YEAR

PUBLIC SCHOOL DISTRICT	ALGEBRA I	GEOMETRY	ALGEBRA II	UNITED STATES HISTORY	WORLD HISTORY	EARTH SCIENCE	BIOLOGY	CHEMISTRY
West Contra Costa Unified	11%	14%	13%	24%	19%	15%	20%	13%
Fremont Unified	45%	58%	55%	55%	50%	48%	62%	50%
Clovis Unified	39%	35%	39%	49%	40%	29%	45%	34%
Mt. Diablo Unified	29%	48%	0%	37%	35%	23%	42%	33%
San Jose Unified	32%	29%	30%	42%	37%	17%	38%	29%
Pomona Unified	19%	10%	11%	32%	22%	12%	27%	23%
Moreno Valley Unified	10%	15%	13%	22%	15%	17%	18%	11%
PEER SCHOOL DISTRICT AVERAGE	26%	30%	23%	37%	31%	23%	36%	28%
STATE TOTALS	23%	26%	25%	35%	30%	23%	35%	27%

Source: California Department of Education, DataQuest Web site, 2006.

**EXHIBIT 1-13
ADMINISTRATOR STAFFING
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	TOTAL ADMINISTRATORS*	PER-PUPIL RATIO
West Contra Costa Unified	116	277.8
Fremont Unified	81	396.6
Clovis Unified	116	312.5
Mt. Diablo Unified	104	345.0
San Jose Unified	113	281.3
Pomona Unified	113	294.6
Moreno Valley Unified	88	419.7
PEER SCHOOL DISTRICT AVERAGE	104	332.5
STATE TOTALS	27,046	260.3

Source: California Department of Education, Ed-Data Web site, 2006.

*Administrators are certificated employees who are not teachers or pupil services personnel. Administrators include principals, assistant superintendents or principals, program directors or coordinators, and other certificated staff not providing direct services to students.

**EXHIBIT 1-14
TEACHER STAFFING
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	TOTAL TEACHERS	PER-PUPIL RATIO
West Contra Costa Unified	1,573	20.5
Fremont Unified	1,494	21.5
Clovis Unified	1,789	20.3
Mt. Diablo Unified	1,695	21.2
San Jose Unified	1,567	20.2
Pomona Unified	1,502	22.2
Moreno Valley Unified	1,651	22.4
PEER SCHOOL DISTRICT AVERAGE	1,610	21.2
STATE TOTALS	307,864	21.0

Source: California Department of Education, Ed-Data Web site, 2006.

* The number of teachers at the school and their full time equivalent (FTE). Adult education, Regional Occupation Programs (ROP), child care, and preschool teachers are not included in this count.

**EXHIBIT 1-15
PUPIL SERVICES STAFFING
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	TOTAL PUPIL SERVICES	PER PUPIL RATIO
West Contra Costa Unified	123	256.3
Fremont Unified	79	407.1
Clovis Unified	179	203.6
Mt. Diablo Unified	84	426.1
San Jose Unified	80	398.1
Pomona Unified	113	295.2
Moreno Valley Unified	107	344.7
PEER SCHOOL DISTRICT AVERAGE	110	333.0
STATE TOTALS	25,639	270.6

Source: California Department of Education, Ed-Data Web site, 2006.

* Pupil Services Staff are certificated employees who provide direct services to students but are not teachers, for example counselors, nurses, psychologists, social workers, librarians, speech specialists, and other medical personnel.

**EXHIBIT 1-16
CLASSIFIED STAFFING
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	TOTAL PARAPROFESSIONALS	OFFICE/CLERICAL	OTHER	TOTAL
West Contra Costa Unified	770	358	699	1,827
Fremont Unified	247	262	356	865
Clovis Unified	427	204	864	1,495
Mt. Diablo Unified	520	343	512	1,375
San Jose Unified	229	333	330	892
Pomona Unified	249	361	603	1,213
Moreno Valley Unified	418	279	679	1,376
PEER SCHOOL DISTRICT AVERAGE	409	306	578	1,292

Source: California Department of Education, Ed-Data Web site, 2006.

**EXHIBIT 1-17
RATIO OF PUPILS TO CLASSROOM TEACHERS
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS IN ELEMENTARY SCHOOLS	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS IN MIDDLE SCHOOLS	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS IN HIGH SCHOOLS
West Contra Costa Unified	19.5	23.8	23.4
Fremont Unified	20.0	23.4	24.5
Clovis Unified	21.5	21.4	19.8
Mt. Diablo Unified	21.7	23.7	24.2
San Jose Unified	19.6	21.7	22.1
Pomona Unified	22.0	23.4	23.3
Moreno Valley Unified	21.6	24.2	24.0
PEER SCHOOL DISTRICT AVERAGE	20.8	23.1	23.0

Source: California Department of Education, Ed-Data Web site, 2006.

**EXHIBIT 1-18
GRADUATION RATE
PEER SCHOOL DISTRICTS
2004-05 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	GRADE 12 GRADUATES	GRADUATION RATE
West Contra Costa Unified	1,844	79.9
Fremont Unified	1,958	95.5
Clovis Unified	2,208	93.9
Mt. Diablo Unified	2,305	86.1
San Jose Unified	1,819	91.5
Pomona Unified	1,383	77.8
Moreno Valley Unified	1,837	75.2
PEER SCHOOL DISTRICT AVERAGE	1,908	85.7
STATE TOTALS	355,231	85.0

Source: California Department of Education, DataQuest Web site, 2006.

**EXHIBIT 1-19
REVENUES BY FUND SOURCE
PEER SCHOOL DISTRICTS
2004-05 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	PERCENT STATE FUNDS	PERCENT FEDERAL FUNDS	PERCENT LOCAL FUNDS	PERCENT REVENUE LIMIT SOURCES
West Contra Costa Unified	21.89%	10.59%	7.52%	59.99%
Fremont Unified	24.17%	5.77%	2.98%	67.08%
Clovis Unified	18.42%	5.46%	7.76%	68.37%
Mt. Diablo Unified	20.51%	6.75%	4.20%	68.54%
San Jose Unified	25.36%	7.93%	4.93%	61.78%
Pomona Unified	20.66%	10.46%	1.67%	67.22%
Moreno Valley Unified	18.73%	9.01%	0.93%	71.33%
PEER SCHOOL DISTRICT AVERAGE	21.39%	8.00%	4.28%	66.33%
STATE TOTALS	34.89%	26.20%	15.97%	22.94%

Source: California Department of Education, Ed-Data Web site, 2006.

**EXHIBIT 1-20
ANNUAL AVERAGE TEACHER SALARIES
AND TEACHER EXPERIENCE
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	AVERAGE TEACHER SALARY¹	EXPERIENCE: AVERAGE YEARS TEACHING	CREDENTIALS: PERCENT FULL CREDENTIAL
West Contra Costa Unified	\$51,959	13.9	88.2%
Fremont Unified	\$67,751*	12.7	94.2%
Clovis Unified	\$55,975	12.6	97.1%
Mt. Diablo Unified	\$57,413*	8.8	67.2%
San Jose Unified	\$62,078*	10.0	88.7%
Pomona Unified	\$61,837	15.2	92.6%
Moreno Valley Unified	\$60,935	13.5	90.2%
PEER SCHOOL DISTRICT AVERAGE	\$59,707	12.4	88.3%

¹ These amounts do not include salaries for extended year, bonuses for special accomplishments, or payment for extra-curricular services such as coaching, drama or music. Two districts with identical salary schedules could have different average salaries, depending on their teachers' years of experience and education.

Source: California Department of Education, Ed-Data Web site, 2007.

*Note: San Jose Unified and Mt. Diablo Unified do not provide Teacher Benefit data and may result in a higher average teacher salary. Fremont Unified has indicated that health and welfare benefit dollars are included in the salary schedule.

**EXHIBIT 1-21
TOTAL DISBURSEMENTS
PEER SCHOOL DISTRICTS
2004-05 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	INSTRUCTION DOLLARS PER STUDENT	INSTRUCTION- RELATED SERVICES PER STUDENT	PUPIL SERVICES PER STUDENT	ANCILLARY SERVICES PER STUDENT	COMMUNITY SERVICES PER STUDENT	GENERAL	PLANT SERVICES PER STUDENT	TOTAL PER STUDENT EXPENDITURE
						ADMINISTRATION PER STUDENT		
West Contra Costa Unified	\$5,156	\$1,183	\$535	\$74	\$1	\$436	\$830	\$8,254
Fremont Unified	\$4,670	\$759	\$365	\$19	\$12	\$276	\$599	\$7,226
Clovis Unified	\$4,131	\$885	\$572	\$143	\$0	\$401	\$769	\$6,937
Mt. Diablo Unified	\$4,712	\$897	\$343	\$46	\$1	\$359	\$717	\$7,155
San Jose Unified	\$4,881	\$1,405	\$591	\$36	\$0	\$380	\$695	\$8,160
Pomona Unified	\$4,451	\$967	\$479	\$36	\$19	\$389	\$561	\$6,970
Moreno Valley Unified	\$4,543	\$688	\$490	\$2	\$3	\$239	\$764	\$6,803
PEER SCHOOL DISTRICT AVERAGE	\$4,649	\$969	\$482	\$51	\$5	\$354	\$705	\$7,358
STATE TOTALS	\$4,687	\$930	\$523	\$42	\$22	\$395	\$729	\$7,523

Source: California Department of Education, Ed-Data Web site, 2006.

1.4 Overview of Final Report

MGT's final report is organized into 9 chapters. Chapters 2 through 8 present the results of the School District Performance Evaluation of West Contra Costa Unified School District. Findings, commendations, and recommendations are presented for each of the operational areas of the school district which we were required to review. In each chapter, we analyze each function within the school district based on the current organizational structure. The following data on each component are included:

- Description of the current situation in West Contra Costa Unified School District.
- A summary of our study findings:
 - Findings from report and data sources which we obtained.
 - A summary of our on-site findings.
- MGT's commendations and recommendations for each finding.
- Implementation strategies and a completion timeline for each recommendation.
- A five-year fiscal impact for recommended costs or cost savings which are stated in 2007-08 dollars.

We conclude this report with a summary of the fiscal impact of our study recommendations in Chapter 9 (which will be included in the final report).

2.0 DISTRICT ORGANIZATION AND MANAGEMENT

2.0 DISTRICT ORGANIZATION AND MANAGEMENT

This chapter presents the organization and management of the West Contra County Unified School District (WCCUSD). The major sections in this chapter are:

- 2.1 Background, Methodology, and Introduction
- 2.2 School Board Governance
- 2.3 Policies and Procedures
- 2.4 Legal Services
- 2.5 Organization and Management
 - 2.5.1 District Organization
 - 2.5.2 Decision Making, Communications, and Management
 - 2.5.3 Planning and Accountability
 - 2.5.4 School Organization and Management
 - 2.5.5 Security

CHAPTER SUMMARY

Overall, MGT Consultants found that this school district's governing board and administration are focused on improving student achievement and implementing strategies designed to ensure community support of the schools and their programs.

On September 22, 2000, California Assembly Bill 2265 was signed into law. In part, the bill required that a Fiscal Crisis and Management Assistance Team conduct assessments of the West Contra Costa Unified School District in five major operational areas. The bill required the team to file status reports every six months through July 2003 with various entities, including the Legislature, on the school district's progress in meeting the recommendations of the improvement plans. The fourth and last of the four six-month progress reports, reviewing the efforts of the West Contra Costa Unified District Governing Board, administrators and staff to address the recommendations for improvement made in the West Contra Costa Unified School District Assessment and Improvement Plan, provides new ratings on several standards that were reviewed during the last six-month period, an overview of the progress made by the district since July 2001, and a continuing analysis of the district's fiscal condition. All of this is contained in their final report. Many recommendations contained in this chapter represent actions that should complement prior district activity related to resolving original matters addressed by the Fiscal Crisis and Management Assistance Team.

Many recommendations related to governance and other district organization and management issues represent actions that should complement prior district activity related to resolving original matters addressed by the Fiscal Crisis and Management Assistance Team.

The Assessment and Improvement Plan (July 2, 2001) includes a complete list of the various findings and recommendations for district improvement in five areas of school district operations: Community Relations and Governance, Personnel Management, Pupil Achievement, Financial Management and Facilities Management.

These considerations and other matters guided the MGT review of district organization and management and related governance, policy, legal services, decision making, communications, planning, and other matters including a newly appointed superintendent of schools who has a reputation for bringing about improvement in district performance and is focused on student achievement.

The Board of Education and Superintendent are commended for initiating a comprehensive performance review of WCCUSD.

The following recommendations are proposed in this chapter:

- Review and consider adopting a governance model and policies that focus the Board of Education on the identification of specific goals for the district, prescribes executive limits, and defines the accountability system to be applied to guide the determination of success. **(Recommendation 2-1)**
- Revamp the Board of Education committee structure. **(Recommendation 2-2)**
- Complete the updating of the Board of Education Policy Manual, assign policy coordination to the recommended Department of Planning, Accountability and Technology, and establish a system for maintaining the policy document. **(Recommendation 2-3)**
- Create a policy provision containing a listing of existing procedural manuals, handbooks, and planning documents and, on the Web site, create a series of hot links from the manual to the cited documents or procedures. **(Recommendation 2-4)**
- Reduce expenditures for contracted legal services and reassign contract negotiations/labor relations to the Human Resources Division. **(Recommendation 2-5)**
- Reorganize the executive organization of WCCUSD. **(Recommendation 2-6)**
- Develop and adopt an accountability based principal performance assessment and compensation system. **(Recommendation 2-7)**
- Reorganize the Cabinet structure converting it to a Superintendent's Leadership Forum including principals' participation and create a Superintendent's Executive Team. **(Recommendation 2-8)**
- Reorganize and place the technology, planning, accountability, and assessment functions within a Department of Planning, Accountability, and Technology. **(Recommendation 2-9)**

- Complete the development of the Strategic Plan initiative and assign coordination responsibilities to the proposed Department of Planning, Accountability, and Technology. **(Recommendation 2-10)**
- Develop and implement a formula driven staffing plan for school assistant principal and dean positions. **(Recommendation 2-11)**
- Reorganize the Safety and Security Office and assign to the proposed Deputy Superintendent for School Management Division. **(Recommendation 2-12)**
- Review and update the WCCUSD Emergency Standard Operating Procedures document and the WCCUSD Comprehensive School Safety Plan and ensure that all school-level plans are updated and consistent with the district plan. **(Recommendation 2-13)**
- Create a safety and security review checklist based on an updated WCCUSD Comprehensive School Safety Plan and conduct a minimum of one scheduled and one unscheduled walk-through inspection of each school annually. **(Recommendation 2-14)**

2.1 Background, Methodology, and Introduction

Considerable research has been conducted on defining effective organizations. A review of the professional literature on organizational theory and practice shows a consistent theme in defining the characteristics of effective organizations. With particular reference to the work of Peter M. Senge in *The Fifth Discipline*, an effective organization is defined by the following characteristics:

- Sees itself as a learning organization with a common mission and values that is continually expanding its capacity to create its future.
- Views itself as a whole system consisting of interactive components that includes external customers and constituents.
- Empowers staff by recognizing the value and contributions of individuals and instilling ownership in the mission of the organization.
- Has the capacity to be proactive in anticipating, identifying and responding to problems and issues.
- Eliminates barriers that discourage initiative and creative thinking by staff at all levels of the organization.
- Establishes an effective communications process that focuses both on the needs of the internal staff as well as external shareholders.
- Establishes an infrastructure that makes available resources to support people in their work.

- Has a clear and consistent decision-making process that encourages decisions to be made at a level consistent with the needs of its customers.
- Establishes ongoing professional development programs to encourage the continued growth, development and renewal of all staff.
- Structures itself in a form that can respond to the needs of its customers and broader constituencies.

The Superintendent, various board members, and other persons have discussed significant concerns that are related to this review and are controllable by the school system and its various stakeholders. Concern is voiced regarding the state controls resulting from prior fiscal deficits as the district continues to be burdened with resulting debt service expenses paid from current operating revenue.

The Superintendent's primary concerns are: 1) the under-achievement of all demographic groups; 2) students leaving school (drop-out as well as graduates) not prepared for post secondary education without remediation; 3) teacher and administrator recruitment, retention, and development; and 4) financial challenges before the district.

All of the above noted concerns are directly related to improving student achievement, in the Superintendent's view.

The Superintendent, board members and others voiced various concerns regarding education-related issues that are controlled by entities other than the school system or the School Board. These include three major considerations:

- Cost of living versus teacher salaries.
- Cost of housing.
- Declining student population.

The primary methodologies utilized to review organization and management and related practices addressed in this chapter include:

- Interviews of key district and board personnel utilizing pre-developed questions designed for the specific areas of review.
- Triangulation of identified issues by seeking documents, conducting observations, and supporting/contradicting interviews as a means of substantiation of findings.
- Analysis of documents including organizational cost data, peer districts comparison data, and other related data.
- Review of reports from participants in on-line surveys, focus groups, and public forums.

2.2 School Board Governance

The American system of public education governance structures vary from state-to-state and represent configurations ranging from a single statewide agency, to county governing authorities, to single municipality boards of education. Regardless of their unique structure, each governing board of a public education system is vested with one primary responsibility: to be the public's legal representative in providing and overseeing vital education services for the children in their jurisdiction.

The Board of Education, acting under the authority designated to it from the state of California, serves as the governing body for the school system. The Board of Education is comprised of five members, each of whom resides in their respective districts and is elected to four-year terms by residents of the school district. Board of Education elections are held every four years during the month of November when three are elected on one cycle and two on the second.

Exhibit 2-1 provides information related to each current Board member and indicates that:

- Two members are newly elected to the board and are teachers by profession.
- Two members have two years experience on the board.
- Four members are in their first elected terms of office.

**EXHIBIT 2-1
WCCUSD BOARD OF EDUCATION
DECEMBER 2006**

NAME	TITLE	LENGTH OF SERVICE	TERM EXPIRES (four-year terms) *
Karen Pfeifer	Board President	2 Years	12/1/08
Charles T. Ramsey	Clerk	13 Years	12/9/10
David Brown	Trustee	2 Years	12/1/08
Madeline Kronenberg	Trustee	New Member	12/1/10
Audrey Miles	Trustee	New Member	12/1/10

Source: WCCUSD Board of Education Office, December 2006.

Board meetings are conducted on the first and third Wednesdays of each month with public sessions beginning at 6:30 p.m. in the multipurpose room of the Lovonya DeJean Middle School, 3400 Macdonald Avenue in Richmond. Special meetings are scheduled as needed. Regular meetings typically last from one and one-half to two and one-half

hours and closed and special meetings from one to two hours. However, a December 2006 meeting ended after midnight as did both January 2007 meetings. The first meeting in February 2007 ended at 10:30 p.m.

The public is invited to address the board at regular meetings and is requested to place their name on the agenda five days prior to the meeting; however, for public hearings and persons who wish to address a regular issue under consideration, persons are offered an opportunity to address the board. By policy, each person is asked to restrict comments to three minutes but is encouraged to provide written comments if they so choose. However, by practice, citizens can sign up to speak to the Board at Board meetings. The time limit for public speaking is established by the board president at the meeting and varies between one and three minutes.

Exhibit 2-2 shows that the Board of Education members are involved in 21 various committee and liaison assignments.

**EXHIBIT 2-2
COMMITTEES AND LIAISON COMMITMENTS**

COMMITTEE NAME	MEMBER(S)
Board Academic Subcommittee	Karen Pfeifer, Audrey Miles
Board Budget Subcommittee	Karen Pfeifer, Madeline Kronenberg
Board Facilities Subcommittee	Madeline Kronenberg, Charles Ramsey
Citizens Bond Oversight Committee liaison	Charles Ramsey
District Safety Committee	Dave Brown, Charles Ramsey
West County Mayors & Supervisors Association	Karen Pfeifer
Bayside Council PTAs	Audrey Miles
GATE	Karen Pfeifer
CAC for Special Education	Dave Brown
Multi-Lingual District Advisory Committee	Dave Brown
Schools:	
De Anza High School	Karen Pfeifer
El Cerrito High School	Madeline Kronenberg
Hercules Middle/High School	Dave Brown
John F. Kennedy High School	Audrey Miles
Pinole Valley High School	Charles Ramsey
Richmond High School	Karen Pfeifer
Cities:	
El Cerrito	Audrey Miles
Hercules/County	Dave Brown
Pinole	Charles Ramsey
Richmond	Madeline Kronenberg
San Pablo/County	Karen Pfeifer

Source: WCCUSD Board of Education Web site, January 2007.

The Board of Education is served by a senior confidential secretary to the board located within the central office superintendent's suite and assisted as needed by an executive secretary to the superintendent position.

These two positions coordinate with each other and can provide coverage for any short-term absences of the other. Responsibilities of the office include:

- Preparation and distribution of School Board meeting agendas.
- Preparation and distribution of School Board meeting minutes.
- Ensuring compliance with the California Brown Act posting requirements.
- Scheduling member travel and providing preparation for committee related activity if requested.
- Other services as required.

FINDING 2-A

The Superintendent, upon his appointment in 2006, recommended to the Board of Education that a comprehensive organization and management review of the WCCUSD be conducted to provide important guidance in actions designed to improve the educational opportunities for the district's students and effect greater efficiencies in operation. The Board of Education approved the Superintendent's recommendation, resulting in this comprehensive examination.

Studies such as this review are typically driven by external forces and many times competing single issues create the impetus. However, in this instance, a unified Board supported by the assigned State Trustee and aligned with the stated goals of the newly appointed chief executive officer, have brought this study to fruition.

COMMENDATION 2-A:

The Board of Education and Superintendent are commended for initiating a comprehensive performance review of WCCUSD.

FINDING 2-1

The Board of Education is utilizing a traditional governance model that involves individual board members in a variety of activities specifically related to governance and to various areas of administration. This situation has created a significant workload for several of the members and resulted in questions regarding the specific role of the board and administration, particularly as regards their role as policy makers.

Board policies provide the structure for the Board's responsibilities and Board Bylaws 9000 BB includes the following:

Role of Board and Members (Powers, Purposes, Duties)

The Governing Board is elected by the community to provide leadership and citizen oversight of the district's schools. The board shall work with the Superintendent to fulfill its major roles, which include:

- 1. Establishing a long-term vision for the district.*
- 2. Establishing and maintaining a basic organizational structure for the district, including selection of the Superintendent and adoption of policies, curriculum, the budget and the collective bargaining agreement.*
- 3. Ensuring accountability to the local community, including personnel, programmatic and fiscal accountability and service as a judicial and appeals body as needed.*
- 4. Providing community leadership and advocacy at the local, state and national levels on behalf of children, district programs and public education.*

The board is authorized to establish and finance any program or activity that is not in conflict with, inconsistent with, or preempted by law. (Education Code 35160)

The board may delegate any of its duties to the Superintendent or designee but shall be ultimately responsible for the performance of any duties it delegates.

Vision

The board shall set the direction for the district by adopting a vision statement which defines the district's goals and priorities. The board shall carry out its vision-setting role by identifying the strengths and needs of the district, developing and adopting a process for framing the vision, soliciting staff and community input as appropriate, ensuring that the adopted vision statement is implemented, and conducting a periodic review of the vision.

Objectives of Board Operations

The board's primary objective is to provide each student in the district with an education of the highest quality in keeping with his/her capacity to learn. This education should prepare them to be self-supporting individuals able to be competitive in the contemporary work force. This objective is the ultimate criterion for the board's educational and operational judgment. It shall be the foundation of board policies. This objective is the expectation of the board's constituents and is the basic motivating factor in the activities of the board's employees.

Powers and Duties

The powers and duties of the board include governance and judicial functions. These relate to the board's own operations as a governing body and to all functions of the school district.

The board is charged with the responsibility for the general direction of education in the district based on State and Federal Constitutions and laws, and State Board of Education policies and regulations.

The board shall establish district policies and initiate and continue programs and activities which are in accord with the purposes for which school districts are established.

The policies governing the educational administrative activities of the district shall be stated in writing, adopted formally and entered into the official minutes of the board.

Superintendent Selection and Evaluation

The board shall be solely responsible for hiring the Superintendent and ensuring that he/she is the best match for the district based on needed abilities, traits and level of knowledge. When selecting a new Superintendent, the board shall ensure a smooth transition period; evaluate the district's current and long-term needs; plan and conduct a process for recruitment, screening and selection; and approve the Superintendent's employment contract. The board shall regularly evaluate the Superintendent based on an evaluation system and performance objective established by the board and Superintendent.

Policy Adoption and Monitoring

The board shall govern the schools by adopting policies that reflect the board's vision and the mandates of law. The board shall establish a clear policy development process through which it may deliberate on issues, identify priorities, assign responsibilities, identify objectives and courses of action, and review policy decisions.

The board shall also adopt bylaws that promote cooperation, trust and teamwork among its members, give parameters to the board's operation as a governing body, and ensure that its meetings proceed efficiently and in compliance with law.

Curriculum Adoption and Program Accountability

While the design and implementation of curriculum is primarily a staff responsibility, the board's role is to adopt overall educational goals and standards, define the curriculum development process, specify graduation requirements, and ensure compliance with state and federal laws.

To ensure accountability to the community, the board shall establish measurable benchmarks to assess the effectiveness of the district's educational programs in producing desired student outcomes. Based on these assessments, the board shall direct the Superintendent or designee to take corrective actions as needed.

Budget, Facilities and Fiscal Accountability

The board shall adopt a sound, responsible budget that supports district goals and priorities. To guide the Superintendent or designee in development of the budget, the board shall establish a budget calendar, budget process, and spending priorities.

Recognizing that school facilities are a long-term obligation that impacts district budgets, the board shall also ensure that a plan is in place to address the district's facility needs, including the funding, construction and maintenance of school facilities. The board shall approve facility sites, funding sources, and architectural and construction contracts.

The board recognizes that it is accountable to the community for its budget and facilities decisions and for the district's fiscal integrity. The board shall establish accountability systems and processes in order to monitor the district's fiscal health.

Collective Bargaining

The board is the legal representative of the district in negotiations with employee representatives. In carrying out the collective bargaining process, the board shall set goals and guidelines for collective bargaining, select the bargaining team, maintain communications throughout the process and approve the negotiated contract.

Judicial and Appeals Body

In addition to establishing complaint procedures that ensure due process and facilitate the satisfactory resolution of issues, the board may convene to serve as a judicial appeals body in accordance with law, board policies and negotiated agreements. The board may delegate fact-finding responsibilities but remains the final arbiter in these proceedings.

Community Leadership

Recognizing that the level of local, state and national support for education impacts the board's ability to fulfill its responsibilities, the board shall engage in advocacy on behalf of district schools. The board shall ensure that the district has the capability to respond to emerging issues as well as a proactive communications plan for issues that are district priorities.

The board shall also build and maintain community support by actively involving parents/guardians, business and other community members in the schools and informing them about district programs, policies and issues.

There is evidence that Board members are sometimes involved in administrative areas that could be better managed by the superintendent and his staff. This involvement can include direct contacting of principals for solving issues brought to their attention, a committee structure that does not reflect clear Board focus on essential policy and other responsibilities as set by policy and law.

This broad range of Board responsibilities suggests that a governance model that focuses strongly on the role of goal setting along with defining specific outcomes and determining the precise range (limits) of the superintendent's responsibilities may be a preferred model for ensuring that a strong system of accountability is in place and permit the Board to concentrate on issues related to strong policy development, approving budget priorities and review and approval of the final budget, community support, and other responsibilities that may arise out of a comprehensive district strategic planning process.

RECOMMENDATION 2-1:

Review and consider adopting a governance model and policies that focus the Board of Education on the identification of specific goals for the district, prescribes executive limits, and defines the accountability system to be applied to guide the determination of success.

Implementation of this recommendation should include a careful study of the various governance models currently employed by successful school boards. One such model is the Carver Policy Governance[©] system. Another similar structure is discussed by Donald R. McAdams in his book, *What School Boards Can Do*.

These two suggested systems clearly define the roles and responsibilities for achieving the Board of Education's vision and mission; provides a framework for ongoing communication with the superintendent, employees, and the community; assures a process of systemic accountability; and enables the board to focus on the goals of public education.

The Carver Policy Governance[©] system can be organized into five sections including Governance Policies (GP), Board/Superintendent Linkages (B/SL), Executive Limitations (EL), a glossary of terms, and appendix. Each of the sections is designed to provide specific guidance to the board and the Superintendent, maximizing assurances that clearly enunciated policies and procedures are in place that permit the parties to carry out assigned responsibilities, but more importantly, be held accountable for outcomes. Remarkable to this process are the following agreed upon processes (GP - Governance Policies and B/SL - Board/Superintendent Linkages provisions), each designed to maintain clear role and responsibility definition and practice:

- Governance Policies establishing a continuous Board development program, semi-annual meetings focused on a review of GP and B/SL policies, and systematic monitoring of the board's progress and performance at monthly meetings.
- Governance Policies defining the scope of Board responsibilities and actions with a key community linkage responsibility.
- Governance Policies conduct and ethics are detailed.
- Board/Superintendent Linkages policy provisions describing the relationships between the board and the Superintendent as **their sole** connection to the operational organization.
- Board/Superintendent Linkages holding the Superintendent accountable by describing his organizational performance relationships and the appendix containing a detailed Superintendent's Evaluation Manual and sample Board's Evaluation Worksheets.

Two organizations that utilize governance model approaches with success and have established clear linkages with the administration, including specific accountability provisions are the Clark County School District, Las Vegas, Nevada and the Puget Sound Educational Service District, Renton, Washington.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------|
| 1. The Superintendent should recommend to the board that they investigate the policy governance model. | July 2007 |
| 2. The Board President and the board should discuss this recommendation and instruct the Superintendent to prepare comprehensive Board Work sessions to review the policy governance model including discussions with other school boards that utilize the system. | August 2007 |
| 3. The Superintendent should proceed to implement the recommendations of the board. | August 2007 and Ongoing |

FISCAL IMPACT

The cost of this recommendation cannot be determined until the Superintendent develops a plan for board involvement.

FINDING 2-2

The board members are involved in a large number of committees, liaison activity and other pursuits in carrying out their elected responsibilities. However, a review of the assignments shows that several are more administrative than policy reactive in nature and, therefore, may serve to diffuse the focus of the board. Additionally, information provided the review team indicates that board members are committing a very large amount of time to school district affairs.

Exhibit 2-2 (previously shown), Committees and Liaison Assignments, shows 21 such activities and does not reflect all of the other activities, including special and regular meetings, that members are obligated to attend or be involved.

Recommendation 2-1, related to governance can provide a means to regulate this activity and ensure focus on high priority matters. Meanwhile, a serious review and subsequent revision of the committee structure can assist in streamlining some board activity. Additionally, by revising the types of committees the board can better define executive and board limits to ensure minimizing or eliminating potential or actual micromanaging and, therefore, resulting in limiting administrative effectiveness.

RECOMMENDATION 2-2:

Revamp the Board of Education committee structure.

Implementation of this recommendation should result in streamlining board involvement in implementation of adopted policy provisions that specify their responsibilities. Policy 9000 provides guidance in the consideration of a regular board committee structure. As noted in the finding to Recommendation 2-1, the following significant policy areas and activity are outlined:

- Policy and Bylaws Adoption and Monitoring
- Curriculum Adoption and Program Accountability

- Budget, Facilities and Fiscal Accountability
- Collective Bargaining
- Judicial and Appeals Body
- Community Leadership

Exhibit 2-3, Proposed School Board Committee Structure, outlines an option to be considered that is designed to permit the board to carry out its responsibilities and maintain effective communications with the administration and the community.

The implementation of this recommendation should result in the establishment of three standing committees. Establishment of these standing committees should provide the School Board with a means for studying important issues and having recommendations prepared for full-board review and approval without the lengthy full-board meetings that are sometimes the current practice.

Consideration should be given to including community representation on each committee.

The first step in this process should include the development and adoption of a policy to govern the establishment and operation of each committee. This policy should address the following areas:

- Committee membership, composition, numbers, and length of terms.
- Responsibilities for School Board members.
- Guidelines for community members.
- Scope of responsibilities.
- Administrative support.

Exhibit 2-3, Proposed School Board Committee Structure, provides the suggested number of persons for committee membership and the WCCUSD administrative position to serve as liaison. As shown, it is recommended that each committee include two School Board members and one or two community members. This structure ensures that opportunities exist for each School Board member to serve.

**EXHIBIT 2-3
PROPOSED SCHOOL BOARD COMMITTEE STRUCTURE**

RECOMMENDED BOARD COMMITTEE	MEMBERSHIP		STAFF LIAISON POSITION
	NUMBER OF BOARD MEMBERS	NUMBER OF COMMUNITY MEMBERS	
Budget, Finance & Facilities*	2	2	Associate Supt for Business and Associate Supt for Operations.**
Policy	2	1	Superintendent and Legal Counsel
Planning	2	2	Proposed Director of Planning, Accountability, Technology & Communications *

* A liaison to the Citizen's Bond Oversight Committee is understood but not a committee function of the board.

** It is to be understood that the Superintendent can be involved at any time.

Source: Created by MGT of America, January 2007.

The responsibilities for the School Board should include:

- Selecting School Board and community membership, if included.
- Establishing the committee work plan and meeting agendas in concert with the administration.
- Determining committee chairs who will facilitate the meetings.
- Permitting any School Board member to attend any committee meeting but only as observers.
- Ensuring that committee chairs make certain that all board members and other impacted parties are apprised of committee activity.

Guidelines for community committee members should include that members are:

- Experienced, open-minded, and interested in topics that come before the specific committee on which they serve.
- Available to attend at least three-quarters of the scheduled meetings.
- Willing to provide input and offer recommendations to the committee for the full School Board review and decision.
- Able to attend an orientation for serving on committees.

The staff liaison should be required to:

- Ensure that appropriate training is provided to all committee members and assigned staff.
- Record minutes, develop executive summaries of meetings, and provide for distribution to committee members and the School Board promptly following meetings.
- Work with committee chair(s) to form committee agenda.
- Provide materials to the committee for review, approval, or work/study.

A brief description of each proposed committee is provided below:

- A Budget/Finance/Facilities Committee provides the School Board important input into related processes and assists in providing full credibility in the development processes and final budget document and facilities priorities. The committee may find it advantageous to invite representation from other governmental bodies so that they all may understand the unique needs of the school district.

- The establishment of a Policy Committee should serve to provide systematic board input to updating and maintaining the policy manual. The many changes in federal laws and rules that arise continually such as *No Child Left Behind (NCLB)* and the *Individual with Disabilities Education Act (IDEA)* as well as California Acts require that the policy manual be updated on a regular basis.
- In Subsections 2.5.1 (District Organization) and 2.5.3 (Planning and Accountability) of this chapter, emphasis is placed on developing the WCCUSD capacity for strategic planning and accountability. Consistent with this is the need for the School Board to bring the board's strategic planning activities to focus within one primary standing committee. The accomplishment of this recommendation should provide the School Board and the administration with the overall framework within which to develop and agree upon all long- and short-term plans to support district goals.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Board President and board members should review the recommended action and instruct the Superintendent to develop the needed policy and procedural recommendations. August 2007
2. The Superintendent and the proposed Executive Team should develop the needed policy and procedural recommendations and present to the board for review, revision, and approval. September – October 2007
3. The board should review, revise, and approve the recommendations and cause them to be implemented following adoption. November – December 2007
4. The board and Superintendent should review the effectiveness of the structure and amend as necessary. April 2008 and Each Two Years Thereafter

FISCAL IMPACT

This recommendation could be implemented at no additional cost to the district and with existing resources.

2.3 Policies and Procedures

The development and adoption of school system policies and procedures is an important function of the School Board, and constitutes the means by which the school system can communicate its expectations to its various constituencies. Board policies provide a legal framework, often based upon state law, which guides the operation and decision-making processes of the school system.

Established educational practice indicates that well-crafted policies and procedures provide the basis for:

- Establishing the Board of Education’s expectations and what may be expected from the board.
- Keeping the Board of Education and administration within legal guidelines.
- Establishing an essential division between policy-making and administration roles.
- Creating guidelines within which employees operate.
- Providing reasonable assurances of consistency and continuity in decisions.
- Providing a legal basis for the allocation of fiscal, personnel and facility resources.

Policies and procedures establish the philosophy and position of the Board of Education and should be stated in sufficient detail to provide adequate direction for the employees of the school district.

Board of Education policies are organized numerically. Policies are maintained on-line and may be found at <http://www.wccusd.k12.ca.us/index.shtml> and can be accessed with username: WCCUSD and password: public.

Exhibit 2-4, Organization of Policy Manual, shows that it is organized into nine sections or chapters.

**EXHIBIT 2-4
ORGANIZATION OF POLICY MANUAL**

SECTION	SECTION TITLES
0000	Philosophy, Goals, Objectives and Comprehensive Plans
1000	Community Relations
2000	Administration
3000	Business and Noninstructional Operations
4000	Personnel
5000	Students
6000	Instruction
7000	Facilities
8000	Not used
9000	Board Bylaws

Source: WCCUSD Board of Education Policy Manual, District Web site, December 2006.

The WCCUSD Policy Manual has not been updated regularly and reflects out-of-date provisions; however, the Superintendent has initiated an updating process that promises to be concluded in early 2007.

FINDING 2-3

The School Board does not have an established process and procedure for ensuring that policies are maintained in current and useable condition resulting in the existence of obsolete or outdated provisions or the lack of important contemporary policies.

The board dropped its updating contract with the California School Boards Association, Governance and Management Using Technology (GAMUT) for updating its document, but in January 2007 reinstated the service at an annual cost of \$5,350 and the current policies are available on-line at <http://www.wccusd.k12.ca.us/index.shtml> and can be accessed with username: **WCCUSD** and password: **public**.

Recommendation 2-2 proposes the establishment of three board standing committees including a policy committee. Best practice suggests that school boards can easily remedy this situation by subscribing to policy services from their state school board association. California, like many other states, has a policy service including maintaining Web access to the entire manual and providing recommended updates through the California School Boards Association.

RECOMMENDATION 2-3:

Complete the updating of the Board of Education Policy Manual, assign policy coordination to the recommended Department of Planning, Accountability and Technology, and establish a system for maintaining an up-to-date policy document.

Implementation of this recommendation should provide routine policy updates for review, revision, and adoption by the WCCUSD School Board on a timely basis. This updating process should include, minimally, the following:

- Assign policy coordination to the recommended Department of Planning, Accountability and Technology.
- Determine if subscription to the California School Boards Association (GAMUT) policy service meets the district's needs.
- Require that each major department administrator review all proposed policies impacting their assigned areas of responsibility and provide recommendations for final actions to the Superintendent and his proposed Executive Team (see Recommendation 2-8) for approval and subsequent submission to the board.
- The recommended Department of Planning, Accountability and Technology should be responsible for ensuring that all updated and adopted policies are included on the district's Web site with appropriate hardcopies made available where needed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Board President should instruct the Superintendent to complete the update of the policies. July 2007

2. The Superintendent and administrative staff should complete the updating of polices and submit to the board for review, revision, and approval. July 2007 –
March 2008

3. The board should complete the review, revision, and approval of the updated policy manual. As sections are
completed July 2007 –
April 2008

4. The recommended Department of Planning, Accountability and Technology should be responsible for ensuring that all updated and adopted policies are included on the district's Web site with appropriate hardcopies made available where needed. April 2008
and Ongoing

FISCAL IMPACT

This recommendation could be implemented at no additional cost and with existing resources.

FINDING 2-4

A central listing of policy referenced handbooks and other documents is unavailable resulting in difficulties in readily identifying related documents.

The Policy Manual contains a number of references to procedural documents (handbooks and forms) related to policy implementation, but it is difficult to obtain these when needed. For example: policy 1312, Complaint Form; 1330, Use of facilities; 2110, Organization; and 3553, free and Reduced Lunch; to list but a few. To obtain some of these documents a person would have to visit several offices, consuming large quantities of valuable time and effort.

Requirements for student behavior, procedures related to drug testing, and other matters are included in this referencing process. While MGT consultants were able to review some of these documents, we were unable to identify a central listing of all such materials and documents.

This situation suggests that neither the Board of Education nor various administrators and other employees could, if required, identify and review these documents in an expeditious manner.

RECOMMENDATION 2-4:

Create a policy provision containing a listing of existing procedural manuals, handbooks, and planning documents and, on the Web site, create a series of hot links from the manual to the cited documents or procedures.

Creating this document should provide WCCUSD with a compilation of important procedures and operation manuals, handbooks, and other materials. Also, this provision should serve as a valuable tool for the orientation of new Board of Education members as well as new district personnel. Some school systems have included in their policy manual such a provision within the equivalent Section 2000 *Administration*.

This provision may be phrased as follows:

SCHOOL BOARD AND SCHOOL SYSTEM PLANS AND PROCEDURES

The board and administration has plans, manuals, handbooks and codes that outline procedures to be followed relative to stated topics. The plans, manuals, handbooks, and codes listed below may be adopted by reference as part of these policies when required by other board provisions, California law, or other controlling requirements. These include, but are not limited to...

Within this portion of the policy manual, the titles of various documents could be listed. This list should become an important resource for board members and employees to understand the extent of activity and responsibilities involved in managing a complex organization.

Exhibit 2-5 provides a partial listing of the types of documents often included in such a document. As the staff addresses Recommendation 2-3, the development and adoption of the list of documents and a series of hot links should be created connecting the Web site based policy manual and related documents. This action should result in providing the manual user easy access to other related information thus increasing user efficiency by reducing time required to locate needed documents

**EXHIBIT 2-5
SAMPLE LIST OF TYPES OF PROCEDURAL, OPERATIONAL, PLANNING
AND OTHER DOCUMENTS THAT SOME SCHOOL DISTRICTS INCLUDE**

Administration

Crisis Management Plan(s)
Emergency Plan
Employee Handbook(s)
Facility Use Fees
Strategic Plan
Staff Development Plan
Safety Plan
General Outline of Revenue and Meal Accountability Procedures
Human Resources Management and Development Plan
Capital Project Priority List
Transportation Procedures Manual
Food Service Procedures

Instructional & Student Services

After-School Child Care Program Manual
Code of Student Conduct
Testing Procedures Manual
Alternative Education Plan
Instructional Material Manual
Instructional Technology Plan
Limited-English Proficient LEP Plan
Manual for Admissions and Placement in Special Education Programs
Student Graduation Requirements
School Handbooks
School Health Procedures Manual
School Improvement Plans
Special Programs and Procedures Manual
Student Education Records Manual
Student Services Plan
Truancy Plan

Add other documents that are available

Source: Created by MGT of America, January 2007.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should instruct the administrative staff to compile a listing of their department's documents and provide the list to his office. July 2007
2. The administrative staff should proceed to develop the listings and electronic copies and provide to the Superintendent's office. August 2007 – March 2008

3. The Superintendent's office should provide the data to the recommended Department of Planning, Accountability and Technology for inclusion in the on-line manual and appropriate hyperlinks. March 2008

4. The recommended Department of Planning, Accountability and Technology should cause the data to be placed in the on-line manual with appropriate hyperlinks. April – September 2008

FISCAL IMPACT

This recommendation could be implemented at no additional cost to the district with existing budgeted resources.

2.4 Legal Services

School boards throughout the United States procure legal services either through in-house counsel with the use of outside attorneys for specialized legal situations, or exclusively through an outside legal firm or firms. Costs for legal work have increased significantly over the past three decades as a result of increased due process activity associated with disciplinary matters, complicated issues related to special needs students, risk management, lengthy personnel disputes and a variety of other issues. These areas are typically complicated by the complexities of federal requirements and the relationship to local and state regulations.

District legal services are provided by an in-house District Legal Services Department staffed by a general counsel position and one secretarial position. The person assigned to the secretarial position has a law degree. Extensive use of outside counselors and law firms is noted.

FINDING 2-5

Budget documents show that the expenditures for the Legal Services Department and related legal services and fees over the past six years have increased.

Expenditures are shown in **Exhibit 2-6**. As is shown overall legal expenses charged to all sources have increased from \$865,301 in 2001 to \$2,262,927 in 2006. However, when the Legal Services Department was added in 2002 while expenses were fairly constant during the years 2001 and 2002, increases were experienced in all subsequent years except 2004.

**EXHIBIT 2-6
WCCUSD LEGAL EXPENSES
2001 – 2006**

EXPENSE CATEGORY	EXPENSES AS OF JUNE 30 TH					
	2001	2002	2003	2004	2005	2006
Legal Dept.*	n/a	\$232,746	\$284,004	\$298,244	\$318,313	\$341,716
Legal Fees	\$865,301	710,078	1,193,838	539,701	696,255	1,320,054
Total Gen. Fund	\$865,301	\$942,824	\$1,477,842	\$837,945	\$1,014,568	\$1,661,770
Other Funds **				130,334	451,309	601,157
Total	\$865,301	\$942,824	\$1,477,842	\$968,279	\$1,465,877	\$2,262,927

* Salaries, benefits, supplies and operating expenses.

** Legal fees charged to other funds including settlements against other functions.

Source: WCCUSD Finance Department, December 7, 2006.

A review of the cause of the increases reveals that unexpected litigation activity and resulting settlements accounts for the expenses noted as **Other Funds** in **Exhibit 2-6**. The cause of the majority of these liabilities rests with inappropriate administration of certain district polices and failure to follow California requirements. These situations are not likely to reoccur and are not subject to this review. However, further review of the expenses reported in **Exhibit 2-6, Legal Fees** section, shows that many costs are associated with the type of legal services that should be expected from inside general counsel. Particularly of note are those related to labor relations and negotiations, personnel matters including resolution of grievances, various contract reviews, and other activity including some related to special education and IDEA. Also included in this list should be Brown Act related actions.

MGT of America has developed a database containing costs for legal services calculated on a per student basis. When WCCUSD is compared with data from this database, WCCUSD per pupil expenditures are significantly higher. Using **only** the five-year average for the General Fund expenditures for services (2002 – 2006 costs totaled and divided by five equaling \$1,192,989 per year) shows that the district has averaged for its current enrollment of 30,005 students a cost of \$39.75 per student.

Exhibit 2-7 shows data from another school district. As can be seen, one of the largest school districts in the nation has kept legal services cost to a level of seven to eight dollars per students while WCCUSD costs are five times higher.

**EXHIBIT 2-7
CLARK COUNTY PUBLIC SCHOOLS
LAS VEGAS, NEVADA
PER STUDENT LEGAL EXPENSES
FISCAL YEARS 2003-2005**

FISCAL YEAR	ENROLLMENT	COST	COST PER STUDENT
2003	268,357	\$2,151,801	\$8.02
2004	280,834	\$1,972,449	\$7.02
2005	295,615	\$2,232,353	\$7.55

Source: Prepared by MGT of America from legal services records, May 2006.

Furthermore, MGT of America's legal services database shows that legal services in other districts reviewed typically range from a low of \$3.70 to over \$14.92 on a per student basis. Peer districts selected for this review did not provide comparative data.

RECOMMENDATION 2-5:

Reduce expenditures for contracted legal services and reassign contract negotiations/labor relations to the Human Resources Division.

Implementation of this recommendation should result in several important actions, including:

- Developing and adopting an administrative policy that requires executive approval of the use of external legal services.
- Requiring the development of internal counsel expertise in areas of student and employee due process, IDEA, and other areas that involve routine legal counsel including charter schools activity and contract reviews.
- Assigning collective bargaining, contract maintenance, and labor relations to the Human Resources Division (see Chapter 3, Personnel and Human Resources, for a detailed discussion of labor relations issues).
- Monthly monitoring of all legal expenses with reports prepared by the Finance Division, comments developed by the Legal services department, and provided to the proposed Superintendent's Executive Team for review.

Full implementation of these recommended actions should substantially reduce the cost for legal services. As reported in Chapter 3, Personnel and Human Resources, savings in reduced fees to external firms and attorneys will more than off set costs for development of an employee relations unit estimated at \$176,114 for personnel plus equipment and supplies.

Additionally, this recommendation should result in increasing the knowledge base of the legal services department, improving labor relations, and providing more timely consult to district personnel.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------------------|
| 1. The board should review and approve the recommended actions and instruct the Superintendent to proceed with implementation. | July 2007 |
| 2. The Superintendent should in concert with the Assistant Superintendent for Human Resources and General Counsel develop an implementation plan that includes all of the recommended components. | July – August 2007 |
| 3. The Superintendent, Assistant Superintendent for Human Resources, and General Counsel should proceed with full implementation with emphasis on training and paralegal recruitment to ensure that the Legal Services Department has the expertise to handle a broader base of activity. | September 2007 –
October 2007 |
| 4. The Superintendent should ensure that the implementation of the full plan is underway. | November 2007 |
| 5. The Superintendent and proposed Executive Team should monitor the activity of the Legal Department and make adjustments as needed. | Ongoing |

FISCAL IMPACT

This recommendation could be implemented at an estimated first year savings to the district of \$433,923 and subsequent years savings of \$788,000 or a total five-year estimated savings of \$3,585,923.

This fiscal impact is calculated based on assumptions as shown in **Exhibit 2-8**.

**EXHIBIT 2-8
FISCAL IMPACT CALCULATIONS
2007-08**

RECOMMENDED ACTION	ESTIMATED (COST)/SAVINGS	COMMENT
Training for Department Personnel	(\$12,000)	This is an estimate based on MGT of America experiences in costing out training for professionals. Training should be Ongoing.
Reduction of External Legal Services	\$445,923	Legal fees as shown in Exhibit 2-6 for the five-year period of 2002 -06 total \$4,459,926 or a yearly average of \$891,985. MGT consultants conservatively estimate that the district can reduce these expenditures by 50% within the first year and set a goal of reducing expenditures to approximately \$14.00 per student or by an estimated \$800,000 in the second and subsequent years.
Total	\$433,923	Estimated First Year Savings

Recommendation	2007-08	2008-9	2009-10	2010-11	2011-12
Training for Department Personnel	(12,000)	(12,000)	(12,000)	(12,000)	(12,000)
Reduction of External Legal Services	445,923	800,000	800,000	800,000	800,000
Total	\$433,923	\$788,000	\$788,000	\$788,000	\$788,000

2.5 Organization and Management

The organizational structure and management system of a large public school system are key factors in determining the system's ability to meet its goals and to operate in an effective and efficient manner. An effective organizational structure systematically arranges the functional areas of the system in a manner that supports the system's mission and related goals. A successful organization has the capacity to alter its structure to meet the changing needs of its customers. The extent to which the existent culture of the organization restricts this response, the less likely is the organization going to meet client requirements and, as a result, experience successes.

The management system of a large organization, including the ability to make informed decisions, communicate effectively, and provide appropriate planning and accountability functions, ultimately determines the extent to which the organization can successfully carry out its mission and accomplish its goals.

Section 2.5 reviews the WCCUSD organization, decision making, management, planning and accountability, public information, school organization and management, and portions of the security functions. Facility related security is discussed in Chapter 8, Facilities Use and Management.

2.5.1 District Organization

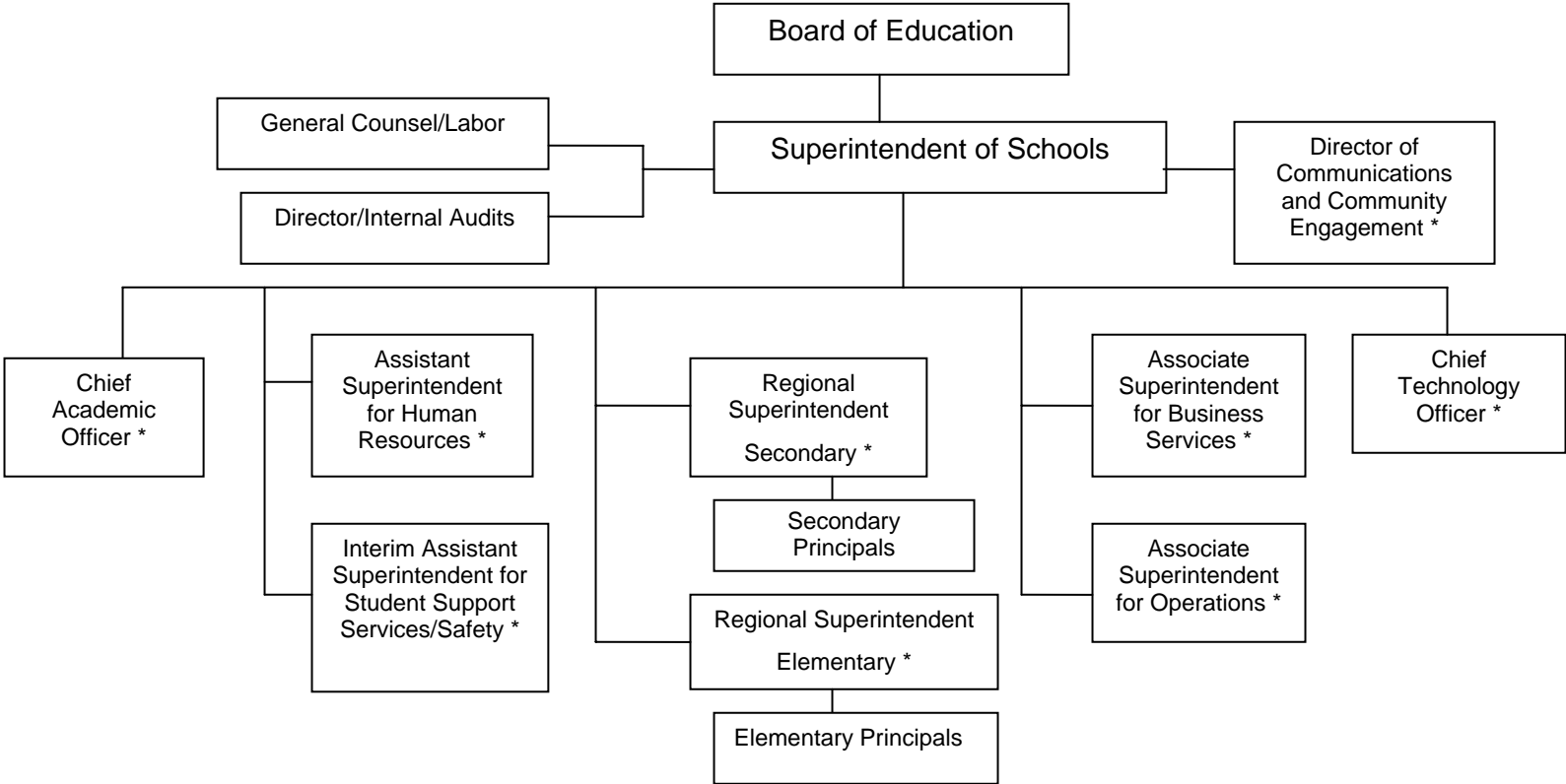
The development and maintenance of an effective organizational structure for a larger school system is a formidable task. Fundamentally, an organizational structure is a support system, designed to facilitate the primary mission of the agency and sustain its efforts to accomplish its goals. To the extent that the mission of the school system does not drive its organizational structure, the support system is weakened and consequently the organization's ability to accomplish its primary mission is compromised.

Larger school systems, like any big organizations, are often bureaucratic and subject to the inertia created by tradition and size. In many instances, the organizational structure of these systems evolve based more upon tradition, individual interests and capabilities of long-term employees and the special interests of the board and Superintendent, rather than being developed systematically. Little organizational analysis is done and the school system continues, in large part, to resemble its predecessors. To maintain effectiveness, school systems must continue to focus their energies on the needs of their students and constantly adapt the organization to serve student needs.

While maintaining an effective organizational structure for a larger school system is a challenging task, the end results can yield enormous benefits for the system, the schools, and the students that the system supports. As Carter McNamara said in *Basic Context For Organizational Change*, "Typically, organizations must undertake organization-wide change to evolve to a different level in their life cycle."

Exhibit 2-9 shows the executive leadership positions of the district as organized during the on-site visit. The Superintendent has 11 direct administrative reports plus two office personnel with principals reporting to their respective Regional Superintendents. All positions except the Director of Internal Audits and the two office personnel serve on the Superintendent's Cabinet.

**EXHIBIT 2-9
CURRENT WCCUSD ORGANIZATION
DECEMBER 2006**



* Cabinet Positions
Source: Prepared by MGT of America from WCCUSD documents, December 2006.

FINDING 2-6

The Superintendent has 13 direct reports, including the two staff positions in the Superintendent/Board office, resulting in the Superintendent committing an excessive amount of time to routine coordination functions and limiting time available for important planning, work with the Board of Education, and other executive functions.

Additionally, the two regional superintendent positions are each responsible for from 19 to 39 principals as well as other functional areas. This supervisory situation does not permit for adequate performance reviews of assigned personnel nor does it provide the regional superintendents adequate time for important planning and individual school plans review and monitoring.

The Student Support and Services/Safety organized in a separate division segments school safety from the regional superintendents' responsibilities and makes coordination more difficult. Other student services functions could be managed within the recommended Teaching and Learning Division, providing effective coordination and reducing the Superintendent's span of control.

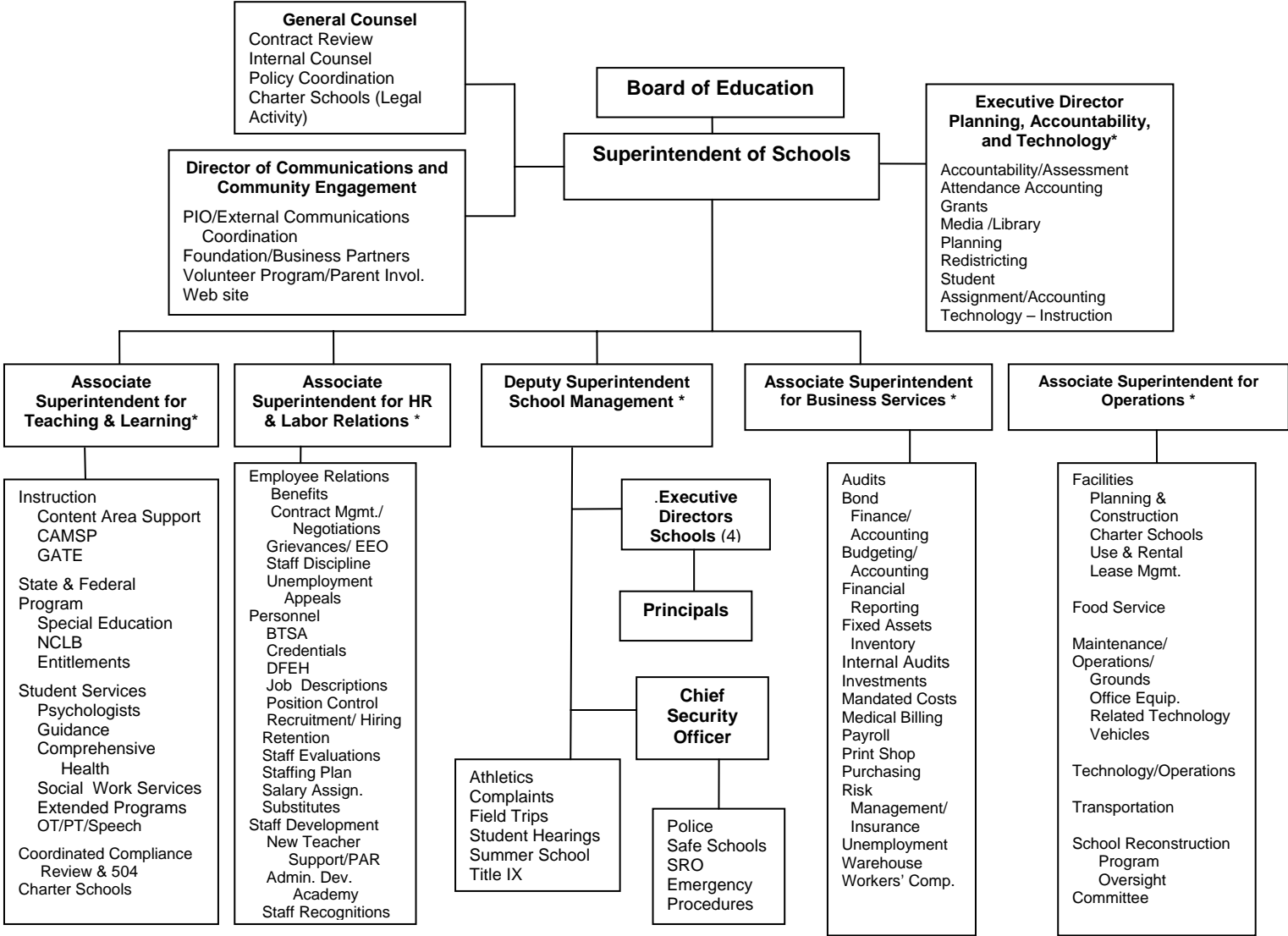
Current titles assigned to administrative positions lacks continuity and a relationship to the overall organization of the district. For example, there is no clear distinction among the titles of Chief Officer, Assistant Superintendent, Associate Superintendent, and Regional Superintendent. Many organizations order their positions in some systematic manner such as Deputy, Associate, Assistant, Executive Director, Director, et cetera, thus permitting a better understanding of line and staff relationships.

RECOMMENDATION 2-6:

Reorganize the executive organization of WCCUSD.

Exhibit 2-10, Proposed Functions and Organization, shows the recommended reorganization for WCCUSD.

**EXHIBIT 2-10
PROPOSED FUNCTIONS AND ORGANIZATION**



* Executive Team
Source: Created by MGT of America, January 2007.

Implementation of this recommendation should result in the following actions:

- Reducing the number of Superintendent administrative direct reports from 11 to 8 by eliminating the Interim Assistant Superintendent for Student Support Services/Safety position and division, consolidating school supervision under one administrative position, the proposed Deputy Superintendent for School Management, and reassigning the Director of Internal audits to the Business Services Division since this position is essentially an internal audit position.
- Establishing a clearly defined ranking of executive and administrative positions. Examples of ranking in school systems could include: Deputy, Associate Superintendent, Assistant Superintendent (if included), Executive Director, Director, Supervisor/Coordinator.
- Hiring a Deputy Superintendent for School Management (reassigning clerical support from Student Support Services/Safety) and assigning four Executive Directors (reclassifying the existing two Regional Superintendent positions to Executive Directors and hiring two Executive Directors using existing clerical support) to provide supervision and evaluation of school principals in a ratio of approximately one executive director to 16 schools. This action will establish a workable ratio to permit development and implementation of an accountability based principal performance assessment and compensation system as discussed in Recommendation 2-8.
- Assign from the Student Support Services/Safety Division the Chief Security Officer to report directly to the proposed Deputy Superintendent for School Management thus placing school security organization and activity in direct line with schools.
- Reassign from the Student Support Services/Safety Division all complaints, student assignments, student hearings, and other related functions to the proposed Deputy Superintendent for School Management and student services functions including Section 504 to the proposed Teaching and Learning Division (current Chief Academic Officer Division).
- Reassign from the Human Resources Division, Title IX, and from the Chief Academic Officer, Summer School, to the proposed Deputy Superintendent for School Management.
- Adopting an administrative staffing formula for establishing the number of director positions assigned principal supervision and principal performance assessment responsibility.
- Reassignment of other functions is discussed in the related chapters of this report.
- Increasing efficiency of operation and establishing an organization structure that can be altered to fit future district needs.

It should be noted that if student enrollment continues to decline, the Superintendent should recommend the combining of the business services and operations functions

under one executive leadership position to reduce executive positions and related administrative costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Superintendent should recommend the proposed organization plan to the board for review, modification, and approval. | July 2007 |
| 2. The board should review, modify, and approve the plan for budgeting and instruct the Superintendent to proceed with implementation following availability of funds. | August 2007 |
| 3. The Superintendent should proceed with implementation following availability of funds. | October 2007 |

FISCAL IMPACT

This recommendation could be implemented at an estimated annual cost to the district of \$250,575 or a five-year cost of \$1,252,875.

This fiscal impact is calculated based on the following assumptions as illustrated in **Exhibit 2-11**:

**EXHIBIT 2-11
FISCAL IMPACT CALCULATIONS**

RECOMMENDED ACTION	ESTIMATED (COST)/SAVINGS*	COMMENT
Eliminating the Interim Assistant Superintendent for Student Support Services/Safety position	\$173,473	Salary of \$133,452 plus benefits of \$40,021 totaling \$173,473. Current functions reassigned to other divisions.
Hire a Deputy Superintendent for School Management	(\$203,406)	Salary of \$158,819 plus benefits of \$44,587 totaling \$203,406. The Deputy position would act in the Superintendent's absence.
Reclassify two Regional Superintendent positions to Executive Directors	\$63,152	Regional Superintendents cost is Salary of \$133,452 plus benefits of \$40,021 totaling \$173,473 times 2 equals \$346,946 and Executive Directors' costs estimated to be \$106,692 plus benefits of \$35,205 totaling \$141,897 times 2 equals \$283,794, for a savings of \$63,152.
Hire two Executive Directors	(\$283,794)	Executive Directors' costs estimated to be \$106,692 plus benefits of \$35,205 totaling \$141,897 times 2 equals \$283,794. Would ensure that the ratio of professional supervision for principal performance assessment and management is within an acceptable range.
Change title of Chief Academic Officer to Associate Superintendent for Teaching and Learning; Change title of Chief Technology Officer to Executive Director.	(No Cost)	No fiscal impact; no change in compensation recommended.
Total	(\$250,575)	Annual Cost

* Includes benefits cost.

5 YEAR FISCAL IMPACT

Recommendation	2007-08	2008-9	2009-10	2010-11	2011-12
Eliminating the Interim Assistant Superintendent for Student Support Services/Safety position	\$173,473	\$173,473	\$173,473	\$173,473	\$173,473
Hire a Deputy Superintendent for School Management	(\$203,406)	(\$203,406)	(\$203,406)	(\$203,406)	(\$203,406)
Reclassify 2 Regional Superintendent positions to Executive Directors	\$63,152	\$63,152	\$63,152	\$63,152	\$63,152
Hire two Executive Directors	(\$283,794)	(\$283,794)	(\$283,794)	(\$283,794)	(\$283,794)
Total	(\$250,575)	(\$250,575)	(\$250,575)	(\$250,575)	(\$250,575)

FINDING 2-7

The district's principal performance review system is comprehensive, requires a portfolio, and requires more time for proper administration than can be provided as it is currently structured.

Interviews with the Superintendent and other professionals reveal the current principal performance review process is extensive, and is stymied due to several factors including excessive workload assignments of the Regional Superintendents, the complex nature of the Administrator Evaluation and Training plan for 2006-07, and the fact that the two administrators are responsible for 63 schools or programs headed by principals or administrators.

Best practices suggest that for purposes of conducting an accountability based principal performance assessment and compensation system, the number of principals to be directly supervised should be limited to 15 – 18 (as recommended in the previous recommendation). The current performance review system while modifiable for performance pay purposes, does not lend itself to proper implementation given the current workload for principals from the Regional Superintendents.

RECOMMENDATION 2-7:

Implement an Executive Director staffing ratio that supports effective supervision and assessment of principals and develop and adopt an accountability-based principal performance assessment and compensation system.

Implementation of this recommendation should result in ensuring that Recommendation 2-6 is fully implemented and the current administrator evaluation system is modified to reflect an accountability-based principal performance assessment and compensation plan that is workable.

Such a plan should be developed in concert with principal representatives and all affected administrators and staff should be fully trained to ensure proper implementation.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------------------|
| 1. The Superintendent should recommend the proposed plan to the board for review, modification, and approval. | July 2007 |
| 2. The board should review, modify, and approve the plan for budgeting and instruct the Superintendent to proceed with implementation following availability of funds. | August 2007 |
| 3. The Superintendent should instruct the Associate Superintendent for Human Resources to develop the assessment instrument and related training. | August 2007 |
| 4. The Associate Superintendent for Human Resources should develop the assessment instrument and related training and present to the Superintendent for review and approval. | August – October 2007 |
| 5. The Superintendent should proceed with implementation following availability of funds. | October 2007 |
| 6. The Superintendent and proposed Executive team should evaluate the effectiveness of the plan. | October 2008 and Ongoing |

FISCAL IMPACT

The cost of implementing the Executive Director staffing ratios is reflected in the fiscal impact for Recommendation 2-6. Other expenses cannot be provided until the plan is developed and implementation costs estimated.

2.5.2 Decision Making, Communications, and Management

The essence of an organization lies in its management and decision-making processes. The managers in their leadership roles provide guidance and direction for the organization. In many respects, management sets the tone for the organization with their leadership styles and performance.

P.F. Drucker in his book, *Management and the World's Work*, professes that the “fundamental task of management remains to make people capable of joint performance giving them common goals, common values, and the right structure.” Echoing that same principle, Senge observes that the key role of leaders is to “marry the individual development of every person in the organization with superior performance.”

FINDING 2-8

The Superintendent's Cabinet has too many staff members directly reporting to the Superintendent for the efficient management of the WCCUSD and does not have provisions for direct principal input.

Interviews with the Superintendent, Central Office staff, and others indicate that the current Cabinet is a valuable organization for the district, but it is primarily a forum for information dissemination rather than essential decision making. As a consequence, the Superintendent must meet informally with selected executive administrators to effect necessary actions. This situation could be remedied by reorganizing the groups that can provide the needed input.

Implementation of Recommendation 2-6 should result in reducing the number of direct reports and designates five positions to serve on a recommended Executive Team.

RECOMMENDATION 2-8:

Reorganize the Cabinet structure converting it to a Superintendent's Leadership Forum including principals' participation and create a Superintendent's Executive Team.

Implementation of this recommendation should result in a Cabinet composed of the Executive Team as noted in **Exhibit 2-10** (previously shown), directors, and principal representatives. The Cabinet can then become a forum for soliciting input, review of important initiatives, and ensuring the overall organizational health of the school district. Monthly meetings with a prepared agenda developed by the Executive team should serve to guide proceedings.

The Superintendent's Executive Team, composed of the six positions noted in **Exhibit 2-10**, should have primary responsibility for ensuring that:

- All planning is effectively coordinated.
- Establish and maintain focus on mission, goals, and related initiatives of the system.
- Review data to ensure that decisions are based upon accurate and complete information.
- Ensure community involvement.
- Monitor internal communications to ensure effective communication of decisions and related information.
- Communicate the vision of the organization to all stakeholders.
- Guide program evaluation.
- Engage in orchestrating the specific and purposeful abandonment of obsolete, unproductive practices and programs.

- Maintain focus on continuous district and school improvement processes.
- Monitor the district's organizational climate.
- Ensure the development and equitable allocation of resources (fiscal, personnel, facilities, technology, etc.).

All Cabinet and Executive Team meetings should be guided by prepared agendas with a record of important determinations maintained. A summary of Cabinet activity should be prepared and provided personnel via the Web site and any other appropriate and convenient medium. Procedures should be developed and implemented to ensure that appropriate Executive Team information is provided to those who require the information in order to effectively carry out their assigned responsibilities.

It is understood that other district-level positions may participate in Executive Team proceedings from time-to-time and as necessitated by the nature of matters under consideration.

This change should result in a more efficient model for the district to provide assistance and services to the district's schools and staff.

The Superintendent should continue his Friday schools' visitation discipline on the various campuses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should study the recommended actions and proceed with implementation upon approval of the reorganization structure. July 2007

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost to the district.

2.5.3 Planning and Accountability

Among the characteristics that define effective organizations is the ability to not simply do things right, but to do the right things. How to determine the right things is a product of effective planning. Planning is not a sometimes thing; to be effective, a good planning process needs to be embedded in the operation of the organization and understood by all the employees.

Strategic planning is a proactive process of envisioning the future and developing the necessary strategic actions to bring that vision to fruition. In essence, a good strategic plan serves as a map for an organization's members to guide actions towards meeting organizational goals. In addition, planning moves organizations from reactionary modes to proactive modes by connecting goals, strategies, performance measures, and action plans to an overall resource allocation process. Organizations that link these elements

through the planning process are much more likely to achieve identified goals and enhance their overall organizational effectiveness.

Organizational accountability is the means by which an organization assesses its performance. The accountability of a public school system such as WCCUSD is not defined by a single program, but should be imbedded in the organization as a part of its culture. Typically, the accountability system for a school system is included as an integral part of the organization's strategic plan.

To be effective, an accountability system should not be simply imposed upon the organization. Staff must be knowledgeable about the goals of the organization and the plans to achieve these goals. Staff needs to be made aware that the objective of organizational accountability is to improve the performance of the school system and is not used to conduct individual performance appraisals.

An effective, comprehensive accountability plan will assist school districts in determining who its customers are, how best to serve these customers, and how well these customers are satisfied with the school system's services.

FINDING 2-9

The Superintendent, staff, and Board are engaged in important planning activity that should result in providing important policy and other guidance to the WCCUSD. However, important activity related to planning, accountability, and assessment is currently fragment and has not been assigned as a division level responsibility.

Currently the Superintendent is coordinating planning activity that was initiated prior to his assuming the executive officer role in WCCUSD. Additionally, he is coordinating the revision of the policy manual. These are tasks that require considerable time and could be assigned to other divisions or departments in the district.

WCCUSD has a Technology Systems Department headed by the Chief Technology Officer. Planning functions, currently coordinated by the Superintendent, and various other planning aspects reside within the numerous offices of the district including at the school-level. Accountability appears to be shared among divisions and some offices such as the Chief Academic Office and between the Regional Superintendents and others. Pinpointing precise points is difficult under the current organization structure.

Best practices suggest that two organizational conditions should exist: first, assignment of overall coordination of strategic planning to a single department or division with responsibility fixed to a specific position; and second, placed within the overall organization in a position so that decisions cannot be unduly influenced by any single other department or division.

RECOMMENDATION 2-9:

Reorganize and assign the technology, planning, accountability, and assessment functions within a Department of Planning, Accountability, and Technology.

Implementation of this recommendation should result in the organization of technology, planning, accountability, and assessment functions within a Department of Planning, Accountability, and Technology under the leadership and management of an Executive Director.

The implementation of this recommendation should also result in defining the specific planning and plan coordination responsibilities of the proposed Department of Planning, Accountability, and Technology. A first order of business should be the assignment of the continued development of the current planning processes and the establishment of a clearly defined process for accountability.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should recommend the proposed organization plan to the board for review, modification, and approval. July 2007
2. The board should review, modify, and approve the plan and instruct the Superintendent to proceed with implementation. July – August 2007
3. The Superintendent should proceed with implementation and instruct the Associate Superintendent for Human Resources in concert with the Chief Technology Officer to coordinate the implementation process. September 2007

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district and with existing resources.

FINDING 2-10

An October 18, 2006 adopted document, *West Contra Costa School District Strategic Plan Goals and District Level Indicators*, contains goals and indicators for the district, but requires considerable additional development in order to be operational.

Coordination has become a primary responsibility of the Superintendent and immediate staff. This system for coordination and oversight lacks organizational institutionalization of the management process and is too time-consuming for the Superintendent.

Implementation of Recommendation 2-9 should provide the organizational framework for ensuring the continued development of the strategic document and ensuring that it has clear linkages with school improvement needs.

RECOMMENDATION 2-10:

Complete the development of the Strategic Plan initiative and assign coordination responsibilities to the proposed Department of Planning, Accountability, and Technology.

Implementation of this recommendation should result in the assignment of the management of the strategic planning processes with a division that has representation on the Executive Team and has varied resources available to ensure effective plan development, assessment of planned outcomes, and development of effective accountability and reporting processes.

Placement within the proposed Department of Planning, Accountability, and Technology assigned to report directly to the Superintendent places these functions in a “neutral corner” thus minimizing the opportunity for undue control of the planning process by any other single division. This step is an important action designed to ensure equitable resources utilization based on approved priorities.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------------------|
| 1. The Superintendent should assign responsibility for strategic plan development and oversight to the proposed Department of Planning, Accountability, and Technology under the direction of the proposed Executive Director. | October 2007 |
| 2. The proposed Executive Director in collaboration with department personnel and the Executive Team should develop the implementation procedures and processes and submit to the Executive Team for review and approval. | November – December 2007 |
| 3. The Superintendent and the Executive Team should review, revise, and approve the planning process and cause it to be implemented district-wide. | January 2008 |
| 4. The Superintendent and the Executive Team should review the effectiveness of the processes for developing and updating the plan and strategic documents. | Annually |

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district and with existing resources.

2.5.4 School Organization and Management

Ultimately, the focus of the school system’s organizational and management roles and functions should be related directly or indirectly to the education of the system’s students throughout the classrooms and schools of the system. The delivery of educational programs typically occurs at the school level through prescribed programs. The organizational and management support system for these programs is described in Chapter 6.0, Education Services, of this report.

The central administrative organization of the school system develops policies and procedures designed to promote and support effective educational practices at the school level. Additionally, central administration is responsible for working with schools to staff positions and provide both recruitment and training initiatives.

With just over 31,000 students enrolled in WCCUSD, the system has organized its educational programs within a total of 63 schools and program areas. Of these, six are alternative schools and continuing education centers, 40 elementary with one designated as K-12, seven middle, and 10 high school designations housed within six campuses.

FINDING 2-11

WCCUSD has not adopted a formula for determining the assignment of vice or assistant principals to schools resulting in school-level administrative workload inequities.

Exhibit 2-11 shows the assignment of vice or assistant principal positions to the schools and each school's student enrollment as of October 2006 and recommended vice or assistant principal positions based on generally accepted best practices (elementary schools staff at a ratio of one assistant principal for each 500 to 600 students in enrollment and secondary schools assigned one assistant principal for each 400 students). The exhibit shows that elementary schools are each staffed with one principal and vice or assistant principals at ten schools with three over staffed and two understaffed. Middle schools are staffed within acceptable ranges. However, three high schools would normally be entitled to additional positions while one is over staffed by one.

**EXHIBIT 2-11
WCCUSD SCHOOLS ENROLLMENT AND
ADMINISTRATIVE POSITIONS**

SCHOOL	ENROLLMENT October 20, 2006	A.P.	PRIN	RECOMMENDED A.P. +/-
Elementary				
Bayview	534	1	1	
Cameron	153		1	
Castro	293		1	
Chavez	627	1	1	
Collins	458		1	
Coronado	364		1	
Dover	596	1	1	
Downer	740	1	1	
Ellerhorst	442		1	
El Sobrante	215		1	
Fairmont	289		1	
Ford	463		1	
Grant	645	1	1	
Hanna Ranch	456		1	
Harbour Way	19		1	
Harding	316		1	
Highland	575	1	1	
Kensington	522		1	1
King	341		1	
Lake	502		1	1
Lincoln	421		1	
Lupine Hills	360		1	
Madera	352		1	
Mira Vista	407		1	
Montalvin	429		1	
Murphy	300		1	
Nystrom	392	1	1	(1)
Ohlone	464		1	
Olinda	306		1	
Peres	525	1	1	
Riverside	316		1	
Shannon	373		1	
Sheldon	382		1	
Stege	308		1	
Stewart	282		1	
Tara Hills	464		1	
Valley View	402		1	
Verde	330	1	1	(1)
Washington	466	1	1	(1)
Wilson	485		1	
Total Elem.		10	40	(1)

**EXHIBIT 2-11 (Continued)
WCCUSD SCHOOLS ENROLLMENT AND
ADMINISTRATIVE POSITIONS**

SCHOOL	ENROLLMENT October 20, 2006	A.P.	PRIN	RECOMMENDED A.P. +/-
Middle				
Adams	632	1	1	
Crespi	657	1	1	
Helms	783	1	1	
Lovony DeJean	773	1	1	
Pinole Jr	746	1	1	
Portola	606	1	1	
Total Middle		6	6	0
High				
De Anza	1,087	3	1	(1)
El Cerrito	1,240	2	1	1
Hercules 6-12	1,899	4	1	
Kennedy	903	2	1	
Middle College	281		1	
Pinole Valley	1,720	3	1	1
Richmond	1,678	3	1	1
Gompers	163		1	
North Campus	130		1	
Vista	254		1	
TLC	34		1	
Total HS/Alt		17	11	2
TOTAL - All	16,427	33	57	1

Source: Created by MGT of America from Regional Superintendents' Office data, November 2006.

RECOMMENDATION 2-11:

Develop and implement a formula-driven staffing plan for school vice or assistant principal positions.

The implementation of this recommendation can result in the fair and equitable distribution and assignment of administrative positions to all schools.

Best practices typically dictates that elementary schools staff at a ratio of one assistant principal for each 500 to 600 students in enrollment and secondary schools assigned one assistant principal for each 400 students. This best practice formula is based on the assumption that dean's positions are not allocated to the schools for administrative/support purposes. This typical allocation formula can be applied to all schools.

The implementation of this formula can result in the hiring of one additional vice or assistant principals with one position assigned to De Anza High School reassigned to

another school and three elementary positions reassigned. Assignment of additional positions is shown in **Exhibit 2-11**.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should recommend an assistant principal staffing formula to the board for review, revision, and approval. October 2007
2. The board should review and approve the recommended formula and instruct the Superintendent to proceed with implementation. October 2007
3. The Superintendent should instruct the Associate Superintendent for Human Resources and Regional Superintendents to implement the formula. November 2007
4. The Associate Superintendent for Human Resources and Regional Superintendents should implement the formula. November 2007 and Ongoing

FISCAL IMPACT

Implementation of this recommendation can cost the district \$102,640 annually for a five-year total cost of \$513,200. This cost calculation is based on an average vice or assistant principal salary of \$73,500 plus benefits of \$29,140 for a total cost of \$102,640.

Recommendation	2007-08	2008-9	2009-10	2010-11	2011-12
Hire one vice or assistant principal	(\$102,640)	(\$102,640)	(\$102,640)	(\$102,640)	(\$102,640)

2.5.5 Security

Today, ensuring a safe and secure environment must be a school district’s first priority. Once the school and classroom are safe, teachers can focus on quality instruction and students can focus on learning. To do this, schools must develop effective policies, procedures, and programs to address violence prevention, student discipline, facility safety, and crisis contingencies. Failure to adequately address any one of these areas can weaken the safety and security of public school children and school district staff alike.

Proper organization is critical to the success of a department. Organizations need to be arranged to achieve the results they get. Badly organized departments will achieve poor results, often even with superior personnel. Well-organized departments can often achieve extraordinary results even with less-qualified personnel.

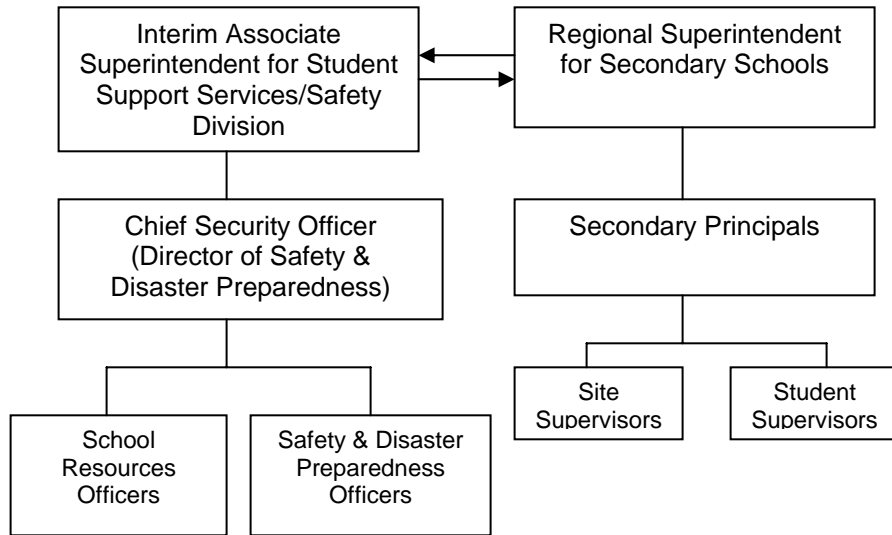
Safety and security functions of WCCUSD are organized within the Student Support Services/Safety Division. The Chief Safety Officer (Director of Safety and Disaster Preparedness) services are obtained through an agreement between the board and the City of Richmond and coordinated through the Interim Associate Superintendent for Student Support Services/Safety Division.

Following Board actions to disband the WCCUSD internal police force, contracts for School Resource Officers (SRO) were developed with local police agencies. These officers are assigned to specific schools and have detailed responsibilities. Principals are responsible for ensuring that adequate communications are established between assigned officers and school-based personnel.

The district has established 26 Secondary Site Supervisors and nine Student Supervisors, each assigned to specific schools and detailed responsibilities.

Exhibit 2-12 shows the Safety and Security Department organization. As can be seen secondary principals are responsible for Student and Site Coordinators while the SROs and Safety & Disaster Preparedness Officers report to the Chief Security Officer (Director of Safety and Disaster Preparedness).

**EXHIBIT 2-12
SAFETY AND SECURITY ORGANIZATION**



Source: Prepared by MGT of America from Director of Safety & Disaster Preparedness Office records, December 2006.

FINDING 2-12

The current organization pattern for safety and security is fragmented with coordination of all functions dependent upon cooperation between the Regional Superintendent's Office and the Chief Security Officer rather than clear line and staff organization.

The current situation can easily lead to misunderstandings concerning policies, procedures, and the interpretation of important matters. This is due primarily to the excessive lines of communications that must be used to ensure that all actions are properly communicated within the organization.

RECOMMENDATION 2-12:

Assign the Safety and Disaster Preparedness Department to the proposed Deputy Superintendent for School Management Division.

Implementation of this recommendation should result in placing the Safety and Disaster Preparedness Department within the School Management Division with overall management responsibilities resting with executive leadership that is directly responsible for the schools.

Under the current organization patterns and assignment of responsibilities, the Chief Security Officer is providing coordinated training to all school-based Student and Site Supervisors thus this reorganization recommendation is consistent with actual practice.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should recommend the proposed organization plan to the board for review, modification, and approval. July 2007
2. The board should review, modify, and approve the plan and instruct the Superintendent to proceed with implementation. July – August 2007
3. The Superintendent should proceed with implementation and instruct the Associate Superintendent for Human Resources and Regional Superintendent for Secondary Schools in concert with the Chief Safety and Security Officer to coordinate the implementation process. September 2007

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district and with existing resources.

FINDING 2-13

WCCUSD has a variety of plans and procedures to guide emergency and safety actions; however, not all documents are up-do-date.

The WCCUSD Emergency Standard Operating Procedures document has been updated and submitted to the Legal Services Department for review two months prior to December 2006, but as of the on-site visit, the document had not been returned to the Safety and Disaster Preparedness Department.

The WCCUSD Comprehensive School Safety Plan is currently under review. This process is aided by a contract with Dimensions Unlimited, Incorporated, a company with expertise in this area. The updating process is scheduled to be completed by June 2007.

Upon completion of the updating and review process of the Emergency Standard Operating Procedures document and the Comprehensive School Safety Plan all individual School-level plans should be reviewed to ensure consistency with the controlling documents.

RECOMMENDATION 2-13:

Review and update the WCCUSD Emergency Standard Operating Procedures document and the WCCUSD Comprehensive School Safety Plan and ensure that all school-level plans are updated and consistent with the district plan.

Implementation of this recommendation should ensure that all necessary safety and security policy, planning, and procedural documents are up-to-date and consistent with applicable laws and regulations and best practices. These actions are important to ensuring that student and personnel safety and security is protected and that the district is indemnified to the extent possible.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should instruct the Interim Associate Superintendent for Student Support Services/Safety, Regional Superintendents, General Counsel, and Chief Safety and Security Officer to coordinate activity and complete the updating processes. July 2007
2. The Interim Associate Superintendent for Student Support Services/Safety should assume the lead and coordinate with the Regional Superintendents, General Counsel, and Chief Safety and Security Officer to complete the updating processes. July – September 2007
3. The Chief Safety and Security Officer should ensure that all documents are maintained up-to-date and complete. October 2007
and Ongoing

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district and with existing resources since the budget for updating processes has already been established and purchase order issued.

FINDING 2-14

The district does not have a comprehensive safety and security review checklist based on an updated WCCUSD Comprehensive School Safety Plan and related procedures or does the district conduct regularly scheduled inspections of schools.

Interviews with selected personnel indicate that a scheduled annual safety and security inspection of all schools and facilities do not occur. Required inspections of exits, fire extinguishing equipment, exit route posting and other such safety matters are conducted. However, random consultant visits to schools resulted in varied enforcement

of generally accepted practices associated with controlling visitors and other personnel on campus. In several instances consultants visited schools without being required to identify themselves. However, in numerous instances evidence of parking area supervision and control of egress was evident and applied.

The general situation is that there is a lack of overall consistency in the enforcement of essential safety and school security measures.

RECOMMENDATION 2-14:

Create a safety and security review checklist based on an updated WCCUSD Comprehensive School Safety Plan and conduct a minimum of one scheduled and one unscheduled walk-through inspection of each school annually.

Implementation of this recommendation should result in several important actions including but not limited to:

- Development and implementation of a comprehensive safety and security walk-thru checklist that is conducted at least twice annually with one review unannounced.
- Training of school-based personnel in the up-dated plans and procedures and the inspection protocols and standards.
- Identification and training of personnel assigned inspection responsibilities.
- Enforcement of specific visitor controls and proper screening of person on campuses.
- Central monitoring of the inspection results with specific feedback provided principals, custodial, maintenance, and other personnel on a need-to-know list.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should instruct the Interim Associate Superintendent for Student Support Services/Safety, Regional Superintendents, and Chief Safety and Security Officer to coordinate activity and develop the needed forms, protocols, and training to implement the recommendation. July 2007

2. The Chief Safety and Security Officer should assume the lead and coordinate with the Interim Associate Superintendent for Student Support Services/Safety, the Regional Superintendents to complete implementation of the recommended actions. August –
September 2007

3. The Chief Safety and Security Officer should ensure that all documents are developed, inspectors and school-based personnel trained, schedules developed, and school-based procedures are maintained up-to-date and complete.

October 2007
and Ongoing

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district and with existing resources.

3.0 *FINANCIAL MANAGEMENT*

3.0 FINANCIAL MANAGEMENT

This chapter presents findings, commendations and recommendations relating to financial management in the West Contra Costa Unified School District (WCCUSD, or the district). The major sections include:

- 3.1 Financial Background
- 3.2 Addressing Future Financial Challenges
- 3.3 Budget Development, Monitoring and Implementation
- 3.4 Purchasing, Accounting and Payroll
- 3.5 Internal Audits

CHAPTER SUMMARY

The West Contra Costa Unified School District has, in important respects, recovered from a severe financial crisis in the early 1990's that led to a significant fiscal and managerial intervention by the State of California in order to avert the district's imminent insolvency. In contrast to that decade, the district today provides education to approximately 31,000 pupils, at the same time staying within its annual budget and maintaining a prudent fiscal reserve. While the district deserves recognition for the great strides it has made in the last decade in terms of "righting its fiscal ship," West Contra Costa also faces an unusual set of serious financial challenges in the near future. These include (but are not limited to) a still-outstanding loan obligation to the State of over \$15.6 million, the resumption of debt service payments for an information technology procurement made in 1989-90, diminishing revenues from the State due to declining enrollment, and rapidly rising health insurance payments for a growing number of retired employees. Thus, notwithstanding the current success of the district in terms of living within a balanced budget, the district's financial position is fragile with respect to near-term and longer-term challenges.

This chapter makes a number of findings and recommendations intended to address key areas of financial challenge. In addition, we make recommendations to improve central office operations in the areas of budgeting, purchasing, and internal audits. Several of these recommendations would produce cost-savings or revenue enhancements that would—in some cases—improve the district's ability to address future financial issues.

The following area of district operation and management merits commendation and is discussed in detail later in this chapter:

- WCCUSD is commended for approaching the Legislature with a proposal to dedicate the district's annual \$1.4 million debt service payment to additional instructional improvements at its lower-performing schools (Assembly Bill 1601, introduced by Assembly Member Loni Hancock).
- WCCUSD is commended for meeting county and state budget requirements, maintaining healthy general fund reserves, and providing the Board of Trustees with five-year projections of revenues and expenditures.

- WCCUSD is commended for beginning implementation of a comprehensive training program and a change management plan for deploying the web-based version of SunGard Bi-Tech, in order to assure that the new applications in the budget-tracking process achieve maximum cost-savings and operational efficiencies for the district.

Recommendations provided in this chapter include:

- Institute a comprehensive program, including fiscal incentives at the school-site level, to raise attendance as a percentage of enrollment at all schools to at least 95 percent, thereby improving educational outcomes and increasing revenues from the State. **(Recommendation 3-1)**
- Approach IBM with a proposal for waiver of the remaining \$5 million of payments currently scheduled to be made by the district, stressing opportunities for corporate tax write-off and positive public relations for the company. **(Recommendation 3-2)**
- Create and implement a strategy for controlling and refinancing the district's unfunded liability for post-employment health benefits, in order to restore the district's capacity to provide future salary increases and future educational program investments. **(Recommendation 3-3)**
- Align the district's budget documents with the Board's strategic plan, make the budget an instrument for implementation of the plan, and revise budget documents to clearly communicate to staff, parents, and the community. **(Recommendation 3-4)**
- Implement a web-based online purchase order process for operational savings and increased operational effectiveness. **(Recommendation 3-5)**
- Implement a web-based online personnel time-tracking and payroll process for operational savings and increased operational effectiveness. **(Recommendation 3-6)**
- Move responsibility for oversight and tracking of employee benefits from the internal audits office to Human Resources and focus internal audit resources on resolving outstanding audit issues regarding student body funds. **(Recommendation 3-7)**

3.1 Financial Background

WCCUSD has, in important respects, recovered from a severe financial crisis in the early 1990's that led to a significant fiscal and managerial intervention by the State of California in order to avert the district's imminent insolvency. The district borrowed over \$29 million in emergency loans from the State during the early 1990's, authorized

through legislation enacted by the Legislature. As a condition of the loans the Legislature required that the State Superintendent of Public Instruction appoint a Trustee to oversee fiscal decisions of the WCCUSD Board.

In contrast to the 1990's, the district today meets its educational mission while staying within its annual budget and maintaining a prudent fiscal reserve. While the district deserves recognition for the great strides it has made in the last decade in terms of "righting its fiscal ship," West Contra Costa also faces an unusual set of serious financial challenges in the near future. These include the following key issues:

- Diminishing revenues from the State due to declining enrollment.
- A still-outstanding series of loan repayments to the State totaling over \$15.6 million (annual payments of \$1.4 million scheduled through the year 2018).
- The resumption of debt service payments for an information technology procurement in 1989-90. Under a settlement agreement with IBM, the district is scheduled to make four annual payments of \$1,250,000, beginning in the 2007-08 fiscal year.
- Rapidly rising health insurance payments for a growing number of retired district employees. According to the actuarial report presented to the Board of Trustees last December, the district's current annual payments for retiree health benefits of \$13.5 million will more than double in just nine years. This portends an encroachment on future budgets that will soon severely constrain the district's ability to make necessary educational investments and provide future salary increases. The district recently took some vital first steps in limiting future liability; nonetheless these changes did not fundamentally alter this serious budget encroachment issue.
- The need to seek voter approval, in 2008, of renewal of the soon-to-expire parcel tax, which generates annual revenue of approximately \$9 million.
- Outstanding repayments on Certificates of Participation issued in 1994. These annual payments are currently \$786,018. They are scheduled to rise above \$900,000 in the 2009-10 fiscal year and to stay above that level through the 2023-24 fiscal year.
- Annual payments to the state of \$300,000 for audit exceptions related to the district's voluntary integration program, which are scheduled to be completed in the 2021-22 fiscal year.

Thus, notwithstanding the current success of the district in terms of living within a balanced budget, the district's financial position is fragile with respect to near-term and longer-term challenges.

3.2 Addressing Future Financial Challenges

In the preceding background section we enumerated several key financial challenges that the district faces in the near-term and beyond. Below we make a number of findings and recommendations intended to address these key areas of financial challenge.

FINDING 3-1

Due to demographic trends beyond its control, the district is in a period of enrollment decline that will continue for a considerable period.

Since the 2002-03 school year, enrollment has decreased from 34,764 to a current-year estimate of 30,958, or a decline of 11 percent. The district projects that enrollment will continue to decline by almost 6 percent over the next six years.

Attendance, as distinct from enrollment, is also an important indicator for both fiscal and educational purposes. During the last several years WCCUSD's average daily attendance (ADA) as a percentage of enrollment has hovered between 92.4 percent and 93.3 percent (district-wide basis), and is estimated to be 93.1 percent for the current fiscal year. This ADA is low compared to most districts in the State and should be a cause for concern for both educational and fiscal reasons. From a fiscal standpoint, attendance matters since the vast bulk of funds provided by the State (particularly revenue limit funding) is based on ADA. Thus, boosting attendance rates produces more revenue from the State. Improving attendance rates matters at any time, but its importance takes on real urgency during a period of enrollment decline. Allowing the poor attendance rates at many of the district's schools to continue during this projected period of enrollment decline would compound the district's revenue and educational challenges to a significant degree.

Other school districts facing declining enrollment have recognized the need to take active steps to improve attendance rates. San Francisco Unified School District, for example, has enlisted the support of various community and governmental organizations in a "Stay in School Coalition" and has set as a goal raising the attendance to enrollment ratio to at least 95 percent at *all* school sites. To support this effort San Francisco has established seven "attendance liaisons" to work with those individual schools in most need of improvement. In the 2003-04 school year Capistrano Unified School District, in Orange County, instituted monetary incentives for schools improving their attendance. This includes the assignment to individual schools of 50 percent of the revenue generated by attendance improvement. Additional bonuses of between \$1,000 and \$2,000 are assigned to schools that are in the top 20 percent in terms of attendance improvement. Between 2003-04 and 2004-05, attendance rates improved at eight of Capistrano's ten middle schools and improved at all five of Capistrano's high schools. Attendance rates improved at only 16 of the 36 elementary schools. However, *all* schools were at or above 95 percent for the 2004-05 year.

RECOMMENDATION 3-1:

Institute a comprehensive program, including fiscal incentives at the school-site level, to raise attendance as a percentage of enrollment at all schools to at least

95 percent, thereby improving educational outcomes and increasing revenues from the State.

We understand that WCCUSD leadership is about to authorize modest monetary rewards (\$500) each month to school sites that either (a) have the best attendance rates or (b) show the best improvement in those rates, compared to their peers within specified school categories and grade levels. The district also has been working recently to address truancy. The district would normally be commended for these steps; however, given the importance of this issue, from both educational and fiscal standpoints, the district should consider a more robust approach in terms of (a) larger monetary incentives and (b) stronger programmatic support to those schools most in need of improvement.

By undertaking a comprehensive and concerted approach, we believe the district can raise its district-wide attendance rate to at least 95 percent (and sustain this improvement).

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------|
| 1. The new position of Associate Superintendent for Teaching and Learning, the Associate Superintendent for Business Services and the new position of Deputy Superintendent of School Management should create a comprehensive plan for attendance for the Superintendent's approval. | July – September 2007 |
| 2. The Superintendent should review the plan, revise as needed, and present for review and approval of the Board. | October 2007 |
| 3. The program should begin implementation as soon as practicable. | December 2007 |

FISCAL IMPACT

Our estimate of the additional funds that the district can secure from the State is based on the somewhat conservative assumption that the district can steadily improve its *district-wide* attendance rate to at least 95 percent within two years. It also is based only on revenue limit funding. To the extent that some state categorical funds are also based on ADA, additional revenue could be generated. Also, if the district were successful in getting *all* schools to 95 percent, its district-wide rate would be even higher, with consequent revenue increases.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Increased Revenue Limit Funds from State	\$1,000,000	\$2,000,000	\$3,000,000	\$3,000,000	\$3,000,000

FINDING 3-2

As a legacy of decisions during the 1990's, WCCUSD faces unusual debt service issues that constitute unwelcome "drains" on general fund resources.

One of these issues involves a debt that the district owes the International Business Machine (IBM) Corporation for an information technology procurement made in the 1989-90 fiscal year. That year WCCUSD ordered and received a large number of computers from the vendor. There were disagreements as to whether the delivered computers ever met the district's stated needs. In 1993, the district and IBM entered into a settlement agreement. Under its terms, the district paid IBM that year and, subsequently, has been accruing an imputed interest charge of approximately 4.4 percent. The settlement calls for the district to resume payments in the 2008-09 fiscal year—specifically, four annual payments of \$1,250,000. These payments, of course, constitute unwelcome diversions of general fund resources that diminish the district's ability to address educational needs. Given the magnitude of these payments, it is in the district's interest to seek an alternative outcome.

RECOMMENDATION 3-2:

Approach IBM with a proposal for waiver of the outstanding \$5 million of payments currently scheduled to be made by the district, stressing opportunities for corporate tax write-off and positive public relations for the company.

It is reasonable for this settlement agreement to be revisited, given the amount of time that has transpired since entered into and the potential for benefits to both parties from a reassessment.

While IBM is under no impetus to seek renegotiation of the agreement, the district's educational program could clearly benefit from a renegotiation. If a delegation of the Board's President, Vice-president and the Superintendent were to approach IBM with a proposal for forgiveness of the remaining scheduled payments, there could be a reasonable possibility of full or partial success. From IBM's perspective, the financial effect of a loan forgiveness would be mitigated by the opportunity to take an immediate write-off on its federal and state corporate tax liability. In addition, IBM can accomplish a positive public relations "coup" by contributing to the education of 31,000 pupils of very diverse backgrounds.

Therefore, we recommend that the Board delegate it's President, Vice-president and Superintendent to approach IBM with a proposal for waiving the district's remaining scheduled payments, stressing the positive opportunities for IBM in terms of an immediate tax write-off and corporate public relations and goodwill.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Associate Superintendent of Business Services should provide the Superintendent and Board with background detail on the IBM loan and an estimate, verified by a certified public accountant, of potential tax advantages to IBM from loan waiver. July 2007

- | | |
|---|----------------|
| 2. The Board should appoint a delegation consisting of the Superintendent, President, and Vice-president of the Board. | August 2007 |
| 3. The Associate Superintendent of Business Services should contact IBM, and ascertain the appropriate contact for the district's delegation. | September 2007 |
| 4. The delegation should meet with the appropriate executive or executives at IBM. | October 2007 |

FISCAL IMPACT

A waiver of the payments due to IBM would produce annual savings of \$1,250,000 for the four fiscal years beginning in 2008-09.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Obtain Waiver of Outstanding IBM Loan Balance	\$0	\$1,250,000	\$1,250,000	\$1,250,000	\$1,250,000

FINDING 3-A

The outstanding balance of a series of loans made by the State during the 1990's to avert the district's financial insolvency creates a significant ongoing fiscal "drag" for the district.

The district borrowed over \$29 million in emergency loans from the State during the 1990's. These loans were authorized through legislation enacted by the Legislature. Subsequent legislation consolidated the loans into one loan and modified the terms in several ways that were favorable to the district. Nonetheless the district must make annual payments of \$1,421,602 on this debt. This represents a drain on the general fund (except in instances where the district succeeds in selling surplus property, which cannot be counted upon on a regular basis). Given the magnitude of these payments, it is in the district's interest to seek an alternative outcome.

COMMENDATION 3-A:

The district is commended for approaching the Legislature with a proposal to dedicate the district's annual \$1.4 million debt service payment to additional instructional improvements at its lower-performing schools (Assembly Bill 1601, introduced by Assembly Member Loni Hancock).

FINDING 3-3

As previously noted, WCCUSD faces rapidly rising health insurance payments for a growing number of district employees. In the five years since 2001-02, WCCUSD's health benefit payments have nearly doubled as a share of the district's general fund, going from 8.6 percent of total general fund expenditures to 15.9 percent. The share of

the general fund devoted to retiree health benefit payments has reached 5.3 percent of total general fund expenditures.

According to the actuarial report presented to the Board of Trustees last December, the district's unfunded liability for future health benefits exceeds \$700 million. This works out to over \$22,000 on a per-pupil basis, one of the very highest such liabilities known to exist among California school districts. The actuary estimates that the district's current annual payments for retiree health benefits of \$13.5 million **will more than double in just nine years**. Based on the actuarial projections, we estimate that retiree health benefit payments will reach 7.6 percent of total general fund expenditures in just five more years. According to the actuarial report, the additional annual level of expenditure for these retiree payments will be \$6,840,000 by 2011-12, with annual expenditures continuing to grow rapidly into the future. This amount of additional expenditure—five years hence—is equivalent to \$2,570 for each active employee of the district. This portends an encroachment on future budgets that will soon severely constrain the district's ability to make necessary educational investments and provide future salary increases.

In 2004 the national Governmental Accounting Standards Board (GASB) issued *Statement 45, Accounting and Financial Reporting by Employers for Post-employment Benefits Other Than Pensions*. This statement, now known colloquially as "GASB 45," requires governmental entities to begin accounting for post-employment benefits on an accrual basis. The change from pay-as-you-go accounting to accrual accounting will have a significant effect on the financial statements and balance sheets of many (if not most) public sector employers. For example, beginning with the upcoming fiscal year WCCUSD will need to show its unfunded liability for post-employment benefits on its financial statements. Among other consequences, this newly-displayed information could affect the district's ability to borrow funds in the future on favorable terms.

The district recently took some vital first steps in limiting future liability. The district negotiated a cap on the amounts that the employer contributes toward monthly premiums for employees retiring after December 31, 2006. (This cap still constitutes a remarkably generous employer contribution compared to most school districts and other employers in the state.) The district also negotiated the establishment of some basic vesting requirements *prospectively* (for teachers hired after July 1, 2006 and for other employees hired after December 31, 2006).

These changes did improve the district's liability position to some extent. Moreover, these changes did not fundamentally alter the serious budget encroachment issue posed by the district's continued reliance on "pay-as-you-go" funding of retiree health premiums. In fact, GASB 45 is not the real problem. All that GASB 45 has done is to bring attention to the fundamental problem that already existed for many public sector employers. That problem is that public sector employers—including WCCUSD—not only have accounted for retiree health benefit liabilities on a "pay-as-you" basis, but have *funded* the monthly premiums on a pay-as-you-go basis. (This pay-as-you-go approach is in stark contrast to the way that public sector employers have approached pension benefits, which invariably are pre-funded.)

WCCUSD's liability position is relatively extreme, due to the relative generosity of its current and promised benefits. A large accounting liability going far out into the future can seem to be something of an abstraction. The practical and inescapable reality for WCCUSD, however, is the near-term encroachment on its annual budget posed by the

district's pay-as-you-go funding of retiree health benefits. The cost to the general fund budget is increasing by more than \$1.6 million each year. Moreover, this encroachment is *cumulative* in its effect with each passing year that the district remains in its pay-as-you-go "trap."

An innovative approach has been taken recently by a Bay Area community college district to the same fundamental problem facing WCCUSD and we recommend that WCCUSD consider taking a similar approach.

The Peralta Community College District (PCCD) in neighboring Alameda County faced essentially the same problem that confronts WCCUSD and has implemented an innovative solution that could serve as a model for West Contra Costa. Like WCCUSD, PCCD provides lifetime health benefits to its current retirees and employees. PCCD's unfunded liability—prior to its recent financing actions—exceeded \$200 million (translating into roughly \$11,000 per full-time-equivalent student, or about one-half the per-pupil liability at WCCUSD). The college district also faced the same budget encroachment issue as WCCUSD (although arguably less severe). Retiree health benefit payments were 5 percent of its general fund revenues in 2005 and would rise to 8.5 percent within 15 years. (WCCUSD's current benefit payments are 5.3 percent of general fund expenditures and are projected to rise to 7.6 percent of general fund expenditures within *five* years.)

PCCD took a series of steps to get out of its pay-as-you go bind. The college district diligently investigated its options and found that its only viable option was to issue "Other Post-employment Benefit (OPEB) bonds" to finance current and future health benefit obligations for retirees, and thereby relieve the growing pressure on its general fund. As a pre-condition to going to the bond markets with a credible issue, PCCD significantly diminished the magnitude of its obligations. It did so by negotiating with its unions to end retiree health benefit coverage at age 65 for employees hired after July 1, 2004. The unions understood that this change was necessary to preserve PCCD's ability to (1) provide generous salary increases in the future and (2) continue lifetime health benefits for employees hired before July 1, 2004. Next, PCCD succeeded in getting its proposed use of bonds for OPEB obligations validated by the Superior Court in Alameda County. In late 2005 PCCD successfully issued a \$150 million OPEB bond. (No vote of the electorate was required because the bond financed an existing obligation.) The bond proceeds have been placed in a revocable trust fund dedicated to the payment of current health premiums for retirees and the generation of earnings to meet the expected profile of retiree premium costs over the next forty years. The large share of trust funds that are not needed for immediate health premium payments are invested in an asset portfolio that mirrors the one used by the California Public Employees Retirement System (CalPERS) for its own investments. The immediate savings to PCCD's general fund (in other words, the amounts that previously were being drawn from the general fund for premium payments) were segregated into a reserve to meet short-term interest needs and to cover contingencies. From a budgeting perspective, the benefit to PCCD's general fund budget has been to avert the future encroachment posed by rapidly escalating premium payments. Millions of dollars of annual pressure was relieved, and PCCD's ability to make appropriate budgeting augmentations for educational programs and employee salaries was restored.

RECOMMENDATION 3-3:

Create and implement a strategy for controlling and refinancing unfunded liability for post-employment health benefits, in order to restore the district’s capacity to provide future salary increases and future educational program investments.

As discussed, WCCUSD finds itself in a pay-as-you-go “trap” with regard to the funding of retiree health benefits that threatens the integrity of its annual budgets in the near-term and beyond. The district cannot feasibly divert from its general fund or any other existing resources the large amounts that would be needed to convert to a pre-funded approach. Nor can the district realistically reduce its annual expenditures to avert severe budget encroachment. There are practical impediments (and likely legal impediments) to the district changing the benefit levels that it has committed to the current cohort of retired employees.

Other community college districts and school districts are beginning to follow Peralta’s example. We recommend that WCCUSD review the Peralta Community College District experience and implement a similar strategy for controlling and refinancing unfunded liability for post-employment health benefits, in order to restore the WCCUSD’s capacity to provide future salary increases and future educational program investments. We note that the Legislature appropriated one-time funds in Senate Bill 1131 of the 2006-07 Session for school district plans to address issues of fiscal solvency. Under this appropriation WCCUSD could qualify for a \$15,000 grant to help offset any planning costs associated with an effort to address its unfunded health benefits liability.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------------|
| 1. The Superintendent should direct the Associate Superintendent of Business Services to review the option of refinancing the unfunded health benefits liability, including the recent refinancing strategy implemented by the Peralta Community College District and report back on the feasibility of this approach for WCCUSD. | July – September 2007 |
| 2. The Superintendent should appoint appropriate staff to confer with the employee representatives about a viable approach to refinancing the unfunded health benefits liability. | December 2007 |
| 3. The Associate Superintendent of Business Services, with appropriate assistance from qualified consultants, should prepare a refinancing plan for the review and approval of the Superintendent and the Board. | September 2007 –
June 2008 |
| 4. The district should collectively bargain for changes to health benefits necessary for a market-viable refinancing package. | January –
May 2008 |

FISCAL IMPACT

The fiscal impact of this recommendation involves the avoidance of major future cost increases that otherwise would impact WCCUSD’s annual budget. Our estimate

assumes that the strategy is implemented in time for savings to begin in the 2008-09 fiscal year. The estimated savings are based on the annual increments in retiree health benefit payments estimated in the actuarial report presented to the Board of Trustees last December. The budgetary relief from refinancing is cumulative over time. Thus, the amount of annual savings goes up each year by \$1.6 million to \$1.7 million between 2008-09 and 2011-12 and continues to grow rapidly beyond that time period. Based on the projections of the actuarial report, the annual savings would be \$12.6 million by the 2015-16 fiscal year.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Convert Post-employment Health Benefit Liability from “Pay-As-You” to Pre-funded, Through Bond Financing	\$0	\$1,640,000	\$3,370,000	\$5,140,000	\$6,840,000

3.3 Budget Development, Monitoring and Implementation

FINDING 3-B

Our review indicates that the district’s budget operations are sound, conducted professionally and meet basic county and state requirements. During the last several years the district’s budgets and first and second interim reports have been adopted on a timely basis and certified by the county office of education. The district is consistently maintaining a general fund operating reserve that meets or exceeds the State’s requirement. For the 2006-07 fiscal year, WCCUSD’s projected reserves exceed the State’s standard by a factor of almost two to one. Above and beyond the county and state requirements, district staff also provide the Board of Trustees with five-year projections of revenues and expenditures, a useful and commendable practice.

COMMENDATION 3-B:

WCCUSD is commended for meeting county and state budget requirements, maintaining healthy general fund reserves, and providing the Board of Trustees with five-year projections of revenues and expenditures.

FINDING 3-4

The district has a strategic plan—a document of central importance intended to chart the district’s direction and priorities for the next several years. The budget process—in all phases from development through implementation—is the means by which the district allocates its monetary resources.

For any strategic plan to succeed, the budget must serve as an instrument of the strategic plan. As noted in the professional standards adopted by California’s Fiscal Crisis Management Assistance Team (FCMAT), districts “...should have a clear process to analyze resources and allocations to ensure that they are aligned with strategic planning objectives and that the budget reflects district priorities.” [FCMAT Financial Management Professional Standard 5.4.] The FCMAT, in its last progress report to the

Legislature on WCCUSD (in 2003) observed that: “The budget development process requires a policy-oriented focus by the governing Board to develop an expenditure plan that fulfills the district’s goals and objectives...” The FCMAT report further observed that: “Documents developed...for distribution to the Board of Education, finance committees, staff and community should be easily understood...”

Our review of the budget documents and process indicated a lack of explicit linkage between the budget and the strategic plan. Our review also indicated that the budget documents are not presented in a form easily understood by staff and the community. Allowing these conditions to continue (1) inhibits the ability of the district to achieve the goals of its strategic plan and (2) diminishes the ability of the district to maintain public confidence and support. Best practices indicate the fundamental importance of linking budgets to strategic plans and of having budgets clearly understood by the staff and local community.

RECOMMENDATION 3-4:

Align the district’s annual budget documents with the Board’s strategic plan, make the budget an instrument for implementation of the plan, and revise budget documents to make them clear to staff, parents and community.

The district should align its annual budget documents with the Board’s strategic plan and make the budget an instrument for implementation of the plan. Furthermore, the district should revise its budget documents and related presentations to make them clear to staff, parents and community. These actions should go a long way towards assuring that the Board’s strategic priorities are actually met and that public confidence and support for the district’s strategic direction—so critical in many regards, including the renewal of the parcel tax in 2008—is maintained.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------------|
| 1. The Superintendent should direct the Associate Superintendent of Business Services, with the assistance of selected members of his management team, to create a revised budget development process and budget documents that align the annual budget—both in substance and presentation—with the strategic plan. The Superintendent should direct this team to improve the clarity of budget presentations for school staff and the public. | July – August 2007 |
| 2. The Associate Superintendent of Business Services should fully incorporate these aligned and clearer processes and documents into the development of the 2008-09 and subsequent budgets. | September 2007
and Ongoing |

FISCAL IMPACT

This recommendation can be achieved with existing resources.

FINDING 3-C

During our on-site review at the district's central office, the team observed the extensive use of manual processes and paper reports for various important functions, including the provision of budget reports to departments, units and school sites.

In our interviews with a wide range of staff it became clear, for example, that most "consumers" of the monthly budget reports found them to be practically useless. The problem lies, in part, in the delayed nature of the information that is transmitted by the paper report. Of additional concern, a significant amount of unproductive time was reported as a result of confusion and efforts to reconcile reported numbers with conflicting information at the "consumer's" end of the chain. In fact, numerous staff reported spending time creating and maintaining their own budget ledgers and accounts.

In the survey of administrators and staff conducted for this study, 57% of teachers disagreed or strongly disagreed with the statement: "The budgeting process effectively involves administrators and staff." Of central office administrators, 47% disagreed or strongly disagreed with the statement. The following specific criticism by a respondent was typical: "The fiscal process in the District is cumbersome at best. The quagmire of paper work and the number of authorizing signatures paralyzes the system. The data processing and tracking of documents is antiquated and creates lost documents and extended timelines within the process."

The district already recognizes the need to replace the paper-intensive budget reporting/monitoring process with a web-based online application and is poised to implement such a conversion this year (by upgrading its already budgeted SunGard Bi-Tech application with the web-based version 7-I.) Such a conversion, however, has been long delayed. The Fiscal Crisis Management Assistance Team (FCMAT), concluding a legislatively-mandated review of WCCUSD operations in 2003, noted the need for this conversion and reported that the district planned to have the conversion completed during 2003.

It is noted that the district is ready to begin deployment of the upgrade. We note that a committee has been formed and a consulting team hired to carry out a comprehensive training and change management plan during 2007. It is currently planned that online budget and financial reports will be operational at the school site level by September 2007.

COMMENDATION 3-C:

The district is commended for beginning implementation of a comprehensive training program and a change management plan for deploying the web-based version of SunGard Bi-Tech, in order to assure that the new applications in the budget-tracking process achieve maximum cost-savings and operational efficiencies for the district.

The district leadership needs to give this effort high priority attention in order to assure that the new applications achieve timely and maximum operational efficiencies for the district. As discussed below, this conversion also creates opportunity for significant cost-savings in the areas of purchasing, accounting and payroll, as well as generally increased productivity throughout the central office and school sites.

3.4 Purchasing, Accounting and Payroll

Purchasing, accounting and payroll are three distinct functions in the central office, yet all three are contained within the Business Services division. There is a strong linkage between purchasing and accounting in the purchasing “chain,” with accounting responsible for the final payment of vendor invoices. There is a similar connection between payroll and accounting. We have grouped together our discussion of the three functions areas as they are all paper-driven, highly inefficient processes that need to be improved through conversion to web-based online applications.

FINDING 3-5

The district’s current lack of a web-based purchase order process creates inefficiencies in the purchasing and accounting units, as well as pervasive inefficiencies and diminished effectiveness throughout the district, that can be addressed by a planned upgrade of the SunGard Bi-Tech system if district leadership give the conversion process high priority attention. The district’s planned conversion to SunGard Bi-Tech 7-I should lead to processes that serve all “customers” in the district better and also create opportunity for budgetary savings.

Our onsite review of the district’s purchasing operation, including interviews with various staff involved in the purchasing “chain” or affected by it as customers, indicated that the district is very poorly served by its current paper-driven purchase order process. According to many of the staff we interviewed, the process is cumbersome, time-consuming and frustrating. Many purchase orders take weeks or months to result in a completed purchase and delivery of goods to the unit or school that needs it. Tracking the status of a purchase order ranges from difficult to impossible. Staff indicated that sites, in frustration, often bypass the purchase order process, leading to added workload when the accounting unit receives a vendor invoice without a matching purchase order. We also received reports of long delays in the payment of vendors, a situation that can damage the district’s reputation among vendors and thereby diminish the district’s ability to obtain favorable bids. Late payments result from untimely generation of invoices by staff. The current purchase order tracking system makes it difficult to know that invoices are not being generated in a timely manner. Overall, it is apparent that the current process produces a great deal of unproductive “churn” at all levels of the organization. The Mount Diablo Unified School District, for example, has recently made the same SunGard Bi-Tech conversion, using the same consultant services for training and change management.

Mount Diablo staff report a highly positive experience from the training and change management and also cite particular advances in the area of purchasing. For the last two years they have had a web-based purchasing function that allows purchase orders to be approved by responsible executives via e-mail. The district reports dramatic reductions in the time taken up in purchasing activities, with particular benefits gained in being able to make timely purchases of textbooks. The district also reports that they have been able to reduce the number of buyer staff positions from four to two as a result of the upgrade to web-based purchasing.

Allowing the current situation to continue will leave WCCUSD in an unproductive operating mode that will frustrate its desire to be more efficient and effective across the range of its operations and to realize potential savings.

Many school districts already have made the transition to web-based purchasing processes in order to realize operating efficiencies. Our review indicates that the district is alert to this need and is planning to address the situation through a pending upgrade to a web-based online application.

RECOMMENDATION 3-5:

Implement a web-based online purchase order process for operational savings and increased operational effectiveness.

The planned upgrade merits high-priority attention from district leadership. In order to assure that the new applications achieve timely and maximum operational efficiencies for the district, this support is needed from the Board and Superintendent. WCCUSD staff further indicated that this effort will result in online purchasing becoming a reality throughout the district by January 2008.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------|
| 1. The Web-based upgrade committee should report the results of the detailed workflow analysis to the Superintendent and executive team. | July 2007 |
| 2. The Associate Superintendent for Business Services should determine the feasible savings pursuant to the workflow analysis and should incorporate these savings into the 2007-08 and subsequent budgets. | August 2007 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources. (The district already has budgeted for the software upgrade, training and necessary consultant services.) The attention of district leadership to timely instrumentation is the key.

FINDING 3-6

In our onsite review of the district's payroll operation, we noted that the district still uses paper time-cards to track the reported time of part-time employees and the overtime of full-time employees.

A total of ten payroll clerks and technicians and one supervisor are constantly engaged in the processing of thousands of timecards each pay period. In addition, the unit's workload generates an unusually high level of overtime that costs the district approximately \$50,000 per year.

Allowing this situation to continue will leave the district in an unproductive operating mode that will frustrate its desire to be more efficient and effective across the range of its

operations and to realize potential savings. In addition, allowing the condition to continue exposes the district to continuing risk of fraud and abuse. (For example, the current process lacks an assured method of verifying timecard signatures.)

Many school districts already have made the transition from manual to automated personnel time-tracking and payroll processes in order to realize operating efficiencies.

RECOMMENDATION 3-6:

Implement a Web-based online personnel time-tracking and payroll process for operational savings and increased operational effectiveness.

The district recognizes that the personnel time-tracking and payroll process is highly inefficient, as well as open to fraud and abuse. This is why payroll and associated human resources activities are the first areas to be converted to online processing as part of the SunGard Bi-Tech upgrade. Staff inform us that these two operations will be trained and online by July 2007. We recommend that district leadership give high priority attention to the implementation of this conversion in order to assure that the new applications achieve timely and maximum operational efficiencies for the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

Please refer to the Implementation Strategies and timeline as outlined in **Recommendation 3-5**.

FISCAL IMPACT

A detailed “workflow analysis” will be conducted of the payroll process as part of this conversion that should yield a precise estimate of potential workload savings. On a preliminary basis, however, it is reasonable to assume that reduced workload could save two positions, as well as some supply costs, in the first year of conversion (2007-08). Assuming that the first implementation year will involve some transitional factors that inhibit the full realization of potential efficiencies, the second and subsequent years should permit the saving of an additional two payroll positions, as well as the elimination of historical levels of overtime in the unit.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Implement Online Time-tracking and Payroll Process	\$140,000	\$325,000	\$325,000	\$325,000	\$325,000

3.5 Internal Audits

The Director of Internal Audits reports directly to the Superintendent. The position serves a key function in assuring that district processes, funds and staff are conducted and managed in compliance with law and generally accepted principles of accounting and fiduciary care.

FINDING 3-7

The Independent (external) Auditor's Report for the year ended June 30, 2006, identifies substantive issues with regard to WCCUSD's oversight of student body funds.

The auditor's letter of transmittal to the district dated October 5, 2007 notes that the district's "...basic financial statements... do not include the Trust and Agency Fund financial statements for the associated student body accounts which should be included to conform with accounting principles generally accepted in the United States of America." In addition, the auditor's report notes specific conditions of concern in this area, including:

- Accounts are not being separated by clubs/groups. Instead there are currently two accounts, one for the library and a general account.
- One individual is responsible for cash receipts, deposits, and bank reconciliations.
- No disbursement forms are being used to show approval of expenditures.
- Expenditures that are not related to the library fund are charged to the general fund.
- There is no notation indicating receipt of materials and goods; and
- Responsible elementary school staff are not aware of the district's student body policies.

The external auditor recommends in its report that the district implement and enforce internal controls, including:

- Separated accounts by clubs/groups.
- An individual independent of the cash receipts process should reconcile bank deposit slips to the receipts issued to student club representatives.
- Use disbursement forms to show approval of expenditures.
- Apply expenditures to proper clubs/groups accounts.
- Note/mark on invoice when materials/goods are received.

With regard to this set of findings and recommendations the auditor's report states: "The district concurs with this finding. The Internal Auditor [Director of Internal Audits] will meet with elementary school personnel to ensure that they are aware of the District's student body policies."

A nearly identical set of findings and recommendations, with an identical response by the district was contained in the Independent Auditor's report for the prior year.

A delay in the enactment of the Independent Auditor’s recommendation would expose the district to unacceptable—and avoidable—risks of financial malfeasance for funds for which the district holds a fundamental trust responsibility.

Best practices indicate that districts should follow recommendations that are made by their Independent Auditor to protect their financial position, especially when a district has made a previous commitment to do so.

It became evident in our discussions with the Director of Internal Audits that he and his staff, to a significant extent, have been diverted from focusing on student body fund issues by other workload. For example, the Director of Internal Audits estimates that approximately 25 percent of his time, and about 0.75 personnel-year of other staff time in his office, has been taken up by oversight and tracking of employee benefits. It appears that the unusual level of time assigned to the Internal Auditor for oversight of employee benefits may have been an ad hoc response to perceived weaknesses in the Human Resources Department. We note, however, that these oversight tasks are more appropriately placed in that division, and that such a realignment of responsibility appears to be feasible given the new leadership that has been placed in Human Resources.

RECOMMENDATION 3-7:

Move responsibility for oversight and tracking of employee benefits from the internal audit office to Human Resources and focus the internal audit resources on resolving outstanding audit issues regarding student body funds.

Moving responsibility for oversight back to the Human Resources Department appears appropriate and feasible. By doing this a significant amount of the Director of Internal Audit’s time would be freed to allow him to focus on timely resolving the student body fund issues identified by the external auditor and exercising appropriate continuing oversight of these trust funds. This oversight should include the provision of complete and audited student body fund financial statements in the annual Financial Statements and Independent Auditor’s Report presented each year to the WCCUSD Board. We understand that the incumbent Associate Superintendent of Human Resources has recently announced his retirement. We have recommended an implementation timeline that allows adequate time for the district to recruit a successor.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should move responsibility for general oversight and tracking of employee benefits to the Associate Superintendent of Human Resources. April 2008
2. The Superintendent should instruct the Director of Internal Audits to prepare and implement a work plan that resolves the outstanding issues regarding student body funds and that provides appropriate ongoing oversight. April 2008
and Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

**4.0 PURCHASING,
WAREHOUSING, AND
VEHICLE ACQUISITION AND
MAINTENANCE**

4.0 PURCHASING, WAREHOUSING, AND VEHICLE ACQUISITION AND MAINTENANCE

This chapter presents findings, commendations, and recommendations relating to the management of purchasing, warehousing, and vehicle acquisition and maintenance in the West Contra Costa Unified School District (WCCUSD). The major sections include:

- 4.1 Purchasing
- 4.2 Warehousing
- 4.3 Vehicle Acquisition and Maintenance

CHAPTER SUMMARY

The WCCUSD has an excellent team of mostly long-tenured and dedicated staff working in its General Services Department. Although the units reviewed generally appear to have adequate internal controls, productivity suffers due to a large number of manual processes and the lack of good technology tools. The organizational placement, structure and staffing of General Services generally appears functional, however, combining two warehouses and implementing additional technology should yield efficiencies that will allow for reductions or redeployment of staff.

Moreover, although WCCUSD has an excellent team of vehicle mechanics that are well liked and respected by other district staff, the vehicle maintenance program lacks many of the tools needed to ensure adequate fleet operations. The lack of adequate tools, relatively small size of the operation, and high costs of this operation, indicate that outsourcing this function may benefit WCCUSD.

This chapter makes a number of findings and recommendations intended to address key areas in the General Services Department and vehicle acquisition and maintenance. Several of these recommendations would produce cost-savings and productivity enhancements or potential cost avoidance. This chapter will not restate the findings or recommendations related to the purchase requisition and purchase order process contained in Chapter 3; it will, however, expand into other areas that WCCUSD should address and some of the efficiencies WCCUSD will attain from the conversion to a web-based, automated purchasing system.

The following areas of district operation and management merit commendation and are discussed in detail later in this chapter:

- The WCCUSD is commended for employing a centralized purchasing structure.
- The WCCUSD General Services staff is commended for assisting in other areas as needed to handle peak workloads.
- The WCCUSD is commended for moving the print shop into the central stores warehouse to minimize supply delivery time and costs.

We discuss the following recommendations in detail later in this chapter:

- Explore additional cooperative purchasing arrangements with other school districts and government entities. **(Recommendation 4-1)**
- Eliminate one position in the purchasing department and then reevaluate the department staffing after the conversion to the new purchasing software system and procurement card system. **(Recommendation 4-2)**
- Set up a textbook purchasing committee to provide monitoring and standardization of school textbook ordering processes and projections. **(Recommendation 4-3)**
- Implement a procurement card program. **(Recommendation 4-4)**
- Implement a formal conflict of interest program for its purchasing staff to include requirements for staff to disclose personal interests, recuse themselves from related party dealings, and to formally acknowledge their understanding of the policy. **(Recommendation 4-5)**
- Functionally combine the central stores and furniture warehouses. **(Recommendation 4-6)**
- Consider eliminating (selling) the primary furniture warehouse and all the surplus furnishings and combining the remaining furnishings on one floor of the central stores warehouse. **(Recommendation 4-7)**
- Implement a barcode scanning system for the central stores inventory. **(Recommendation 4-8)**
- Install security cameras at the central stores receiving/pickup door. **(Recommendation 4-9)**
- Consider outsourcing its vehicle maintenance to another public agency or to a private company and closing the vehicle maintenance yard. **(Recommendation 4-10)**
- Develop and implement a vehicle replacement program. **(Recommendation 4-11)**
- Implement an electronic preventative maintenance system to track mileage, maintenance due dates and completion, and repairs—and send monthly reports to functional supervisors to enforce compliance with maintenance schedules. **(Recommendation 4-12)**

4.1 Purchasing

Purchasing is an essential function for any school system because schools must purchase mission critical instructional supplies, materials, and equipment in the most efficient and cost-effective manner possible. Schools, centers, and offices must be able to order and receive these items on time and in good condition. An efficient purchasing and warehousing function should have management processes in place to ensure that supplies, equipment, and services are purchased from the right source, in the right quantity, and at the lowest price. Once purchased, the school system must store and deliver equipment and materials to the appropriate location in a timely manner.

Central office administrators, principals/assistant principals, and teachers were asked to participate in a survey (see **Exhibit 4-1**). When participants were questioned about the purchasing department responding to the needs of employees, the district and school administrators responded favorably with 60 percent in each group. The teachers were more likely to disagree that the purchasing department provides them with what they need. All three groups were less likely to agree that the purchasing process is easy.

**EXHIBIT 4-1
SURVEY RESPONSES
WITHIN WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The purchasing department provides me with what I need.	60/10	60/17	16/43
2. The purchasing process is easy.	38/41	34/31	10/49

Source: MGT of America, WCCUSD Survey Results, 2006.

FINDING 4-A

The WCCUSD makes nearly all of its purchases through a central purchasing department. This system allows for a standardization of purchasing procedures and processes, better monitoring and control, promotes lower costs due to volume purchases, and helps reduce the number of small or emergency orders.

COMMENDATION 4-A:

WCCUSD is commended for utilizing a centralized purchasing structure.

FINDING 4-B

District staff interviewed mentioned instances of collaboration between units that positively affect WCCUSD's morale and bottom line—by reducing overtime. For example, purchasing staff have assisted central stores warehouse staff in receiving and

logging orders and the furniture warehouse staff have assisted with deliveries during peak times, such as when a textbook order arrives.

COMMENDATION 4-B:

The WCCUSD General Services staff are commended for assisting in other areas as needed to handle peak workloads and to reduce overtime.

FINDING 4-1

The WCCUSD may have opportunities to utilize cooperative purchasing arrangements.

Currently, WCCUSD does not have any cooperative purchasing contracts. Although it participates in an “Alameda cooperative” to make some of its food service and paper purchases and it piggybacks on contracts let by the State as well as Oakland and Antioch Schools districts, WCCUSD may be missing opportunities to partner with other districts or governmental entities to increase the volume discounts received when purchasing commodities.

Best practices suggest that organizations should utilize cooperatives to procure quality products and services at the best price; therefore, maximizing the cost savings for the organization.

RECOMMENDATION 4-1:

Explore additional cooperative purchasing arrangements with other school districts and local government entities.

Utilizing purchasing cooperatives to increase the volume of purchases can result in lower costs for goods due to greater vendor discounts. Utilizing cooperatives has been shown to reduce purchasing costs by 5 percent or more.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------|
| 1. The Director of General Services should begin contacting other entities to identify cooperative purchasing opportunities. | July 2007 |
| 2. The Director of General Services should present proposals that offer savings to the district to the Superintendent and Board. | September 2007 |
| 3. The Director of General Services should work with Legal to develop cooperative contract(s) and begin implementation of the cooperative purchasing program. | October – November 2007 |

FISCAL IMPACT

The savings achieved will vary depending upon the availability of cooperatives and extent of utilization.

FINDING 4-2

Purchasing department is overstaffed.

Purchasing department staff are long tenured and dedicated to serving the best needs of WCCUSD. The department consists of a Senior Buyer, three Buyers, one Assistant Buyer, one Equipment Control Technician, and a part-time clerk. In 2005-06, this unit processed an average of 764 purchase requisitions per month or an average of 4.4 per hour. The department maintains other responsibilities including various contracting functions, conducting competitive bids, comparison shopping, purchase follow-up and returns, and fixed asset tracking.

Interviews with the staff indicate that they generally all stay busy; however, one employee indicated that she easily handled her workload and assisted others when needed. While this work ethic is admirable, this factor combined with the fact that the department incurred less than \$650 in overtime during fiscal year 2005-06 indicates that there is excess capacity within the department. As noted above, purchasing staff have utilized this capacity to assist in the warehouse during peak times.

Moreover, the purchasing department will achieve even greater efficiency upon full implementation of the new web-based SunGard Bi-Tech software WCCUSD is pursuing. This new system includes automated purchase requisitions and orders and will eliminate most or all of the manual processes in the purchasing department. Finally, implementation of a procurement card system, discussed below, will cut the number of purchase requisitions by about 20 percent, further easing the workload of this department.

The Equipment Control Technician in the purchasing department recently retired, but has been filling the position as a retired annuitant. Although the department trained other staff to fill in this capacity, the human resources department is actively recruiting to fill this position. However, WCCUSD needs to staff the purchasing department according to the department workload.

RECOMMENDATION 4-2:

Eliminate one position in the purchasing department and then reevaluate the department staffing after the implementation of the new purchasing software and procurement card systems.

Eliminating one position in the purchasing department and filling the Equipment Control Technician duties with existing staff should not adversely affect WCCUSD's purchasing unit and will save WCCUSD up to \$315,000 over the next five years. Moreover, the efficiencies gained via the new automated purchasing system implementation and through implementing a procurement card program (discussed below) should allow for the elimination or redeployment of an additional position in this department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of General Services should recommend the elimination of one buyer position. July 2007

Purchasing, Warehousing, and Vehicle Acquisition and Maintenance

- 2. The Board should approve elimination of the position. September 2007
- 3. The Director of Human resources should discontinue any efforts to fill the vacant equipment control/buyer position. September 2007
- 4. The Director of General Services should re-evaluate the staffing of the purchasing department and make recommendations for further eliminations. April 2008

FISCAL IMPACT

A review of an average buyer's salary and benefits indicates that the average buyer compensation is \$63,000 per year.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate One Position in the Purchasing Department	\$63,000	\$63,000	\$63,000	\$63,000	\$63,000

FINDING 4-3

WCCUSD needs to improve its textbook purchasing practices to reduce the incidence of shortages and emergency purchases.

Schools and principals are primarily responsible for identifying textbook order needs before the beginning of a school year; however, for the past three years, these projections have been either late or deficient and have left some schools short on books. According to staff interviewed, the schools and principals have failed to complete master schedules timely which would allow them to place text orders more timely and with better accuracy.

Ordering textbooks in sufficient time and quantity for a new school year can be challenging due to late enrollments. However, shortages can be disruptive to the learning environment and the failure to order timely and in adequate quantities leads to additional orders—and increases shipping costs and the workload of purchasing staff.

Although WCCUSD has recently taken steps to address the issues, it needs to formalize its efforts.

RECOMMENDATION 4-3:

Set up a textbook purchasing committee to provide monitoring and standardization of school textbook ordering processes and projections.

Implementing this recommendation will help ensure timely orders of appropriate textbook quantities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Chief Academic Officer should solicit volunteers and conduct textbook purchasing meetings to discuss issues and solutions. August 2007
2. The committee should prepare a textbook purchasing procedure, complete with guidelines and a calendar. September – October 2007 and Ongoing
3. The Chief Academic Officer should monitor and review all school textbook orders. September – October 2007 and Ongoing
4. The Chief Academic Officer should evaluate how the process improved textbook purchasing and provide a report to the Superintendent. January 2008

FISCAL IMPACT

This district can implement this recommendation with existing resources.

FINDING 4-4

The level of control and time spent making nominal purchases is inefficient.

The WCCUSD utilizes the same process for most purchases. Specifically, WCCUSD utilizes a manual purchase requisition and purchase order form to facilitate most purchases—even those that are of nominal cost. Although WCCUSD has a policy to utilize petty cash accounts for purchases of \$50 or less, it still processed more than 100 purchase orders in this range during fiscal year 2005-06. **Exhibit 4-2** outlines WCCUSD's purchase requisition process.

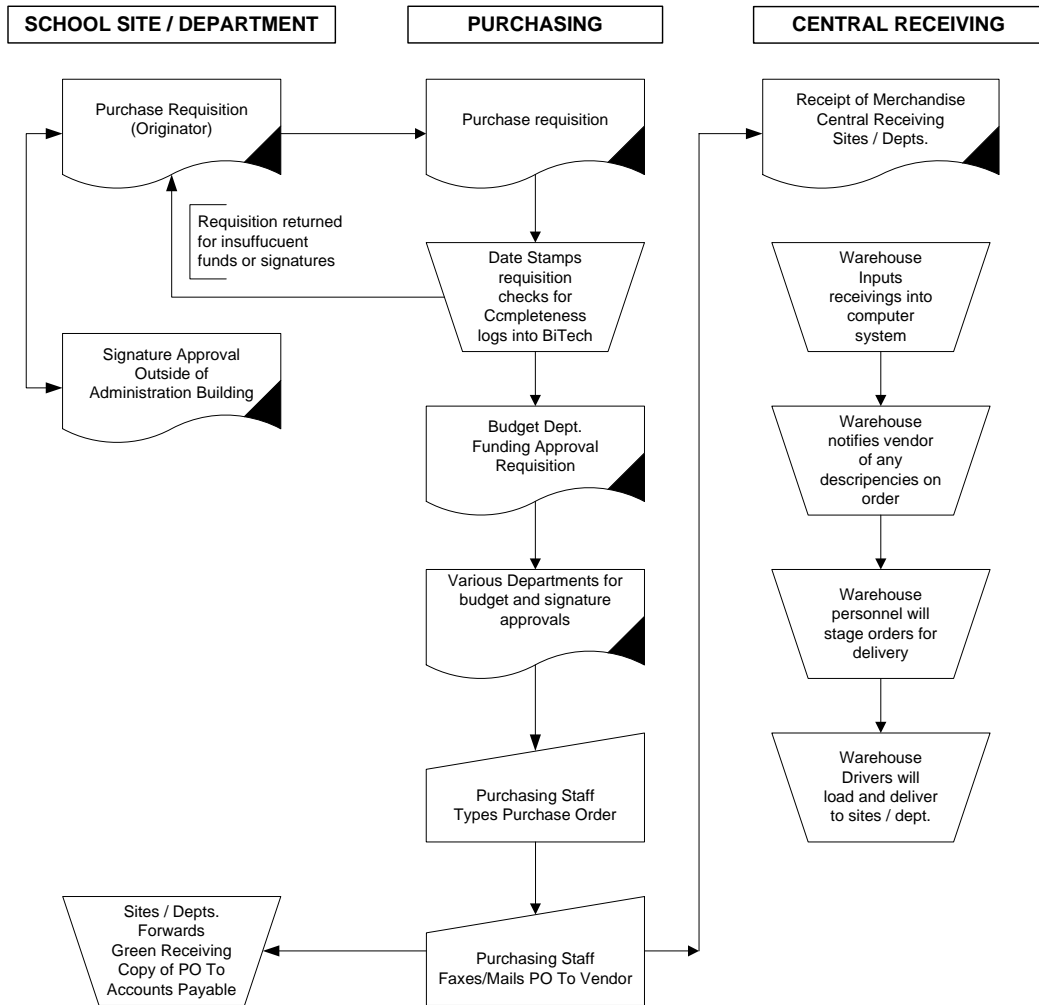
Procurement cards are charge cards that work similarly to credit cards for purchasing goods or services. Entities can tailor the cards with specific controls such as limits for use with certain commodities, suppliers, or spending thresholds. Procurement cards are a well-established technology and are widely used throughout government. Procurement cards, like the purchase order process, create a full and visible audit trail. Additional benefits of procurement cards that WCCUSD may realize include:

- Simplicity and cost effectiveness for both user and supplier.
- Reduction in invoices, ordering time, and processing time.
- Faster delivery of goods and services.
- Payment tool for online ordering.
- Free up staff time for more productive issues.
- Staff empowerment, but with built in and variable control mechanisms.
- Can be used to support e-procurement initiatives.

- Prompt payment to suppliers increases early settlement discount opportunities.
- Improved accuracy of transactions and easier reconciliation.
- Reductions in disputes with suppliers, i.e., consumers deal direct with suppliers.
- Reduction in petty cash transactions.

**EXHIBIT 4-2
PROCUREMENT PROCESS FLOWCHART**

**WEST CONTRA COSTA USD
PURCHASE REQUISITION PROCESS
FISCAL YEAR 2006-2007**



The WCCUSD processed approximately 7,200 purchase orders in fiscal year 2005-06. If WCCUSD were to use procurement cards to eliminate all purchase orders for items costing \$250 or less, it would have reduced the number of purchase orders by about \$1,350 or 19 percent in 2005-06.

RECOMMENDATION 4-4:

Implement a procurement card program.

Implementing this program should allow WCCUSD to gain efficiencies from simplifying the purchasing process as well as all the benefits bulleted above and further reduce the burden on the purchasing department. A Visa commercial client case study estimates that organizations save \$5 per transaction using a procurement card versus a purchase order and invoice based payment. Using this mark, WCCUSD could save \$6,750 annually or nearly \$34,000 over five years by implementing this program.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The Director of General Services should solicit bids from qualified procurement card vendors. | August 2007 |
| 2. The Director should present the findings to WCCUSD's board and seek approval to convert to the new system. | October 2007 |

FISCAL IMPACT

The review team could not calculate the dollar amount saved through these gained efficiencies; however, the savings should far exceed the nominal implementation cost of a procurement card program.

FINDING 4-5

The WCCUSD currently does not have a formal conflict of interest policy or requirement for its purchasing staff to disclose any related party interests.

None of the purchasing department buyers interviewed were aware of a formal conflict of interest policy and stated that they had not been asked to disclose any potential adverse interests. Although these staff are aware that they should not engage in self-dealing or place orders with related parties, formalizing this type of policy would help to ensure protection of WCCUSD's financial and public trust interests. The lack of a conflict of interest policy places WCCUSD at undue risk of a biased transaction that could result in serious financial loss to WCCUSD and/or serious damage to its public image and its community support.

The Political Reform Act of 1974, passed by California's voters that year, and administered by the state's Fair Political Practices Commission, provides a best practices model for conflict of interest policies. As stated in the act's preamble, "Public officials, whether elected or appointed, should perform their duties in an impartial manner, free from bias caused by their own financial interests...." In addition, the act states the general principle that: "Assets and income of public officials which may be

materially affected by their official actions should be disclosed and in appropriate circumstances the officials should be disqualified from acting in order that conflicts of interest may be avoided.”

RECOMMENDATION 4-5:

Implement a formal conflict of interest program for the purchasing department to include requirements for staff to disclose personal interests, recuse themselves from related party dealings, and to formally acknowledge their understanding of the policy.

Implementing this recommendation should improve WCCUSD’s protection against the potential for unscrupulous related party transactions or self-dealing. This practice should help protect WCCUSD against potential financial loss and damage to its public reputation that could occur from biased purchasing decisions.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Chief Legal Council should prepare conflict of interest policies following the guidelines prescribed by the Fair Political Practices Commission for all staff involved in the purchasing process and others as deemed appropriate. | July 2007 |
| 2. The Board should approve the formal conflict of interest policy for the purchasing department recommended by the Legal Department and Superintendent. | August 2007 |
| 3. The Chief Legal Council should oversee and collect completed conflict of interest acknowledgments and statements of economic interests. | September 2007 |

FISCAL IMPACT

Implementation of this recommendation will have no apparent fiscal impact to WCCUSD, but will help protect against unethical transactions and potential financial losses to WCCUSD.

4.2 Warehousing

Warehousing is an essential function of efficient supply operations in any district. Without an efficient warehousing function, cost savings that result from buying in large quantities can be lost.

FINDING 4-C

WCCUSD relocated its print shop from the basement of its headquarters to the first floor of the central stores warehouse. As a result, supplies of paper and other needed items are now efficiently stored literally several feet from the print shop and the need to truck

and haul the frequent deliveries of paper to the print shop several blocks away has been eliminated.

COMMENDATION 4-C:

The WCCUSD is commended for moving the print shop into the central stores warehouse to minimize supply delivery time and costs.

FINDING 4-6

WCCUSD's separation of the central stores and furniture warehouse is inefficient.

WCCUSD operates two warehouses, central stores and furniture, located approximately two blocks apart. Although the organization chart depicts the two warehouses as one unit, in reality, they operate separately with little coordination or interaction.

As a result of this separation, the units are not taking full advantage of potential opportunities to coordinate deliveries or trips to schools.

Sound business practices dictate that WCCUSD should try to maximize driving time and to minimize and coordinate the number of trips from its two central warehouses to its schools as much as possible.

RECOMMENDATION 4-6:

Functionally combine the central stores and furniture warehouses.

Coordinating deliveries and trips to schools should reduce fuel costs and save driver time, thereby reducing the amount of overtime currently incurred by the drivers. Cross-training the staff of the two warehouses would allow for better management of workload peaks and less overtime. This combination should further promote better teamwork and communication among staff. Estimated savings to WCCUSD are approximately 50 percent of the overtime per year, or \$20,000, and about 10 percent of annual fuel costs for the delivery vehicles at \$20,000. The five-year cost savings for WCCUSD is \$200,000.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------------------|
| 1. The Director of General Services and the Warehouse Supervisor should develop new job descriptions for all warehouse staff and drivers to combine the job descriptions related to the staff at the two warehouses. | July 2007 |
| 2. The Superintendent and Board should review and approve the revised job descriptions. | August 2007 |
| 3. The Warehouse Supervisor should implement the new job descriptions for the warehouse staff and conduct training as needed. | September 2007 –
November 2007 |

FISCAL IMPACT

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Functionally Combine the Central Stores and Furniture Warehouse	\$40,000	\$40,000	\$40,000	\$40,000	\$40,000

FINDING 4-7

The WCCUSD's warehouse space is underutilized.

The central stores warehouse consists of about 40,000 square feet on one-third acre. WCCUSD uses this space to store a variety of inventory items, such as paper, supplies, equipment, and textbooks, as well as some permanent items, such as school records. During the visit of the review team, the central stores warehouse appeared significantly underutilized with significant amounts of excess space. Although staff indicated that the warehouse fills to capacity during a textbook adoption, the space remains underutilized during other periods.

The primary furniture warehouse consists of about 15,000 square feet on one-third acre located about two blocks from the stores warehouse. This warehouse contains various furniture items such as desks, chairs, audio/video equipment, picnic tables, and fire extinguishers. The warehouse also has various areas for repairs and refurbishing of equipment such as welding, painting, sand blasting, and fire extinguisher recharging. Although the furniture stores warehouse appears to be near its storage capacity, much of the equipment stored appears to be obsolete and surplus to WCCUSD. Eliminating the many obsolete items would result in underutilized space in this facility. The repair and refurbishing areas also appear dated and underutilized. The WCCUSD stores furnishings that currently will not fit in this warehouse in a very dated and condemned gym that appears to be about 10,000 square feet at the Gompers Continuation School. This warehouse also appears to contain dated and surplus furnishings.

The underutilization of these spaces increases district expenses unnecessarily by increasing WCCUSD's burdens for maintenance, utilities, and insurance costs. In addition, the separation of the functional portions of these two warehouses (as previously discussed) contributes to the lack of coordination and cooperation between the two warehouse operations.

Shedding the surplus property and combining the warehousing operations would create a central and more efficient receiving point by eliminating the need for warehouse-to-warehouse transfers, better coordination of deliveries, and fuel savings through having a central distribution point, and increased staffing flexibility and overtime reductions due to the larger combined staff.

RECOMMENDATION 4-7:

Consider selling the primary furniture warehouse and all the surplus furnishings and combining the remaining furnishings on one floor of the central stores warehouse.

Selling the furniture warehouse should save WCCUSD approximately \$7,220 per year in operating costs for this facility and should help facilitate the implementation of **Recommendation 8-6**. Further, the sale of the furniture warehouse would generate a one-time benefit to WCCUSD estimated at \$1,500,000, based on a low selling price of \$100 per square foot as per current asking prices in the area for similar structures. Disposal of the obsolete and surplus furnishings would help generate the space needed to accommodate the loss of storage capacity. The district could accommodate any future storage needs via the rental of space. It is estimated that the cash generated via the building sale would more than cover any costs of temporary facilities for many years.

Alternatively, to preserve the building asset—because storage space in the area is at a premium and the operating costs are low—the district should evaluate the revenue generating prospects for leasing the excess space in the furniture warehouse.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------------|
| 1. The Director of General Services and the Warehouse Supervisor should oversee the consolidation of the central stores warehouse onto two floors. | September 2007 |
| 2. The Warehouse Supervisor should oversee necessary modifications to the vacant floor to accommodate furniture stores. | November –
December 2007 |
| 3. The Warehouse Supervisor should oversee consolidation of the furniture stores into the central stores warehouse. | January 2008 |
| 3. The Superintendent should designate the appropriate person to facilitate the selection and approval of a real estate appraiser and agent and begin the process of either liquidating or leasing excess space in the furniture warehouse. | February 2008 |

FISCAL IMPACT

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Combine the Central Stores and Furniture Warehouse Deliveries	\$1,507,200	\$7,200	\$7,200	\$7,200	\$7,200

FINDING 4-8

The WCCUSD uses an inefficient manual process for the inventory located in the central stores warehouse.

The central stores warehouse receiving, inventorying, and issuing are manual processes that involve manually entering all inventory item information into the computer database. Warehouse staff write key information about inbound and outbound items on a tracking sheet for later entry into the electronic database. This duplication of effort and manual process is inefficient and increases the chance for error upon data capture.

Continuing the current process will continue to expose the district to inefficiency and the greater potential for errors.

The WCCUSD can improve the efficiency and accuracy of these processes through the utilization of a bar coding and scanning system that eliminates the need for manual input and multiple trips to the stationary computer dock. Barcode scanning systems are relatively inexpensive tools that promote fast and reliable data collection—five to seven times as fast as a skilled typist—and with 10,000 times better accuracy. As a result, these systems pay for themselves through reduced labor costs and revenue losses resulting from data collection errors.

RECOMMENDATION 4-8:

Implement a barcode scanning system for the central stores inventory.

Implementing this system should make data capture faster and more accurate, lower costs, minimize mistakes, and make managing inventory easier. The new web-based version of the SunGard Bi-Tech accounting and purchasing software that WCCUSD is implementing includes a module that supports barcode scanning. The base cost of this system for inventory is about \$2,000. Estimated productivity savings are difficult to measure, but should far exceed this nominal cost due to the gains in efficiency.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. To determine the preferred course of action the Warehouse Supervisor should obtain price quotes and specifications from SunGard Bi-Tech for the purchase and implementation of the barcode scanning module and conduct a search for other compatible systems that may have lower costs and better functionality. | October 2007 |
| 2. The Director or General Services should review and approve the recommended course of action. | November 2007 |
| 3. The Warehouse Supervisor, in conjunction with the vendor consultants, should implement the new system, should develop new procedures and processes for warehouse staff, and should have these descriptions approved by the Director of General Services. | January 2008 |

FISCAL IMPACT

As mentioned above, WCCUSD can expect to pay approximately \$2,000 for a barcode system, plus nominal ongoing costs for barcode stickers; however, the resulting productivity gains should far outweigh this nominal cost.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Implement a Barcode Scanning System for the Central Stores Inventory	(\$2,000)	\$0	\$0	\$0	\$0

FINDING 4-9

The central stores warehouse inventory and personnel are at risk of robbery and harm.

The central stores warehouse receiving/pickup door does not have a good mechanism for identifying visitors. Specifically, the door is equipped with a doorbell, but does not have a peephole or security camera for clearly identifying visitors. When the doorbell rings, staff must physically open the door to clearly identify who is calling. According to staff interviewed, sometimes neighborhood vagrants come calling to ask for food or tobacco.

Opening the door without knowing who the visitor is places staff at greater risk to the potential for robbery or unnecessary interruptions from vagrants. Simple measures such as installing a security camera system would help to better ensure that the staff are able to identify callers who may try to impersonate an incoming delivery driver.

RECOMMENDATION 4-9:

Install a security camera at the central stores receiving/pickup door.

Implementing this system should provide better protection for the warehouse staff from harm, robbery, and unnecessary interruptions, and minimize the potential for losses of inventory items, staff time due to interruptions or work-related injuries, and workers compensation. The camera also would provide a record of items being removed from the warehouse and may be a deterrent to potential thieves. The fiscal impact of this recommendation is impossible to project. Although there is a small cost for installing the cameras, the cost of not implementing them could be significant in the event of a robbery.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Warehouse Supervisor should obtain price quotes for installing a camera system with viewing monitors and prepare a purchase requisition for approval. July 2007
2. The Director of General Services should review and approve the requisition. July 2007

3. The Director of General Services should ensure the installation of the monitoring system.

November 2007

4.3 Vehicle Acquisition and Maintenance

WCCUSD has a vehicle maintenance yard that performs maintenance and repairs for most of the district's vehicles. Because the district does not operate a bus fleet, most of the vehicles are cars or trucks used by the operations staff. The district does have outside agreements for maintenance and repairs of certain specialty vehicles such as tractors and food service vans.

FINDING 4-10

The vehicle maintenance function may be more cost-effective to outsource through a cooperative agreement with another state agency or entity.

The vehicle garage consists of a 12,300 square foot warehouse on approximately one-half acre. The vehicle maintenance operating budget, including salaries and benefits for the three full-time staff, gas, parts, rentals, and outside services is \$538,000 for fiscal year 2006-07. Deducting gas, other and outside services, and capital purchases from the operating budget indicates that the average cost to maintain and service each of the 121 vehicles in WCCUSD is approximately \$2,500 per year. Factors influencing this high cost include the age of many district vehicles, as discussed further in the next finding. Moreover, the size of the vehicle maintenance facility appears in excess of what three mechanics can fully utilize or need to maintain WCCUSD's vehicles.

Best practices taken from the city of Fresno's fleet management program—one of only three U.S. cities with a population of over 350,000 to win the Blue Seal of Excellence award from the National Institute for Automotive Service Excellence—dictate that entities should outsource vehicle repairs and services when it is more cost effective.

If WCCUSD chooses not to implement this recommendation, it will need to address other noted deficiencies such as the lack of policies and procedures for vehicle maintenance and service and the lack of vehicle parts inventory records.

RECOMMENDATION 4-10:

Consider outsourcing vehicle maintenance to another public agency or to a private company and closing the vehicle maintenance yard.

Outsourcing vehicle maintenance and selling the vehicle maintenance yard should save WCCUSD money annually by lowering the average vehicle maintenance costs. The actual savings cannot be determined until WCCUSD finalizes an outsourcing agreement; however, the fiscal impact assumes a conservatively estimated savings of approximately 15 percent of budget. In addition, selling the vehicle yard and warehouse and inventory will generate a one-time cash infusion for WCCUSD conservatively estimated at \$1,500,000 based on a low of a \$125 per square foot asking price for similar properties in the area and not including the parts inventory, which has a nominal value.

Purchasing, Warehousing, and Vehicle Acquisition and Maintenance

Implementing this recommendation will result in the elimination or redeployment of three mechanics positions—or about \$217,000 per year in compensation for the three staff—and free the Associate Superintendent of Operations to focus on other services that directly affect the district's schools. This salary savings is included in the estimated 15 percent savings above.

If WCCUSD chooses not to implement this recommendation, it will need to address other noted deficiencies such as the lack of policies and procedures for vehicle maintenance and service and the lack of vehicle parts inventory records.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Associate Superintendent of Operations should begin soliciting other public agencies and private vendors to conduct vehicle maintenance and identify the preferred vendor. | October 2007 |
| 2. The Superintendent and Board should review and approve the vendor contract. | January 2008 |
| 3. The Associate Superintendent of Operations should close the vehicle maintenance facility and begin to liquidate the inventory and facility. | February 2008 |

FISCAL IMPACT

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Outsource Vehicle Maintenance (Savings Estimated at 15 Percent of Current Budget) and Sell the Vehicle Maintenance Yard and Inventory	\$1,580,000	\$80,000	\$80,000	\$80,000	\$80,000

FINDING 4-11

The WCCUSD does not have a vehicle replacement program.

As previously mentioned, WCCUSD's vehicle inventory consists of 121 vehicles. The ages of the vehicles span five decades as outlined in **Exhibit 4-3**.

**EXHIBIT 4-3
AGE AND NUMBER OF WCCUSD VEHICLES**

DECADE PURCHASED	NUMBER OF VEHICLES
1960's	3
1970's	27
1980's	19
1990's	61
2000's	11
Total	121

Source: WCCUSD Transportation Department, 2006

In fact, 43 of the vehicles are more than 20 years old and 16 are more than 30 years old. The condition of many of these vehicles is poor and several pose a health and safety hazard to staff.

Not implementing a vehicle replacement program will continue to expose staff to the risk of harm and the district to the risk of being liable for injuries caused by unsafe vehicles. Moreover, base maintenance costs increase with vehicle age and cumulative miles, reflecting the associated higher cost of operation and repair for older vehicles. The large number of older vehicles in service at WCCUSD certainly affects the high cost, of about \$2,500 annually, to maintain the district's vehicles.

Best practices from the city of Fresno's award winning fleet management program suggest that WCCUSD develop a vehicle replacement program based on industry standards for each type of vehicle, usage conditions, and usage frequency, to maintain optimum vehicle reliability, economy, and safety. The WCCUSD may also want to refer to the federal General Services Administration best practices for life cycle costing to ensure vehicle replacement at a point that minimizes life cycle costs and maximizes residual value.

RECOMMENDATION 4-11:

Develop and implement a vehicle replacement program.

Developing a replacement program should help WCCUSD ensure that staff are occupying safe vehicles and should reduce the overall fleet operating costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Associate Superintendent of Operations should prepare a replacement program schedule and budget for each type of vehicle. July – August 2007
2. The Superintendent and Board should review and approve the schedule and budget. September 2007
3. The Associate Superintendent of Operations should begin solicitations for vehicle acquisitions per schedule. October 2007 and Annually

FISCAL IMPACT

The fiscal impact is difficult to quantify. Although there are costs involved in replacing vehicles on a schedule, offsetting costs include reduced maintenance expenses, better vehicle economy, and greater safety for staff.

FINDING 4-12

The WCCUSD does not have a vehicle preventative maintenance or performance monitoring system.

While the vehicle maintenance shop manually tracks maintenance and repairs completed, it does not have a mechanism for determining when services are due or for enforcing compliance with service schedules. As a result, some staff entirely neglect vehicle maintenance, only bringing their vehicles to the vehicle maintenance shop when the vehicles need repairs.

Additionally, WCCUSD does not monitor vehicle performance information such as safety, cost effectiveness, cost efficiency, service effectiveness, or maintenance performance. Although several staff believe the vehicle gas cards include a mechanism for tracking and reporting mileage, which managers could use as one mechanism to determine when services are due, none of the staff questioned knew who received the mileage reports.

Regular vehicle preventative maintenance can help avoid costly measures in the future, and reduce the chances of unexpected surprises. Electronic preventative maintenance systems can automate and simplify the tracking and identification of when a vehicle or piece of equipment is due for service. Tracking repair maintenance is just as important as tracking preventative maintenance. Tracking and monitoring trends in repair maintenance can help in developing vehicle replacement schedules and in making decisions regarding whether to keep or retire a vehicle or piece of equipment.

Monitoring fuel consumption and economy and tracking vehicle history are also important facets of managing a fleet. Fleet managers can calculate fuel statistics and analyze history reports to monitor trends in wear, neglect, and abuse of equipment. This information is important to determine usage frequency and can be the determining factor when deciding to keep or retire a vehicle or piece of equipment. This information can also help to establish the equipment's cost effectiveness.

The Washington State Transit Insurance Pool best practices prescribe that entities follow a vehicle preventative maintenance program in accordance with manufacturers' guidelines. The maintenance program shall utilize a written tracking and scheduling system to ensure regular maintenance, quality control, and to monitor equipment failure, road calls history of each vehicle, etc.

RECOMMENDATION 4-12:

Implement an electronic preventative maintenance and monitoring system to track mileage, maintenance due dates and completion, and repairs, and send monthly reports to functional supervisors to enforce compliance with maintenance schedules.

Implementing a system for regularly maintaining and monitoring its vehicles should help WCCUSD to maximize vehicle value, economy, and longevity. It is important to note that if WCCUSD implements **Recommendation 4-10** to outsource vehicle maintenance, the vendor may be able to provide preventative maintenance system services.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Associate Superintendent of Operations should research and solicit price quotes for an electronic preventative maintenance system and identify the preferred vendor. | August 2007 |
| 2. The Superintendent and Board should review and approve the vendor contract. | September 2007 |
| 3. The Associate Superintendent of Operations shall design processes and procedures for the new system and implement the program. | January 2008 |

FISCAL IMPACT

The cost of an off-the-shelf vehicle preventative maintenance system or module ranges from a few hundred to a few thousand dollars; however, this cost should be more than offset by the savings attained due to reduced repair costs, better vehicle fuel economy, and longer vehicle life spans.

5.0 HUMAN RESOURCES

5.0 HUMAN RESOURCES

This chapter presents findings and recommendations relating to the overall organization and management of Human Resources and personnel services in the West Contra Costa School District (WCCUSD). The major sections include:

- 5.1 Organization and Management
 - 5.1.1 Employee Relations
 - 5.1.2 Professional Development
 - 5.1.3 Administration
- 5.2 Personnel Policies and Procedures
- 5.3 Job Descriptions
- 5.4 Employment of Personnel
- 5.5 Employee Compensation
- 5.6 Licensing, Evaluations, and Staff Development
 - 5.6.1 Credentials
 - 5.6.2 Evaluations
 - 5.6.3 Staff Development

CHAPTER SUMMARY

The Human Resources Division of the West Contra Costa Unified School District finds itself under new leadership this school year after several years of changes in administrators and staff. Acutely aware of some of the issues and problems facing the division, the assistant superintendent has put into place some practices that over time will help to improve the effectiveness and efficiency of the division and in its services to the over 3,000 district employees. With new leadership has come changes for the many dedicated and committed staff of the division as they adjust to new leadership and new ideas at the same time wrestling with the many challenges that a district this size brings.

The district is commended for hiring an experienced and qualified leader to head the Human Resources Division as well as for the alternative certification programs that the district sponsors to maintain and retain a highly qualified staff of fully credentialed teachers and the “induction program” for beginning teachers.

Areas in need of improvements in order to maintain a sound system of personnel and Human Resources management that are covered in this chapter include:

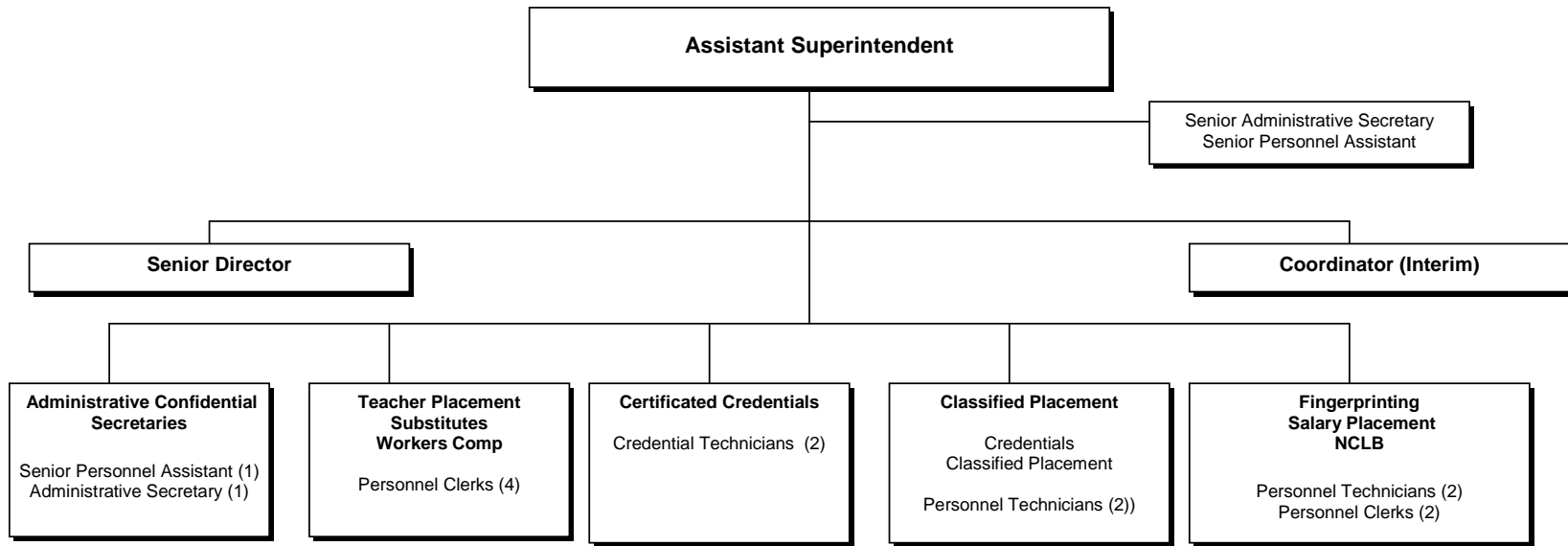
- Reassigning employee relations/negotiations functions to the Human Resources Division, hiring a director of employee relations, and hiring a senior personnel assistant. **(Recommendation 5-1)**
- Reassigning the office of professional development and its coordinator to the Human Resources Division and hiring a secretary. **(Recommendation 5-2)**

- Hiring a director to oversee certificated hiring and related employment issues. **(Recommendation 5-3)**
- Developing and implementing a customer feedback system. **(Recommendation 5-4)**
- Developing and maintaining a personnel procedures manual for personnel staff. **(Recommendation 5-5)**
- Reviewing and updating all job descriptions. **(Recommendation 5-6)**
- Investigating on-line automated application systems. **(Recommendation 5-7)**
- Developing strategies and long-range plans for future recruitment efforts. **(Recommendation 5-8)**
- Increasing the substitute teacher pool, implementing strategies for retaining teacher substitutes, and examining and developing ways to reduce the number of teacher absences. **(Recommendation 5-9)**
- Developing an orientation session for beginning substitutes. **(Recommendation 5-10)**
- Developing an employee recognition program to reward employees for outstanding service. **(Recommendation 5-11)**
- Continuing to examine beginning teacher salaries. **(Recommendation 5-12)**
- Developing procedures for a formal employee evaluation process. **(Recommendation 5-13)**
- Developing a comprehensive district-wide Staff Development Master Plan. **(Recommendation 5-14)**
- Holding teachers accountable who do not complete 18-hours of professional development each school year. **(Recommendation 5-15)**

5.1 Organization and Management

An assistant superintendent oversees the Division of Human Resources. A senior director and an interim coordinator are responsible for assisting the assistant superintendent in administering the various functions of the division. A staff of 16 assistants, technicians, clerks, and secretaries provide the support necessary to deliver personnel services to the over 3,000 district employees. **Exhibit 5-1** provides an organizational chart of the structure of WCCUSD's Human Resources Division. Two district teachers-on-assignment also report to the assistant superintendent.

**EXHIBIT 5-1
WEST CONTRA COSTA UNIFIED SCHOOL DIVISION
HUMAN RESOURCES DIVISION
ORGANIZATIONAL CHART**



STAFFING	
Assistant Superintendent.....	1
Senior Director.....	1
Coordinator.....	1
Senior Personnel Assistant.....	2
Credential Technicians.....	2
Personnel Technicians.....	4
Personnel Clerks.....	6
Senior Administrative Secretary.....	1
Administrative Secretary.....	1
Total Staff	19

Major functions of the department include:

- Interpreting and recommending personnel policy and procedures.
- Conducting recruitment activities.
- Processing applications for employment.
- Screening applicants.
- Conducting and processing fingerprints.
- Overseeing and the follow-up on reports of employee criminal history and subsequent arrest records.
- Tracking TB testing.
- Administering clerical tests.
- Hiring and processing new employees for employment and providing orientation.
- Hiring and processing substitute teachers and substitute teacher aides, clerical personnel, site supervisors, and tutors.
- Entering and tracking all employee qualifications, certifications, verifications, assignments, promotions, transfers, resignations, and retirements.
- Implementing competitive salary schedules.
- Working with the district's five labor groups and assisting in contract negotiations and resolving employee grievances.
- Overseeing Title IX sexual harassment investigations.
- Directing the preparation, revision, and maintenance of job descriptions.
- Hiring and deploying certificated and classified substitutes to schools and departments.
- Processing, tracking, and investigating Workers' Compensation claims.
- Monitoring employee appraisals.
- Maintaining personnel records.
- Overseeing the coaching of principals and other administrators.

FINDING 5-A

The new assistant superintendent of the Human Resources Division brings to the division years of experience overseeing Human Resources divisions and personnel services that will help to bring significant changes and stability to this division. For the past eight years he was the deputy superintendent for Human Resources Services in southern California. The assistant superintendent was hired in July 2006 to head a division that has seen three different leaders over the past three years.

School districts have long used the position of administrator of Human Resources as a promotion mechanism for school administrators based primarily on the experience in managing schools or because of longevity with the school system. However, today administrators who are responsible for personnel and Human Resources are increasingly playing a greater role in the management of the organization's Human Resources.

Knowledge and experience in many interdisciplinary areas are important because these administrators are involved in compensation, recruitment, performance appraisals, organizational structure, industrial psychology, industrial relations and law regarding contract negotiations, mediation and arbitration, employee benefits, and personnel grievances, all requiring interpretation of a growing number of laws and regulations. The growing diversity of the work force requires supervisory skills and work with people of various cultural backgrounds, levels of education, and experience.

To solve many of the problems and issues the division faces take time; the assistant superintendent continues to set priorities. The changes he has envisioned for the division take time. Already progress is being made as division staff and the assistant superintendent begin the process of working together as a team.

A lack of communication exists between the division and district employees that has led to some misperceptions about how the division handles hiring and/or other personnel functions. Many of these perceptions (valid or not) were voiced during MGT's many interviews and public hearings. As an example is the concern of administrator that vacant positions go unfilled for long periods of time. While employee and administrator concerns might have validity, the policies, regulations, and demands placed upon the division prevent them from accomplishing what they might like. The division needs to become more proactive in reaching out to employees and keeping them abreast of issues that the division experiences in meeting the demands of district administrators and employees. With new leadership, this can be accomplished.

COMMENDATION 5-A:

West Contra Costa Unified School District is commended for hiring an experienced and qualified leader to head the Human Resources Division.

5.1.1 Employee Relations

FINDING 5-1

Both unions and administration indicate a need to reorganize the employee relations functions of WCCUSD. The current situation has led to contentious relationships and excess expenditures for legal fees related to the processes.

Employee wages, benefits, hours, assignments, evaluations, grievances, and other employee matters are negotiated upon between the district and five unions/associations that include:

- United Teachers of Richmond (UTR) – certificated teachers.
- Public Employees Union, Local #1 – classified employees.
- School Supervisors Association (SSA) – all classified supervisory positions.
- West Contra Cost Administrators Association (WCCAA) – school administrators.
- Non-represented/Confidential Employees Association.

The district's general counsel in the office of legal services is the chief negotiator for the district, handling contract negotiations and labor relations. The assistant superintendent of Human Resources sits in on negotiations, maintains contact with representatives of the four unions, and is directly involved in employee grievances.

Contract negotiations between the district and some of the unions have been contentious at times. The district made an attempt with Local 1 to employ Interest Based Bargaining (IBB). Interest Based Bargaining, also known as win-win, integrative, principled, collaborative, and mutual gain, approaches negotiations based on:

- Identifying an issue (problem).
- Reaching consensus/agreement on the issue.
- Identifying interests separate and/or mutual.
- Reaching consensus on mutual interests.
- Identifying options.
- Evaluating the options based on agreed to standards and measures.
- Reaching consensus on which option to use and/or to incorporate.

However, in the negotiations between the district and Local 1 the process was not adhered to and not implemented as designed. Thus, the district and Local 1 continue to use an ineffective form of IBB. Districts that have employed this type of bargaining have found that this approach, properly used, leads to better relationships with employee groups and mutually agreeable solutions on important problems. MGT advises that the district and the unions employ such bargaining. The Federal Mediation and Conciliation Services (FMCS) provide training in IBB without any cost to the district.

Employees file anywhere from 10 to 15 grievances monthly at schools and/or departments. The majority of these grievance move to the second level of the grievance process and reach Human Resources for resolution or proceed on to the next level. The assistant superintendent of Human Resources receives a report any time a grievance is made.

Thus, the division is heavily involved in employee relations as is the case in many school districts, which have an office devoted to handling employee relations often under Human Resources. The district does not have such an office and thus the assistant superintendent has undertaken much of this role, which consumes much of his time.

In **Chapter 2.0**, a recommendation was made to assign collective bargaining, contract maintenance, and labor relations to the Human Resources Division (**Recommendation 2-5**).

RECOMMENDATION 5-1:

Reassign the employee relations/negotiations functions from the Legal Services Department to the Human Resources Division and hire a Director of Employee Relations and a senior personnel assistant.

The district should hire a director to head the reassigned office of Employee Relations. A senior personnel assistant should be hired to assist the director. This office should handle contract negotiations with the unions/associations, contract maintenance, labor relations, employee grievances and any other related employee issues.

Implementation of this recommendation should also include contacting the Federal Mediation and Conciliation Service and requesting training in IBB processes for union and board representatives. This service is available at no cost to the district. The district reported that they had previously used the services of a private firm to provide IBB training but at a fee to the district.

The Employee Relations office should also provide oversight of the affirmative action/equal employment opportunity policy and directives and provide reports as deemed necessary. The district has a sound affirmative action/equal employment opportunity policy and directives, which is currently under review by the assistant superintendent of Human Resources and the district's legal counsel.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Assistant Superintendent of the Human Resources Division should write a job description for a Director of Employee Relations as soon as Recommendation 2-5 is approved to move collective bargaining, contract maintenance, and labor relations into the Human Resources Division. | October 2007 |
|--|--------------|

2. Once the job description is written, the Assistant Superintendent should seek approval from the Superintendent and the Board of Education along with consultation of budget staff to hire a director and a senior personnel assistant. (A job description for a district director is already available but might need to be revised for this position) November 2007

3. Once approval is received, the Assistant Superintendent should begin the process of positing and hiring a director and a senior personnel assistant. November 2007 –
January 2008

4. Once the Employee Relations director and senior personnel assistant are hired, Employee Relations should begin operations. January 2008

FISCAL IMPACT

To hire a director of Employee Relations would cost \$112,040. (A director at Range 10 Step 1 on Salary Schedule 1 earns \$81,390 annually plus \$30, 650 in benefits.)

To hire a senior personnel assistant at Range 17, Step 1 of Salary Schedule 2 would cost \$64,074. (A senior personnel assistant earns \$40,741 annually plus \$23,333 in benefits.) This position is classified as a “confidential” secretarial position

The total annual fiscal impact of this recommendation is a cost of \$176,114.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Hire a Director of Employee Relations	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)
Hire a Senior Personnel Assistant.	(\$64,074)	(\$64,074)	(\$64,074)	(\$64,074)	(\$64,074)
Total Cost	(\$176,114)	(\$176,114)	(\$176,114)	(176,114)	(\$176,114)

5.1.2 Professional Development

FINDING 5-2

The Human Resources Division itself oversees a large array of services for two categories of employees—certificated, such as administrators and teachers, and classified, such as clerical, maintenance employees and food service workers—with a small but dedicated and capable staff. Professional development for certificated and classified staff is fragmented with a need for more overall coordination of services to both categories of employees.

A coordinator currently heads the office of Professional Development administered by the Academic Services Division under the department of Curriculum and Instruction. Previously (approximately seven years ago), a director headed this office, coordinating services for both certificated and classified staff. Then two years ago, a coordinator,

instead of a director, was appointed to head the office. The coordinator, who retired at the end of the 2005-06 school year, worked out of the office of State and Federal programs. According to staff interviewed, little was accomplished as far as coordinating professional development activities throughout the district and a general feeling arose that the coordination of activities was fragmented. The office was then moved to the Department of Curriculum and Instruction.

The current coordinator was appointed in August to head the office of professional development for certificated staff only. The new coordinator is in the process of developing a district wide professional development plan. The coordinator is working alone without staff to assist.

Staff development for classified staff is delivered districtwide in a one-day training session coordinated through several district divisions, one of which is Human Resources. Local 1 also participates in the planning. Individual training is provided to maintenance workers and food service staff through their divisions.

A further review of professional development and related issues is covered in Section 5.6 of this chapter and in **Chapter 7.0**, Educational Service Delivery.

RECOMMENDATION 5-2:

Reassign the functions and office of Professional Development and its coordinator to the Human Resources Division and hire a secretary to assist.

The responsibilities for coordinating professional development for certificated staff will remain much the same as it is with the current coordinator overseeing the office.

However, responsibilities for coordinating services for certificated staff should be assigned to this office as well, making it a full-fledged Staff Development office. The coordinator will report directly to the assistant superintendent of Human Resources. Included among the responsibilities of this office should be the preparation of a yearly calendar of professional development activities, conducting a needs assessment of certificated and classified staff, tracking of professional development hours of certificated staff, assisting in the planning of the classified training day, and new teacher orientation.

The most important charge for this coordinator is to create a professional development plan to guide the efforts of this office and the district in delivering high quality professional development to all its employees.

Teachers-on-assignment in charge of the Peer Assistance Review (PAR), the alternative certification programs, and BSTA will work closely with this office.

This reassignment will allow Human Resources to deliver an important aspect of personnel services to district employees.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Superintendent should in consultation with the Chief Academic Officer and the Assistant Superintendent of Human Resources reassign the office of Professional Development to the Human Resources Division. | July 2007 |
| 2. The Superintendent should instruct the Assistant Superintendent of Human Resources to post a vacancy for a secretary to assist the Coordinator of Professional Development. | July 2007 |
| 3. The Assistant Superintendent should post the vacancy and begin the process to hire a secretary. | July 2007 |
| 4. Once the secretary is hired, the Coordinator of Professional Development should see to it that a professional development plan is in place to direct this office in its delivery services. | August 2007 |
| 5. The Assistant Superintendent should publicize the new direction of this office and the professional development plan. | September 2007 |

FISCAL IMPACT

To hire a secretary at Range 57, Step 1 of Salary Schedule 5 would cost \$32,904 in wages and \$21,923 in benefits. The annual fiscal impact to the district is a cost of \$54,827.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Hire a Secretary	(\$54,827)	(\$54,827)	(\$54,827)	(\$54,827)	(\$54,827)

5.1.3 Administration

FINDING 5-3:

The Human Resources Division is in need of another administrator to assist in the oversight of hiring certificated and classified employees.

Currently, a senior director is responsible for overseeing the hiring of certificated and classified staff. Previously, this responsibility was divided between two senior directors – one overseeing the hiring of certificated staff and the other classified. One senior director resigned and the other retired. The district then hired the assistant superintendent to oversee the division and a senior director to oversee the hiring process.

Both positions involve not only the hiring of full-time staff but the hiring of substitutes and temporary staff as well. The division has over 1,000 teacher and classified substitutes on its rolls. Maintaining this pool of substitutes is another substantial task. Human Resources staff must fingerprint all substitutes as well as full-time employees. With the turnover of classified staff, many of these substitutes become permanent employees, further meaning that staff must bring them aboard as full-time employees.

Over 170 teachers were hired this school year; the division must verify they are all properly certified and placed. The task of seeing that all positions are filled is labor-intensive and it is critical that an administrator is overseeing this process.

Since there is just one director overseeing all of this hiring and related employment issues, the assistant superintendent must become directly involved in addition to overseeing employee relations issues, overseeing staff, and managing the division. Little time is left to focus on some critical issues and the new direction the assistant superintendent envisions for the division.

An interim coordinator, on a one year contract, has assisted with some hiring. The main focus of the position is assisting with Peer Assistant Review (PAR) and Beginning Teacher Support and Assessment (BETSA), monitoring NCLB issues, supporting recruitment efforts, and generating division reports.

In most school districts, an administrator (not necessarily senior director) is hired to oversee the hiring of certificated personnel and another administrator to oversee hiring of classified. Factors used to hire either group are different in many cases (recruitment strategies, job fairs, recruitment trips, licensing, frequent turnover) and require direct support of a director.

With the addition of an office of Employee Relations and Professional Development to oversee, the assistant superintendent will need additional support of another director to oversee hiring.

RECOMMENDATION 5-3:

Hire a director to oversee certificated hiring and related employment issues.

While the division has in the past supported two senior directors, MGT recommends that these positions be designated as “director”, not “senior director”, as the size of the division does not warrant as high-ranking administrative positions as senior director. If and when the current position of senior director should become vacant, then the position should be designated as a director’s position. The interim coordinator position should be eliminated at the end of the contract period; the position should be replaced with a director.

The assistant superintendent, in reorganizing the department, should reassign duties to the two directors – one over certificated employees and the other over classified—along with current staff to support their positions. Both directors should report directly to the assistant superintendent and maintain responsibility for oversight of staff assigned to them.

With reassigning the office of Employee Relations and the office of Professional Development to Human Resources, as recommended, the assistant superintendent will play an even larger role in overseeing and coordinating all the services that this division will deliver.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent of the Human Resources Division should prepare a job description for a Personnel Director. | August 2007 |
| 2. Once the job description is written, the Assistant Superintendent should seek approval from the Superintendent and the Board of Education along with consultation of budget staff to hire a Director of Human Resources. | September 2007 |
| 3. Once approval is given, the Assistant Superintendent should post the position and begin the process of hiring a Director of Human Resources. | October 2007 |
| 4. The newly hired Director should assume duties over the hiring of certificated staff or classified staff as the case may be. | November 2007 |

FISCAL IMPACT

Eliminating the coordinator position will save the district \$125,896 (a base salary of \$93,132 plus \$32,764 in benefits).

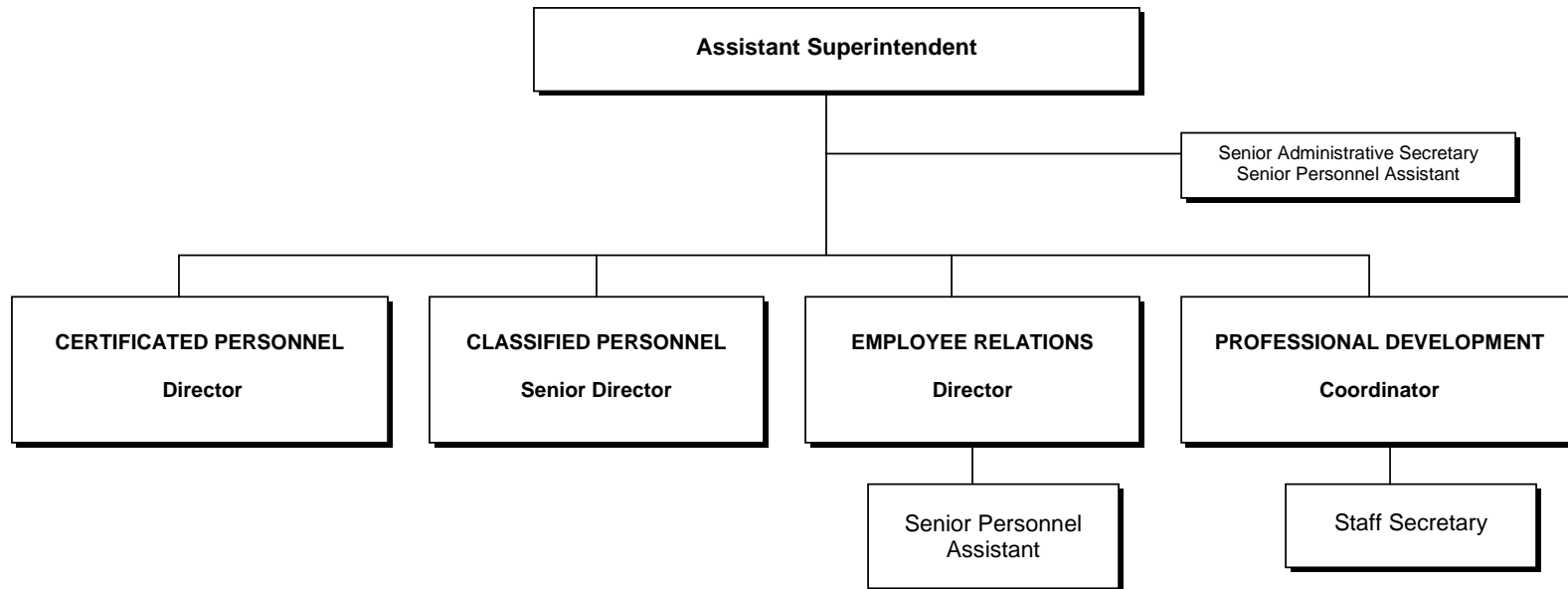
The cost to the district to hire a director is \$112,040 (\$81,390 base salary from Range 10, Step 1, Salary Schedule 1, plus \$30,650 in benefits).

The total cost in savings to the district to hire a director is \$13,856 – \$125,896 minus \$112,040.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate the Position of Coordinator	\$125,896	\$125,896	\$125,896	\$125,896	\$125,896
Hire a Human Resources Director	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)
Cost Savings to the District	\$13,856	\$13,856	\$13,856	\$13,856	\$13,856

The new organizational structure of the division is shown in **Exhibit 5-2**. Only the administrative positions of the division are shown and not the individual support staff positions except those secretarial staff reporting direct to an administrator. A summary of all positions within the division is included in the exhibit.

**EXHIBIT 5-2
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
DIVISION OF HUMAN SERVICES
ADMINISTRATIVE REORGANIZATION**



STAFFING	
Assistant Superintendent	1
Senior Director.....	1
Director.....	2
Senior Personnel Assistant.....	3
Credential Technicians.....	2
Personnel Technicians.....	4
Personnel Clerks	6
Senior Administrative Secretary.....	1
Administrative Secretary.....	1
Staff Secretary.....	1
Total Staff	22

FINDING 5-4

Neither Human Resources nor the district has a process in place to survey school system employees to evaluate the nature and quality of Human Resources as well as other district services. No feedback system is in place to assess the overall job satisfaction of employees.

From the diagnostic review prior to MGT's on-site visit, through the public hearing that was held during the week of the on-site visit, and from results of a survey conducted of central office administrators, principals/assistant principals, and teachers, many more comments than were expected were provided regarding the performance and management of all areas of the district educational system. Evidently employees have lots to say and would welcome the opportunity to express their concerns and provide suggestions for improvements.

Lack of communication, the difficulties reaching central office staff, some poor quality staff development and training, safety issues and a host of other problems were reported. Not all comments were negative, and positive suggestions for solutions were made. In some cases, employees felt that making their voice known would jeopardize their position. With a district as large and spread out as WCCUSD is, local concerns and issues often go without notice.

Without such input from employees, neither Human Resources nor the district has feedback for ways in which services could be improved. Nor does the division as well as the superintendent's cabinet have valuable feedback from employees, and teachers in particular, to determine employee satisfaction in efforts to reduce the number of employees who leave the district, to prevent employee dissatisfaction and poor morale, and to foster good will to all its employees.

Districts that have open lines of communications with their employees, value employee feedback, and act upon that feedback.

RECOMMENDATION 5-4:

Develop and implement a customer feedback system to assist the division and the district to evaluate the nature and quality of its services and the satisfaction level of its employees.

The Human Resources Division should design a staff survey that focuses upon a series of questions designed to elicit feedback on issues, including:

- What went well in 2006-07 in staffing, employee relations, leadership development and/or professional development?
- What district services should be improved or changed?
- What are the expectations of staff in Human Resources for staffing, employee relations, leadership development, and/or professional development?

- What suggestions are given for improving services to schools and employees?
- What are some ideas for improving recruitment and retention of quality personnel?
- What issues are of concern as an employee of the district?

Survey results will serve as an effective means for Human Resources as well as district administration to evaluate performance. Such a survey should be administered every three to five years and acted upon by making changes that will enhance the effectiveness of district operations and relationships.

The consultant at the time of MGT's on-site review was unaware that the district's executive staff was in the planning stages of surveying district staff in the spring of 2007. The recommendation to conduct a customer feedback survey every three to five years remains and the implementation strategies follow.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of the Human Resources Division and the Senior Director, with input from the Superintendent and Cabinet, should develop a customer satisfaction survey to administer to all district employees. October 2007
2. Once the survey is developed, the Assistant Superintendent should present it to the Superintendent and Cabinet for review and approval. December 2007
3. Once the Superintendent and Cabinet review and suggest changes to the survey, the Superintendent should give the go-ahead to the Human Resources Division to distribute the survey once edited as suggested. January 2008
4. The Assistant Superintendent should make arrangements to distribute and for employees to return the survey via the division's Web page; those without access to a computer should be provided with a hard copy. In all cases, the survey respondent should remain anonymous, only identified by employee category. February 2008
5. Once the survey is returned, the Assistant Superintendent should share the results with the staff in Human Resources and with the superintendent and the cabinet. March 2008

FISCAL IMPACT

This recommendation can be accomplished with existing resources but will entail staff time and technology input.

5.2 Personnel Policies and Procedures

Policies and regulations guiding the Human Resources Division in the delivery of services to WCCUSD employees, are set forth in the West Contra Costa Unified School District (WCCUSD) Board Policy and Regulations Manual, Section on Personnel (Series 4000). Within this section of the manual, policies and regulations for the employment of staff, compensation and related benefits, the school system harassment policy, family and medical leave, nepotism, substance abuse, and substitute teachers are just a few of the personnel functions addressed.

Personnel policies and procedures are also set forth and further clarified in the four district union/association contracts - United Teachers of Richmond (UTR), Public Employees Union, Local #1, School Supervisors Association (SSA), and West Contra Cost Administrators Association (WCCAA).

FINDING 5-5

The Human Resources Division does not maintain a procedural and operational handbook to direct its efforts in the delivery of services. Although two personnel procedure and policy handbooks were provided to the consultant, both were found to be outdated and designed more for district and school administrators.

The consultant was provided with two documents in relation to Human Resources procedures. The two documents include:

- *A Procedure and Policy Handbook* – a detailed handbook, produced in July 2001, of personnel services and policies containing an abundant amount of information regarding recruitment, hiring, personnel files, salary schedules and contract administration. The document was designed to assist administrators with personnel management functions. No evidence was produced that indicated that this document has been updated over the years.
- Another document, untitled, much shorter in length and less detailed provides such information as employment and hiring practices, absences, evaluations, unemployment, and benefits. This document is dated 2003-04 and is currently under revision by the Human Resources Division.

While both procedural manuals are effective (the first more complete and recommended by the consultant for revision), the Human Resources Division does not have a much expanded personnel and policy handbook for use by division staff that relates to the daily work of Human Resources.

Such a personnel manual provides guidelines for Human Resources staff regarding criteria for recruiting, screening, interviewing, hiring and evaluating procedures; facts about the equal employment opportunity laws; copies of all related forms such as employment applications and performance appraisal tools; procedures for maintaining records; and legal requirements.

Human Resources is commended for the desk audits that each staff member has developed outlining specific daily and monthly routines and tasks of that member. However, these lack specifics as for as forms and actual detailed procedures that can be referenced by anyone in the division. While several members of Human Resources have been with the district for over 15 years, almost a third are relatively new to the division. Cross-training has not taken place for several years although many of the staff and in particular those with more than 15 years with the district and/or Human Resources know actions that need to take place for the efficient operation of the division. Fortunately, the new head of the division is moving in the direction of seeing that all staff is cross-trained.

A detailed procedural manual allows a Human Resources staff member as well as others (substitutes) to quickly search and find a procedure or process needing clarification. The time to train new or temporary employees is reduced considerably if procedures are written and can be referenced. Most of the information that is included in a personnel procedures manual has already been prepared. Therefore, the Human Resources staff should be able to gather the materials needed to create the materials rather quickly.

RECOMMENDATION 5-5:

Develop and maintain a personnel procedures manual for personnel staff.

The development of procedural documents that standardize practices should help to detect any inefficiency within the division and have the residual benefit of compelling each personnel staff to carefully review present practices. The procedural manual should include the following items:

- The division's purpose, vision, and goals.
- A list of WCCUSD personnel policies.
- Detailed, step-by-step, descriptions of each process and procedure used in the delivery of various personnel services.
- Copies of all forms and computer screens used in the process.
- Guidelines for updating the manual.

The procedural manual for divisions, department and school administrators should continue to be revised and updated annually and distributed accordingly to district staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of the Human Resources Division should appoint several staff members from the division to begin collecting, organizing, reviewing, and developing current documents, processes, and procedures for functions undertaken by the division. July 2007
2. Once all documentation is collected, organized, reviewed, and developed, the Assistant Superintendent should place the document in a binder for review by all personnel staff. September 2007

3. The Assistant Superintendent should make suggestions for changes and then approve the manual. September 2007
4. The Assistant Superintendent should ensure that the manual is printed and distributed to each staff member in the Human Resources Division. October 2007

FISCAL IMPACT

This recommendation will not have a fiscal impact on the school system. The recommendation will require the time of Human Resources staff to compile a Human Resources Procedural Manual. However, many of the processes have already been written.

5.3 Job Descriptions

The classification of positions and well-written and maintained job descriptions are vital in the hiring of a qualified and competent staff. Job standards for a particular position are set when a good job description is developed. The assignment of pay grades to job positions is more easily accomplished when a job description has all the necessary elements. Further, job descriptions can serve as a basis for annual performance evaluations and are important in defending workers' compensation and civil lawsuits.

FINDING 5-6

Job descriptions for staff positions in West Contra Costa Unified School District (WCCUSD) are in need of review and revision. Currently, the Human Resources Division has revised a few and plans to review all.

The importance of this review is imperative as the consultant found that almost all job descriptions have not come under review for a long period of time, lack consistency in structure and style, and in some cases contain missing elements of an effective job description. The majority of job descriptions for certificated employees contain sub-headings such as *primary function, directly responsible to, supervision, supervisor, major responsibilities, and qualifications (knowledge and skills and educational training and experience)*. For classified employees, the format usually provides sub-headings such as *definition, job characteristics, examples of duties, and qualifications (knowledge of, ability to, experience, and education)*. Using either format is effective; however, not all job descriptions follow either format. To illustrate inconsistencies and other issues, the following exhibit (**Exhibit 5-3**) is provided.

**EXHIBIT 5-3
HUMAN RESOURCES DIVISION
REVIEW OF JOB DESCRIPTIONS**

Consistency	<ul style="list-style-type: none"> ■ Lack of uniformity in structure with headings inconsistently applied such as: <ul style="list-style-type: none"> - Supervisor, Immediate Subordinates. - Major Responsibilities, Assigned Responsibilities, Essential Duties, Brief Description of Positions, Personal Knowledge. - Qualifications, Competency, Knowledge and Skills, Ability to, Experience and Education. ■ Job postings used as job descriptions (example - psychologist). ■ Inconsistent formatting in spacing, underlining, headings, font and style.
Missing	<ul style="list-style-type: none"> ■ Qualifications – qualifications missing from some job descriptions or qualifications noted on an attached job-posting page (examples – Dean of Students, Secondary School Counselor, High School Principal and Assistant Principal, Teacher of Visually Impaired). ■ Date developed, edited, or revised not noted clearly on the job description. <p>Note: Although almost all job descriptions contain a date placed in the far left corner of the job description, it was not made clear on the job description if this was an adoption date, revision date, review date, or the date that the job description was typed. Of the dates that were noted, if they were meant to indicate the last date of revision, job descriptions in some cases have not been revised as far back as 1981, others dated back to the nineties, and the most recently listed date was 2004.</p> <ul style="list-style-type: none"> ■ Missing content such as school/department, physical demands, work environment, terms of employment. ■ No historical data such as who prepared the job description and how it was approved.
Indexing	An alphabetical index of all positions with job descriptions was not found.
Maintaining	Job descriptions are not maintained in one computer file for easy editing.
Purging	Job descriptions of positions that no longer are being filled have not been pulled from current positions. In case these positions are re-instituted, these job descriptions should be maintained separately.

Source: Created by MGT, 2006.

A plan or schedule for reviewing job descriptions periodically or a process for departments and schools to review job descriptions periodically and alert Human Resources is not in place.

RECOMMENDATION 5-6:

Review and update all job descriptions and develop a procedure for the review of descriptions on a three-year cycle.

A thorough review of all job descriptions should be made, and they should be revised and rewritten if necessary. For those positions without a job description, one should be written. If qualifications are missing from the job description, they should be added as well as the date of review and/or revision, clearly stated on the document. A uniform style and standardized format should be adopted.

Job descriptions should be maintained electronically and in a binder with an index for easy identification and location. Indexing alphabetically or by broad employee categories is suggested. For those jobs that have been abolished or are not currently being filled, the job description should be maintained separately for record purposes.

Once all job descriptions are written and updated, Human Resources staff should establish a procedure for the review of descriptions on a three-year cycle, with one-third of them reviewed and updated each year. The job description should serve as a basis for annual evaluations and can be used in defending any workers' compensation or civil lawsuits.

Job descriptions developed for new positions should show a date when developed or adopted. Dated job descriptions are important for record keeping, noting when the job description was developed, edited, revised, or abolished.

A copy of their job description should be provided to each employee. As in many other districts across the country, the job descriptions once written should be placed on the district's Web site.

Exhibit 5-5 provides an example of an effective job description format.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Assistant Superintendent of the Human Resources Division should develop a policy for reviewing, updating, rewriting, developing, and maintaining job descriptions. | July 2007 |
| 2. The Assistant Superintendent should send the policy proposal to the Superintendent for approval. | August 2007 |
| 3. The Superintendent should present the recommended policy change to the School Board for final approval. | August 2007 |

- | | |
|--|---|
| <p>4. Once approved, the Assistant Superintendent should send a memorandum to all department heads:</p> <ul style="list-style-type: none"> ■ Explaining the new policy. ■ Providing a template for formatting job descriptions. ■ A hard copy or electronic version of the current job description, if available, for positions within that office. ■ A request that the department head review, edit, or rewrite job descriptions for which they are responsible. ■ Return the updated job description to Human Resources. | <p>September 2007
through
November 2007</p> |
| <p>5. The Assistant Superintendent and staff should ensure that all job descriptions are entered electronically into a database and placed on the WCCUSD Web site.</p> | <p>December 2007</p> |
| <p>6. The Assistant Superintendent should ensure that each employee is provided a copy of his/her updated job description, maintain the originals in a binder properly indexed, and update job descriptions every three years on a rotating basis for groups of employees.</p> | <p>January 2008
and Ongoing</p> |

**EXHIBIT 5-4
ELEMENTS OF AN EFFECTIVE JOB DESCRIPTION**

JOB DESCRIPTION CONTENT
<p>Header:</p> <ul style="list-style-type: none"> ■ Job Title: ■ School/Department: ■ Reports to: ■ Supervisor's Superior: ■ Supervises: ■ Pay Grade: ■ Job Code: ■ Overtime Status:
<p>Main Body:</p> <ul style="list-style-type: none"> ■ Job Goal: ■ Qualifications: ■ Knowledge, Skills, and Abilities: ■ Performance Responsibilities: Essential Functions ■ Performance Responsibilities: Other Duties & Responsibilities ■ Physical Demands: (from supplement) * ■ Work Environment: (from supplement) * ■ Terms of Employment: ■ Evaluation:
<p>Footer:</p> <ul style="list-style-type: none"> ■ Date (developed, edited, or revised): ■ Board action if any: ■ Prepared by: ■ Approved by: ■ Work Location Name: ■ Telephone Number: ■ HRS Review (with date):

Source: Created by MGT, 2000 as an example of an effective job description.

*A supplement to a job description describes the machines, tools, and equipment that may be required of the employee in the performance of the job. The physical requirements (sedentary, light, medium, heavy work) and activity (sitting, climbing, bending, twisting, reaching) are also described in the supplement as well as working conditions (such as outdoor, indoor, cold, heat, noise, and hazards).

FISCAL IMPACT

This recommendation will incur staff time in reviewing, editing, and developing job descriptions. A time length of approximately three months to edit and revise job descriptions is estimated with a target date of September 2007 for completion.

5.4 Employment of Personnel

The Human Resources Division is responsible for maintaining an adequate workforce by ensuring that all available employee positions are filled. To maintain appropriate staffing levels, the division monitors the positions allocated to schools and divisions, and ensures that personnel are recruited, hired, and processed to fill these positions.

FINDING 5-7

WCCUSD does not have an automated application process. While applicants for positions can access application forms on the district Web site or through the Human Resources Division, a hard copy application must be submitted.

Human resources is responsible for seeing that employees are hired to fill all allocated division positions. **Exhibit 5-5** shows the number of staff currently employed. As of December 2006, there were 3,013 employees. The exhibit does not include part-time, temporary, or substitute workers. Of the 3,013 employees, there are 127 central office staff members, 2,233 school personnel, 275 clerical staff, 149 food services employees, and 229 maintenance workers. At the school level, 91 are school administrators and 1,622 are teachers aided in the classroom by 247 instructional assistants or teacher aides.

To fill teacher positions, Human Resources counts on receiving applications from persons interested in working with the school district either through recruitment efforts or applications directly from candidates seeking teaching positions in the district. For many of the vacant classified positions, the district hires from within those employees who are seeking promotions or lateral position moves, or from those employees who have served as substitutes in such areas as clerical, maintenance, and food services.

**EXHIBIT 5-5
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
EMPLOYEES**

POSITIONS	SUB-TOTAL	POSITIONS	SUB-TOTAL
Central Office		Secretaries, Clerks & Technicians	
Superintendent	1	Personnel Assistants	2
Assistant Superintendents	6	Technicians	22
Chief Academic Officer	1	Secretaries	84
Chief Technology Officer	1	Clerks	167
Legal Counsel	1	Sub-total	275
Senior Directors	4	Food Services	
Directors	11	Cook Managers	13
Coordinators	17	Lunch Cashiers	10
Administrators	6	Lunch Workers	83
Management	6	Food Service Aides	36
Supervisors	24	Nutritionists	1
Project Assistants	29	Food Production	2
Grant Writers	3	Food Drivers	4
Safety Personnel	9	Sub-total	149
Paraprofessionals	4	Maintenance	
Support	4	Custodians	141
Sub-total	127	Maintenance Workers	13
School		Gardeners	12
Administrators	91	Equipment	17
Teachers	1,622	Mechanics	5
Counselors	36	Heating	3
Librarians	11	Carpenters	3
Nurses	4	Electricians	3
Literacy Coaches	11	Painters	6
Project Assistants	13	Concrete	1
Psychologists	31	Glazier	2
Speech Therapists	52	Plumbers	3
Behaviorists	2	Roofers	1
Behavior Technicians	33	Utility Workers	2
Occupational Therapists	18	Furniture	4
Safety Personnel	35	Warehouse	7
Instructional Support	7	Mail Room	1
Teacher Aides	247	Dispatcher	3
Tutors	1	Other	2
Other	19	Sub-total	229
Sub-total	2,233	TOTAL NUMBER OF EMPLOYEES	3,013

Source: West Contra Costa Unified School District, Division of Human Resources, December 2006.

Human Resources reviews and processes hard copy applications by reviewing the application to determine if the applicant is qualified, recording basic information about the applicant (applications are not scanned) into a database file, and then filing the hard copy until principals or supervisors request a review of applicants for particular positions.

Exhibit 5-6 shows the number of teachers leaving the district over the past three years along with the teacher turnover rate. The number of teachers leaving the district in 2004-05 (169) increased about 15 percent over those leaving in 2003-04 (147). However, a

substantial decrease of teachers left in 2005-06 – from 169 to 108, a little over a 36 percent decrease. The rate of teacher turnover for 2005-06 is 6.7 percent.

**EXHIBIT 5-6
TEACHER TURNOVER
2003-04, 2004-05, and 2005-06**

YEAR	RESIGNED	RETIRED	TERMINATED	DECEASED	TOTAL	NUMBER CERTIFICATED	TURNOVER RATE
2003-04	47	91	6	3	147	1,742	8.4%
2004-05	64	74	30	1	169	1,681	10.1%
2005-06	31	61	16	0	108	1,612	6.7%

Source: West Contra Costa Unified School District, Division of Human Resources, December 2007.

The number of classified employees leaving the district due to resignations, retirements, terminations, lay-offs and death is shown in **Exhibit 5-7**. Again the total number of classified persons leaving (151) in 2004-05 was higher than in 2003-04 (77). A decrease in number was seen in 2005-06 with only 107 classified employees leaving. According to staff the spike in resignations and retirements for the teachers/classified in 2004-05 was due to lay-offs and a retirement incentive that was provided.

**EXHIBIT 5-7
CLASSIFIED STAFF
RESIGNATIONS, RETIREMENTS, TERMINATIONS, LAYOFFS
2003-04, 2004-05, and 2005-06**

YEAR	RESIGNED	RETIRED	TERMINATED	DECEASED	LAYOFFS	TOTAL
2003-04	26	31	4	1	15	77
2004-05	89	50	0	0	12	151
2005-06	61	40	3	2	1	107

Source: West Contra Costa Unified School District, Human Resources Division, December 2006.

School systems that have the capacity to receive applications on-line find that:

- Staff time and effort is saved when they no longer need to file and maintain countless applications.
- Need for filing cabinet space is decreased.
- Overall paperwork is reduced.
- Staff no longer finds it necessary to make copies of applications to send to principals, if requested.
- Applications can be purged easily at the end of the year.
- Principals save time and energy as applications can be reviewed on-line and the need to visit Human Resources is eliminated.
- A new hire's employee application information and data can automatically be downloaded into Human Resources employee management system.

RECOMMENDATION 5-7:

Investigate on-line automated application systems.

Human resources should begin immediate research into the types of automated application systems that are available on the market. This process should be accomplished in conjunction with the office of technology in the event that if an on-line system is purchased that it can interface into Human Resources personnel management system – the district’s SunGard BiTech system.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent of the Human Resources Division in consultation with technology should begin research into an on-line automated application system. | July 2007 |
| 2. Once research has been conducted, the Assistant Superintendent should consult with the Superintendent to discuss feasibility of installing such a system. | September 2007 |

FISCAL IMPACT

There is no fiscal impact with this recommendation at this time.

FINDING 5-8

The district does not have in place a well-defined strategy or plan in place to recruit teachers. While according to Human Resources staff, the district is not faced with the challenges other districts have in securing enough teachers to begin each school year, the district still had to hire 173 teachers for the current school year.

The Human Resources Division has in place a recruitment manual. The manual is basically a guide to recruiters with procedures, job fair materials, interview questions and guidelines, interview forms, sample contracts and offers of employment, travel conference expense claims and recruitment comment sheets.

However, no evidence was provided of a strategy for hiring teachers, goals the district would like to accomplish, detailed statistics on previous recruitment efforts, existing and possible hiring incentives, evaluations of previous efforts and other support materials that enhance a district’s ability to hire well-qualified and competent staff. The recruitment manual is not such a plan.

Recruitment calendars for this school year and the past three years were available. The district holds its own job fairs to recruit teachers as well as job fairs for recruiting substitutes, and plans to hold both in the coming semester.

Other recruitment efforts include an annual trip to Manila to attend a Philippine job fair sponsored by a private organization to recruit teachers and the hiring of teachers through Teach for America.

The Human Resources Division is also making attempts to recruit teachers outside the usual avenue of job fairs. For instance, administrative staff is staying in touch with local churches, and getting on calendars of sorority and fraternity events, especially at historically black colleges. Division administrators are working with the local NCAAP and with the local Latino community to strengthen relations with these organizations to bring attention to individuals showing an interest in teaching at WCCUSD.

Making contact with the Latino and African American communities is especially important in light of the large minority student enrollment and the small number of minority teachers in the classroom. **Exhibit 5-8** provides a comparison of minority student enrollment to minority teaching staff during the 2005-06 school year. While 40 percent of district students are Hispanic/Latino and 26 percent are African American, only nine percent (9.1%) of the teachers are Hispanic/Latino and only a little over 12 percent are African Americans. According to the affirmative action policy of the district as stated in the WCCUSD Policy (BP44111.1 (b)) efforts are to be made to hire minority teachers which reflect the student enrollment of the district.

Hartford County Public Schools (HCPS) in Maryland and Clarke County Public Schools (CCPS) in Virginia were both commended in MGT audit reports for their development of a program and commitment to bringing diversity in the workplace with its students and teaching staff. About the same size as West Contra Costa, HCPS established a Minority Advisory Committee to address minority concerns and diversity, and CCPS set up a plan of affirmative action where goals were identified and strategies were developed to achieve a larger percentage of minority employees through recruitment efforts.

RECOMMENDATION 5-8:

Develop strategies and long-range plans for future recruitment efforts.

Human resources should develop strategies for recruiting teachers and develop a recruitment plan that includes goals, mission, recruiting materials, incentives, and a budget. Under particular consideration should be how efforts should be increased to attract minorities to the district. Efforts are already underway and should be expanded upon perhaps by appointing a Minority Advisory Committee.

National and state trends should be carefully analyzed and contacts made with California and other area state universities to develop alliances, if not done so already.

When a plan is developed, reporting documents and formats should be established so that historical records of recruitment efforts are maintained and so that regular statistical reports can be made to the superintendent and the board at the end of the school year.

**EXHIBIT 5-8
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
MINORITY TEACHING STAFF
2005-06**

	AMERICAN INDIAN		ASIAN		PACIFIC ISLANDER		FILIPINO		HISPANIC OR LATINO		AFRICAN AMERICAN		WHITE		MULTIPLE/NO RESPONSES		TOTAL
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	
Students	129	0.4%	3,315	10.3%	257	0.8%	2,253	7.0%	12,970	40.3%	8,464	26.3%	3,862	12.0%	901	2.8%	32,184
Teachers	8	0.5%	110	6.8%	4	0.2%	61	3.8%	147	9.1%	208	12.9%	1,037	64.3%	37	2.3%	1,612

Source: California Department of Education, DataQuest Web site, 2005-06 School Year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of the Human Resources Division should direct a Human Resources staff member (preferably the Director of Certificated Staff recommended in Section 5.1 of this chapter) to work with staff in the division and in Curriculum and Instruction to develop strategies for recruitment and an outline of a recruitment plan. September 2007
2. Once a type of plan is outlined, the Assistant Superintendent should present the strategies and proposed plan to the Superintendent to review for his input, suggestions, and final approval. October 2007
3. Once the Superintendent has approved the plan, the Assistant Superintendent should ensure that the plan is followed and accompanying reports and statistics are maintained. January 2008
and Ongoing

FISCAL IMPACT

This recommendation will not fiscally impact the district but will take staff time to develop, set into motion, and followed.

FINDING 5-9

The number of teachers who are daily “absent from duty” results in teacher positions that go unfilled because the district’s electronic sub-finder system cannot locate a replacement. The principal or school is left scrambling to find a replacement.

The district has 581 substitutes registered and of this number 206 are retired teachers. The large number in the pool indicates there would be enough substitutes found daily for teachers “absent from duty”. However, this is not the case and many times positions go unfilled because the district’s electronic sub-finder system cannot locate a substitute willing to work on that day. The district recently upgraded the sub-finder system.

The office of substitute hiring (classified and certificated) makes concerted efforts to monitor the system and help create a substantial pool of qualified substitutes that can substitute on a daily basis or for longer assignments. As the current national trend of teacher shortages increases with retirements and reductions in class size, substitute teacher pools are being targeted for the teacher supply. Fortunately WCCUSD’s alternative certification program allows some of these substitutes the opportunity to become credentialed teachers for permanent positions.

Substitutes are licensed by the state and must have a substitute credential in order to substitute in district schools. Substitutes must undergo fingerprinting, TB testing, a Bachelor Degree and verification that CBEST (the State’s basic skills test) has been taken and passed. Substitutes earn \$116.15 per day or if on assignment longer than 20 consecutive days, \$159.56 per day.

Exhibit 5-9 provides an overview of the number of teacher absences by school from August 23 through December 28, 2006. Prior year teacher absences could not be extracted from the sub-finder system. According to staff, data provided by Human Resources in the following exhibits were tabulated after analysis of records downloaded from this year's upgraded sub-finder system.

**EXHIBIT 5-9
TEACHER ABSENCES PER MONTH
BY SCHOOL
AUGUST 23, THROUGH DECEMBER 28, 2006**

SCHOOLS	AUG	SEP	OCT	NOV	DEC
Elementary Schools					
Bayview	7	40	40	42	31
Cameron	0	2	0	0	0
Castro	0	11	17	6	22
Chavez	0	27	39	20	25
Collins	0	11	11	16	29
Coronado	1	13	22	18	20
Dover	0	14	22	16	23
Downer	0	12	11	42	47
El Sobrante	1	13	17	20	19
Ellerhorst	0	8	11	13	7
Fairmont	1	8	24	21	26
Ford	1	14	45	31	19
Grant	8	36	47	43	44
Hanna Ranch	0	9	16	9	5
Harbour Way	0	0	2	3	4
Harding	0	10	17	15	19
Highland	3	30	58	40	61
Kensington	1	2	9	8	7
King	1	14	8	14	24
Lake	4	40	46	44	52
Lincoln	1	14	42	46	49
Lupine Hills	10	20	37	6	14
Madera	1	10	7	15	6
Mira Vistga	1	37	28	25	23
Montalvin	0	17	40	33	33
Murphy	0	12	19	19	9
Nystrom	0	33	27	38	52
Ohlone	0	7	16	30	36
Olinda	1	7	7	5	3
Peres	5	25	78	35	25
Riverside	4	34	26	14	57
Shannon	0	3	13	14	17
Middle Schools					
Sheldon	0	11	20	17	11
Stege	0	0	23	19	16
Stewart	1	33	30	24	21
Tara Hills	0	12	40	24	14
Transition LC	0	13	20	5	6
Valley View	1	5	10	16	6
Verde	0	9	17	23	14
Washintgon	6	10	17	11	22
Wilson	4	23	45	17	19
High Schools					
Adams	11	32	55	91	56
Crespi	0	22	41	41	44
DeJean (LDMS))	24	77	64	73	81
Helms	11	60	50	57	47
Hercules Md/High	7	77	99	100	93
Pinol Middle	0	27	24	23	31
Portola	19	24	57	29	26
Alternative Schools					
DeAnza	16	58	97	117	84
Delta	0	2	10	1	0
El Cerritgo	2	41	41	48	69
Kennedy	6	47	66	52	62
Kappa	0	7	2	5	1
Pinole Valley	20	74	121	136	125
Sigma	0	15	2	1	3
Richmnond	6	69	105	122	106
Omega	2	2	1	3	0
TOTAL	188	1,318	1,914	1,826	1,816

Source: West Contra Costa Unified School District, Human Resources Division, January 2007.

August showed the fewest absences for the month but teachers were in the classroom only five days that month. The number of monthly absences increased significantly from September to October and stayed around 1,800 for the next two months. With the winter season upon the school district, these absences continue to rise.

Pinole Valley High School showed the most December absences (125) of all the secondary schools. Highland Elementary showed the most December absences (61) for the elementary schools.

In **Exhibit 5-10**, the total teacher absences per month for all the schools are shown as well as the number of teacher positions that went unfilled for that month. For October, November, and December over 300 teacher positions went unfilled by the district's sub-finder. Principals must then find replacements at their school by other teachers filling in or combining classes.

Also shown in **Exhibit 5-10** are the number of absences per day based on the number of teaching days per month. In December an average of 113 absences per day were recorded for 16 teaching days. Of the total 1,816 absences in December, 20 percent (363) were unfilled positions.

**EXHIBIT 5-10
ABSENCES PER MONTH, PER DAY, AND
POSITIONS FILLED AND UNFILLED
AUGUST 23 THROUGH DECEMBER 28, 2006**

	AUG	SEP	OCT	NOV	DEC
Number of Total Absences Per Month	188	1,318	1,914	1,826	1,816
Number of Teaching Days Per Month	7	20	22	19	16
Number of Absences Per Day (on average)	26.9	65.9	87.0	96.1	113.5
Percent of Teachers Absent Per Day (on average)	1.7%	4.1%	5.4%	5.9%	7.0%
Number of Unfilled Positions Per Month	39	229	384	361	363
Percent of Positions Unfilled Per Month	20.7%	17.4%	20.1%	19.8%	20.0%
Total Number of Teachers - 1,622					

Source: West Contra Costa Unified School District, Human Resources Division, January 2007

Exhibit 5-11 shows the number of absences for the week of November 27, 2006, the week following the Thanksgiving holidays. During those five teaching days, 531 teachers were absent. Of that number, 306 positions were filled and over 42 percent (225) were unfilled. District staff expressed some doubt as to how many positions were definitely unfilled as the sub-finder had just been upgraded and some problems resulted.

**EXHIBIT 5-11
ABSENCES FOR THE
WEEK OF NOVEMBER 27, 2006
FILLED AND UNFILLED POSITIONS**

Week of November 27, 2006	Absences
Number of absences for the week	531
Number of positions filled for week	306
Number of positions unfilled for week	225
Percentage of positions unfilled for week	42.4%
Number of absences per day (on average)	106
Number of positions filled per day (on average)	61
Number of positions unfilled per day (on average)	45

Source: West Contra Costa Unified School District, Human Resources Division, January 2006.

An overview of the number of employee (certificated and classified) absences from August 23 through December 28 according to various types of leave is provided in **Exhibit 5-12**. The exhibit shows that most of the 9,513 overall employee absences during this period were due to personal illness (4,444) and professional development (2,195).

**EXHIBIT 5-12
EMPLOYEE ABSENCES
AUGUST 23 THROUGH DECEMBER 28, 2006**

REASONS	# EMPLOYEES
Bereavement	291
Comp Time	22
Family Illness	784
Industrial Injury	134
Jury Duty	128
Maternity/Paternity	21
Military Leave	1
Non-Duty Day/Admin.	30
Organizational Leave	46
Personal Illness	4,444
Personal Necessity	1,274
Personal Without Pay	41
Professional Development	2,195
Vacation	102
TOTAL	9,513

Source: West Contra Costa Unified School District,
Human Resources Division, January 2007

Employees' absences due to "personal necessity" during this five month period totaled 1,274. The district allocates to each employee seven leave days for circumstances that are urgent or unavoidable. Those days are deducted from the employee's accumulated sick leave days, if no sick days are available then the cost of a substitute is deducted from the employee's salary. Data was not available to show a breakout in the number of teacher absences for the specified reasons listed in the exhibit. However, the total number of teacher absences for the five-month period is recorded at 7,062 absences (See **Exhibit 5-9** for a calculation of the total of all absences over the five months.). Thus, it can be assumed that most of the absences recorded in the employee absences exhibit (**Exhibit 5-12**) were teacher absences.

RECOMMENDATION 5-9:

Increase the substitute teacher pool, implement strategies for retaining teacher substitutes, and examine and develop ways to reduce the number of teacher absences.

The district should increase its substitute pool. Even though the district currently has a good size pool of substitutes, it does little good if the sub-finder system is unable to place a substitute when substitutes regularly refuse positions. The district might create a policy that a substitute must work two days each month in order to remain on the active list and if they do not, their name is purged from the list in February of the school year. The district would have a more realistic idea of who is willing and able to substitute.

Strategies should be developed to encourage degreed individuals in the community at large to substitute. Currently the district advertises for substitutes at local job fairs.

Human Resources might encourage schools to establish a local committee at the school to better prepare for substitutes, create strategies by which substitutes might be recruited, and develop effective means to retain them. Surveying substitutes is another excellent way to discover what makes a substitute want to return to a particular school, area, or anywhere in the school system.

Human resources should analyze absentee reports regularly to determine why teachers are often out of the classroom. Already the district allots two extra days of sick leave to a teacher who uses no sick leave days during the school year. However, personal illness absences are still shown to be high. Professional development activities that pull the teacher out of the classroom often is another area to examine. Perhaps the district could limit the number of days a teacher might be out of the classroom for professional development activities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of the Human Resources Division should work with the staff in the substitute office to find ways to recruit persons to substitute within the district and to develop strategies that might help to decrease the number of teachers out for personal illness and professional development. July 2007

2. Once ideas are formulated into strategies and a plan, the Assistant Superintendent should confer with the superintendent what strategies might be implemented. September 2007

2. The Assistant Superintendent upon approval by the Superintendent should begin to put the strategies into operation. October 2007

FISCAL IMPACT

The cost to implement this recommendation is not known at this time until strategies and a plan have been developed, which may or may not have a fiscal impact.

FINDING 5-10

Substitute teachers are not provided with any training or orientation other than a pre-hiring interview and a *Substitute Teacher Handbook*.

The handbook provides valuable information but not what one would expect since no orientation or training is provided to substitutes. The handbook includes an academic calendar, sub-finder instructions, directory of schools, map and driving directions, and an assignment log. Qualifications and substitute requirements are also included in the handbook along with a list of staff to call if questions arise. General responsibilities of the substitute and the classroom teacher are presented as well as some helpful hints for class discipline and control and classroom management skills. Lastly the handbook provides an overview of district policy on such items as worker's compensation, child abuse reporting, and salary and retirement deductions. All of these items are important

to the substitute but does not replace an orientation whereby the inexperienced or beginning substitute receives substantially more information, direction, and has the opportunity to ask questions.

The handbook itself is only pieced together without much style, interest, or format. Districts that maintain excellent substitute handbooks provide an abundant amount of information that is usually reinforced in orientation or half-day training sessions. Information regarding ethical considerations, inclement weather, termination, changes in name, address, telephone number, and benefits are usually included. Detailed information about accidents, medication and end-of-day responsibilities is clearly presented. A welcome from the superintendent is usually included. One comprehensive and effectively designed handbook that MGT reviewed was in the Roanoke City, Virginia Public Schools.

Districts that require substitutes to attend an orientation provide information on classroom management, blood-borne pathogens, special education information and other general information about the district and its rules and regulations. Three peer districts chosen for comparison districts (Clovis United School District, Freemont Unified School District, and Mt Diablo Unified School District) require substitutes to attend an orientation session. Many other school districts across the country do so as well.

Materials are also provided to assist the substitute with effective practices. Some districts pay a stipend for attendance, but MGT does not recommend this practice for districts that are fiscally strapped, especially when a substitute may or may not even substitute during the school year. That practice could inadvertently be interpreted as a way to compensate oneself when never intending to substitute. The benefit of substituting is work that has few responsibilities, less demanding hours, and the choice to choose the days in which to work.

RECOMMENDATION 5-10:

Develop an orientation session for beginning substitutes.

The Human Resources Division, which oversees the hiring of substitutes, should develop a half-day training program for teachers new to substituting. Once a training session is completed, the district could set regulations that attendance at another orientation is not required unless the substitute drops from the substitute rolls and does not return for a specific period of time.

School principals and the Curriculum and Instruction Department should be contacted to provide input into the training session. Orientation sessions should be offered once or twice a semester, perhaps more, depending on the number of new applicants. The sessions should be held during the day so that the district does not incur the expense of hiring staff to work outside of the workday.

Exceptions to attending an orientation might include retired substitute teachers and those substitutes that have regularly provided services to the district. This orientation or training should be aimed at the candidates that have not previously substituted in the district. The handbook and materials used for the training should be redesigned and updated and a copy of the handbook provided to all substitutes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of the Human Resources Division should work with the staff in the substitute office to design an orientation and training session for substitutes newly hired in the district along with establishing procedures to promote substitutes and establish requirements for substitutes to attend training sessions. January 2008
2. Once the procedures and a plan are in place for the orientation/training of substitutes, staff should redesign the Substitute Teacher Handbook and develop materials to provide the substitute; the professional development coordinator should play a role in developing materials. February 2008
3. The Assistant Superintendent should present the plan to the Superintendent for approval. March 2008
4. Once approved, the Superintendent should seek the approval of the Board of Education. March 2008
5. Once approved and adopted by the board, the Assistant Superintendent should instruct the substitute staff to begin implementation of the plan for the orientation and training of substitute teachers new to the district. July 2008

FISCAL IMPACT

The fiscal impact to this recommendation is minimal as the production of materials can be produced within the district and sessions will be held in one of the district offices during school hours.

FINDING 5-11

WCCUSD does not have a formal employee recognition program. The district recognizes employees informally at various Board of Education meetings and in fall 2006 held a reception at a Board meeting for employees who served in the district for 20 or more years (Super 20 Plus). Refreshments were served and the district is planning to make this an annual event.

A *State of School* breakfast was also held in fall 2006 for business leaders and not-for-profit organizations. An overview of district goals and challenges were presented and an award was given for to the business “partner of the year”. The district plans to make this an annual event as well.

Besides WCCUSD, the Contra Costa County Public Education Foundation awards mini-grants to teachers throughout the county’s 18 school districts once a year and recognizes outstanding teachers nominated by county district principals.

Reward programs that are designed to fairly and equitably recognize and reward individual employees and groups for excellence in service to WCCUSD can have a positive impact on employee morale, which was notably lacking in interviews with some personnel.

RECOMMENDATION 5-11:

Develop an employee recognition program to reward employees for outstanding service to the West Contra Costa Unified School District.

The district should develop and implement an employee recognition program. Employees are more apt to do their best if they believe that management considers them individually important and sincerely appreciates efforts exceeding those normally expected. Employee appreciation programs are effective tools for recognizing employees.

A recognition program might be designed to award two employees of the month – one for a certified employee and the other for a non-certified employee. Another award of recognition might include a “friend of education,” one who has made an impact by volunteering and assisting with projects in the schools. All types of possibilities exist and ending the school year with some type of recognition program or ceremony, if fiscally possible, is beneficial.

Exhibit 5-13 provides examples of accomplishments that may warrant an award.

**EXHIBIT 5-13
EMPLOYEE RECOGNITION PROGRAM
EXAMPLES OF ACCOMPLISHMENTS THAT MAY WARRANT AWARD**

- | |
|---|
| <ol style="list-style-type: none">1. Superior accomplishment of regularly assigned duties.2. Exceptional achievement of project goals.3. Noteworthy accomplishments over a sustained period.4. Specific contributions to the organization's mission.5. Continuous improvement.6. Special acts or efforts that exceed normal expectation.7. Safety.8. Energy conservation.9. Productivity.10. Improving quality.11. Overcoming adverse obstacles or unusual circumstances.12. Increasing program effectiveness.13. Having a positive impact on co-workers.14. Showing initiative.15. Volunteering.16. Identifying a solution to a problem.17. Improving work environment.18. Dependability.19. Flexibility.20. Positive attitude. |
|---|

Source: Created by MGT, 2006.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Associate Superintendent for Human Resources along with input from the Superintendent and executive staff should develop a program for recognizing employees who contribute outstanding services to WCCUSD. January 2008

2. Once a program is developed, the Superintendent should announce the program to employees and appoint a committee that will oversee nominations for awards with the Assistant Superintendent for Human Resources monitoring the program. February 2008

3. The recognition program should be in place and operational. April 2008

FISCAL IMPACT

This recommendation can be implemented with existing resources or with low cost awards such as certificates, names highlighted in bulletins or on bulletin boards. If the school district is fiscally able, the district could provide cash or gift awards throughout the year with an awards ceremony at the end of the school year. Local businesses could be solicited to assist in such events and awards.

5.5 Employee Compensation

Competitive salaries and employee benefits are essential to attracting and retaining highly qualified and competent staff. Effective salary administration ensures that school system employees are treated equitably and understand how their salaries are determined.

The negotiated agreements between West Contra Costa Unified School District and the four bargaining units guide the pay of certificated and classified staff. A school district employee earns a salary commensurate with the position held and years of experience. Salary is determined according to salary schedules for each category of employee. Eighty-six percent (86%) of WCCUSD budget is for salaries and employee benefits.

WCCUSD maintains the following salary schedules:

- Schedule 1 – Management (various managerial positions such as directors, coordinators, administrators such as information services and instructional technology).

- Schedule 1A – Management (positions such as vice/assistant principals, principals, school coordinators).

- Schedule 2 – Confidential Clerical/Technical (positions such as administrative/executive secretaries and senior personnel assistants).

- Schedule 3 – Cabinet (such positions as superintendent, associate/assistant/regional superintendents, general counsel).
- Schedule 4, 4A, 4B – Classified Supervisory (various supervisory positions such as cafeteria cook/manager, network engineer, accountability database specialist, pay supervisor, police services assistant).
- Schedule 5 – Classified (custodian, specialists, typists, clerks, technicians).
- Schedule 6 – Counselors, Program Assistants, Project Assistants, Program Specialists, Speech Therapists and Curriculum Guides.
- Schedule 7 – School Psychologists.
- Schedule 8 – Teachers, Nurses, and Librarians.
- Schedule 10 – Classified – 208 days/11 pay.

Additional salary schedules include those for substitutes (classified and certificated) and teacher extra-duty pay.

FINDING 5-12

Low beginning teacher salaries impede the district’s ability to competitively attract and retain teachers.

When WCCUSD central office administrators, principals/assistant principals and teachers were asked about salary levels in the MGT survey, the results were unfavorable. As shown in **Exhibit 5-14**, only eight percent of the administrators, four percent of the principals/assistant principals, and six percent of the teachers *agree* or *strongly agree* that WCCUSD salary levels are competitive. With regard to salary levels being adequate for the level of work and experience, only 17 percent of the administrators, eight percent of the principals/assistant principals, and seven percent of the teachers *agree* or *strongly agree* that the level is adequate.

**EXHIBIT 5-14
SURVEY RESPONSES
WITHIN WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

JOB SATISFACTION	% AGREE OR STRONGLY AGREE/ % DISAGREE OR STRONGLY DISAGREE		
	CENTRAL OFFICE ADMINISTRATORS	PRINCIPALS/ ASSISTANT PRINCIPALS	TEACHERS
1. Salary levels in this school district are competitive	8/85	4/87	6/84
2. My salary level is adequate for my level of work and experience	17/72	8/79	7/85

Source: MGT of America, WCCUSD Survey Results, 2006.

Additional comments made by survey and public hearing participants and staff who were interviewed by MGT consultants expressed the same sentiments as were found in the survey (that teacher salaries in the district were particularly low and were not competitive with other school districts close in area).

Low beginning salaries and the high cost of living are contributing factors in the district's ability to attract and especially to retain teachers. In comparison to six other districts, chosen by WCCUSD as comparative peer school districts, WCCUSD beginning teacher salary ranks near the bottom at \$35,509 with CUSD offering several hundred dollars less. **Exhibit 5-15** shows beginning salaries of the six peer districts.

It should be noted that Fremont and Mt. Diablo provide health benefits and post retirement health benefits. Health benefits would add another \$14,000 to teacher benefits, and post retirement benefits would be an additional \$4,900. With these dimensions added, WCCUSD's compensation is more consistent with Fremont and above Mt. Diablo.

**EXHIBIT 5-15
COMPARISON OF TEACHER
BEGINNING SALARIES
2006-07**

SCHOOL DISTRICTS	STUDENTS ¹	BEGINNING SALARY BA DEGREE
West Contra Costa Unified School District (WCCUSD)	32,197	\$35,509
Fremont Unified School District (FUSD)	32,121	\$52,478
Clovis Unified School District (CUSD)	36,378	\$35,268
Moreno Valley Unified School District (MVUSD)	37,019	\$43,269
Mt. Diablo Unified School District (MDUSD)	35,880	\$43,340
Pomona Unified School District (PUSD)	33,294	\$38,801
San Jose Unified School District (SJUSD)	31,646	\$40,688

¹ Student Enrollment figures for 2005-06

Source: 2005-06 Enrollment figures from the California Department of Education, Ed-Data Web site. 2006-07 Salary data - West Contra Costa USD Salary Schedule and Web sites of Fremont USD, Clovis USD, Moreno Valley USD, Mt. Diablo USD, Pomona USD, and San Jose USD.

Of the six other school districts listed, Fremont Unified School District offers its beginning teachers the highest pay at \$52,478. Three of the school districts, Moreno Valley USD, Mt. Diablo USD, and San Jose USD, offer their beginning teachers in the \$40,000 range.

Average teacher salaries during the 2006-07 school year are shown in **Exhibit 5-16**.

**EXHIBIT 5-16
COMPARISON OF AVERAGE
TEACHER SALARIES
2005-06**

SCHOOL DISTRICTS	STUDENTS	AVERAGE SALARY
West Contra Costa Unified School District (WCCUSD)	32,197	\$51,959
Fremont Unified School District (FUSD)	32,121	\$67,751
Clovis Unified School District (CUSD)	36,378	\$55,975
Moreno Valley Unified School District (MVUSD)	37,019	\$60,935
Mt. Diablo Unified School District (MDUSD)	35,880	\$57,413
Pomona Unified School District (PUSD)	33,294	\$61,837
San Jose Unified School District (SJUSD)	31,646	\$62,078

Source: California Department of Education, Ed-Data Web site, January 2007

The average teacher salary for WCCUSD teachers (\$51,959) is the lowest of all school districts shown in the exhibit. The highest average salaries are seen in Fremont USD (\$67,751), San Jose USD (\$62,078), Pomona USD (\$61,837) and Moreno Valley USD (\$60,935).

Total compensation for teachers is a combination of base pay, incentives and benefits. WCCUSD offers a comprehensive package of benefits to certificated staff with the district paying the cost of health, dental, and vision plans. The medical benefit costs continue to be picked up by the district after the employee retires from the district. This is an attractive incentive to help retain teachers, but one that is costly to the district. Benefit costs are addressed in **Chapter 3.0, Financial Management**.

RECOMMENDATION 5-12:

Continue to examine beginning teacher salaries as well as other teacher salaries in comparison to those of comparable school districts and make adjustments as budget allows.

Increasing beginning teacher salaries should help attract and retain quality teachers, which is continuing to be a challenge as the district experiences an increase in teacher retirements and turnover. While the cost to increase current salaries would be significant, it is important to recognize that high turnover rates are also very costly.

The Board of Education should assess all factors related to the issue, such as true costs of raising salaries; the level of increase that is possible given the budget; the costs of teacher turnover; the importance of attracting and retaining quality teachers; the number of quality teachers who are nearing retirement; and the importance of increasing the number of minority teachers.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Human Resources, the Associate Superintendent for Business Services, and the Director of Budget should meet to begin the process of

November 2007

- analyzing the salary structure of teachers and what may be possible, and appoint a committee to conduct research on the costs associated with raising beginning salaries; how that will affect remaining teacher salaries; the costs associate with turnover; the importance of retaining quality teachers; future retirements; minority statistics; and school district comparisons.
2. Once the committee has finished its research and investigation, it should prepare a report for the Assistant Superintendent of Human Resources, the Associate Superintendent of Business Services, and the Director of Budget. December 2007
 3. The Assistant Superintendent of Human Resources, the Associate Superintendent of Business Services and the Director of Budget should review the report providing additional analysis as needed and then it should be submitted to the Superintendent. February 2008
 4. The Superintendent should review the report, provide approval, and present the report to the Board of Education. March 2008
 5. The Board of Education should review the report and set a special meeting to discuss the report and determine if raising beginning teacher salaries is feasible. April 2008

FISCAL IMPACT

The recommendation to analyze beginning teacher salaries can be accomplished with existing resources. However, if the Board of Education decides beginning teacher salary increases are manageable, the cost to the district could be quite significant as adjustments would need to be made across the teacher salary scale.

5.6 Licensing, Evaluations, and Staff Development

The appropriate licensing of staff, maintaining a fair, equitable, and responsible appraisal system to improve an employee's performance, and providing professional/staff development to all employees are reviewed in the following sections.

5.6.1 Credentials

The California Commission on Teacher Credentialing is authorized to issue a variety of credentials that permit teaching in the State of California. Such credentials as the emergency permit, intern, preliminary multiple or single subject and the professional clear multiple or single subject credential are examples of credentials issued. The Human Resources Division is responsible for tracking and ensuring that all teachers are properly licensed and have met state requirements.

California Basic Educational Data (CBED) data reports show that in 2005-06, of the 1,612 teachers in the district, 1,461 (or 90.6%) were fully certified and another 87 were in an alternative certification program (university/district internship programs). The remaining teachers are either on an emergency permit or waiver. According to staff in Human Resources the number of fully credentialed teachers has increased this year but were unable to provide an exact percentage

FINDING 5-B

WCCUSD in partnership with the California State University East Bay (CSUEB) has established an effective alternative certification program that prepares (CSUEB) and employs (WCCUSD) individuals who are seeking a California teaching credential.

Once prerequisites for acceptance into this credential program are met, the successful applicant (intern) enrolls in a one-year program of coursework and is given the opportunity to work as a fully employed teacher (intern) earning a first-year teacher's salary with benefits. A lot of the coursework is completed during the summer before the school year begins and continues during the school year with classes held within the district. All interns are assigned a CSUEB supervisor who observes the candidate at least five times during the fall and winter. Interns are also provided with a support teacher on-site. A district team leader oversees the program and provides guidance and support to the teacher.

The district also supports a Paraprofessional Teacher Training Program (PTTP) for individuals who are employed as classified employees (Instructional Assistants) working directly with students in the classroom. The program aids these individuals earning their Bachelor of Arts degree and their California K-12 teaching credential. College tuition, fees, and the cost of textbooks are paid through the program. The participant must agree to work as a teacher in the district for one year for each year of participation in the PTTP program or reimburse district if not completed.

Exhibit 5-17 provides an overview of the number of interns and paraprofessionals that have taken advantage of the program over the past 10 years. The pre-intern program no longer exists.

**EXHIBIT 5-17
TEACHERS AND PARAPROFESSIONALS
ENROLLED IN WCCUSD
ALTERNATIVE CERTIFICATION PROGRAM
1995-2006**

YEAR	# INTERNS IN PROGRAM	# PRE-INTERNS IN PROGRAM	# PARAS IN PROGRAM
1995-96	29		
1996-97	48		
1997-98	107		
1998-99	130	44	
1999-2000	69	60	
2000-01	59	57	40
2001-02	56	99	40
2002-03	62	99	40
2003-04	52	45	40
2004-05	46	12	40
2005-06	42		46
2006-07	53		48

NOTE: The Pre-intern program was discontinued in 2005-06.

Source: Data provided by the District Team Leader for the WCCUSD/
CSUEB Internship Partnership Program, December 2006.

COMMENDATION 5-B:

The West Contra Costa Unified School District is commended for the alternative certification programs they sponsored for intern teachers and paraprofessionals to become credentialed teachers.

5.6.2 Evaluations

Contractual union/association agreements specify the requirements for evaluation of employees. In general, classified probationary employees are formally evaluated at least twice during the probationary period of six months and permanent employees with less than five years of service are formally evaluated at least once annually. With more than five years of service, a classified permanent employee is formally evaluated if proper notice is given or if requested.

Certificated temporary and probationary employees are evaluated once a year. A certified permanent teacher currently must only be evaluated every five years. Previously a teacher was required to be evaluated every other year until reaching the 10th year of service. At ten years, if the teacher is highly qualified and the previous evaluation is satisfactory, an evaluation is no longer required unless the evaluator and teacher agree to the evaluation. Tenured teachers with satisfactory evaluations may select other evaluation options such as maintaining a portfolio rather than a formal evaluation.

The district has developed and uses effective appraisal instruments and processes for evaluating their employees. Especially noteworthy are the processes and procedures used to evaluate school administrators and teachers.

Once evaluated, the evaluation is sent to Human Resources where it is filed in the employee's personnel folder. Human resources staff maintains records and track employees who are up for evaluation each year.

FINDING 5-13

Employees scheduled for performance evaluations annually are not always evaluated or at least Human Resources has no record of the evaluation. Several employees when interviewed indicated they had not been evaluated in years.

Human resources tracks evaluations that are to be conducted annually. Notices go to each school and district office at the beginning of the school year as to which employees are to be evaluated that year. If the evaluation does not reach the Human Resources Division at designated deadlines, division staff attempt to contact evaluators with reminders.

Records show that nearly 17 percent of district teachers scheduled for an evaluation in 2005-06 were not evaluated. **Exhibit 5-18** provides an overview of the number of those teachers during 2005-06 and 2004-05 school year who were not evaluated, or at least no record of an evaluation was received in Human Resources. Particularly of concern is that several probationary, provisional, and/or temporary teachers who are to be evaluated annually were never shown to be evaluated in 2005-06.

One elementary school, one middle school and five high schools showed over ten teachers that were not evaluated in 2005-06 who were scheduled for an evaluation. One high school in 2005-06 showed 44 teachers that were not evaluated; however some of those teachers might have chosen another option for evaluation and did not notify or clarify with Human Resources.

The Assistant Superintendent of the Human Resources Division reported that close monitoring of evaluations is planned. The Assistant Superintendent intends to read each evaluation submitted before it is placed into an employee's file and take appropriate steps if an employee receives an "unsatisfactory" rating.

Evaluating the performance of employees enables a school district to maintain and retain a quality workforce. For this reason school districts that are administering a sound evaluation system track all evaluations to ensure that employees are properly and timely evaluated.

**EXHIBIT 5-18
NUMBER OF TEACHERS
EVALUATION SCHEDULED – NO RECORD IN HUMAN RESOURCES
2004-05 AND 2005-06**

SCHOOLS	2005-06	2004-05	SCHOOLS	2005-06	2004-05									
Elementary Schools			Middle Schools											
Bayview	0	2	Adams	9	10									
Cameron	1	0	Crespi	2	0									
Castro	5	0	DeJean	8	5									
Chavez	1	2	Helms	4	7									
Collins	5	1	Hercules Md/High	10	6									
Coronado	1	2	Pinol Middle	9	6									
Dover	5	17	Portola	3	1									
Downer	6	11	Sub-total - # Teachers	45	35									
El Sobrante	1	0	High Schools											
Ellerhorst	0	0	DeAnza	4	4									
Fairmont	11	7	Delta	1	1									
Ford	1	2	El Cerritgo	17	25									
Grant	0	18	Hercules Mid/High	21	10									
Hanna Ranch	1	3	Kennedy	11	5									
Harbour Way	0	1	Kappa	2	2									
Harding	4	1	Pinole Valley	31	28									
Highland	2	2	Sigma	1	0									
Kensington	2	0	Richmond	44	14									
King	2	3	Omega	3	2									
Lake	0	3	Sub-total - # Teachers	135	91									
Lincoln	0	2	Alternative Schools											
Lupine Hills	2	0	Gompers	6	7									
Madera	0	1	North Campus	1	1									
Mira Vista	0	3	Middle College	0	2									
Montalvin	1	3	Vista High	1	1									
Murphy	0	1	Sub-total - # Teachers	8	11									
Nystrom	2	2	<table border="1"> <tr> <td>GRAND TOTAL</td> <td>273</td> <td>242</td> </tr> <tr> <td>Total # Teachers in District</td> <td>1,681</td> <td>1,612</td> </tr> <tr> <td>Percent - no evaluation</td> <td>16.2%</td> <td>15.0%</td> </tr> </table>			GRAND TOTAL	273	242	Total # Teachers in District	1,681	1,612	Percent - no evaluation	16.2%	15.0%
GRAND TOTAL	273	242												
Total # Teachers in District	1,681	1,612												
Percent - no evaluation	16.2%	15.0%												
Ohlone	4	9												
Olinda	0	0												
Peres	2	0												
Riverside	0	3												
Shannon	2	5												
Sheldon	0	1												
Stege	1	1												
Stewart	5	9												
Tara Hills	7	9												
Transition LC	1	2												
Valley View	0	0												
Verde	7	1												
Washintgon	2	2												
Wilson	1	1												
Sub-total - # Teachers	85	105												

Source: West Contra Costa Unified School District, Human Resources Division, December 2006.

RECOMMENDATION 5-13:

Develop procedures for a formal employee evaluation process and ensure that the process is monitored.

The Division of Human resources should undertake the responsibility for developing a systematic process of ensuring that employees are evaluated when scheduled. The process now in place is fragmented and the division is not playing a significant role in the evaluation process.

The monitoring should be strengthened to ensure that all employees are evaluated as required. Steps should be taken to notify evaluators when evaluations are overdue through frequent memos or calls. Supervisors should be held accountable for the annual evaluations of appropriate staff.

Evaluators should be instructed to notify Human Resources as to the reason why an evaluation has not been submitted as in the case of a teacher selecting another option other than a formal evaluation.

The district might take under consideration in negotiations with the unions a more standard evaluation timeline and process for evaluating employees to include evaluating all employees every two years. Evaluations play such an important role in allowing employees to know that their performance is satisfactory and providing them ways in which their role in the district can be improved.

Maintaining a quality workforce comes through knowing how well that workforce is performing through the evaluation process.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------------|
| 1. The Assistant Superintendent for the Division of Human Resources along with staff monitoring evaluations should develop a process that will enable more close monitoring of evaluations. | July 2007 |
| 2. Once developed, evaluators and employees should be informed of the importance of the process and ensuring that Human Resources receives evaluations from all those scheduled to be evaluated. | September 2007 |
| 4. Staff should send and make calls and send reminders to evaluators if they do not return evaluations by deadlines. | September 2007
and Ongoing |

FISCAL IMPACT

This recommendation does not fiscally impact the district.

5.6.3 Staff Development

Comprehensive staff development programs enhance the knowledge, expertise, and performance of employees. Staff development programs should encourage continued

professional growth throughout an employee's career. Effective programs are those that are coordinated and articulated to all employees, aligned with district goals, and assessed regularly to measure outcomes.

FINDING 5-14

WCCUSD has no comprehensive districtwide staff development master plan to guide it in its efforts to deliver staff development to all its employees.

A coordinator, appointed in August 2006, oversees staff development. This position reports directly to the Director of Curriculum and Instruction under the Chief Academic Officer. The coordinator works alone without any staff to assist in coordinating services, providing needs assessments, evaluation outcomes, and developing a program and plan to drive staff development in the district. And while the district offers many staff development opportunities to its certificated staff, the feeling among interviewed staff is that it is fragmented.

The consultant was provided with little documentation of staff development opportunities with the exception of school agendas of activities that took place at the school level for teachers during the first two days of the school year. A revised calendar of activities and events taking place throughout the year was provided; however, no evaluations of activities, or needs assessments were provided. Tracking of the 18 hours of professional development that each teacher is required to participate in each school year is not tracked in the staff development office but in Human Resources.

The one-day training for classified staff is a cross-divisional effort with Local 1. Human resources plays a key role in the planning of the training day. A number of training sessions are offered that day, but again no documentation was provided showing the offerings or a historical record of what has been offered in the past. Interviews with staff indicate that while some offerings are effective others are not and tend to be a waste of time. Interviews with classified staff such as clerical indicate that no staff development is provided to them despite this one-day session. The departments of Food Services and Maintenance provide training for workers in their respective department.

During the public forum conducted by MGT, comments were made that more "diversity and cultural training" is needed. And through interviews, staff reported that training in "safety" should also be more fully addressed.

When MGT conducted a survey of central office administrators, principal/assistant principals, and teachers about staff development opportunities, respondents were not favorably impressed with what opportunities were provided. **Exhibit 5-19** shows the results of the survey questions about staff development opportunities.

**EXHIBIT 5-19
STAFF DEVELOPMENT OPPORTUNITIES
SURVEY RESPONSES FOR PART E2: HUMAN RESOURCES
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

STATEMENT	(%G + E) / (%F + P) ¹		
	WCCUSD CENTRAL OFFICE ADMINISTRATORS	WCCUSD PRINCIPALS & ASSISTANT PRINCIPALS	WCCUSD TEACHERS
1. Staff development opportunities provided by this school division for teachers.	35/34	50/48	29/69
2. Staff development opportunities provided by this school division for school administrators.	42/47	46/44	12/21
3. Staff development opportunities provided by this school division for support staff.	11/72	12/69	9/32

¹ Percent responding *Good* or *Excellent*/Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.
Source: MGT of America, WCCUSD Survey Results, 2006.

Only 35 percent of central office administrators, 50 percent of principals/assistant principals and 29 percent of teachers feel that opportunities for staff development for teachers is “good” or “excellent”. 69 percent of teachers feel that staff development opportunities are “fair” or “poor”. Less than 50 percent of central office administrators and principals/assistant principals respond that staff development opportunities for school administrators are “good” or “excellent”. As far as staff development for district support staff, a small percentage of all respondents rate staff development as “good” or “excellent”. In fact, all administrators (central office and school) showed a majority of them rating opportunities for support staff as “fair” or “poor”.

In schools that have effective staff development programs, these programs are formally communicated throughout the district and the roles and responsibilities of those involved in staff development are made known. The scheduling of events and placing control on offerings to make sure that they are in harmony with efficient and effective staff development practices are taken under consideration and are aligned with the school district’s goals and strategies.

RECOMMENDATION 5-14:

Develop a comprehensive district-wide Staff Development Master Plan that links the district’s priorities with the opportunities provided in staff development.

A Staff Development Master Plan should be written to guide the efforts of the district in providing professional development to all its employees – certificated and classified. The current coordinator of professional development has already researched and started the process of developing a plan. The Master Plan should link the school district’s priorities and initiatives for instructional improvement with the opportunities provided in staff development. The plan should include a mission statement, goals, initiatives, strategies,

and provision for coordinating the professional development activities of the school district. An annual assessment of activities and events should be included in the plan.

When developing such a plan, the district should analyze its staff development needs first: who on staff will be involved, in what capacity, and what money will be available or where it can be obtained (grants). A survey of employees about their thoughts and ideas in regard to staff development may provide valuable input into the plan.

Once the needs and data from employees is collected and analyzed, the plan should be developed. Once developed, the plan should be formally communicated to district divisions, departments and offices. A monthly calendar of events should be included on the district's web page along with the mission and goals of the district's professional development plan.

A recommendation is made in Section 5.1 of this chapter to move professional development out of Curriculum and Instruction and into Human Resources establishing an office with a staff secretary to assist in the numerous functions of this office. This office should serve as a clearinghouse for all activities planned throughout the school district and develop a comprehensive guide to activities that take place. A process for evaluating all staff development programs and activities can determine the impact of these activities on job performance and school improvement.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------------------|
| 1. The Assistant Superintendent of the Human Resources Division and the Director of Curriculum and Instruction should appoint a committee of certificated and classified staff to assist the Coordinator of Staff Development, serving as chair, in writing the district's staff development master plan. | July 2007 |
| 2. The committee, before developing a plan, should research what makes effective staff development programs, analyze district needs, and conduct a short survey via the Web into the type of plan that employees would like to see developed. | July 2007 |
| 3. The committee, should develop, write the plan, and submit it to the Associate Superintendent and the Director for review. | August through mid-September 2007 |
| 4. Once the plan is reviewed the Assistant Superintendent should submit it to the Superintendent for approval. | End of September 2007 |
| 5. The Superintendent should review and approve the plan. | November 2007 |
| 6. The Coordinator of Staff Development should implement the plan and maintain historical records of all related staff development opportunities, assessments, evaluations and pertinent data. | November 2007 |

FISCAL IMPACT

This recommendation can be implemented with existing resources but will involve approximately five months of staff time.

FINDING 5-15

A number of WCCUSD teachers are not compliant with the district requirement requiring teachers to participate in three days or 18 hours of professional development.

In the early 1980s, the California Department of Education (CDOE) began a program, *Instructional Time and Staff Development Reform (ITSDR)*, to appropriate funding to local school districts for their use in developing professional development programs for teachers. The State required that teachers complete three non-instruction days (or 18 hours) of professional development activities per school year. The CDOE then reimbursed the local school district (called the Buy-Back program) at \$299.29 per 6 hours (1 day) of training per certificated teacher who attended or a total of \$897.87 per teacher for 18 hours (3 days) of training.

In 2005-06, the ITSDR program was repealed and the program funding rolled into the Professional Development Block Grant. CDOE discontinued reimbursing districts based on hours teachers spent in the 18 hour buy-back program of professional development activities but instead began providing funding based on the amount the district reported and was reimbursed in the 2003-04 school year for the ITSDR program. WCCUSD receives about \$1.2M in grant money to be used for professional development.

Under the Professional Development Block Grant, allowable staff development instructional activities include:

- Teaching strategies.
- Classroom management.
- Conflict resolution.
- Intolerance and hatred prevention.
- Academic content in the core curriculum areas.

WCCUSD teachers' contract includes three paid days of non-instructional time. The three days (18 hours) are to be used for professional development activities planned by the school district on non-instructional/no-student days. Two days of non-instructional time are scheduled for the first two days before students arrive, with each school planning its own program for that day. The third day may be scheduled by the individual school on a non-student, non-paid day for teachers. The scheduling for such a day requires a 2/3 vote of the staff at the school or the time must be made up at other training days in the district throughout the school year. Teachers who are absent on the first two days must make-up the equivalent of the 12 hours at other trainings.

Exhibit 5-20 provides an overview of the number of teachers that satisfied the 18 hours of required professional development or portions thereof over school years from 2002-03 through January 12, 2007.

**EXHIBIT 5-20
TEACHERS COMPLETING REQUIRED
PROFESSIONAL DEVELOPMENT HOURS
2002-03 THROUGH DECEMBER 6, 2006**

YEAR	NUMBER TEACHERS	NUMBER OF TEACHERS COMPLETING PROFESSIONAL DEVELOPMENT DAYS OR HRS		
		1 DAY/6 HRS	2 DAYS/12 HRS	3 DAYS/18 HRS
2003-04	1,742	112	390	1,150
2004-05	1,681	233	421	938
2005-06	1,612	164	343	1,024
2006-07 ¹	1,622	234	243	94

¹ The number of teachers completing professional development days or hours are those teachers who have reported hours to Human Resources from the beginning of the school year through January 12, 2007.

Source: WCCUSD's Instructional Time and Staff Development Reform (ISSDR) fiscal reports to the California Department of Education for 2003-04 and tracking reports provided by Division of Human Resources for 2004-05, 2005-06, and 2006-07.

As shown in the exhibit, during the 2003-04 school year 1,652 teachers completed either one, two or three days of professional development. Ninety (90) teachers attended no training and 502 did not complete the full 18-hour requirement. Unfortunately for the district, WCCUSD could now be receiving more than the \$1.2M they now receive if the teachers had completed all of the 18 hours required.

For 2004-05 and 2005-06, a number of teachers did not fulfill the 18-hour requirement – 654 and 507, respectively. Although 421 teachers in 2004-05 and 343 teachers in 2005-06 did complete 12 hours and 938 teachers in 2004-05 and 1,024 teachers in 2005-06 completed the full requirement. Records show that an estimated 90 teachers in 2004-2005 and approximately 81 teachers in 2005-06 did not attend any professional development training during the year.

For school year 2006-07, documentation shows that only 243 teachers have completed two days or 12 hours of professional development even though these 12 hours could have been completed the first two days of school when teachers are required by contract to attend. However, already 94 teachers have completed their 18 hours or more of professional development for the 2006-07 school year. The hours reported thus far, of course, are only those hours that have been reported to Human Resources; thus this is not a complete accounting to date.

Currently, an administrative secretary in Human Resources tracks the professional development hours of teachers as reports and documentation are submitted to her from schools. Schools are requested to maintain databases of individual teacher hours, which they then submit in reports to Human Resources along with agendas and attendance sheets. Schools submit these reports periodically and often not for periods of time. Reminders are sent. Teachers can also provide documentation directly to Human Resources.

Teachers who do not attend the first two days of professional development are to take a sick leave or make up those hours on non-paid days. The Human Resources Division does not track this information if a teacher does so.

Teachers are not in compliance with district regulations even though they are paid for three days (18 hours) of non-instructional time.

RECOMMENDATION 5-15:

Hold teachers accountable who do not complete 18-hours of professional development each school year.

While the Human Resources Division is tracking hours currently, there is no follow-up being conducted to determine if teachers took a sick leave or their pay was docked for those days they were not in attendance for the two planned professional days or the one day set-aside by individual schools.

Since a recommendation has been made in Section 5.1 of this chapter to move professional development into Human Resources, Staff Development should be in charge of the process of tracking hours, developing an effective system for teachers to document and submit hours, maintaining contact with teachers to ensure that they are taking advantage of the professional development that is offered, and surveying teachers after programs are offered. The school district has made it possible for teachers to complete these hours easily to improve and enhance their teaching skills.

The role of the school district is to provide worthwhile and valuable opportunities so that teachers see the need for attending each professional development activity that is offered. Effective school districts provide staff with the time, encouragement, and opportunities to develop innovative ways of teaching and increasing student learning and linking education goals with student achievement for continuous improvement and accountability.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------------|
| 1. The Assistant Superintendent of the Human Resources Division and the coordinator of Professional Development should develop a more effective plan for tracking professional development hours, which would include documentation procedures for teachers to submit hours and accountability measures. | October 2007 |
| 2. Once developed, the new procedures should be communicated to teachers along with accountability measures. | November 2007 |
| 3. Staff should track hours and ensure that teachers are held accountable for the hours required. | November 2007
and Ongoing |

FISCAL IMPACT

This recommendation will not incur any fiscal impact to the district since hours have always been tracked.

FINDING 5-C

Beginning teachers in WCCUSD in their first and second year of teaching participate in a Beginning Teacher Support and Assessment (BTSA) program. BTSA is a state funded program for beginning teachers in all districts and is similar in nature to a mentorship program.

The BSTA program grew out of California legislation in 1992 to provide beginning teachers with support at a sufficient level of intensity to make a difference in the performance, retention, and satisfaction of teachers new to the profession. In 1998, California SB2042 was passed by the State that included a provision requiring that teachers complete a two-year “induction program” of support and assessment during their first two years of teaching in order to earn a California Professional Clear Teaching Credential.

While districts may design and develop their own “induction program”, the program must be approved by the State. A “support provider”, a seasoned teacher, is appointed to work with the new teacher. “Support providers” are paid a stipend of \$1,500 for their support of the new teacher. Currently, there are 153 “support providers” in the district. “Support providers” are required to meet with their participating teacher on a weekly basis and they themselves must undergo a five-day training program.

WCCUSD mandates that all beginning teachers participate in the program in their first two years of teaching in the district. The district’s induction program requires that a participant (beginning teacher) must develop a “learning plan” that focuses on a teaching goal. The teacher is required to maintain a portfolio of all plans and documents in relationship to this goal, which is reviewed by the teacher’s “support provider” twice a year. The “support provider” also observes the teacher intermittently. The new teacher receives training and professional development throughout the two years. Imbedded in the professional development and training is instruction in technology, mainstreaming/special populations, health, and English Literacy, all of which are mandated by the State as requirements to receive a Professional Clear Credential.

One hundred ninety teachers participate in the program, of which 83 are first-year teachers and 107 are second-year teachers. The district receives \$3,865 from the State for each participating teacher, which pays the “support provider’s” stipend, substitute fees while “support providers” attend training, and for the program itself.

This level of intensity provided to the new teacher facilitates retention of beginning teachers that are statistically shown to drop out of teaching after the first year. A BTSA program manager oversees the program. As reported by the program manager, not only do new teachers benefit from the program but the “support provider” as well improve their own teaching from the training they have received and by working with these new teachers.

COMMENDATION 5-C

West Contra Costa Unified School District is commended for its “induction program” with the services it is providing to beginning teachers.

**6.0 FACILITIES USE AND
MANAGEMENT/SAFETY AND
SECURITY**

6.0 FACILITIES USE AND MANAGEMENT/ SAFETY AND SECURITY

This chapter presents findings, commendations, and recommendations related to facilities use and management in the West Contra Costa Unified School District (WCCUSD), including safety and security from a facilities standpoint. It is divided into the following major sections:

- 6.1 Organizational Structure
- 6.2 Planning and Design
- 6.3 Construction
- 6.4 Maintenance
- 6.5 Custodial Services
- 6.6 Energy Management
- 6.7 Safety and Security

CHAPTER SUMMARY

WCCUSD has undertaken a significant capital construction program to improve the physical condition and educational suitability of its schools. The district has passed four bond measures totaling \$890 million and has implemented an effective construction program. While the bond program is generally well run, there are two key areas where improvements could be made.

First, the district needs to adhere to established construction budgets and minimize scope creep. This will enable facility planners to use construction funds more effectively. In addition, the district should institute a formal value engineering program, which will stretch the value of construction funds.

Second, while WCCUSD has focused on its capital construction program, it has largely ignored the maintenance of the schools. Maintenance, custodial services, and energy management have all suffered from a lack of attention. Neglect of these critical facility management activities will put the investment into capital construction at risk.

The following areas merit commendation and are discussed in detail later in this chapter:

- WCCUSD is commended for developing accurate enrollment projections.
- WCCUSD is commended for utilizing a comprehensive auditing process in the administration of its bond program.
- WCCUSD is commended for developing accurate enrollment projections.
- WCCUSD is commended for improving its construction change order rate to within acceptable levels.

The following are key recommendations proposed in this chapter:

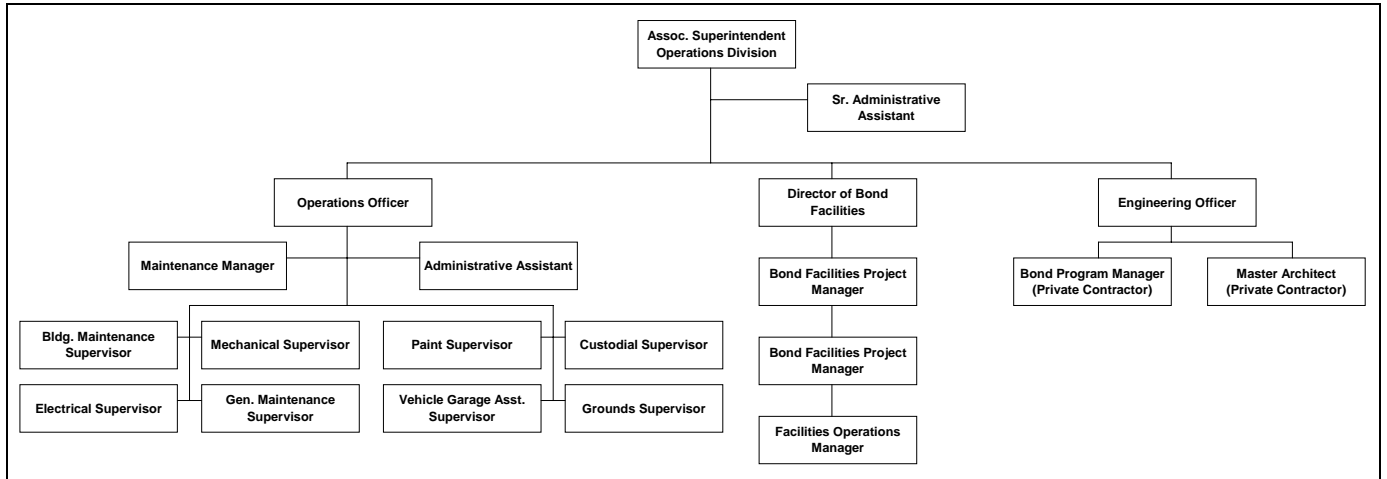
- Reorganize the facilities use and management functions to clarify responsibilities and simplify lines of communication **(Recommendation 6-1)**.
- Institute a formal value engineering process **(Recommendation 6-4)**.
- Consolidate schools to eliminate excess capacity. **(Recommendation 6-3)**
- Staff the maintenance department at an appropriate level to maintain the capital investment of the district in the facilities **(Recommendation 6-5)**.
- Increase the number of custodians to a best practice staffing ratio **(Recommendation 6-6)**.
- Fund custodial cleaning supplies at a best practice level **(Recommendation 6-7)**.
- Implement an aggressive energy management program **(Recommendation 6-8)**.
- Review the educational specifications for all school types and ensure they include best practice safety and security design elements **(Recommendation 6-9)**.

6.1 Organizational Structure

FINDING 6-1

The current organization of the facilities use and management functions has been determined by history and does not establish clear lines of responsibility and communication. **Exhibit 6-1** shows the current organizational chart for the facilities functions of the Operations Division. (Note: Food Services and Risk Management, which are part of the Operations Division, are not shown on this chart.)

**EXHIBIT 6-1
ORGANIZATIONAL CHART
FACILITIES USE AND MANAGEMENT
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
2006**



Source: West Contra Costa Unified School District, Operations Division, 2006.

The chart in **Exhibit 6-1** reflects numerous inaccuracies and organizational problems, including the following:

- No one is shown reporting to the maintenance manager.
- Custodians are actually the responsibility of the principals.
- The Director of Bond Facilities does not have prime responsibility for the bond program.
- The Engineering Officer does not report to the Director of Bond Facilities and does have responsibility for the bond program.
- The Bond Facilities Project Managers report not as shown, but to either the Engineering Officer or the Director of Bond Facilities depending on the project.
- The role of Master Architect has largely been eliminated. Moreover, interviews with staff revealed confusion over roles and responsibilities.

RECOMMENDATION 6-1:

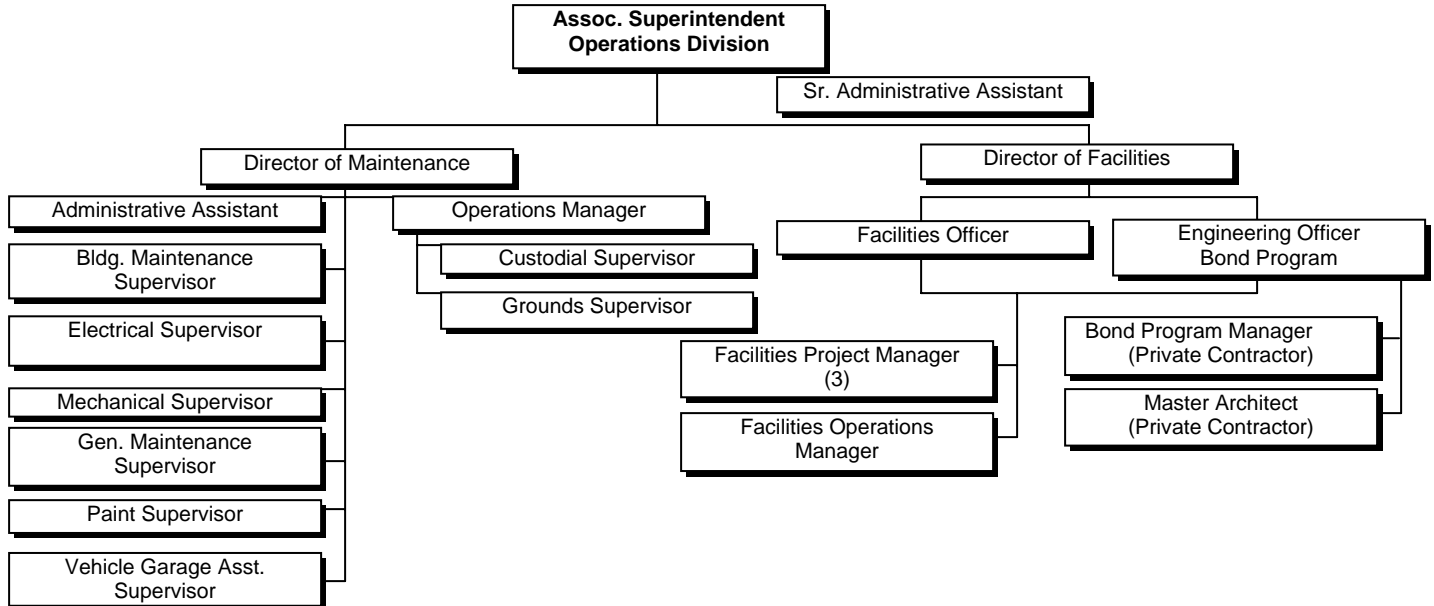
Reorganize the facilities use and management functions to clarify responsibilities and simplify lines of communication.

The facility use and management functions should be reorganized as shown on the chart in **Exhibit 6-2**. This reorganization would include the following changes:

- Grounds and custodial services would be supervised by an Operations Manager (title changed from Maintenance Manager). These services require a lot of interaction with the site principals and need special attention to balance the needs of the principals and the responsibility of keeping the schools clean and tidy.
- All maintenance supervisors would report directly to the Director of Maintenance (title changed from Operations Officer), who would report directly to the Associate Superintendent of Operations.
- The Director of Facilities (new position) would be responsible for all design and construction activities (including the bond program) and would report to the Associate Superintendent of Operations.
- The Engineering Officer of the Bond Program would be responsible only for bond program activities and would report to the Director of Facilities.
- The Facilities Officer would be responsible for all non-bond activities and bond activities as assigned.
- Project Managers and the Operations Manager would report directly to the Engineering Officer or the Director of Facilities depending on the nature of their work.

This reorganization would accomplish several goals. It would increase the support for custodial and grounds staff who are frequently in contact with site staff and students, and play a key role in the day-to-day operations of the schools. It would place responsibility for all facility design and construction activities with one person and clarify who is responsible for all Bond Program activities. The current bond program performance audit recommends adding more in-house staff; consequently, the management of the facilities department will require the full attention of one administrator.

**EXHIBIT 6-2
PROPOSED ORGANIZATIONAL CHART
FACILITIES USE AND MANAGEMENT
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**



Source: MGT of America, Inc., 2007.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Associate Superintendent of Operations should develop an organizational chart that resolves the issues detailed in the finding. | July 2007 |
| 2. The Superintendent should review and approve the revised organizational chart. | August 2007 |
| 3. The Associate Superintendent of Operations should implement the new organizational chart, develop a job description for the Director of Facilities, have this position approved by the Board, and fill the position. | September 2007 |

FISCAL IMPACT

The fiscal impact of implementing this recommendation would be the cost associated with the new Director of Facilities position. This position should not exceed \$160,000 annually for salary and benefits.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Reorganize Facilities Use and Management	(\$80,000)	(\$160,000)	(\$160,000)	(\$160,000)	(\$160,000)

6.2 Planning and Design

FINDING 6-2

WCCUSD has prepared a comprehensive facilities master plan but has not aligned the recommendations of the plan with the activities of the bond program. The Facilities Master Plan for West Contra Costa Unified School District, dated June 22, 2006, contains a lot of data and analysis regarding the status of school facilities in WCCUSD. It is divided into the following major sections:

- Section A – Introduction
- Section B – Demographics/Enrollment History
- Section C – District Mission, Values, Goals
- Section D – Land Use Planning
- Section E – Spatial Analysis
- Section F – Enrollment Projections
- Section G – Facility and Capacity Analysis
- Section H – Future Facility Needs
- Section I – Conclusion

The plan provides enrollment and capacity analysis for each school, with enrollment projections out to 2010-11. It also details the physical deficiencies of each school, such as leaking roofs and worn-out carpet. Recommendations are made for each high school attendance area. The Facilities Master Plan for West Contra Costa Unified School District is a well-prepared, comprehensive, and detailed document.

However, since WCCUSD has had a bond program since 1998 (as documented in the plan), it would seem logical for the authors of the facilities master plan to coordinate or track their recommendations with the activities of the bond program. Unfortunately, this has not been done. Staff interviews indicated that the facilities master plan does not guide the work of the bond program either. Consequently, the district has a massive bond program and a massive facilities master plan, but it is difficult to tell if the bond program is accomplishing the recommendations of the master plan.

RECOMMENDATION 6-2:

Coordinate the recommendations of the 2006 Facilities Master Plan with the activities of the bond program.

A facilities master plan should detail recommendations for remedying facility deficiencies, resolving utilization issues, and ensuring that schools meet the educational needs of the district. A capital construction bond program should serve to accomplish the recommendations of the facility master plan.

Bond program activities should be tied directly to the master plan recommendations. Supplementary activities may become necessary, but they should be aligned with the goals of the master plan and be shown not to contradict those goals.

There should be a clear alignment between the facilities master plan and the activities of the capital construction program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Facilities (newly created position) should develop a document that serves as a crosswalk between the master plan recommendations and current bond program activities. July 2007
2. The Director of Facilities should make recommendations to modify the master plan recommendations and/or bond program activities so that the two are aligned. September 2007
3. The Facility Subcommittee should review and approve the Director's recommendations. October 2007
4. The Director of Facilities should update the master plan and direct the Engineering Officer of the Bond Program to adjust bond program activities as appropriate. November 2007
5. The Director of Facilities should regularly update the master plan to show the progress of the bond program and report this progress to the Facility Subcommittee and the Bond Oversight Committee. Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING 6-A

WCCUSD develops annual enrollment figures that are within acceptable accuracy standards. Enrollment projections are a critical tool in planning for staffing and facility needs. There are many methods of projecting enrollments, and effective projections are typically within 5 percent of actual enrollments. **Exhibit 6-3** presents a comparison of actual enrollments to enrollment projections developed by the district for the last five years.

**EXHIBIT 6-3
COMPARISON OF ACTUAL ENROLLMENTS TO ENROLLMENT PROJECTIONS
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
2002-03 TO 2006-07**

SCHOOL LEVEL	2002-03			2003-04			2004-05			2005-06			2006-07		
	PROJECTED	ACTUAL	PERCENT	PROJECTED	ACTUAL	PERCENT	PROJECTED	ACTUAL	PERCENT	PROJECTED	ACTUAL	PERCENT	PROJECTED	ACTUAL	PERCENT
Elementary	17,942	17,783	39.0%	18,368	17,389	5.6%	16,795	16,679	0.7%	16,123	16,512	-2.4%	15,992	16,096	-0.6%
Middle school	6,088	5,731	6.2%	6,664	6,367	4.7%	6,105	5,915	3.2%	5,312	5,505	-3.5%	5,321	5,327	-0.1%
High school	7,860	8,288	-5.2%	8,984	8,504	5.6%	8,716	8,407	3.7%	8,094	8,228	-1.6%	8,310	7,784	6.8%
Alternative education				1,205	1,135	6.2%	915	899	1.8%	940	872	7.8%	870	929	-6.4%
Other				226	218	3.7%	565	621	-9.0%	559	625	-10.6%	556	782	-28.9%
TOTAL	31,890	31,802	30.0%	35,447	33,613	5.5%	33,096	32,521	1.8%	31,028	31,742	-2.2%	31,049	30,918	40.0%

Source: West Contra Cost Unified School District, Operations Division, 2006.

As **Exhibit 6-3** shows, the district has been within 5 percent accuracy for enrollment projections for the last five years with the exception of 2003-04, when the accuracy was 5.5 percent.

COMMENDATION 6-A:

WCCUSD is commended for developing accurate enrollment projections.

FINDING 6-3

WCCUSD currently has excess capacity in its school facilities. As current projections indicate that enrollments will continue to fall, this excess capacity is likely to grow. The maintenance of excess capacity results in unnecessary staffing and utility costs and does not benefit students.

Exhibit 6-4 shows the excess capacity at each level in the district.

**EXHIBIT 6-4
2006-07 UTILIZATION OF SCHOOL FACILITIES
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

SCHOOL	MAXIMUM CAPACITY	06-07 ENROLLMENT	UTILIZATION PERCENT	SURPLUS CAPACITY IN EXCESS OF 95% (85% for HS)
Elementary Schools				
Bayview	683	533	78%	116
Castro	416	287	69%	108
Chavez	626	628	100%	-33
Collins	485	448	92%	13
Coronado	498	365	73%	108
Dover	763	596	78%	129
Downer	1,045	726	69%	267
El Sobrante	340	210	62%	113
Ellerhorst	473	444	94%	5
Fairmont	404	286	71%	98
Ford	560	464	83%	68
Grant	776	646	83%	91
Hanna Ranch	465	456	98%	-14
Harding	435	317	73%	96
Highland	670	569	85%	68
Kensington	683	522	76%	127
King	566	335	59%	203
Lake	556	502	90%	26
Lincoln	551	423	77%	100
Lupine Hills	451	361	80%	67
Madera	405	352	87%	33
Mira Vista	444	407	92%	15
Montalvin Manor	407	430	106%	-43
Murphy	464	301	65%	140
Nystrom	716	392	55%	288
Ohlone	672	465	69%	173
Olinda	444	306	69%	116
Peres	617	512	83%	74
Riverside	400	309	77%	71
Shannon	405	374	92%	11
Sheldon	484	385	80%	75
Stege	537	310	58%	200
Stewart	530	282	53%	222
Tara Hills	493	464	94%	4
Valley View	405	404	100%	-19
Verde	385	330	86%	36
Washington	507	469	93%	13
Wilson	523	486	93%	11
Total	20,284	16,096		3174
Average	534			
Middle Schools				
Adams	971	806	83%	116
Crespi	1,177	657	56%	461
Helms	1,414	786	56%	557
Hercules	855	756	88%	56
Lovonya Dejean	877	772	88%	61
Pinole	903	748	83%	110
Portola	1,140	607	53%	476
Total	7,337	5,132		1838
Average	1,048			
High Schools				
De Anza	1,929	1090	57%	550
El Cerrito	1,850	1241	67%	332
Hercules	1,228	1144	93%	-100
Kennedy	1,633	914	56%	474
Pinole Valley	1,934	1728	89%	-84
Richmond	1,951	1667	85%	-9
Total	10,525	7,784		1162
Average	1,754			

Source: West Contra Cost Unified School District, Operations Division, 2006.

Given that the average elementary school in WCCUSD has approximately 534 students, and the district has 3,174 excess seats, the district is maintaining approximately six elementary schools that it does not need based on capacity (3,174 excess seats / 534 seats per school = 5.9 schools). The district is maintaining 1.75 excess middle schools and .6 excess high schools. It appears that these numbers will continue to grow.

RECOMMENDATION 6-3:

Consolidate schools to eliminate excess capacity.

Consolidating schools is a difficult task. It affects students, parents, and staff. Unfortunately, the alternative is to waste precious funds on unneeded facilities and staff to the detriment of students' education.

The process of consolidating schools should be public and transparent. However, in the end, the Board must make decisions that will not be favored by all the citizens of the school district but are in the best interests of the total student body. The Board should establish a public input process and criteria for selecting schools to consolidate. The Board should review the data, listen to the public input, and then make firm decisions. Prolonging the process will only make a difficult situation worse.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------------------------|
| 1. The Board should appoint a committee to recommend criteria for the consolidation of schools. The committee should have representation from the Associate Superintendents of Operations and Business, as well as the Regional Superintendents of Elementary and Secondary Education. | July 2007 |
| 2. The consolidation committee should develop criteria and establish a public hearing schedule. | August 2007 |
| 3. The board should conduct public hearings. | September 2007 –
January 2008 |
| 4. The consolidation committee should make recommendations for consolidations to the Board. | February 2008 |
| 5. The Board should vote to consolidate schools. | April 2008 |

FISCAL IMPACT

Implementation of this recommendation would yield savings in utility, maintenance, and staffing costs as the district would be operating fewer schools. Because this recommendation cannot target specific schools for consolidation, the fiscal impact can only be estimated using average staffing and utility costs per student seat. **Exhibit 6-5** shows the average costs per student seat.

**EXHIBIT 6-5
AVERAGE COSTS PER STUDENT SEAT
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

ITEM	AVERAGE COST PER SCHOOL or PER SF	AVERAGE COST PER STUDENT SEAT
Elementary School Custodians	\$ 125,255.00	\$ 234.56
Elementary School Administration Staff	\$ 179,190.00	\$ 335.56
Utilities	\$ 1.69	\$ 175.64
Maintenance	\$ 1.67	\$ 173.68
Total		\$ 919.44
Middle School Custodians	\$ 250,610.00	\$ 239.13
Middle School Administrative Staff	\$ 433,221.00	\$ 413.38
Utilities	\$ 1.69	\$ 175.64
Maintenance	\$ 1.67	\$ 173.68
Total		\$ 1,001.83
High School Custodians	\$ 348,554.00	\$ 198.72
High School Administration Staff	\$ 635,957.00	\$ 362.58
Utilities	\$ 1.69	\$ 175.64
Maintenance	\$ 1.67	\$ 173.68
Total		\$ 910.61

Source: West Contra Cost Unified School District, Operations Division, 2006.

The average annual savings would be approximately \$5,700,000. This estimate was derived by multiplying the number of excess seats at each level times the cost for utilities, maintenance, and staff per student seat for that level. **Exhibit 6-6** shows this calculation.

**EXHIBIT 6-6
PROJECTED ANNUAL SAVINGS
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

LEVEL	COST PER STUDENT SEAT	EXCESS CAPACITY IN STUDENT SEATS	COST PER LEVEL
Elementary	\$ 919.44	3150	\$ 2,896,236.00
Middle	\$ 1,001.83	1800	\$ 1,803,294.00
High	\$ 910.61	1150	\$ 1,047,201.50
Total		6100	\$ 5,746,731.50

Source: MGT of America, Inc., 2007.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Consolidate Schools	0	\$5,700,000	\$5,700,000	\$5,700,000	\$5,700,000

FINDING 6-B

WCCUSD has developed a design process that is responsive to the needs of the stakeholders. The Facilities Department has developed standards and educational specifications for all school designs. In addition, the facilities staff met with the maintenance and custodial staff to identify those products that would meet the Operations Division's needs for performance, maintainability, and longevity.

These standards and specifications detail the types and sizes of spaces and equipment that should be designed into a specific school. The architect of record meets with a site committee, made up of the principal, school staff, members of the public, and facilities staff to produce a site-specific program for a given school design.

The Facilities Department completes a post-occupancy review of each completed project to determine where the design succeeded and where it did not meet the needs of the users. The results of these reviews were published in 2006 for the Measure M Bond projects.

One potential criticism of WCCUSD's process is the district's tendency to make changes, in the design scope after the project has been completed in response to building users complaints. One example of this practice concerns kitchens in the elementary schools. As a matter of policy, the district decided to eliminate full-service kitchens in elementary schools as a cost savings. However, after 17 schools were renovated in this manner, community groups complained about the lack of facilities to prepare food for community events. The district then decided to go back into the schools and install at least minimal cooking kitchens. The question of whether this practice is responsive or wasteful will no doubt be answered in the next bond election.

COMMENDATION 6-B:

WCCUSD is commended for developing a responsive design process.

6.3 Construction

FINDING 6-C

WCCUSD is administering an effective capital construction bond program with appropriate auditing mechanisms. **Exhibit 6-7** shows the bond measures the district has passed since 1998.

**EXHIBIT 6-7
WCCUSD BOND MEASURES**

YEAR	BOND MEASURE	AMOUNT
1998	E	\$40,000,000
2000	M	\$150,000,000
2002	D	\$300,000,000
2005	J	\$400,000,000

Source: West Contra Cost Unified School District, Operations Division, 2006.

Bond measures D and J were placed on the ballot in accordance with Proposition 39, which requires a 55 percent vote for passage and annual independent performance audits. WCCUSD decided to include Measure M in the auditing process and has requested performance audits every six months. In addition, a financial audit of each measure is completed annually. Both auditing processes have found the district to be in compliance with the auditing standards.

The performance audit has found some areas of concern and makes regular recommendations for improvement. Areas of concern include the following:

- The district tends to expand the scope of projects, which thus end up exceeding their budgets.
- The district needs to establish and adhere to a budget for the remaining bond funds
- The district cannot pay its vendors in a consistently timely manner.
- The Citizens' Bond Oversight Committee has not issued an annual report as required by law.

The performance audit tracks the status of District responses to audit recommendations. Currently, the performance audit shows that the District has made "significant" progress in resolving issues that the audit has raised.

COMMENDATION 6-C:

WCCUSD is commended for utilizing a comprehensive auditing process in the administration of its bond program.

FINDING 6-D

WCCUSD has improved its rate of change orders to within an acceptable range. Costs per square foot and the percentage of change in construction costs from the original contract can be measures of how well a construction project was designed and managed. Poorly designed or managed projects will often have excessive square footage costs and high change order percentages. Change orders can be initiated by the contractor, architect, or school district, and are sometimes necessary. However, they should be minimized because changes to a design typically cost more during the construction phase of a project than during the planning stage. According to the Council of Educational Facility Planners International (CEFPI), a reasonable change order budget is 3 to 4 percent of the construction budget. Renovation projects will typically have somewhat higher rates (6% to 8%) due to the unknown conditions in existing construction.

Exhibit 6-8 shows the cumulative change order rate for the last three bond program phases. As indicated, the district has steadily improved its change order rate to a level which is acceptable for renovation work.

**EXHIBIT 6-8
CHANGE ORDER RATES
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT**

MEASURE	CONSTRUCTION CONTRACTS	CHANGE ORDERS	CHANGE ORDER %
M Phase 1A	\$82,692,667	\$16,581,356	20%
M Phase 1B	\$100,838,993	\$10,314,153	10%
D Phase 1A	\$170,554,891	\$14,706,072	9%

Source: West Contra Cost Unified School District, Operations Division, 2006.

COMMENDATION 6-D:

WCCUSD is commended for improving its construction change order rate to within acceptable levels.

FINDING 6-4

The Facilities Department does not use an independent value engineering process as part of its design process. According to the performance audit, the department does complete some value engineering with its architects and construction managers whenever possible. Unfortunately, conducting value engineering with professionals who are vested in the design is not an effective way of meeting the goal of value engineering.

Value engineering is the process whereby the design of a facility is analyzed to determine if the best value is being received for the cost. Value engineers assess the function performed by each building system and calculate if the same or more value can be achieved through alternative means that will cost less up front and in the long term. The value engineering process not only examines the value of each building system, but also questions broader design decisions such as site and building design configuration. It should be emphasized that the value engineering process is targeted at gaining more value, and this may be accomplished by increasing initial costs to save more in long-term costs.

A best practice is for school districts to have independent consultants conduct a value engineering process at two stages in the design. The first review should take place once the design concept is complete. This review will focus on major design issues that are driving the final design. The second review should take place after schematic design and will focus on the building systems and design configuration.

RECOMMENDATION 6-4:

Institute a formal value engineering process.

A formal value engineering process would include the hiring of certified value engineers to review each project. Typical industry standards for value engineering fees are 0.5 percent of the project costs. The return on the investment is typically \$10 for every dollar of fee. In recent value engineering studies conducted for the Wyoming School Facilities Commission, the return has averaged \$45 for every dollar invested in fees.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Associate Superintendent of Operations should direct the Engineering Officer to issue an RFP for value engineering services. Services should be acquired on a project basis or under a blanket contract. | October 2007 |
| 2. The Engineering Officer should contract with the most qualified value engineers. | December 2007 |
| 3. The value engineers should review all major capital improvement projects for the next five years. | Ongoing |
| 4. The Associate Superintendent of Operations should report the results of the process to the Board on an annual basis. | Annually |

FISCAL IMPACT

The fiscal impact of implementing this recommendation would be based on the cost of the value engineering fees and the savings realized. Measure J has anticipated revenue of \$471,956,774, with construction costs of \$415,053,662. Value engineering fees calculated at 0.5 percent could amount to approximately \$2 million. If consultants assume that a savings ratio of 10 to 1 could be realized, and that the value engineering fees could be spent over the next five years, the average annual savings could equal approximately \$3.6 million (\$2 million / 5 years = \$400,000 x 10 to 1 ratio = \$4 million).

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Institute Value Engineering Process	(\$400,000)	(\$400,000)	(\$400,000)	(\$400,000)	(\$400,000)
Return on Value Engineering Fees	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000
NET SAVINGS	\$3,600,000	\$3,600,000	\$3,600,000	\$3,600,000	\$3,600,000

6.4 Maintenance

FINDING 6-5

The WCCUSD Maintenance Department is understaffed. WCCUSD is spending millions of dollars on capital improvements to its facilities, yet not sufficiently funding the maintenance of those capital dollar investments.

The Maintenance Department is understaffed and poorly equipped. Further, it lacks the information systems necessary to adequately maintain the facilities and provide quality control over its operations.

Exhibit 6-9 shows a comparison of WCCUSD maintenance staffing with national norms as presented in a 2005 survey conducted by *American School and University* magazine. This comparison is based on 2005 data compiled by the Maintenance Department.

**EXHIBIT 6-9
MAINTENANCE STAFFING
2005**

STAFFING AREA	WCCUSD NUMBER OF STAFF	WCCUSD AMOUNT OF SF OR ACRES	NATIONAL NORM	WCCUSD
Maintenance	30	3,975,930 SF	1 Worker per 85,572 SF	1 Worker per 132,531 SF
Grounds	18	575 Acres	1 Worker per 50 Acres	1 Worker per 32 Acres

Source: West Contra Costa Unified School District, Maintenance Department, 2006.

In addition, interviews with the maintenance staff revealed that some of their equipment was of 1940s origin and some of their vehicles were 50 years old. There had not been a plumbing supervisor for two years. There was very little if any training and there was no preventive maintenance program.

The department does not have a sophisticated computerized work order system. This makes it very difficult to track the completion of work, the expenditure of funds for materials, the productivity of the staff, and the security of the materials and equipment inventory.

RECOMMENDATION 6-5:

Staff the Maintenance Department at an appropriate level, tied to specific performance measures, to maintain the capital investment in the district facilities.

Additional staffing for the Maintenance Department should be tied to specific performance measures. These measures should be developed and monitored by the Associate Superintendent of Operations and be reported to the Board. The performance measures should deal with the following areas at a minimum:

- Staffing levels
- Staff productivity
- Materials and equipment security
- Training
- Establishment of a preventive maintenance program
- Acquisition and implementation of a computerized work order/ inventory system
- Customer satisfaction
- Condition of facilities and grounds

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Operations Officer and the Associate Superintendent of Operations should prepare a budget request to increase staffing for the next five years. | July 2007 |
| 2. The Associate Superintendent of Operations should submit the budget request to the Board for review and approval. | August 2007 |
| 3. The Operations Officer should develop and implement performance measures as approved by the Associate Superintendent of Operations. | October 2007 |
| 4. The Operations Officer should report to the Board on the performance of the Maintenance Department every six months. | Ongoing |

FISCAL IMPACT

The fiscal impact of implementing this recommendation would be an increase in the annual maintenance budget due to additional staffing. Based on the number of staff per square foot of facilities, as reported in the *American School and University's* 2005 M&O Cost Study, the maintenance staffing level should be increased by approximately 10 full time equivalent (FTE) personnel. This increase equals 16 total maintenance positions offset by a reduction of 6 grounds staff, since the grounds staff is funded above the national norm (3,975,930 SF / 86,000 = 46.23 staff – 30 staff = 16.23 maintenance staff; 575 acres / 50 acres = 11.5 staff – 18 staff = -6.5 grounds staff; 16.23 additional maintenance staff – 6.5 grounds staff = 10 additional maintenance staff). Ten additional maintenance staff at a salary of approximately \$63,400 each (including benefits) would cost \$634,000 annually.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Staff Maintenance at Appropriate Level	(\$634,000)	(\$634,000)	(\$634,000)	(\$634,000)	(\$634,000)

6.5 Custodial Services

FINDING 6-6

Custodial services are understaffed. **Exhibit 6-10** shows a comparison of WCCUSD custodial staffing with national norms as presented in a 2005 survey conducted by *American School and University* magazine. This comparison is based on 2005 data compiled by the Maintenance Department.

**EXHIBIT 6-10
CUSTODIAL STAFFING
2005**

STAFFING AREA	WCCUSD NUMBER OF CUSTODIAL STAFF	WCCUSD AMOUNT OF SF	NATIONAL NORM	WCCUSD
Custodial	157	3,975,930 SF	1 Custodian per 20,311 SF	1 Custodian per 25,324 SF

Source: West Contra Cost Unified School District, Maintenance Department, 2006.

In previous performance audits, MGT has seen school systems assign an average of between 12,600 square feet and 25,000 square feet per custodian. Based on these averages, MGT has determined that the best practice level for custodial cleaning staff is approximately 20,000 gross square feet per custodian plus .5 FTE for elementary schools, .75 FTE for middle schools, and 1.0 FTE for high schools.

Exhibit 6-11 presents a comparison of WCCUSD's staffing formula with this best practice level.

**EXHIBIT 6-11
COMPARISON OF CUSTODIAL STAFFING FORMULAS
JANUARY 2007**

SCHOOL	TOTAL GROSS SQUARE FEET	CURRENT CUSTODIAL POSITIONS	SQUARE FEET PER CUSTODIAL	BEST PRACTICE (GSF/20,000)	OVER (UNDER) BEST PRACTICE
Elementary Schools					
Bayview	58,883	2.5	23,553	3.5	(1.0)
Cameron	18,105	ND	ND	1.5	ND
Castro	62,241	1.0	62,241	3.6	(2.6)
Chavez	46,059	2.0	23,030	2.8	(0.8)
Collins	52,927	2.0	26,464	3.0	(1.0)
Coronado	36,500	1.0	36,500	2.5	(1.5)
Dover	44,890	2.5	17,956	3.0	(0.5)
Downer	119,166	4.0	29,792	6.5	(2.5)
El Sobrante	33,648	2.0	16,824	2.0	0.0
Ellerhorst	37,905	1.0	37,905	2.5	(1.5)
Fairmont	34,535	2.0	17,268	2.5	(0.5)
Ford	42,093	2.0	21,047	2.5	(0.5)
Grant	48,590	2.5	19,436	3.0	(0.5)
Hanna Ranch	37,172	1.0	37,172	2.5	(1.5)
Harding	51,926	2.0	25,963	3.0	(1.0)
Highland	36,752	2.0	18,376	2.5	(0.5)
Kensington	42,520	2.0	21,260	2.5	(0.5)
King	50,295	2.0	25,148	3.0	(1.0)
Lake	40,908	2.0	20,454	2.5	(0.5)
Lincoln	22,267	2.0	11,134	1.5	0.5
Lupine Hills	49,133	2.0	24,567	3.0	(1.0)
Madera	36,105	2.0	18,053	2.5	(0.5)
Mira Vista	48,671	1.0	48,671	3.0	(2.0)
Montalvin Manor	37,947	2.0	18,974	2.5	(0.5)
Murphy	36,334	1.0	36,334	2.5	(1.5)
Nystrom	73,260	3.0	24,420	4.0	(1.0)
Ohlone	42,801	2.0	21,401	2.5	(0.5)
Olinda	26,089	2.0	13,045	2.0	0.0
Peres	63,214	2.0	31,607	3.7	(1.7)
Riverside	30,324	2.0	15,162	4.0	(2.0)
Seaview	26,141	ND	ND	2.0	ND
Shannon	30,398	2.0	15,199	2.0	0.0
Sheldon	46,505	2.0	23,253	2.8	(0.8)
Stege	43,341	2.0	21,671	3.0	(1.0)
Stewart (K-8)	49,133	2.0	24,567	3.0	(1.0)
Tara Hills	41,383	2.0	20,692	2.6	(0.6)
Valley View	35,998	1.0	35,998	2.5	(1.5)
Verde	43,739	2.0	21,870	2.7	(0.7)
Washington	36,824	2.0	18,412	2.3	(0.3)
Wilson	41,087	2.0	20,544	2.5	(0.5)
Total	1,755,809	73.5	24,894	111.5	(34.5)
Middle Schools					
Adams	123,803	4.0	30,951	7.0	(3.0)
Crespi	125,000	3.0	41,667	7.0	(4.0)
Helms	92,664	4.5	20,592	5.5	(1.0)
Hercules	29,006	0.5	58,012	2.0	(1.5)
Lovonya Dejean	116,541	4.5	25,898	6.5	(2.0)
Pinole	75,947	4.0	18,987	4.5	(0.5)
Portola	126,852	4.0	31,713	7.0	(3.0)
Total	689,813	24.5	32,546	39.5	(15.0)
High Schools					
De Anza	177,762	6.5	27,348	10.0	(3.5)
El Cerrito	129,249	5.5	23,500	7.0	(1.5)
Hercules	154,303	6.0	25,717	8.0	(2.0)
Kennedy	194,641	6.0	32,440	11.0	(5.0)
Pinole Valley	160,939	6.5	24,760	9.0	(2.5)
Richmond	226,510	6.5	34,848	12.5	(6.0)
Total	1,043,404	37.0	28,102	57.5	(20.5)
ND indicates no data available					

Source: West Contra Cost Unified School District, Maintenance Department and MGT of America, Inc., 2007.

The comparison in **Exhibit 6-11** shows that WCCUSD is staffing custodial crews at about 70 positions below best practice levels.

RECOMMENDATION 6-6:

Increase the number of custodians to a best practice staffing ratio.

Increasing the custodial staffing ratio to a best practice level is important to the welfare of students. MGT is recommending that this be accomplished incrementally over the next five years to bring WCCUSD in compliance with national best practice standards. An additional 70 custodians would need to be hired to achieve the recommended ratio.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The Operations Officer should develop a plan to increase the custodial staffing levels and create a training program. | February 2008 |
| 2. The Associate Superintendent of Operations should review the plan and submit it to the Board for approval. | March 2008 |
| 3. The Board should review and approve the plan. | April 2008 |
| 4. The Operations Officer should implement the plan. | June 2008 |

FISCAL IMPACT

The cost of implementing this recommendation would be approximately \$3,337,600 per year for the combined salaries of the additional staff (70 custodians x \$47,860 salary and benefits = \$3,337,600). MGT recommends establishing a goal of achieving this standard over a 5-year period.

The 2007-12 fiscal impact was calculated by adding one-fifth of the required 70 custodians each year.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Increase the Number of Custodians	(\$667,520)	(\$1,335,040)	(\$2,002,560)	(\$2,670,080)	(\$3,337,600)

FINDING 6-7

Custodial services is under-funding cleaning supplies and equipment. Visits to schools by the management review team generally revealed dissatisfaction with the performance of custodial staff. While this poor performance is no doubt due in some part to the lack of staff, it is also due to the lack of appropriate cleaning supplies.

In previous school district reviews, MGT has seen custodial supplies funded at rates ranging from \$0.02 to \$0.17 per square foot of building. Based on these averages and the current cost of cleaning supplies in WCCUSD, MGT has determined the best practice for funding of cleaning supplies is \$0.05 per square foot. **Exhibit 6-12** presents a comparison of current WCCUSD cleaning supplies funding to this best practice standard.

**EXHIBIT 6-12
COMPARISON OF CLEANING SUPPLIES FUNDING
JANUARY 2007**

SCHOOL	TOTAL GROSS SQUARE FEET	CUSTODIAL SUPPLY DOLLARS	DOLLARS PER SQUARE FOOT	BEST PRACTICE (.05 PER SQUARE FOOT)	OVER/(UNDER) FUNDING
Elementary Schools					
Bayview	58,883	\$1,700	\$0.03	\$2,944	(1,244.15)
Cameron	18,105	\$1,000	\$0.06	\$905	94.75
Castro	62,241	\$1,220	\$0.02	\$3,112	(1,892.05)
Chavez	46,059	\$1,600	\$0.03	\$2,303	(702.95)
Collins	52,927	\$1,330	\$0.03	\$2,646	(1,316.35)
Coronado	36,500	\$1,800	\$0.05	\$1,825	(25.00)
Dover	44,890	\$1,300	\$0.03	\$2,245	(944.50)
Downer	119,166	\$2,490	\$0.02	\$5,958	(3,468.30)
El Sobrante	33,648	\$1,700	\$0.05	\$1,682	17.60
Ellerhorst	37,905	\$1,100	\$0.03	\$1,895	(795.25)
Fairmont	34,535	\$1,957	\$0.06	\$1,727	230.25
Ford	42,093	\$1,500	\$0.04	\$2,105	(604.65)
Grant	48,590	\$1,150	\$0.02	\$2,430	(1,279.50)
Hanna Ranch	37,172	\$1,560	\$0.04	\$1,859	(298.60)
Harding	51,926	\$1,120	\$0.02	\$2,596	(1,476.30)
Highland	36,752	\$1,600	\$0.04	\$1,838	(237.60)
Kensington	42,520	\$1,950	\$0.05	\$2,126	(176.00)
King	50,295	\$1,700	\$0.03	\$2,515	(814.75)
Lake	40,908	\$1,800	\$0.04	\$2,045	(245.40)
Lincoln	22,267	\$1,750	\$0.08	\$1,113	636.65
Lupine Hills	ND	\$2,050	ND	ND	ND
Madera	36,105	\$1,400	\$0.04	\$1,805	(405.25)
Mira Vista	48,671	\$1,230	\$0.03	\$2,434	(1,203.55)
Montalvin Manor	37,947	\$1,720	\$0.05	\$1,897	(177.35)
Murphy	36,334	\$1,450	\$0.04	\$1,817	(366.70)
Nystrom	73,260	\$1,450	\$0.02	\$3,663	(2,213.00)
Ohlone	42,801	\$1,435	\$0.03	\$2,140	(705.05)
Olinda	26,089	\$1,250	\$0.05	\$1,304	(54.45)
Peres	63,214	\$1,820	\$0.03	\$3,161	(1,340.70)
Riverside	30,324	\$1,200	\$0.04	\$1,516	(316.20)
Seaview	26,141	\$520	\$0.02	\$1,307	(787.05)
Shannon	30,398	\$1,070	\$0.04	\$1,520	(449.90)
Sheldon	46,505	\$1,100	\$0.02	\$2,325	(1,225.25)
Stege	43,341	\$1,350	\$0.03	\$2,167	(817.05)
Stewart (K-8)	49,133	\$1,200	\$0.02	\$2,457	(1,256.65)
Tara Hills	41,383	\$1,771	\$0.04	\$2,069	(298.15)
Valley View	35,998	\$1,250	\$0.03	\$1,800	(549.90)
Verde	43,739	\$1,050	\$0.02	\$2,187	(1,136.95)
Washington	36,824	\$1,430	\$0.04	\$1,841	(411.20)
Wilson	41,087	\$1,220	\$0.03	\$2,054	(834.35)
Total	1,706,676	\$58,293	\$0.03	\$85,334	(29,090.80)
Middle Schools					
Adams	123,803	\$1,700	\$0.01	\$6,190	(4,490.15)
Crespi	125,000	\$1,700	\$0.01	\$6,250	(4,550.00)
Helms	92,664	\$1,550	\$0.02	\$4,633	(3,083.20)
Hercules	29,006	\$500	\$0.02	\$1,450	(950.30)
Lovonya Dejean	116,541	\$1,850	\$0.02	\$5,827	(3,977.05)
Pinole	75,947	\$1,870	\$0.02	\$3,797	(1,927.35)
Portola	126,852	\$1,770	\$0.01	\$6,343	(4,572.60)
Total	689,813	\$10,940	\$0.02	\$34,491	(23,550.65)
High Schools					
De Anza	177,762	\$2,650	\$0.01	\$8,888	(6,238.10)
El Cerrito	129,249	\$5,635	\$0.04	\$6,462	(827.45)
Hercules	154,303	\$2,250	\$0.01	\$7,715	(5,465.15)
Kennedy	194,641	\$1,950	\$0.01	\$9,732	(7,782.05)
Pinole Valley	160,939	\$2,850	\$0.02	\$8,047	(5,196.95)
Richmond	226,510	\$4,210	\$0.02	\$11,326	(7,115.50)
Total	1,043,404	\$19,545	\$0.02	\$52,170	(32,625.20)

Source: West Contra Cost Unified School District, Maintenance Department and MGT of America, Inc., 2007.

As Exhibit 6-12 shows, WCCUSD is underfunding cleaning supplies by approximately \$85,300 annually.

RECOMMENDATION 6-7:

Fund custodial cleaning supplies at a best practice level.

Budgets for cleaning supplies should be established at \$0.05 per square foot. These budgets should be reviewed and adjusted as necessary since actual needs will vary from one school to the next depending on the level of building traffic.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The Operations Officer should review the cleaning supply budget of each school and determine how each school can conform to a budget of \$0.05 per square foot. | February 2008 |
| 2. The Operations Officer should prepare a budget request and submit it to the Associate Superintendent of Operations for review and approval. | March 2008 |
| 3. The Associate Superintendent should submit the budget request to the Board for review and approval. | April 2008 |
| 4. The Operations Officer should report to the Board on the status of cleaning supply budgets and the cleanliness of schools after six months. | December 2008 |

FISCAL IMPACT

The fiscal impact of this recommendation would be an annual increase in the cleaning supply budget of approximately \$65,000.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Fund Cleaning Supplies at Best Practice Level	(\$85,300)	(\$85,300)	(\$85,300)	(\$85,300)	(\$85,300)

6.6 Energy Management

FINDING 6-8

WCCUSD has no formal energy management program. The district has begun installing some computerized HVAC controls, which allows central control of the heating and cooling of facilities. However, the district is not tracking energy use or instituting any formal energy management programs.

Due to the rising cost of fuel for HVAC systems, transportation vehicles, food service operations, and other activities, school systems have established numerous and varied policies, procedures, and methods to increase energy efficiency. Policies typically describe the Board's specific desire to ensure that maximum resources are available for instructional purposes and charge the administration with developing related procedures.

Procedures generally prescribe a range of measures and activities to be implemented and a specific means for computing the results. Some boards develop incentive systems to reward employees for actions or recommendations that have resulted in substantial savings or improvement in the performance of energy-consuming equipment.

Energy management methods range from sophisticated, centralized, computer controls over HVAC systems to simple manual procedures for turning thermostats down and lights off during periods of minimal building or room utilization.

RECOMMENDATION 6-8:

Implement an aggressive energy management program.

An aggressive energy management program would require an energy management coordinator. This individual would be responsible for designing, implementing, and monitoring the program, which should include elements such as:

- Energy education program.
- Performance contracting.
- Utility invoice monitoring.
- Centrally controlled HVAC systems.
- Building performance standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------------------|
| 1. The Associate Superintendent of Operations should write a job description for an energy management coordinator and request funding from the Board. The job description should include performance measures for the coordinator. | July 2007 |
| 2. The Board should review and approve the energy management coordinator position. | August 2007 |
| 3. The energy management coordinator should design, implement, and monitor an aggressive energy management program. | January 2008 and Ongoing |
| 4. The Associate Superintendent of Operations should review the performance of the coordinator and report the results to the Board every six months. | Ongoing |

FISCAL IMPACT

Implementation of this recommendation would yield a savings in utility costs. The amount of the savings would depend on the elements of the plan that were implemented. The district should aim for a 10 percent reduction in utility costs over a 5-year period. Utility costs average about \$1.43 per square foot according to the *American School and University's* 2006 M&O Cost Study. WCCUSD's annual utility costs based on this study (no actual cost data were available) would be approximately \$5,685,000 (3,975,930 SF × \$1.43/SF = \$5,685,580). The annual savings would be approximately \$560,000. (10% × \$5,685,000 = \$568,500).

This savings would be offset by the salary of the energy management coordinator, which should not exceed \$100,000 annually (including benefits).

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Hire Energy Management Coordinator	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)
Implement Energy Management Program	\$112,000	\$224,000	\$336,000	\$448,000	\$560,000
Net Savings	\$12,000	\$124,000	\$236,000	\$348,000	\$460,000

6.7 Safety and Security

FINDING 6-9

WCCUSD could improve the safety and security design elements of its school facilities. The district has incorporated some safety and security design aspects into its educational specifications for school design, such as:

- Specifying the location of administrative offices to ensure supervision of people coming to and leaving the school.
- Providing lockable cabinets in the nurse's office.
- Providing appropriate padding under play equipment.
- Providing fencing around the complete site at elementary schools

The 2003 FCMAT review evaluated WCCUSD based on 27 safety-related standards. Ten of those standards dealt with facility design issues as opposed to operational issues. The district scored 8 or above on a scale of 10 for all but three of the standards. On those three, the district scored either a 6 or a 7.

An interview with the Director of Safety revealed that he has had no input into the design elements of the school facilities. He did indicate that the district experienced a lot of false alarms, which could be due to poorly maintained equipment.

Many districts and state departments of education have developed safety and security checklists for the design of schools. These documents are readily available on the Internet.

RECOMMENDATION 6-9:

Review the educational specifications for all school types and ensure they include best practice safety and security design elements.

The Director of Safety should implement this recommendation in conjunction with staff from the Facilities Department. They should begin by reviewing the current literature and then develop a checklist of safety and security elements to be included in the educational specifications. The same checklist should be used to conduct assessments of existing schools to determine if deficiencies exist. All identified deficiencies should be addressed in the scope of work for future bond projects.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------------------|
| 1. The Associate Superintendent of Operations should task the Director of Safety and a Facilities staff person with creating a safety and security checklist and updating all educational specifications. | October 2007 |
| 2. The Director of Safety and the Facilities staff person should compile the checklist and edit the educational specifications. | November – December 2007 |
| 3. The Director of Safety should present the revised educational specifications and checklist to the Board for review and approval. | January 2008 |
| 4. The Associate Superintendent of Operations should assign staff to conduct an assessment of all schools based on the new safety and security checklist. | April – June 2008 |
| 5. The Associate Superintendent of Operations should include all safety and security deficiencies in the scope of work for future bond projects. | July 2008 |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

**7.0 EDUCATIONAL SERVICE
DELIVERY AND
MANAGEMENT**

7.0 EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT

The chapter examines the educational delivery system to determine if education service delivery is efficient, effective, and staffed appropriately. The broad-based review includes an analysis of documents, interviews, school visits, and survey responses from many employees who participated in the study as well as comparative information from school districts selected for their similarity to West Contra Costa Unified School District (WCCUSD) in size and student demographics.

The WCCUSD is committed to using its resources, including personnel, to provide students with a safe, technology-rich environment. The chapter is divided into four sections, each providing an overview of specific educational service delivery organization structures that are critical to effective programs and services for students. The four sections in this chapter include:

- 7.1 Curriculum and Instruction
- 7.2 Special Programs
- 7.3 Student Support Services
- 7.4 Adult Education

CHAPTER SUMMARY

West Contra Costa Unified School District is challenged by providing a continuum of educational services that meet the needs of the diverse student population.

Exhibit 7-1 shows an overview of the student demographics of WCCUSD in comparison to peer districts. As can be seen, the student population of WCCUSD has a greater percentage of minority students than all comparison districts, a greater percentage of students that receive free or reduced lunch than four of the comparison districts, and a greater percentage of English language learners than five of the comparison school districts.

**EXHIBIT 7-1
STUDENT DEMOGRAPHICS
PEER PUBLIC SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	TOTAL STUDENT POPULATION	PERCENT MINORITY STUDENTS	PERCENT ELIGIBLE FREE/REDUCED LUNCH	ENGLISH LANGUAGE LEARNERS
West Contra Costa Unified	32,197	85.20%	57.40%	30.80%
Fremont Unified	32,121	67.50%	19.80%	16.70%
Clovis Unified	36,378	41.50%	28.40%	9.20%
Mt. Diablo Unified	35,880	46.90%	30.40%	18.90%
San Jose Unified	31,646	70.90%	42.20%	25.30%
Pomona Unified	33,297	93.50%	73.50%	44.50%
Moreno Valley Unified	37,019	82.80%	63.10%	30.10%
PEER SCHOOL DISTRICT AVERAGE	34,077	69.76%	44.97%	25.07%

Source: California Department of Education, Ed-Data Web site, 2006.

Exhibit 7-2 shows additional WCCUSD student demographics. As shown, the majority of students attending the WCCUSD are Hispanic, followed second by African American.

**EXHIBIT 7-2
STUDENT DEMOGRAPHICS
PEER PUBLIC SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	AMERICAN INDIAN OR ALASKA NATIVE	ASIAN	PACIFIC ISLANDER	FILIPINO	HISPANIC OR LATINO	AFRICAN AMERICAN	WHITE (NOT HISPANIC)	MULTIPLE OR NO RESPONSE	TOTAL ENROLL
West Contra Costa Unified	0.4%	10.3%	0.8%	7.0%	40.3%	26.3%	12.0%	2.8%	32,184
Fremont Unified	0.4%	41.0%	0.8%	5.3%	14.2%	5.7%	25.7%	6.8%	32,121
Clovis Unified	1.1%	13.4%	0.2%	1.3%	22.1%	3.3%	53.9%	4.6%	36,378
Mt. Diablo Unified	0.5%	7.7%	1.2%	3.8%	28.3%	5.4%	53.1%	0.0%	35,880
San Jose Unified	2.2%	12.5%	0.5%	1.9%	50.6%	3.2%	28.1%	1.0%	31,646
Pomona Unified	0.1%	5.0%	0.2%	1.2%	79.7%	7.4%	6.4%	0.1%	33,294
Moreno Valley Unified	0.4%	2.4%	0.7%	2.1%	56.7%	20.5%	16.4%	0.8%	37,019
PEER SCHOOL DISTRICT AVERAGE	0.7%	12.9%	0.6%	3.2%	41.6%	10.3%	28.4%	2.3%	34,075
STATE TOTALS	0.8%	8.2%	0.6%	2.6%	47.6%	7.8%	30.3%	2.0%	6,312,393

Source: California Department of Education, DataQuest Web site, 2006.

The Department of Curriculum and Instruction's focus on accountability is the foundation for all efforts to support schools, as administrators and teachers focus on increasing achievement for all students. The Department of Curriculum and Instruction aims to provide technical assistants and support to teachers and principals through professional development, coaching, collaboration, assessment, and data analysis.

Commendations within this chapter include:

- WCCUSD is commended for efficiently implementing the academic improvement program with 21st Century Community Learning Centers federal funding.
- WCCUSD is commended for the provision of an exemplary adult education program.

The following recommendations are included in this chapter:

- Reorganize the Department of Curriculum and Instruction. (**Recommendation 7-1**)
- Consolidate state and federally funded programs and create a proposed Department of Special Programs. (**Recommendation 7-2**)
- Expand consultative services from professional staff throughout the district and reduce the over-reliance on classroom support aides. (**Recommendation 7-3**)
- Create a Department of Student Support Services. (**Recommendation 7-4**)

7.1 Curriculum and Instruction

The Department of Curriculum and Instruction has developed a *Strategic Focus Plan* that documents the department's mission, goals, and focus areas.

The mission of the Department of Curriculum and Instruction is to create a unified, vertically integrated Kindergarten through Grade 12 system of standards-based instruction in which all students:

- Progress seamlessly among a standards-based continuum of skills and knowledge.
- Demonstrate proficient or advanced skill in reading, writing, and math at each grade level.
- Attain the goal of graduation and a high school diploma.
- Prepare students to successfully continue their education and enter the work force.

The goals of the Department of Curriculum and Instruction include:

- All students will score proficient and above on state assessment in reading, language arts, writing, and math.
- All students will score proficient on the California High School Exit Examination.
- All English learners will be reclassified as Fluent English within five years or less of entering the district.

Focus areas for the Department of Curriculum and Instruction include:

- Ensure strong, rigorous, standards-based, first teaching with differentiation; early interventions, early accelerations, and early preventions.
- Use data and assessments to inform instruction and accountability.
- Target areas identified as weak across the district based on analysis of California state assessment data including writing strategies, reading comprehension, and number sense.
- Ensure that English learners have access to standards-based learning in content areas and English learner instruction is differentiated by identified English learner levels.
- Ensure language development to provide access to grade level standards and core curriculum.

FINDING 7-1

While the Department of Curriculum and Instruction has clearly defined its mission, goals, and focus areas, student performance data show that student performance must be improved. The data show that students in WCCUSD are consistently performing below requirements when compared to students in peer school districts and state data. In addition, a comparison of organizational structure and administrative to student ratios shows that WCCUSD exceeds comparison peer districts in the number of administrative staff to student population.

Exhibit 7-3 shows the No Child Left Behind Adequate Yearly Progress (AYP) results as compared to peer school districts in 2005-06. As can be seen, WCCUSD met AYP requirements in 2005-06. Three comparison districts did meet AYP requirements in 2005-06 and three comparison districts did not meet AYP requirements in 2005-06.

**EXHIBIT 7-3
NO CHILD LEFT BEHIND
ANNUAL YEARLY PROGRESS (AYP) RESULTS
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	MET ANNUAL YEARLY PROGRESS (AYP) REQUIREMENTS	MET PERFORMANCE REQUIREMENTS		MET PARTICIPATION RATES		MET GRADUATION RATE
		ENGLISH/LANGUAGE ARTS	MATHEMATICS	ENGLISH/LANGUAGE ARTS	MATHEMATICS	
West Contra Costa Unified	Yes	Yes	Yes	Yes	Yes	Yes
Fremont Unified	Yes	Yes	Yes	Yes	Yes	Yes
Clovis Unified	Yes	Yes	Yes	Yes	Yes	Yes
Mt. Diablo Unified	Yes	Yes	Yes	Yes	Yes	Yes
San Jose Unified	No	No	Yes	Yes	Yes	Yes
Pomona Unified	No	No	Yes	Yes	Yes	Yes
Moreno Valley Unified	No	No	Yes	Yes	Yes	No

Source: California Department of Education, Ed-Data Web site, 2006.

Exhibit 7-4 shows the percentage of dropouts in WCCUSD as compared to peer school districts. As can be seen in Grade seven, the percentage of WCCUSD dropouts is over twice that of peer districts and significantly exceeds the state total of percentage of dropouts. In addition, the WCCUSD percentage of dropouts is significantly higher in Grades nine, 10, and 11 when compared to peer districts and state totals.

**EXHIBIT 7-4
PERCENTAGE OF DROPOUTS
PEER SCHOOL DISTRICTS
GRADES 7-12
2004-05 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	GRADE 7	GRADE 8	GRADE 9	GRADE 10	GRADE 11	GRADE 12
West Contra Costa Unified	4.5%	1.9%	5.9%	4.2%	4.4%	4.7%
Fremont Unified	1.2%	0.9%	0.7%	0.7%	1.1%	1.6%
Clovis Unified	0.3%	0.2%	0.4%	0.6%	0.6%	2.7%
Mt. Diablo Unified	0.9%	1.2%	1.8%	1.9%	3.0%	6.9%
San Jose Unified	0.3%	0.2%	1.0%	1.2%	2.1%	3.2%
Pomona Unified	6.0%	3.5%	6.0%	7.0%	6.2%	7.3%
Moreno Valley Unified	0.6%	0.8%	4.1%	4.4%	6.0%	13.6%
PEER SCHOOL DISTRICT AVERAGE	2.0%	1.2%	2.8%	2.9%	3.3%	5.7%
STATE TOTALS	0.9%	1.2%	2.1%	2.2%	2.7%	6.1%

Source: California Department of Education, DataQuest Web site, 2006.

Exhibit 7-5, Exhibit 7-6, and Exhibit 7-7 show the California Standardized Testing and Reporting (STAR) for WCCUSD as compared to peer school districts in Grades three, five, and seven, respectively. The achievement data show that WCCUSD is:

- Above the peer school district average in English/Language Arts percent basic performance in Grades three, five, and seven, but

below peer districts in the percent proficient and percent advanced performance for those grades.

- Below the peer school district average in Mathematics percent proficient and percent advanced performance in Grades three, five, and seven, but above the peer school district average in Mathematics percent basic performance in Grades three and seven.
- Sixty (60) percent of students in WCCUSD are at basic or above performance in Grade 3 English/Language Arts, with 40 percent of the students below basic performance in Grade three reading.
- Seventy-two (72) percent of students in WCCUSD are at basic or above performance in Grade 3 Mathematics, with 28 percent of the students below basic performance in Grade 3 Mathematics.
- Sixty-seven (67) percent of students in WCCUSD are at basic or above performance in Grade 5 English/Language Arts, with 33 percent below basic performance in Grade 5 English/Language Arts.
- Fifty-nine (59) percent of students in WCCUSD are at basic or above performance in Grade 5 Mathematics, with 41 percent below basic performance in Grade 5 Mathematics.
- Fifty-seven (57) percent of students in WCCUSD are at basic or above performance in Grade 7 English/Language Arts, with 43 percent below basic performance in Grade 7 English/Language Arts.
- Fifty-three (53) percent of students in WCCUSD are at basic or above performance in Grade 7 Mathematics, with 47 percent below basic performance in Grade 7 Mathematics;
- Percent basic or above performance in English/Language Arts on the STAR decreased from 60 percent in Grade 3 to 57 percent in Grade 7.
- Percent basic or above performance in Mathematics on the STAR decreased from 72 percent in Grade 3 to 53 percent in Grade 7.

**EXHIBIT 7-5
CALIFORNIA STANDARDIZED TESTING AND REPORTING (STAR)
PEER SCHOOL DISTRICTS
GRADE 3
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	ENGLISH/LANGUAGE ARTS			MATHEMATICS		
	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC
West Contra Costa Unified	8%	19%	33%	23%	26%	23%
Fremont Unified	34%	28%	22%	57%	22%	11%
Clovis Unified	23%	36%	26%	47%	30%	14%
Mt. Diablo Unified	20%	27%	25%	34%	27%	19%
San Jose Unified	18%	24%	28%	35%	26%	20%
Pomona Unified	7%	20%	33%	24%	26%	23%
Moreno Valley Unified	6%	19%	38%	17%	28%	28%
PEER SCHOOL DISTRICT AVERAGE	17%	25%	29%	34%	26%	20%
STATE TOTALS	12%	24%	32%	30%	28%	21%

Source: California Department of Education, DataQuest Web site, 2006.

**EXHIBIT 7-6
CALIFORNIA STANDARDIZED TESTING AND REPORTING (STAR)
PEER SCHOOL DISTRICTS
GRADE 5
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	ENGLISH/LANGUAGE ARTS			MATHEMATICS		
	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC
West Contra Costa Unified	13%	20%	34%	16%	23%	20%
Fremont Unified	43%	27%	18%	45%	25%	13%
Clovis Unified	31%	30%	26%	38%	30%	16%
Mt. Diablo Unified	24%	28%	28%	25%	26%	19%
San Jose Unified	24%	24%	27%	25%	25%	19%
Pomona Unified	10%	21%	34%	15%	21%	24%
Moreno Valley Unified	9%	21%	38%	9%	22%	25%
PEER SCHOOL DISTRICT AVERAGE	22%	24%	29%	25%	25%	19%
STATE TOTALS	18%	25%	32%	22%	26%	21%

Source: California Department of Education, DataQuest Web site, 2006.

**EXHIBIT 7-7
CALIFORNIA STANDARDIZED TESTING AND REPORTING (STAR)
PEER SCHOOL DISTRICTS
GRADE 7
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	ENGLISH/LANGUAGE ARTS			MATHEMATICS		
	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC	PERCENT ADVANCED	PERCENT PROFICIENT	PERCENT BASIC
West Contra Costa Unified	8%	20%	29%	7%	19%	27%
Fremont Unified	36%	30%	20%	34%	27%	18%
Clovis Unified	27%	35%	24%	23%	38%	24%
Mt. Diablo Unified	20%	31%	26%	15%	30%	24%
San Jose Unified	19%	27%	26%	17%	27%	23%
Pomona Unified	10%	22%	34%	10%	25%	28%
Moreno Valley Unified	5%	20%	32%	4%	18%	28%
PEER SCHOOL DISTRICT AVERAGE	18%	26%	27%	16%	26%	25%
STATE TOTALS	16%	27%	29%	14%	27%	26%

Source: California Department of Education, DataQuest Web site, 2006.

Exhibit 7-8 shows the percentage of students meeting or exceeding state standard as measured by the Standards of Learning (SOL) in high school subject areas in 2005-06. As shown, WCCUSD student performance in each subject area is significantly below that of the peer school district average and state totals.

**EXHIBIT 7-8
STANDARDS OF LEARNING (SOL) RESULTS
PERCENTAGE OF STUDENTS MEETING OR EXCEEDING STATE STANDARD
HIGH SCHOOL
SPRING 2006**

PUBLIC SCHOOL DISTRICT	ALGEBRA I	GEOMETRY	ALGEBRA II	UNITED STATES HISTORY	WORLD HISTORY	EARTH SCIENCE	BIOLOGY	CHEMISTRY
West Contra Costa Unified	11%	14%	13%	24%	19%	15%	20%	13%
Fremont Unified	45%	58%	55%	55%	50%	48%	62%	50%
Clovis Unified	39%	35%	39%	49%	40%	29%	45%	34%
Mt. Diablo Unified	29%	48%	0%	37%	35%	23%	42%	33%
San Jose Unified	32%	29%	30%	42%	37%	17%	38%	29%
Pomona Unified	19%	10%	11%	32%	22%	12%	27%	23%
Moreno Valley Unified	10%	15%	13%	22%	15%	17%	18%	11%
PEER SCHOOL DISTRICT AVERAGE	26%	30%	23%	37%	31%	23%	36%	28%
STATE TOTALS	23%	26%	25%	35%	30%	23%	35%	27%

Source: California Department of Education, DataQuest Web site, 2006.

Exhibit 7-9 shows the graduation rates for WCCUSD in comparison with peer school districts. As shown, the graduation rate for WCCUSD is below the peer school district average and the state totals.

**EXHIBIT 7-9
GRADUATION RATE
PEER SCHOOL DISTRICTS
2004-05 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	GRADE 12 GRADUATES	GRADUATION RATE
West Contra Costa Unified	1,844	79.9
Fremont Unified	1,958	95.5
Clovis Unified	2,208	93.9
Mt. Diablo Unified	2,305	86.1
San Jose Unified	1,819	91.5
Pomona Unified	1,383	77.8
Moreno Valley Unified	1,837	75.2
PEER SCHOOL DISTRICT AVERAGE	1,908	85.7
STATE TOTALS	355,231	85.0

Source: California Department of Education, DataQuest Web site, 2006.

The Department of Curriculum and Instruction is located in the Division of Academic Support. Department of Curriculum and Instruction oversees the major aspects of general education curriculum. The Department of Curriculum and Instruction has seven administrative and 16 instructional support staff positions assigned to curriculum development, support, and supervision as shown in **Exhibit 7-10**. The current positions include:

- One Senior Director.
- One Coordinator for Learning Support.

- One Coordinator for Assessment.
- One Coordinator for Professional Development.
- One Interim Coordinator for English Learner Instructional Services.
- One Coordinator for the California Math and Science Partnership.
- One Coordinator for Gifted and Talented Education.
- Three Program Specialists for Math Education (one of which is vacant).
- Eleven English Learner/Reading and Language Arts Coaches (three of which are vacant).

**EXHIBIT 7-10
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
ACADEMIC SUPPORT DIVISION
ORGANIZATIONAL STRUCTURE
2006-07 SCHOOL YEAR**

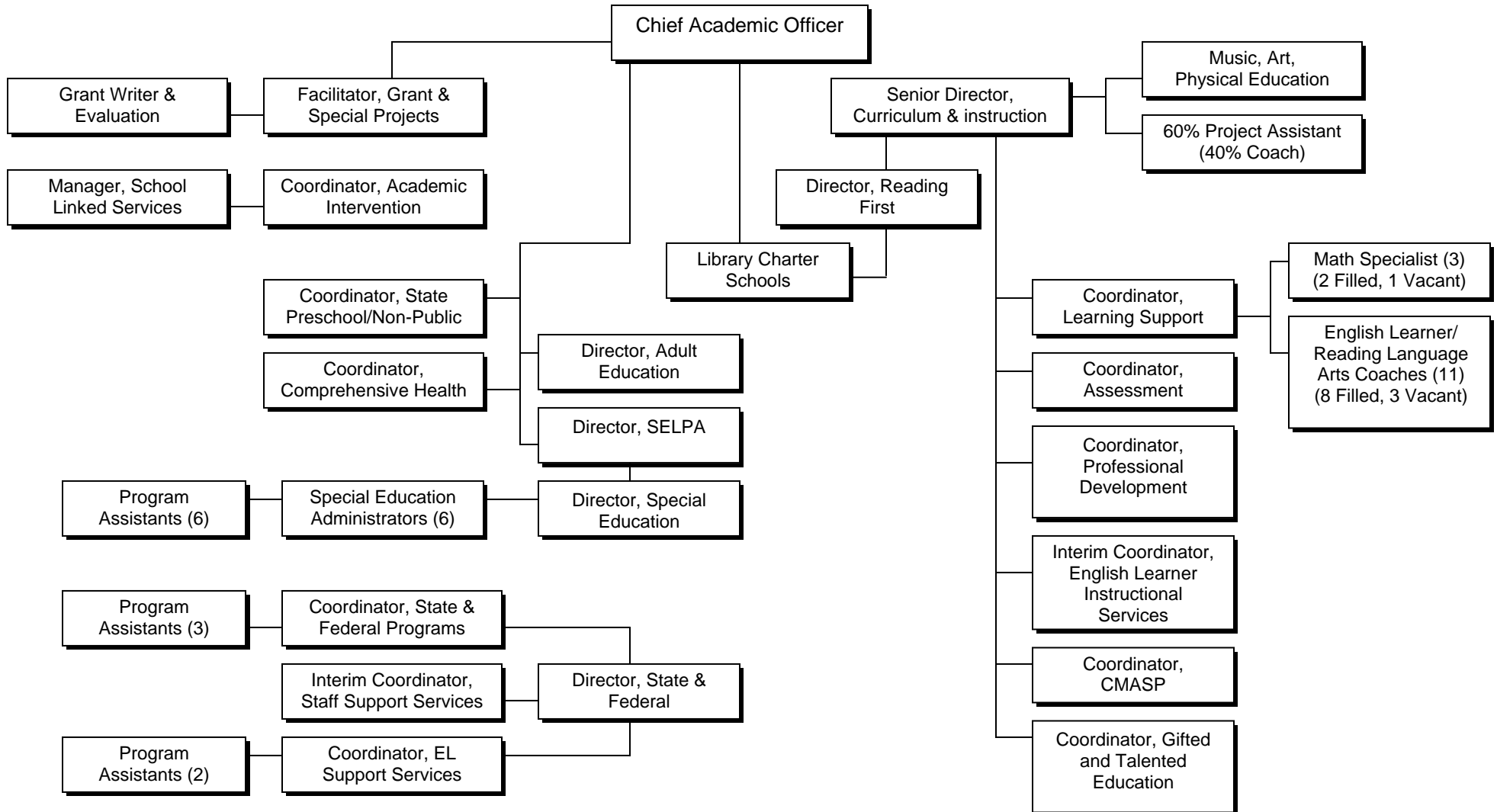


Exhibit 7-11 shows a comparison of administrative staffing for WCCUSD and peer school districts for 2005-06 school year. As shown, WCCUSD's per-pupil ratio is 277.8. The peer school district average per-pupil ratio is 332.5 and the state total per-pupil ratio is 260.3. These data show that WCCUSD consistently employs more administrators than five of the six comparison school districts.

**EXHIBIT 7-11
ADMINISTRATOR STAFFING
PEER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR**

PUBLIC SCHOOL DISTRICT	TOTAL ADMINISTRATORS*	PER-PUPIL RATIO
West Contra Costa Unified	116	277.8
Fremont Unified	81	396.6
Clovis Unified	116	312.5
Mt. Diablo Unified	104	345.0
San Jose Unified	113	281.3
Pomona Unified	113	294.6
Moreno Valley Unified	88	419.7
PEER SCHOOL DISTRICT AVERAGE	104	332.5
STATE TOTALS	27,024	260.3

Source: California Department of Education, Ed-Data Web site, 2006.

*Administrators are certificated employees who are not teachers or pupil services personnel. Administrators include principals, assistant superintendents or principals, program directors or coordinators, and other certificated staff not providing direct services to students.

While WCCUSD has eleven administrative positions in the Department of Curriculum and Instruction, adequate program assistance and coaching for classroom teachers is lacking. In addition, there are duplications in job responsibilities among administrative staff.

The Senior Director of Curriculum and Instruction is responsible for developing and implementing curriculum in all content areas. The position also ensures compliance with all state, federal and local board mandates relative to curriculum and instruction. Major responsibilities include:

- Assists in the advancement of the district toward accomplishment of the district's educational goals.
- Plans, organizes, supervises, and formulates district policy and practices, curriculum and instruction in kindergarten through Grade 12.
- Promotes the articulation of curriculum from grade to grade, and the coordination of curriculum among teachers and schools.
- Initiates and supervises improvement of curriculum, including the development and revision of course of study, curriculum guides, and implementation and evaluation of programs and software to improve student achievement.
- Oversees the implementation and evaluation of academic standards grades kindergarten through Grade 12.

- Previously served as chair of the district secondary and elementary curriculum councils. This year's council is designed to be kindergarten through Grade 12 and will be facilitated by the regional superintendents and the Senior Director of Curriculum and Instruction.
- Supervises, as assigned, the Academic Support Division staff and works closely with Regional Superintendents to ensure effective implementation and evaluation of programs to increase student achievement and close the achievement gap.
- Supervises the pilots and the selection of textbooks, as well as textbook orders.
- Supervise staff who oversee the organization and operation of all activities at the district Library Center including the assignment of librarians and library assistants.
- Initiates and supervises the development of district-wide assessment and the analysis of data in cooperation with the Director of Assessment and Accountability.
- Administers other programs, as assigned in the areas of curriculum and instruction; oversees project plans and intervention programs.
- Revises the course submissions for each secondary high school with regard to course offerings and submission of new courses for approval.
- Oversees and revises curriculum and other related policies.
- Oversees project plans and intervention programs.

The Learning Support Coordinator works closely with the Senior Director in the implementation of academic standards. Other duties include:

- Evaluates and supervises the English Language/Reading Language Arts and Mathematics coaches.
- Directs activities between schools and the Curriculum Department to provide problem solving and support for instructional strategies.
- Takes the lead in all areas of benchmark assessments.
- Provides support to sites in appropriate curricular areas.
- Facilitates professional development for sites and district in curricular areas.
- Collaborates with other departments.

The Coordinator of Assessment's primary role is to support all schools in the administration of summative assessments and the analysis and use of the data derived from assessment results. The Coordinator of Assessment also provides data analysis information to central office administrators for the purpose of evaluating the district's progress in increasing student achievement and closing the achievement gap.

In addition, the Assessment Coordinator serves as the liaison with the California Department of Education in communicating information on state mandated assessments and ensuring that the district is compliant in all aspects of the assessment process. In addition to the Coordinator of Assessment, there are three additional staff in the Office of Assessment, including one Assessment Coordinator, one Typist Clerk II, and one Administrative Technician position which is currently vacant.

The Coordinator of Professional Development job duties include:

- Gathers information from other districts.
- Researches quality professional development programs.
- Develops the professional development calendar and evaluation process.
- Produces professional development project plan.
- Organizes and writes the professional development.
- Presents monthly sections of professional development plan for review and input to the Division of Academic Support.
- Works on all other assigned duties.
- Supports the Instructional Leadership Academy.

The Interim Coordinator of English Learners Instruction Services is primarily responsible for the implementation of the Master Plan for English Learners (MPEL). The position also supports schools with the delivery of core and supplemental instructional programs for English Learners (EL), including implementation of curriculum, assessments, data analysis, and monitoring program effectiveness. Additional duties include:

- Coordinates instructional program student assessment.
- Analyzes data from state and district mandates.
- Coordinates professional development for principals and teachers of ELS.
- Co-coordinates compliance response from Consolidated Program Monitoring process.
- Monitors and recommends budget expenditures for Economic Impact Aid-Limited English Proficient (EIA-LEP) and English Language Acquisition Program (ELAP).
- Co-facilitates Multi-lingual District Advisory Committee (MDAC).

The Director of Reading First provides leadership for all phases of the development, coordination, and implementation of the district's Reading First Program in Grades kindergarten through third. The Director of Reading First also works closely with the Learning Support Coordinator in directing compliance related work for Reading First. The position also:

- Initiates and participates in curriculum development to implement the district's literacy program and Reading First Grant.
- Coordinates the professional development for effective training regarding Reading First and the literacy initiative of the district, including training of curriculum guides in Title I schools.
- Directs the work of the content experts, and other personnel as assigned to support the implementation of the Reading First Grant.
- Works with Regional Superintendents and principals in the support of classroom teachers and principals at Reading First Schools.
- Coordinates the district's language arts implementation in Reading First schools.
- Provides for coaching and support to teachers and administrators at Reading First sites.
- Oversees librarians and library media specialists for all schools.
- Oversees textbook piloting, adopting, and ordering for all schools.

The Director of Reading First is also responsible for oversight of district library services under the Director of Curriculum and Instruction and Charter Schools under the Chief Academic Officer.

The Coordinator of Gifted and Talented Education (GATE) Coordinator provides leadership and coordination in the ongoing development and improvement of the curriculum and instruction of the district's GATE program. The position provides the leadership for promoting the GATE program, and plans professional development programs for teaching and administrative staff that focuses on special needs of the gifted students. The Coordinator provides various other duties related to the implementation of gifted and talented education in WCCUSD.

The Coordinator of the California Math and Science Partnership (CMASP) provides leadership in the implementation of this competitive project. The Coordinator oversees the implementation of grant activities, including staff development and research activities are required by the project application.

Based upon on-site interviews, the oversight of curriculum and instruction is frequently duplicated and in some instances, lacking. It was consistently reported during on-site interviews that fragmented and inconsistent directives lead to confusion in the development and implementation of support services for teachers in the classroom. For example,

- Essential standards and benchmarks have been developed in the Office of Learning Support for the Benchmark and Writing Assessments. In addition, a pacing guide has been developed for teachers in the Reading First Program. While teachers are responsible for standards-based instruction, two guiding documents have been provided to them for pacing of and delivery of standards-based instruction. The two documents are not consistent, as the essential standards document provides essential benchmarks and the Reading First Pacing Guide provides a schedule for the basal reading text. Both documents were developed in the Division of Academic Support, but their development was not coordinated among the individual departments of Curriculum and Instruction and Reading First. This is a duplicated effort, splinters the EL, reading, and language arts support services to schools, and causes confusion among teachers in the delivery of reading instruction.
- The Learning Support Coordinator is responsible for evaluation and supervision of the language and literacy mathematics coaches, yet the mathematics coaches have historically functioned independently as classroom teachers and coaches at selective schools. The job duties of the Coordinator of Learning Support and the Senior Director of Curriculum and Instruction are duplicated. This duplication provides confusion in the delivery of effective and efficient academic support services to teachers and school-based administrators, as well as in the development of curriculum support materials and staff development.
- The Division of Academic Support maintains a Coordinator of Professional Development position, yet other division administrators plan and implement staff development specific to their academic area of assignment. While there is one position for oversight of professional development, there are eight additional positions in the Division of Academic Support who plan and implement discipline-specific staff development to teachers and administrators.
- While the Interim Coordinator of EL Instructional Services is responsible for implementation of EL services, the EL/RLA coaches report to the Coordinator of Learning Support. In addition, there is an additional Coordinator of EL Support Services in the Department of State and Federal Programs. This is a duplication of administration supervision. Based on the organizational chart of the Division of Academic Support Division, there are three administrators who oversee the EL programs and services in WCCUSD.
- While the Director of Reading First provides supervision for the Reading First Content Experts, these experts are only partially funded by the Reading First Program and split their job duties as EL/RLA Coaches. The supervision of the Reading First Content Experts is split between the Director of Reaching First and the Coordinator of Learning Support. This split in administrative

supervision creates difficulty in effectively communicating and providing optimal support and coaching to teachers in the classroom and technical assistance to school-based administrators.

- Achievement test scores show that student performance decreases in reading and math from third grade to seventh grade. During on-site interviews, it was reported that the previous organization and supervision of math, reading, and English Learner coaches has hindered the provision of quality support to classroom teachers. This is further evidence of recent changes in the administrative structure of EL services and reading and language services. Staff reported that there continues to be confusion among the role and responsibilities of EL/RLA Coaches and that continued staff development and strong leadership is needed in this area.
- WCCUSD recently received state funds to expand music, art, and physical education programs. These legislative funds will be used to not only expand physical education as part of the school curriculum, but will also be budgeted for expansion of visual and performing arts.

The Department of Curriculum and Instruction must be reorganized to provide more comprehensive, efficient academic support services to teachers and school-based administrators. This efficiency can be created with a decrease in administrative staff and greater emphasis on direct support to schools. Given the current organizational structure, there is considerable duplication of administrative oversight in the areas of assessment, staff development, EL instructional services, reading, and language arts. Support services are splintered within the Division of Academic Support and between the Division of Academic Support and other divisions in WCCUSD.

RECOMMENDATION 7-1:

Reorganize the Department of Curriculum and Instruction.

WCCUSD should reorganize the Department of Curriculum and Instruction. A decrease in administrative staff should create a more comprehensive and efficient academic support services support team for teachers and school-based administrators. Given the current organizational structure, the oversight of academic support services is splintered within the Division of Academic Support Services and between the Division of Academic Support Services and other divisions within WCCUSD. A more efficient organizational structure should realize cost savings and create a more comprehensive academic support process for schools. Cost savings realized by the decrease of administrative staff should be considered for reallocation for direct services to schools aimed to improve student achievement.

The reorganization of the Department of Curriculum and Instruction should include:

- Eliminate the Senior Director of Curriculum and Instruction. Create a Director of Curriculum and Instruction. The Director of Curriculum and Instruction should provide the over-arching administrative leadership for all initiatives in the Department of Curriculum and

Instruction. The proposed content curriculum specialists should report directly to the proposed Director of Curriculum and Instruction.

- Eliminate the Coordinator of Learning Support. This position duplicates the administrative leadership of the proposed Director of Curriculum and Instruction and is not needed in the proposed re-organizational structure.
- Eliminate the Coordinator of Assessment. This position duplicates the assessment functions in the Department of Student Assessment. All assessment functions currently conducted in the Division of Academic Support should be transferred to the Department of Student Assessment. The existing staff of the Department of Assessment should assume the responsibilities of this position. The Administrative Technical and Clerk Typist II positions currently assigned to the Division of Academic Support, Department of Assessment should be transferred to the Department of Student Assessment.
- Eliminate the Coordinator of Professional Development. This position is not needed. As previously mentioned, content area administrators develop and implement professional development in their assigned area. This position has not demonstrated the effectiveness necessary to provide the framework for quality staff development throughout the district. The proposed Curriculum Specialists should work closely with the Department of Human Resources to create a more effective staff development process.
- Eliminate the Coordinator of English Learner Instructional Services. There are currently three sections in the Division of Academic Support that provide administrative oversight of EL programs and services, including State and Federal Programs, Learning Support, and EL Instructional Services. This is clearly a duplication of administrative effort. One central office administrator for all EL Services should be adequate to ensure implementation of programs consistent with state and federal legislative requirements. The proposed Director of Curriculum and Instruction should provide administrative oversight of EL instructional services with the Curriculum Specialist and coaches for EL/RLA providing more comprehensive technical assistance and staff development to classroom teachers. The Coordinator of State and Federal Programs should provide oversight of Title III compliance requirements and monitoring.
- Eliminate the Project Assistant (.60 FTE) responsibilities and reassign a full time Reading Coach. With the proposed elimination of the Coordinator for Learning Support, the Project Assistant position is not needed. This part-time position should be better utilized as a reassignment to EL/RLA coach.

- Eliminate the Director of Reading First. The duties of this position are consistent with EL/RLA at the Reading First schools. The Reading First Program can be effectively administered by the Director of Curriculum and Instruction and the Curriculum Specialist for EL/RLA. The supervision of library and media and charter schools should be transferred to the proposed Executive Director of Planning, Accountability, and Technology.
- Create one Curriculum Specialist for:
 - Mathematics
 - EL/Reading
 - Art, Music, Physical Education, and Health
 - Science
 - Social Studies.

Curriculum specialists in core academic areas should be created to develop and assist teachers in the implementation of standards-based instruction. The existing coaching positions should report directly to the proposed Curriculum Specialist for Mathematics and EL/RLA. The proposed Director of Curriculum and Instruction should oversee the curriculum development and implementation process and establish processes for the delivery of embedded staff development by the proposed curriculum specialists and subject area coaches. The effectiveness of quality coaching is documented in the research.

- Create a Curriculum Specialist for Music, Art, Physical Education and Health. A Curriculum Specialist for Music, Art, Physical Education, and Health is needed to develop and implement curricula in these special areas. State funds should allow WCCUSD to significantly increase instruction in special areas of music, art, physical education, and health.

According to the Council of Chief State School Officers, *Innovation Quarterly (IQ)*, 2006, successful twenty-first (21st) century professional development programs should:

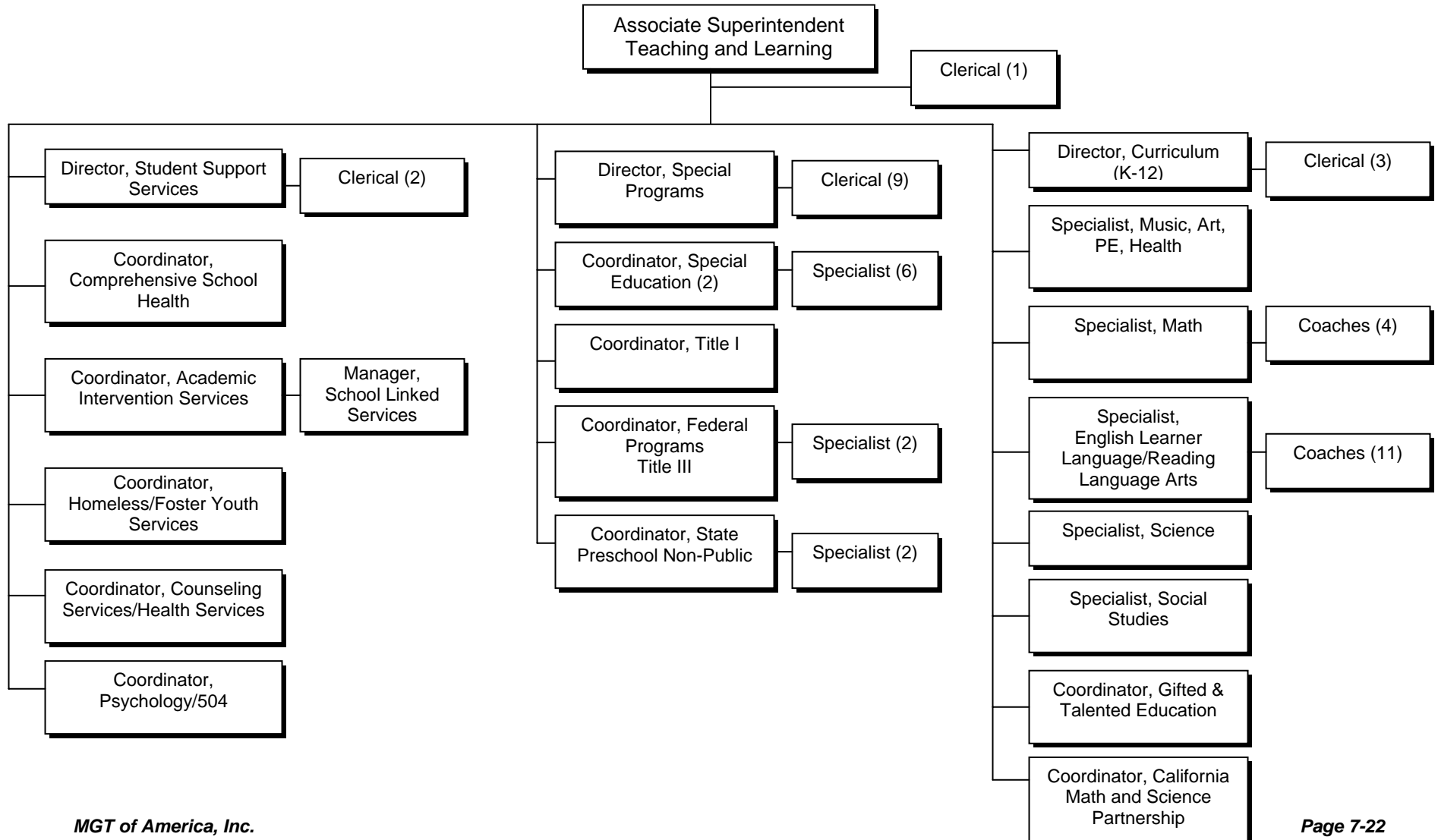
- Ensure educators understand the importance of 21st century skills and how to integrate them into daily instruction.
- Enable collaboration among all participants.
- Allow teachers and principals to construct their own learning communities.
- Tap the expertise within a school or school district through coaching, mentoring, and teach teaching.
- Support educators in their role of facilitators of learning.
- Use 21st century tools.

I/Q further documents that twenty-first (21st) century skills professional development prepares teachers and principals to integrate twenty-first century skills into their classrooms and schools. Professional development for the twenty-first century should be part of a comprehensive emphasis on twenty-first century skills that includes updates to standards and assessments.

- Maintain the Coordinator for Gifted and Talented Education and the Coordinator for the California Math and Science Partnership.

The proposed organizational structure of the Department of Curriculum and Instruction is shown in **Exhibit 7-12**. As shown, there is one proposed Director of Curriculum and Instruction with five proposed content area curriculum specialists. The current positions of Coordinator for Gifted and Talented Education and the California Math and Science Partnership should be maintained.

**EXHIBIT 7-12
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
ACADEMIC SUPPORT DIVISION
PROPOSED ORGANIZATIONAL STRUCTURE
2007-08 SCHOOL YEAR**



IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------------|
| 1. The Superintendent should direct the Chief Academic Officer to reorganize the Department of Curriculum and Instruction. | July 2007 |
| 2. The Chief Academic Officer should reorganize the Department of Curriculum and Instruction. | July 2007 |
| 3. The Chief Academic Officer should develop job descriptions for the proposed Director of Curriculum and Instruction and the content area curriculum specialists. | July 2007 |
| 4. The Superintendent should approve the job descriptions. | July 2007 |
| 5. The Chief Academic Officer should hire the Director of Curriculum and Instruction and the content area curriculum specialists. | August 2007 |
| 6. The Chief Academic Officer should determine the new roles, responsibilities, and functions of realigned staff. | August 2007 |
| 7. The Chief Academic Officer should clearly communicate the new central office structure to schools. | August 2007 |
| 8. The Chief Academic Officer and support staff should provide focused leadership to administrators, teachers, and staff in the implementation of focused instruction aimed to close the achievement gap. | September 2007
and Ongoing |

FISCAL IMPACT

The proposed reorganization of the Department of Curriculum and Instruction should result in considerable cost savings to the district as shown in **Exhibit 7-13**.

**EXHIBIT 7-13
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
DIVISION OF ACADEMIC SUPPORT
PROPOSED DEPARTMENT OF CURRICULUM AND INSTRUCTION
PROPOSED FISCAL IMPACT**

POSITION	SALARY	BENEFITS AT 13 PERCENT	TOTAL SALARY AND BENEFITS
Senior Director	\$107,000	\$13,910	\$120,910
Coordinator, Learning Support	\$93,000	\$12,090	\$105,090
Coordinator, Assessment	\$93,000	\$12,090	\$105,090
Coordinator, Professional Development	\$93,000	\$12,090	\$105,090
Coordinator, EL Instructional Services	\$93,000	\$12,090	\$105,090
Director, Reading First	\$100,000	\$13,000	\$113,000
Curriculum Specialist, EL/RLA	(\$60,000)	(\$7,800)	(\$67,800)
Curriculum Specialist, Math	(\$60,000)	(\$7,800)	(\$67,800)
Curriculum Specialist, Science	(\$60,000)	(\$7,800)	(\$67,800)
Curriculum Specialist, Social Studies	(\$60,000)	(\$7,800)	(\$67,800)
Curriculum Specialist, Art, Music, Physical Education, and Health	(\$60,000)	(\$7,800)	(\$67,800)

Source: Created by MGT, 2007.

Cost savings for a five-year period include:

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate One Senior Director	\$120,910	\$120,910	\$120,910	\$120,910	\$120,910
Eliminate Four Coordinators	\$420,360	\$105,090	\$105,090	\$105,090	\$105,090
Eliminate One Director	\$113,000	\$113,000	\$113,000	\$113,000	\$113,000
Create Five Curriculum Specialists	(\$339,000)	(\$339,000)	(\$339,000)	(\$339,000)	(\$339,000)
TOTAL SAVINGS	\$315,270	\$315,270	\$315,270	\$317,270	\$317,270

7.2 Special Programs

This section reviews state and federal entitlement programs including No Child Left Behind (NCLB), Individuals with Disabilities Education Act (IDEA), and the California Preschool Program.

The public school accountability system is mandated by the reauthorization of the *Elementary and Secondary Education Act (ESEA of 1965)* and the *No Child Left Behind (NCLB) Act of 2001*. The goals of *ESEA* and *NCLB* are:

- **Goal 1:** By 2013-14, all students will reach high standards in reading/language arts and mathematics.
- **Goal 2:** All limited English proficient students will become proficient in English and reach high academic standards, at a minimum attaining proficiency or better in reading/language arts and mathematics.
- **Goal 3:** By 2005-06, all students will be taught by highly qualified teachers.
- **Goal 4:** All students will be educated in learning environments that are safe, drug-free, and conducive to learning.
- **Goal 5:** All students will graduate from high school.

The *Individuals with Disabilities Education Act (IDEA)* is a federal law that gives guidance and direction for providing special education services to students with disabilities. Originally passed in 1975 as the Education for all Handicapped Children Act, IDEA was reauthorized by Congress in 1997 and again in 2004. In 2004, the federal law was renamed the *Individuals with Disabilities Education Act (IDEA)*.

Many provisions of the IDEA amendments address and clarify procedures for improving education and related services to students with disabilities. IDEA establishes six principles that govern the education of students with disabilities. **Exhibit 7-14** summarizes these six basic principles.

IDEA defines special education as specially designed instruction, at no cost to the child's parents, to meet the unique needs of a student with disabilities [20 U.S.C., sec 1401 (25)]. A student is eligible for special education and related services if the student has a disability as identified by IDEA and because of the disability, needs specially designed instruction.

**EXHIBIT 7-14
SIX PRINCIPLES GOVERNING THE EDUCATION OF
STUDENTS WITH DISABILITIES**

1. **Zero reject:** A rule against excluding any student.
2. **Nondiscriminatory evaluation:** A rule requiring schools to evaluate students fairly to determine if they have a disability and, if so, what kind and how extensive.
3. **Appropriate education:** A rule requiring schools to provide individually tailored education for each student based on the evaluation and augmented by related services and supplementary aids and services.
4. **Least restrictive environment:** A rule requiring schools to educate students with disabilities with students without disabilities to the maximum extent appropriate for the students with disabilities.
5. **Procedural due process:** A rule providing safeguards for students against schools' actions, including a right to sue in court.
6. **Parental and student participation:** A rule requiring schools to collaborate with parents and adolescent students in designing and carrying out special education programs.

Source: *Exceptional Lives: Special Education in Today's School*, 2004.

In addition to NCLB and IDEA federal programs, WCCUSD provides a developmentally appropriate child development experience that enhances the skills and talents of young children. The Preschool Program is based on the Open Court and High/Scope Curriculum. The focus of the curriculum is to develop the "whole child" through a variety of active learning experiences. The program gives children the opportunity to explore and experiment with a varied and rich array of materials and media at their own developmental level. Throughout the daily routine, classroom activities promote making choices, cooperative efforts, reasoning, oral and written expression, understanding dramatic and graphic representation, developing appreciation of self, family and community, and social/emotional, and self-help skills.

FINDING 7-A

WCCUSD provides an academic intervention program at WCCUSD schools, including Bayview, Coronado, Dover, Downer, Highland, Nystrom, Riverside and Wilson. The program is funded by federal 21st Century Community Learning Centers (21st CCLC).

The ongoing mission of the 21st CCLC program has been to provide education and enrichment components, contribute to improved academic achievement, and provide safe and healthy environments and activities to participants. In service of this mission,

each school in the cluster provides a mix of academic, enrichment, and recreational activities aimed at achieving the following goals:

- Student safety and academic enrichment – Students will have access to academic support and educational enrichment activities after school in a safe, supervised environment, for three hours per day for five days per week.
- Academic success – Participating students will improve their academic skills and classroom performance to meet or exceed standards and district goals in all core subjects.
- Student behavior and attitudes – Participating students will show improved behavior and achieve strong personal growth in non-academic areas.
- Healthy, successful families – Parent participants will improve their skills and help their children with schoolwork.

The key findings of the 21st Century Community Learning Centers evaluation in 2004-05 show solid progress toward achieving program goals. Programs have been successful in meeting 70 percent of the program objectives for which data were available resulting in improved performance in student safety and academic enrichment. Student achievement data show that after-school participants made significant progress in English language arts and math during 2004-05.

Teacher surveys indicate that the program provides high-quality academic assistance, meaningful enrichment opportunities and a safe environment to participants. Parents indicated a high level of satisfaction with the program and students reported that they liked coming to the program.

The 21st CCLC program demonstrates the efficient use of federal funds to supplement instruction and improve academic performance of students throughout WCCUSD.

COMMENDATION 7-A:

WCCUSD is commended for efficiently implementing the academic improvement program with 21st Century Community Learning Centers federal funding.

FINDING 7-2

WCCUSD can demonstrate greater administrative efficiency if special programs, such as state and federal programs, special education, and preschool programs are consolidated.

The Department of State and Federal Programs is located in the Division of Academic Support and functions parallel to the Department of Curriculum and Instruction for technical assistance to Title I schools. While the staff of Department of State and Federal Programs monitors compliance with federal regulations, the department duplicates curricula support functions of the Department of Curriculum and Instruction.

The Department of State and Federal Programs has nine staff, including one Director, three Coordinators, and five program assistants, including three that report to the Coordinator of State and Federal Programs and two that report to the Coordinator of English learners. The Director is responsible for the administration, coordination, monitoring and implementation of all aspects of state and federal programs. Additional duties of the Director include:

- Provides leadership in linking resources to best practices.
- Recommends approval of state and federal program expenditures.
- Supervises the preparation of compliance reviews and the preparation of responses to areas of non-compliance for state and federal programs.
- Supervises the implementation of a system to determining eligible schools and students by providing information to support the application for funding, such as free and reduced lunch.
- Provides technical support to schools.
- Supervises the coordination of the time accounting process for multi-funded personnel.

One Coordinator for State and Federal Programs assists the Director in the administration, coordination, and monitoring of the development of fiscal and program documents required for state and federal programs, including No Child Left Behind (NCLB). The Coordinator creates Title I and school improvement central office staff budgets, coordinates with the Categorical Fiscal Department on creating site allocations, completes the Consolidated Application and monitors compliance with federal regulations. The Coordinator also provides technical assistance to staff regarding program improvement and school plans and for parent committees and budgetary responsibilities.

A second Coordinator for State and Federal Programs is responsible for coordinating the development and implementation of single school programs including the analysis of site needs. This second Coordinator position provides for the preparation and training for the coordinated compliance review process.

A third Coordinator for State and Federal Programs is assigned to EL Support Services. This Coordinator maintains up-to-date knowledge of all aspects of state and federal requirements regarding EL students and oversees the initial assessments and accompanying mandates for EL students. This Coordinator also oversees the EL assessment center that provides an array of assessment and family support services to EL students and their families. The two positions under this coordinator also provide translation and interpretation services.

In addition to the four administrative positions in the Department of State and Federal Programs, the Department employs three Program Assistants to provide curricula and technical support to Title I schools and two Program Assistants who provide assessment services.

As previously shown in **Exhibit 7-11**, WCCUSD employs more administrators per pupil population than five of the six comparison school districts. The current level of administrative oversight is not needed in the Department of State and Federal Programs. Given the changes in federal legislation, particularly NCLB, greater accountability has been created for student performance and compliance with program requirements at the school level. School-based administrators are now responsible for serving as the instructional leaders of their schools, respectively, through the development of school improvement plans and analysis of student data for classroom instruction. A specific central office administrative position is not needed to coordinate these efforts at the school-level. School-based administrators must be held accountable for the development and implementation of single school programs including the analysis of site needs.

Responsibilities such as school improvement planning, supplemental services, and parent involvement programs in Title I schools must be coordinated and managed at the school level through the school improvement team. School-based coordination can ensure the direct connection between school goals and their implementation by parents, teachers and administration.

Schools must also be held fiscally responsible for federal funds. While the central office can monitor federal program compliance, the school must manage federal funds and adhere to timelines as linked to the school improvement plan and targeted areas of student performance. A specific central office administration position is not needed for this purpose. Fiscal management can be provided by fiscal management or clerical staff.

Greater efficiency can be created and a cost savings can be realized by WCCUSD with the decrease of administrative staff in the Department of State and Federal Programs. One administrator in the Department of State and Federal Programs can effectively work with school administrators in the administration, coordination, and monitoring of Title I funds. Through staff development and collaborative efforts with the proposed Department of Curriculum and Instruction and the Department of Student Assessment, one administrative position in the Department and Federal Programs can provide the necessary assistance to schools in compliance requirements related to school improvement planning and standards-driven instruction.

Three Program Assistants in State and Federal Programs provide technical assistance to classroom teachers. This function is split between the Department of State and Federal Programs and the Department of Curriculum and Instruction. Technical assistance, staff development, and embedded staff development can be better delivered from one department and can ensure continuity and consistency of the support being provided by curriculum specialists and content area coaches.

The Department of Special Education has the highest number of employees in the Division of Academic Support, including:

- One Senior Director of Special Education Local Plan Area with special emphasis on due process, compliance, state education, local plan, instructional aides, community advisory committee for special education, school psychologists and Response to Intervention (RTI) implementation.

- One Director of Special Education with day to day operations of the elementary and middle school special education programs, professional development, standards-based curriculum implementation, occupational therapists, nurses and alternative dispute resolution. This position will become vacant at the end of the 2006-07 school year.
- Two special education administrators who are primarily responsible for:
 - High schools, extended year, hearing impaired program and speech therapy services.
 - Nonpublic schools and related services, visually impaired program, IEP forms, compliance, the local plan, service plan, and budget plan, as well as surrogate parents.
- Two and one half (2.5) principals/administrators that provide administrative oversight for:
 - Transition Learning Center Principal (TLC) for students with severe behavioral disabilities in grades kindergarten through Grade 12.
 - Early Intervention Program Principal.
 - Transition Program (50 percent) – Contra Costa College and Section 504.
 - One school to career specialist with key emphasis on transition services and job placements for all secondary and 18-22 year old students. (35 percent of the salary is paid with federal funds);
- Six program assistants including:
 - One high school program specialist with key emphasis on transition services, school support, and student placement.
 - One middle school program specialist with key emphasis on full inclusion.
 - One early intervention preschool program with key emphasis on autism and cochlear implants.
 - Three elementary programs with key emphasis on behavioral classes, autism program, and Reading First (one position paid by Medi-Cal).
- Twelve clerical staff including one:
 - File clerk.
 - Transportation specialist.

- Intake bilingual clerk;
- MIS technician.
- Data entry clerk (3.5 hours per day).
- Account technician (50 percent Medi-Cal funded).
- Clerk III assigned to school psychologists.
- Clerk III assigned to nurses, speech therapists and staff development.
- Staff secretary assigned to the elementary programs, IEP form development, and department manuals.
- Clerk and bilingual clerk for records requests.
- Clerk III assigned to records requests.
- Secretary assigned as VI Brailist.
- Staff secretary assigned to middle school, high school, alternative school, and summer school.

In addition, there is one confidential secretary assigned to the Senior Director and three clerical staff based on Cameron School.

Based upon the special education student enrollment data provided by WCCUSD, there are 4,381 students identified as disabled and eligible to receive special education services in 2004-05 school year. The ratio of special education administrative and support staff is one staff to 292 students. The December 2006 pupil count reported to the state is 4,582. There are 4.0 central office administrators, 2.5 site administrators and 6.0 program specialists (non-administration). Therefore, there are 4.0 administrators for 4,733 or 1,183 students per administrator. Moreover, program specialists and administrators work with more than just identified students at the sites. They are involved with general education students who do not qualify for special education and support all students with the Learning Center Model.

Two and one-half special education administrators also serve as principals for special schools of programs, including the Transition Learning Center (1.0 FTE), the Early Intervention Program (1.0 FTE), and the Transition Program at the Contra Costa College (.5 FTE). This position is also .5 FTE for Section 504. If the Section 504 responsibilities were reassigned to another department, the principle administrator of the Transition Learning Center could also serve as the principal administrator of the Transition Program at Contra Costa College. The two programs are aligned in that transition is the key focus for secondary students with disabilities.

The WCCUSD principals report to the Regional Superintendents. To maintain consistency within the district, the principal administrators of the Transition Learning Center, the Early Intervention Program and the Transition Program at Contra Costa

College could also report to the Regional Superintendents. This would decrease the number of administrative staff reporting to the Director of Special Education and align secondary and early childhood special education services and programs with other regional schools within the WCCUSD.

One administrator can adequately manage curriculum, instruction, and special education service delivery. Currently, these functions are administered by the Director of Special Education and the special education administrator for middle and high school. With the vacancy of the Director of Special Education during the 2006-07 school year, the special education administrator for middle and high school could assume responsibility for kindergarten – twelfth grade curriculum, instruction and special education service delivery. Given that the department maintains 6.0 FTE Program Assistants that provide direct support to the schools, it is appropriate to assign one administrator to this function. As previously mentioned, there are 1.0 FTE Program Assistants assigned to high school with key emphasis on transition services and job development; 1.0 FTE Program Assistants assigned to middle school for full inclusion; 1.0 FTE assigned to the early intervention program; and 3.0 FTE assigned to the elementary programs.

Greater collaboration with the Department of Curriculum and Instruction for staff development and instructional services can decrease the need to duplicate these efforts in the Department of Special Education. During on-site visits, it was reported that the Department of Special Education has been very innovative in providing materials and training for teachers in special reading programs and intensive interventions. These initiatives, however, have not been consistently coordinated with other curriculum and instruction initiatives within the Department of Curriculum and Instruction.

With a realignment of roles and responsibilities within the Department of Special Education, clerical support can be decreased. One clerical support staff for the Director of Special Education Learning Plan Area must maintain a confidential secretary position. A Coordinator of Compliance and a Coordinator of Programs must also maintain a staff secretary. Such clerical positions as file clerk, transportation specialist, MIS technician, account technician, data clerk and account technician are warranted and are necessary to maintain student records and documentation of compliance with state and federal regulations. The clerical support for the Early Start Program is also warranted.

The Department of State and Federal Programs must be reorganized to ensure greater fiscal efficiency and improve the continuity and consistency of services provided to schools.

The WCCUSD receives funds from two sources for the California Preschool Program: Title I and the state of California. These funds are used to fund 22 preschool programs in eighteen public schools. The current staffing of the California Preschool Program is appropriate with one Coordinator and two Program Assistants. Currently, the Coordinator reports directly to the Chief Academic Officer. Greater efficiency can be realized if the California Preschool Program were assigned to a department of special programs, including all programs that are funded by state and federal funds.

RECOMMENDATION 7-2:

Consolidate state and federally funded programs and create a proposed Department of Special Programs.

WCCUSD should reorganize the state and federally funded programs, including the Departments of State and Federal Programs, the Department of Special Education, and California Pre-school Programs. The primary function of the Department of State and Federal Programs should be monitoring state and federal program compliance at the school level through preparation of the consolidated application, development of school budgets, and reviewing site expenditures. The Department of Curriculum and Instruction should provide technical assistance and instructional support to all schools, including Title I schools.

The reorganization of the Department of State and Federal Programs should include:

- Eliminate the Director of State and Federal Programs.
- Eliminate the one Coordinator of State and Federal Programs.
- Eliminate three Program Assistants of State and Federal Programs.
- Create a Director of Special Programs. A proposed Director of Special Programs position should serve as the lead administrator all state and federal programs, including Title I, Title III, special education, and preschool programs.

The primary function of the Department of Special Programs should be monitoring compliance of federal regulations and expenditure of funds. To effectively decrease the district-level administration and oversight of federal programs, school-based administrators should be held accountable for appropriate use of federal funds in conjunction with school improvement plans. The Department of Curriculum and Instruction should work collaboratively with the proposed Title I Coordinator in review of school improvement plans and implementation of research-based instructional strategies aimed to improved student performance.

The reorganization of the Department of Special Education should include:

- Reassign the Senior Director of Special Education Local Planning Area as the Senior Director of Special Programs. The proposed Senior Director of Special Programs should assume responsibility for all special programs, including Title I, Title III, Special Education, and California Preschool Program.
- Eliminate the Director of Special Education which will be vacant for the 2007-08 school year.
- Eliminate the special education administrator for the Transition Program at Contra Costa College and Sections 504. Transfer responsibility for the Transition Program at Contra Costa College to the special education administrator/principal for the Transition Learning Center. Transfer Section 504 responsibilities to the proposed administrator for student support services.
- Transfer the special education administrator principals of the Early Intervention Program and the Transition Learning Center to the Regional Superintendents;

- Reassign the one special education administrator as administrator for compliance, related services and Section 504.
- Reassign the special education administrator as the administrator of service delivery.
- Eliminate the staff secretary assigned to elementary programs, IEP form development and department manuals and transfer responsibilities to other clerical staff.
- Eliminate the in-take bilingual clerk position and reassign responsibilities to the bilingual records clerk.
- Eliminate the Clerk III assigned to nurses and speech therapists and reassign duties to the Clerk III assigned to school psychologists.

The primary function of the California Preschool program is to implement a developmentally appropriate preschool program. The current Coordinator of California Preschool Program and two Program Assistants should report directly to the proposed Director of Special Programs. The preschool staff should also collaborate with the Department of Curriculum and Instruction to ensure that preschool programs adequately prepare young children to be successful in kindergarten and later school years.

The organizational structure of proposed Department of Special Programs is shown in the previous **Exhibit 7-12**. As can be seen, there is one proposed Director of Special Programs, including Title I, Title III, Special Education, and California Preschool Programs. This proposed consolidation decreases the number of administrators in State and Federal Programs and Special Education realizing a substantial cost savings to the district.

The facilitation of grants should be transferred to the proposed Executive Director of Planning, Accountability and Technology. The alignment of grants facilitation is consistent with the other functions within the proposed Department of Planning, Accountability, and Technology. Given this realignment of grant functions, the following should occur:

- Eliminate the Facilitator of Grants and Special Projects. The responsibilities of this position can be assumed by existing staff assigned to the proposed Department of Planning, Accountability and Technology.
- Transfer the Grant Writer and Evaluation Specialist to the proposed Department of Planning, Accountability and Technology.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should direct the Chief Academic Officer to establish the Department of Special Programs. July 2007
2. The Chief Academic Officer should create the Department of Special Programs. July 2007

- | | |
|---|-------------------------------|
| 3. The Chief Academic Officer should develop the job description for the proposed Director of Special Programs. | July 2007 |
| 4. The Superintendent should approve the job description. | July 2007 |
| 5. The Chief Academic Officer should hire the Director of Special Programs. | July 2007 |
| 6. The Chief Academic Officer should determine the new roles, responsibilities, and functions of realigned staff. | August 2007 |
| 7. The Chief Academic Officer should clearly communicate the new central office structure to schools. | August 2007 |
| 8. The Chief Academic Officer and support staff should provide focused leadership to administrators, teachers, and staff in the implementation of Title I and Title III Programs. | September 2007
and Ongoing |

FISCAL IMPACT

The proposed reorganization of the Department of Special Programs should result in considerable cost savings to the district.

**EXHIBIT 7-15
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
DIVISION OF ACADEMIC SUPPORT
PROPOSED DEPARTMENT OF SPECIAL PROGRAMS
FISCAL IMPACT**

POSITION	SALARY	BENEFITS AT 13/23 PERCENT	TOTAL SALARY AND BENEFITS
Eliminate Director of State and Federal Programs	\$99,000	\$12,870	\$111,870
Eliminate one Coordinator of State and Federal Programs	\$93,000	\$12,090	\$105,090
Eliminate three program assistants for State and Federal Programs	\$68,000 X 3 = \$204,000	\$26,520	\$230,520
Eliminate Director of Special Education	\$99,000	\$12,870	\$111,870
Eliminate one Special Education Administrator	\$93,000	\$12,090	\$105,090
Eliminate three special education clerical positions	\$35,000 X 3 = \$105,000	\$24,150	\$129,150
Eliminate Facilitator of Grants and Special Programs	\$79,000	\$10,270	\$89,270

Source: Created by MGT, 2007.

Cost savings for a five year period include:

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate Director of State and Federal Programs	\$111,870	\$111,870	\$111,870	\$111,870	\$111,870
Eliminate One Coordinator of State and Federal Programs	\$105,090	\$105,090	\$105,090	\$105,090	\$105,090
Eliminate Three Program Assistants for State and Federal Programs	\$230,520	\$230,520	\$230,520	\$230,520	\$230,520
Eliminate Director of Special Education	\$111,870	\$111,870	\$111,870	\$111,870	\$111,870
Eliminate One Special Education Administrator	\$105,090	\$105,090	\$105,090	\$105,090	\$105,090
Eliminate Three Special Education Clerical Positions	\$129,150	\$129,150	\$129,150	\$129,150	\$129,150
Eliminate Facilitator of Grants and Special Programs	\$89,270	\$89,270	\$89,270	\$89,270	\$89,270
TOTAL SAVINGS	\$882,860	\$882,860	\$882,860	\$882,860	\$882,860

FINDING 7-3

WCCUSD has an over-reliance on classroom support aides.

Exhibit 7-16 shows the number of special education personnel, excluding special education instructors and teachers. As shown, the majority of special education personnel are teacher aides.

**EXHIBIT 7-16
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
DEPARTMENT OF SPECIAL EDUCATION
SPECIAL EDUCATION PERSONNEL DATA REPORT
COMPARISON OF TEACHER AIDES AND OTHER NONINSTRUCTIONAL
PERSONNEL
2005-06 SCHOOL YEAR**

PERSONNEL CATEGORY	FULLY CERTIFIED	NOT FULLY CERTIFIED
Vocational Education Specialist	1.45	0.00
Adapted Physical Education	4.20	0.00
Work-study Coordinator	.50	0.00
Psychologist	19.5	5.40
Occupational Therapist	20.20	0.00
Audiologist	1.0	0.00
Teacher Aide	366.49	0.00
Speech Pathologist	44.80	12.00
Supervisor/Administrator	5.00	0.00
Interpreter	7.80	0.00
Other Professional Staff	11.70	0.00
Non-professional Staff	11.42	0.00

Source: Created by MGT, 2007

It was reported during on-site interviews that as opportunities for inclusive education have increased, the request for classroom support aides has also increased. It was further reported that staff believe the request for additional teacher aide support is directly related to the lack of training of teachers and staff in making accommodations for students with disabilities in the general education setting or difficulty with managing challenging behaviors of some students.

The WCCUSD policy and guidelines for classroom support aides documents that the intent of the classroom support aide is to provide intense, short-term support to the student whose special needs are such that the student cannot benefit from the educational program without additional assistance. The policy manual further documents that the classroom support aides should not be considered as a permanent addition to the classroom.

When addressing the need for a classroom support aide, the IEP Team needs to complete a careful analysis to ensure that the IEP offers a free and appropriate public education (FAPE) in the least restrictive environment. The goal for a student with a disability is to encourage, promote, and maximize independence. If not carefully monitored, the classroom support aide can foster dependence.

The general categories to be considered for classroom support aides are:

- Behavior support.
- Instruction and inclusive education.
- Health or personal care issues.

Prior to requesting a classroom support aide, the IEP team must consider the following:

- Evaluate how existing staff is being used.
- Evaluate class grouping of students.
- Ensure that teachers have been trained on efficient use of classroom support aides.
- For behavior, a behavior support plan should be in place and is being implemented.
- For inclusion/instruction, supports, modifications and/or accommodations must be in place.
- For health care issues, a specialized health care plan be in place.

Project EVOLVE (United States Office of Special Education and Rehabilitative Services) guides schools in assessing their practices and in developing, implementing, and evaluating alternatives to over-reliance on paraprofessional supports. Schools establish improvement goals related to increased consultative services of professional staff. Project EVOLVE describes 12 categories of alternative service delivery that have been identified. These 12 alternatives include:

- Resource reallocation – shifting resources from paraprofessional positions to special educator or related services provider positions.
- Co-teaching – special education and general education teachers.
- Dual-certified general and special educator – classroom teacher who serves as the special educator for a small number of students with disabilities in the classroom.
- Building capacity and increasing ownership of general educators to support students with disabilities.
- Reassigning paraprofessional's roles to increase professional educator time with students with disabilities (i.e., paperwork paraprofessional).
- Differentiated teacher roles; all instructional faculty are certified educators.
- Improving working conditions of special educators (i.e., caseload parameters).
- Improving working conditions of general educators (i.e., class size and composition).
- Peer support strategies: social/personal or academic.
- Self-determination – involving students with disabilities in determining their own supports.

- Information sharing (i.e., with families about paraprofessional supports, pros and cons).
- Physical placement and rearrangement of students with disabilities within general education classrooms.

RECOMMENDATION 7-3:

Expand consultative services from professional staff throughout the district and reduce the over-reliance on classroom support aides.

WCCUSD should expand consultative services from professional staff and reduce the over-reliance on classroom support. Consultative services should be established as a viable service delivery model for related services such as physical therapy and occupational therapy, thus allowing students with disabilities to participate in the general education setting to the greatest extent possible. With such an expansion the district should realize a cost savings by reducing the number of classroom support aides. The Department of Special Education should pilot a consultative project such as Project Evolve at selected schools and evaluate its success. Based upon the evaluation results, the Director of Special Education should develop an expansion and budget plan for decreasing staff allocations for classroom support aides.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------|
| 1. The Superintendent should direct the Chief Academic Officer and the Director of Special Education to reduce the over-reliance on classroom support aides. | July 2007 |
| 2. The Chief Academic Officer and the Director of Special Education should develop a consultative services model to reduce the over-reliance on classroom support aides. | July 2007 |
| 4. The Superintendent should approve the model. | July 2007 |
| 5. The Chief Academic Officer and the Director of Special Education should provide staff development on the consultative services model. | July 2007 |
| 6. The Chief Academic Officer and the Director of Special Education should implement the consultative services model. | August 2007 |
| 7. The Chief Academic Officer and the Director of Special Education should evaluate the consultative services model. | April 2008 |
| 8. The Chief Academic Officer and the Director of Special Education should expand the consultative services model and develop a budget plan for decreasing staff allocations for classroom support aides. | August 2008 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing funds from IDEA.

7.3 Student Support Services

The purpose of the student support services is to coordinate and deliver services which contribute to the holistic development of children, provide support to families, and promote improvement of schools. These services emphasize prevention and intervention support systems, as well as use of appropriate resources. The ultimate purpose of the student support services is to maximize coordinated efforts that focus upon students' health, social, and emotional development in reducing barriers to learning, while enabling students to achieve optimally.

FINDING 7-4

WCCUSD does not have a Department of Student Support Services. Given the current administrative structure, student support services are located in the Office of Comprehensive Health, the Office of Academic Intervention, and the Department of Special Education. There is no district oversight of counseling services as school guidance counselors report directly to the school-based administrator.

The mission of the Office of Comprehensive School Health is to

“Ensure the academic, physical and emotional growth of WCCUSD’s children and youth by assisting schools in building their capacity to meet the needs of the whole child.”

The comprehensive school health objectives are to:

- *Decrease the number of students reporting tobacco, alcohol and marijuana use.*
- *Increase the number of students feeling safe at school.*
- *Increase the number of students who report having caring relationships within the school environment.*
- *Increase the number of students who are reporting high expectations and opportunities to participate in the school environment.*

Exhibit 7-17 shows the programs that are implemented by the Office of Comprehensive School Health. As shown, the Office of Comprehensive School Health offers extensive prevention programs to students throughout the district. The Office of Comprehensive School Health currently employs one Coordinator and one Program Assistant.

The Coordinator of Comprehensive School Health is currently responsible for developing and implementing district policies to ensure compliance with state and federal legislation. In the past year it was necessary to make revisions to existing policies having to do with discrimination and sexual harassment in order to comply with state legislation.

The area of comprehensive school health is broad in scope. In addition to overseeing the mandated instructional programs and related professional development, several federal and state grants are coordinated through the office. These grants provide the development and implementation of programs that require the management of a number of staff at the school site. There are more than 50 teachers and staff involved in these prevention programs at the school- level.

School nurses and school psychologists are currently located in the Department of Special Education. These functions better align with similar functions of student support services. With a realignment of prevention and intervention services and personnel, WCCUSD can provide more comprehensive and collaborative intervention services, including classroom interventions prior to referral for evaluation for special education and 504 plans and services.

The 21st Century Community Learning Center Program has been previously discussed in the Section 7-2 Special Programs of this chapter. The 21st Century Community Learning Center Program is better aligned with student support services as it provides extended learning opportunities for students after the school day in a safe environment.

**EXHIBIT 7-17
WEST CONTRA COSTA SCHOOL DISTRICT
DIVISION OF ACADEMIC SUPPORT
OFFICE OF COMPREHENSIVE SCHOOL HEALTH
PREVENTION PROGRAMS
2006-07 SCHOOL YEAR**

Title IV (Safe and Drug Free Schools:

- **Drug/Alcohol/Tobacco/Violence Research Validated Programs**
 - Too Good for Drugs (Grades 4-6)
 - Project Alert (Grade 7)
 - Towards No Drug Use (Grade 9)
 - Second Step (Grades K-8)
- **Professional Development:**
 - Prevention Instruction
 - Second Step Violence Prevention
 - Peer Program Development, Safe Schools for All
- **Youth Development:**
 - Youth Educator Program
 - Peer Programs, Youth Conferences
 - Conflict Mediation Programs
- **California Healthy Kids Survey: Grades 5, 7, 9, 11**
- **Parent Resources:**
 - UpDATE Newsletter, Saturday Care Class, Presentations
- **Saturday Care Class:**
 - Intervention Class for Grades 7-12 (violation of drug, alcohol policy)
- **Intervention Services:**
 - Gateway Counseling Program (Middle Schools), Y TEAM
- **Community Partnerships:**
 - Safe and Drug Free Schools Advisory Board
- **Task Forces, Steering Committees:**
 - District Safety Committee South East Asian Task, Local Committee
- **Tobacco Use Prevention Education (Grades 4-8):**
 - Professional Development
 - Prevention Instruction
 - Intervention
- **High School Tobacco Prevention Grant:**
 - Prevention Instruction
 - Tobacco Intervention Groups
 - Cessation Classes
 - Peer Educator
- **Mentoring Grant**
- **HEAL Grant**
- **TRSSP Grant**
- **Mandated HIV/Growth and Development Instruction**
- **Condom Availability Program**
- **Community Based Organizations Liaisons/Comprehensive Health Prevention Programs**
- **Local Task Force**

Source: WCCUSD, Office of Comprehensive School Health, 2006.

There are currently 37 district school guidance counselors servicing the secondary schools. Every school has at least two counselors though more are staffed with three. Site principals, or designee, directly supervise their site counselors. School guidance counselors meet once per month to offer the counselors the opportunity to collaborate, receive updates, and voice concerns and or issues.

The McKinney-Vento Homeless Assistance Act: Education of Homeless Children and Youth provides policy for homeless and foster youth services:

Each state educational agency shall ensure that each child of a homeless individual and each homeless youth has equal access to the same free, appropriate public education, including a public preschool education, as provided to other children and youth.

Homeless children and youth should have access to the education and other services that such children and youth needs to ensure that such children and youth have an opportunity to meet the same challenging state student academic achievement standards to which all students are held.

WCCUSD lacks sufficient staff to coordinate homeless and foster youth services. Great emphasis and staff support must be allocated to coordinate homeless and foster youth services.

RECOMMENDATION 7-4:

Create a Department of Student Support Services.

WCCUSD should establish a Department of Student Support Services. The department's focus should be on alignment and provision of services that contribute to the holistic development of children, provide support to families, and promote improvement of schools. These services should emphasize prevention and intervention support systems, as well as use of appropriate resources.

The implementation of the proposed organizational structure of the Department of Student Support Services includes:

- Create a Director of Student Support services.
- Create a Coordinator of Comprehensive School Health.
- Assign school nurses to the proposed Coordinator of Comprehensive School Health.
- Transfer the Academic Intervention Program and staff to the proposed Department of Student Support Services and expand the duties of the Coordinator of the Academic Intervention Program to include school-linked services.
- Create a Coordinator of Homeless/Foster Youth Services.

- Create a Coordinator of School Guidance and Psychology Services. Assign Response to Intervention and 504 Compliance to the proposed Coordinator of School Guidance and Psychology Services.

- Create two clerical positions.

The organizational structure of proposed Department of Student Support Services is previously shown in **Exhibit 7-12**. As can be seen, there is one proposed Director of Special Programs, including Title I, Title III, Special Education, and California Preschool Programs. This proposed consolidation decreases the number of administrators in State and Federal Programs and Special Education realizing a substantial cost savings to the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------------|
| 1. The Superintendent should direct the Chief Academic Officer to establish the Department of Special Programs | July 2007 |
| 2. The Chief Academic Officer should create the Department of Special Programs. | July 2007 |
| 3. The Chief Academic Officer should develop the job description for the proposed Director of Special Programs. | July 2007 |
| 4. The Superintendent should approve the job description. | July 2007 |
| 5. The Chief Academic Officer should hire the Director of Special Programs. | August 2007 |
| 6. The Chief Academic Officer and should determine the new roles, responsibilities, and functions of realigned staff. | August 2007 |
| 7. The Chief Academic Officer should clearly communicate the new central office structure to schools. | August 2007 |
| 8. The Chief Academic Officer and support staff should provide focused leadership to administrators, teachers, and staff in the implementation of Title I and Title III Programs. | September 2007
and Ongoing |

FISCAL IMPACT

The proposed reorganization of the Department of Curriculum and Instruction should result in considerable cost savings to the district as shown in **Exhibit 7-18**.

**EXHIBIT 7-18
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
DIVISION OF ACADEMIC SUPPORT DIVISION
PROPOSED DEPARTMENT OF STUDENT SUPPORT SERVICES
FISCAL IMPACT**

POSITION	SALARY	BENEFITS AT 13/23 PERCENT	TOTAL SALARY AND BENEFITS
Create Director of Student Support Services	(\$100,000)	(\$13,000)	(\$113,000)
Create Coordinator of Comprehensive School Health	(\$65,000)	(\$8,450)	(\$73,450)
Create Coordinator Homeless/Foster Youth Services	(\$65,000)	(\$8,450)	(\$73,450)
Create Coordinator of Counseling and Psychological Services	(\$65,000)	(\$8,450)	(\$73,450)
Create two clerical positions.	(\$70,000)	(\$16,100)	(\$86,100)

Source: Created by MGT, 2007.

Cost savings for a five year period include:

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Create Director of Student Support Services	(\$113,000)	(\$113,000)	(\$113,000)	(\$113,000)	(\$113,000)
Create Coordinator of Comprehensive School Health	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)
Create Coordinator Homeless/Foster Youth Services	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)
Create Coordinator of Counseling and Psychological Services	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)
Create Two Clerical Positions	(\$86,100)	(\$86,100)	(\$86,100)	(\$86,100)	(\$86,100)
TOTAL SAVINGS	(\$419,450)	(\$419,450)	(\$419,450)	(\$419,450)	(\$419,450)

7.4 Adult Education

The vision of the WCCUSD Adult Education program is:

The whole community of West Contra Costa Unified School District has knowledge of and access to adult education. West Contra Costa Adult Education provides positive life-long learning experiences in a safe student-centered environment.

West Contra Costa Adult Education serves the needs of the community through partnerships with the WCCUSD departments and schools, business community and other community agencies.

The West Contra Costa Unified School District views the Adult Education program as the provider of parent education, which strengthens the family, school and child relationships.

The mission of the WCCUSD Adult Education is:

West Contra Costa Adult Education provides the West Contra Cost Unified School District community with the highest quality life-long learning experiences with high expectations, options and opportunities for all students' futures.

FINDING 7-B

WCCUSD provides a comprehensive adult education program that addresses the needs of special populations, district employees, English learners, parents, returning students, and the community at-large.

The West Contra Costa Adult Education (WCCAE) has several programs that serve students with special needs including older adults, adults with disabilities, adult basic education and the district transition high school diploma program for students with disabilities, ages 18-22 years.

Each year WCCAE makes a special effort to serve current high school students who need to repeat a failed course in order to graduate with their class. These students are concurrently enrolled with WCCAE and attend Adult School classes after the regular school day. Through these efforts, students are able to graduate with their class and continue with their educational and career goals.

WCCAE also works closely with the district to provide three educational programs to district classified employees including classified training, test preparation for instructional aides who are required to demonstrate highly qualified status under No Child Left Behind (NCLB), and staff development for special education to help meet the needs of special education students.

WCCAE was reviewed by the Western Association of Schools and Colleges (WASC) in 2005. Commendations include:

- Involving all stakeholders in the school-wide development and adoption of educational standards.
- Implementing a creative and innovative guidance system that mitigates the lack of a formal testing and counseling position.

- Involving the community to remove barriers caused by travel to allow greater participation in community groups, and creation of classes that meet a wide variety of community needs.
- Providing an array of courses to a widely diverse student audience in a strong educational setting.
- Engaging students in learning and appreciation of the instructors.
- Offering a variety of stimulating and challenging activities that encourage students to become actively involved in their learning.
- Demonstrating highly qualified and dedicated administration, teaching, and support staff that strives to meet the needs of a diverse student population.
- Providing a community outreach position to help market the school's programs.

WCCAE functions as a separate school with one director of adult education, one principal, and two assistant principals. The program is fiscally well managed and provides exemplary instruction and services throughout the community.

COMMENDATION 7-B:

WCCUSD is commended for the provision of an exemplary adult education program.

8.0 FOOD SERVICES

8.0 FOOD SERVICES

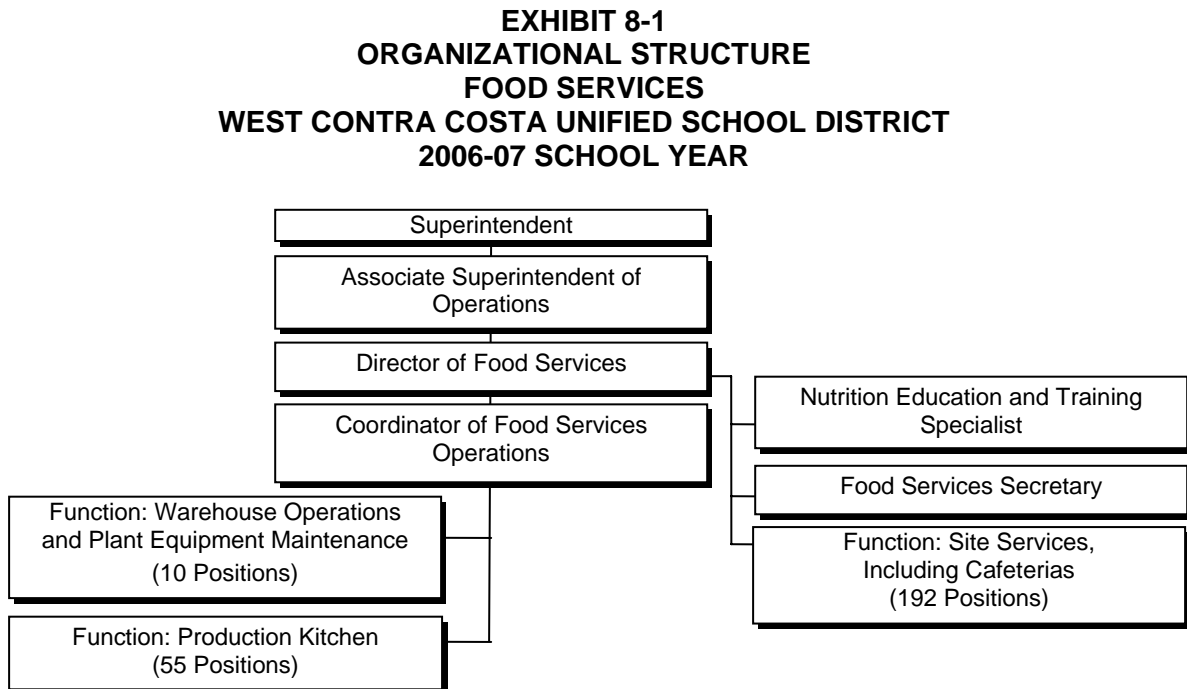
This chapter presents findings, commendations, and recommendations regarding food services operations in the West Contra Costa Unified School District (WCCUSD). The four major sections in this chapter are as follows:

- 8.1 Organization and Management
- 8.2 Policies and Procedures
- 8.3 Financial Performance
- 8.4 Student Meal Participation

CHAPTER SUMMARY

The USDA award-winning food services program of WCCUSD offers breakfast and lunch each school day to over 24,000 students and adults at 55 campuses (40 elementary schools and 15 middle and high schools) in the cities of Richmond, El Cerrito, San Pablo, El Sobrante, Pinole, Kensington, and Hercules. A central kitchen, located near the WCCUSD administration offices in Richmond, handles the preparation and delivery of breakfasts and lunches to each of the school district's elementary school locations. The elementary schools are considered to be finishing kitchens since most of the cooking and preparation is done at the central kitchen.

Currently, as illustrated in the organizational chart in **Exhibit 8-1**, the Director of Food Services has five direct reports: the Coordinator of Food Services Operations, the Nutrition Education and Training Specialist, the Food Services Secretary, and the two area supervisors within the Site Services function. In total, the WCCUSD Food Services Department is comprised of 261 positions.



Source: WCCUSD, Food Services Department, January 2007.

The following areas merit commendation and are discussed in detail later in this chapter:

- The school district was awarded the 2006 Sunshine Award by the USDA.
- WCCUSD does not use deep fryers in the preparation of student meals.
- The Food Services Department actively uses strategic plans to achieve objectives through action plans and updates to the Director of Food Services.
- The district has established a student garden at Verde Elementary School, with the ultimate goal of providing vegetables for the cafeteria.
- Posters containing nutrition information for each entrée are displayed in cafeterias.

The following recommendations are proposed in this chapter:

- Shift Food Services staff to ensure that most, if not all, schools are at benchmark levels for meals per labor hour (MPLH) **(Recommendation 8-1)**.
- Track MPLH to accurately compare the number of meals served to the number of labor hours **(Recommendation 8-2)**.
- Prepare and execute a succession plan for the Food Services Department **(Recommendation 8-3)**.
- Train and track training of all cafeteria staff in food safety, reheating, and sanitation procedures, regardless of whether they are employed at an elementary, middle, or high school **(Recommendation 8-4)**.
- Require that managers 1) complete evaluation forms for all Food Services staff, 2) follow up on evaluations, and 3) revise evaluation forms to include objective criteria **(Recommendation 8-5)**.
- Require that all WCCUSD schools have staggered lunches comprised of two or three lunch periods. **(Recommendation 8-6 B)**.
- Remove from WCCUSD schools all vending machines that sell anything beyond water, drinks containing more than 50 percent juice with no added sweeteners, milk, sports drinks, or snacks that adhere to state guidelines. **(Recommendation 8-7 C)**.
- Prevent student and parent organizations from competing with the district during lunch periods, and close all student concession rooms, including the room at Kennedy High School **(Recommendation 8-8)**.

- Ensure that custodians thoroughly clean all meal service areas after meal service ends, and hold custodians accountable for their responsibilities **(Recommendation 8-9)**.
- Ensure that all custodial supplies are properly stored when not in use **(Recommendation 8-10)**.
- Assist parents in completing free or reduced-price lunch applications during student registration **(Recommendation 8-11 C)**.
- Pursue the use of purchasing cooperatives and reduce the cost of food to 36 percent of total revenue **(Recommendation 8-12)**.
- Implement a communication plan between school administration and Food Services staff to ensure food is only prepared for students present during campus lunch and that entrée selection counts for elementary and middle school classes are provided prior to lunch **(Recommendation 8-13)**.
- Create and enforce a cash counting policy requiring two signatures for each cash deposit **(Recommendation 8-14)**.
- Implement the automated point-of-sale system, including the reporting capabilities, throughout the school district **(Recommendation 8-15)**.
- Create and analyze monthly profit and loss reports and monthly cost per meal reports by campus and meal **(Recommendation 8-16)**.
- Develop and implement strategies to improve student participation rates **(Recommendation 8-17)**.
- Develop student surveys, analyze the results, and follow up on strategies to increase student participation **(Recommendation 8-18)**.

8.1 Organization and Management

Food Services operations must be organized and managed effectively. It is essential that leadership coordinate planning, implement policies, and ensure that cafeteria staff follow proper procedures and students receive nutritious meals on a daily basis.

FINDING 8-1, 8-2

The district does not calculate meals per labor hour, and the majority of the secondary schools are not within industry benchmark levels for MPLH.

MPLH measures the number of full meals and meal equivalents served, divided by the number of employee hours worked. MPLH calculations can be used as a guide for variable hours regarding the production and serving of meals.

Exhibit 8-2 shows the average number of meals served per day during September 2006, budgeted allocation of staff hours, MPLH for meals served, industry benchmark staffing hours, and over/under staff hours as compared to benchmark data for each school. As shown:

- All but one of the 40 elementary schools were above the industry benchmark for staffing hours, by a range of 7 to 17 hours.
- Ten elementary schools had an MPLH higher than 100.
- The MPLH for elementary schools ranged from 6 to 177, with the average at 68.
- Thirteen of the 15 secondary schools were below the industry benchmark for staffing hours, by a range of 4 to 21 hours.
- The MPLH for secondary schools ranged from 9 to 28, with the average at 13.

**EXHIBIT 8-2
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
MEALS PER LABOR HOUR AND STAFFING HOURS
COMPARED TO BENCHMARK LEVELS
SEPTEMBER 2006**

ELEMENTARY SCHOOLS	AVERAGE NUMBER OF MEALS SERVED PER DAY	STAFFING HOURS	MEALS PER LABOR HOUR (MPLH)	INDUSTRY BENCHMARK ON STAFF HOURS	STAFF HOURS OVER/UNDER BENCHMARK
Bayview	1,025	9.00	114	23	14
Castro	139	3.75	37	13	9
Chavez	1,138	12.00	95	23	11
Collins	254	6.00	42	16	10
Coronado	605	6.00	101	20	14
Dover	1,181	10.25	115	23	13
Downer	1,592	9.00	177	23	14
El Sobrante	139	5.50	25	13	8
Ellerhorst	172	6.00	29	14	8
Fairmont	180	3.75	48	14	10
Ford	920	8.00	115	23	15
Grant	1,349	9.25	146	23	14
Hanna Ranch	226	7.00	32	15	8
Harbor Way	22	3.50	6	12	9
Harding	142	5.25	27	13	8
Highland	574	12.00	48	19	7
Kensington	105	3.75	28	13	9
King	459	9.00	51	19	10
Lake	846	7.00	121	23	16
Lincoln	587	6.75	87	19	12
Lupine Hills	178	4.00	45	14	10
Madera	92	3.50	26	12	9
Mira Vista	225	18.75	12	15	(4)
Montalvin	828	6.00	138	23	17
Murphy	193	5.00	39	14	9

EXHIBIT 8-2 (Continued)
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
MEALS PER LABOR HOUR AND STAFFING HOURS
COMPARED TO BENCHMARK LEVELS
SEPTEMBER 2006

ELEMENTARY SCHOOLS	AVERAGE NUMBER OF MEALS SERVED PER DAY	STAFFING HOURS	MEALS PER LABOR HOUR (MPLH)	INDUSTRY BENCHMARK ON STAFF HOURS	STAFF HOURS OVER/UNDER BENCHMARK
Nystrom	824	9.25	89	23	14
Ohlone	245	6.25	39	15	9
Olinda	146	3.25	45	13	10
Peres	675	4.25	159	20	16
Riverside	354	9.00	39	18	9
Shannon	193	3.75	51	14	10
Sheldon	224	6.00	37	15	9
Stedje	412	4.50	92	19	15
Stewart	247	6.25	40	15	9
Tara Hills	323	5.50	59	18	13
TLC	139	4.00	35	13	9
Valley View	166	3.75	44	14	10
Verde	615	3.75	164	20	16
Washington	432	7.75	56	19	11
Wilson	443	8.50	52	19	11
Elementary School Average	465	6.64	68	17	11
SECONDARY SCHOOLS					
Adams Middle	468	29.00	16	17	(12)
Crespi Middle	464	25.50	18	17	(9)
De Anza High	375	25.50	15	16	(10)
El Cerrito High	235	27.00	9	14	(13)
Gompers	20	1.50	13	10	9
Helms Middle	516	32.50	16	17	(16)
Hercules High	286	29.50	10	15	(15)
Hercules Middle	343	22.50	15	16	(7)
Kennedy High	430	35.50	12	17	(19)
Lovonya De Jean Middle	581	32.00	18	17	(15)
Pinole High	463	38.50	12	17	(22)
Pinole Middle	309	20.00	15	16	(4)
Portola Middle	323	25.50	13	16	(10)
Richmond High	659	39.00	17	18	(21)
Middle College	28	1.00	28	10	6.68
Secondary School Average	597	42.69	13	16	(10)

Source: Created by MGT of America, Inc., based on data from the WCCUSD Food Services Department, December 2006. Benchmark data provided by *Controlling Costs in the Food Service Industry*, 3rd ed., 2000.

If WCCUSD continues to have schools above the industry benchmarks for MPLH, it will be spending more money on Food Services staff than necessary. A best practice is to keep staff hours at industry benchmark levels.

RECOMMENDATION 8-1:

Shift Food Services staff to ensure that most, if not all, schools are at benchmark levels for meals per labor hour.

While the district has efficient MPLH levels at nearly all of its elementary schools, the majority of the secondary schools fall below the industry benchmarks for MPLH. Staffing levels should be more consistent throughout the district. The implementation of this recommendation should establish the appropriate staffing levels at each school, which will help ensure that MPLH levels are efficient across the entire district.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------------|
| 1. The Director of Food Services should contact the labor union representing staff to inform them of a reduction in staff hours. | July 2007 |
| 2. The Director of Food Services should follow the proper labor union steps to ensure the reduction of staff hours prior to the next school year. | July – August 2007 |
| 3. The Director of Food Services should notify all managers of the reductions while emphasizing the importance of MPLH and the financial implications for the school district of having more staff than needed per industry standards. | August 2007 |
| 4. The Director of Food Services should make the necessary changes in the budget for the 2007-08 school year. | September 2007 |
| 5. The Director of Food Services should continually monitor the staffing hours to ensure that the school district is in line with industry standards. (See Recommendation 8-2.) | December 2007
and Ongoing |

FISCAL IMPACT

WCCUSD should maintain current staffing levels at cafeterias performing above industry standards and reduce staff at other schools, which would result in a cost savings of approximately \$400,161 per year, or \$2,000,808 over a 5-year period.

The school district should see a reduction in labor costs of \$2,223.12 per day based on an average of \$12.56 per hour for staff. (An average was used to determine the fiscal impact since specific pay rates for individual Food Services employees were not obtained from WCCUSD). MGT's calculations were based on the following:

- Mira Vista Elementary School (the average of \$12.56 per hour × 4 hours below benchmark levels = \$50.24)
- Adams Middle School (the average of \$12.56 per hour × 12 hours below benchmark levels = \$150.72)
- Crespi Middle School (the average of \$12.56 per hour × 9 hours below benchmark levels = \$113.04)
- De Anza High School (the average of \$12.56 per hour × 10 hours below benchmark levels = \$125.60)

- El Cerrito High School (the average of \$12.56 per hour × 13 hours below benchmark levels = \$163.28)
- Helms Middle School (the average of \$12.56 per hour × 16 hours below benchmark levels = \$200.96)
- Hercules High School (the average of \$12.56 per hour × 15 hours below benchmark levels = \$188.40)
- Hercules Middle School (the average of \$12.56 per hour × 7 hours below benchmark levels = \$87.92)
- Kennedy High School (the average of \$12.56 per hour × 19 hours below benchmark levels = \$238.64)
- Lovonya De Jean Middle School (the average of \$12.56 per hour × 15 hours below benchmark levels = \$188.40)
- Pinole High School (the average of \$12.56 per hour × 22 hours below benchmark levels = \$276.32)
- Pinole Middle School (the average of \$12.56 per hour × 4 hours below benchmark levels = \$50.24)
- Portola Middle School (the average of \$12.56 per hour × 10 hours below benchmark levels = \$125.60)
- Richmond High School (the average of \$12.56 per hour × 21 hours below benchmark levels = \$263.76)

To achieve benchmark standards for MPLH in all schools, the district should reduce the 177 extra hours per day from the staff hours that are below industry benchmarks for the one elementary school and 13 secondary schools. The \$12.56 average hourly rate for WCCUSD food service staff times 177 extra hours per day equals \$2,223.12; \$2,223.12 times 20 days equals \$44,462.40 per month in net savings; and \$44,462.40 per month net savings times 9 months equals an annual total labor savings of \$400,161. These figures were based on 2006-07 labor costs and average daily meals served during the same period.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Shift Food Service to Ensure Meals per Labor Hour Are at Benchmark Levels	\$400,161	\$400,161	\$400,161	\$400,161	\$400,161

RECOMMENDATION 8-2:

Track meals per labor hour to accurately compare the number of meals served to the number of labor hours.

Tracking MPLH will enable Food Services to determine if schools are not at industry benchmark levels or if staff should be redistributed among the schools, which could reduce labor costs across the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---|
| 1. The Coordinator of Food Services Operations should calculate on a monthly basis the average number of meals served per day, staffing hours, and MPLH for each school that serves meals. | January –
February 2008
and Ongoing |
| 2. The Coordinator of Food Services Operations should compare the MPLH for each school to industry benchmark levels. For schools that are not within benchmark levels for three months in a row, the Coordinator of Food Services Operations should reduce staff labor hours to be in line with benchmark levels. | March 2008
and Ongoing |
| 3. For those schools requiring a reduction in staff hours, the district should follow the implementation steps outlined in Recommendation 8-1 . | As Needed |

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources and should result in a more efficient labor force, as discussed in **Recommendation 8-1** and the associated fiscal impact statement.

FINDING 8-3

WCCUSD does not have a succession plan in place for the Food Services Department. The director has been with the department for over 25 years and plans to retire in the next few years.

In interviews with Food Services staff, the evaluation team discovered that there was no succession plan in place for the director. This leaves the district at great risk of losing much of the institutional knowledge about the Food Services Department when the director departs.

A best practice would be for the district to institute a succession plan for the Director of Food Services. Other school systems, such as the Harbor Creek School District in Pennsylvania, have instituted succession plans for turnover among administrators.

RECOMMENDATION 8-3:

Prepare and execute a succession plan for the Food Services Department.

Having a succession plan for the department should help to mitigate any loss of institutional knowledge when the current director leaves. It will also ensure that the

department runs smoothly once the current director retires and let staff know what to expect during the transition.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|----------------------------|
| 1. The Director of Food Services should create a document outlining her job responsibilities, her recurring tasks, and the location of information (both electronic and hard copy) needed for the job. | July 2007 |
| 2. The Director of Food Services should work with the Associate Superintendent of Operations to identify a candidate for the next Director of Food Services. | July 2007 |
| 3. The Director of Food Services should work with this candidate daily to conduct a knowledge transfer of the daily operations of the department and the job responsibilities of the director. | August 2007
and Ongoing |

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources. Furthermore, it should provide a cost savings by helping to mitigate any loss in productivity or institutional knowledge, so that the department can continue to operate at its current capacity.

FINDING 8-4

Food safety training is not consistently given to all Food Services employees throughout the district. Interviewees indicated that food safety training had been attempted in the past.

In addition, the cafeteria staff at the elementary schools are not required to have training in food reheating or sanitation procedures. Staff informed MGT that the staff at middle and high schools were required to have such training.

Staff who are not fully trained in food safety, reheating, and sanitation procedures put WCCUSD at risk of experiencing health issues with food served to students—a situation that any school district certainly wishes to avoid.

A best practice would be to provide all WCCUSD Food Services employees who are within the Production Kitchen and Site Services functions with adequate training. Selah Public Schools in Washington provide formal annual training for food service personnel, in addition to other training throughout the year with neighboring school districts. Informal training activities occur through monthly safety meetings, and off-site visits have been held so staff can learn of possible ways to improve their services.

RECOMMENDATION 8-4:

Train and track training of all cafeteria staff in food safety, reheating, and sanitation procedures, regardless of whether they are employed at an elementary, middle, or high school.

Fully training all cafeteria staff in these three areas will ensure that all meals prepared at WCCUSD meet health and safety standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|-----------------------------|
| 1. The Coordinator of Food Services Operations should identify all positions that will need to be trained in food safety, reheating, and sanitation procedures for the next school year (approximately 261 positions within the Production Kitchen and Site Services functions). | July 2007 |
| 2. The Coordinator of Food Services Operations should identify three dates at the beginning of the 2007-08 school year in which to train the necessary staff. In addition, the Coordinator of Food Services Operations should find a meeting room in the district large enough to seat 100 people. | August 2007 |
| 3. The Coordinator of Food Services Operations should notify all affected staff of the upcoming training dates at the beginning of the 2007-08 school year, specifying that each employee will need to attend one day of training. | August 2007 |
| 4. The Coordinator of Food Services Operations should create a program to train the necessary staff in food safety, reheating, and sanitation procedures. The training should cover all necessary materials within an 8-hour day. | September –
October 2007 |
| 5. The Coordinator of Food Services Operations should conduct three days of training for the necessary Food Services staff. The training should be identical over the three days, and one-third of the necessary staff should attend each day. | October 2007 |
| 6. The Coordinator of Food Services Operations should track the training for each employee to ensure that all staff have been trained. If some employees do not attend the training, a follow-up training may be given for this smaller group. | October 2007
and Ongoing |

FISCAL IMPACT

The district will need to pay the necessary Food Services staff an extra 8 hours of pay to attend this training. It may be possible to deliver the training in a WCCUSD meeting room, which would be free of charge. The approximate cost for the extra 8 hours of pay

may be calculated as follows: 261 staff × \$12.56 average hourly wage × 8 hours of training = \$26,255 for the training. MGT recommends that this training be performed yearly, so this would be an annual cost; the 5-year cost would thus be \$131,125.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Train All Necessary Food Service Staff in Food Safety, Reheating, and Sanitation Procedures	(\$26,255)	(\$26,255)	(\$26,255)	(\$26,255)	(\$26,255)

FINDING 8-5

Interviewees indicated that employee evaluations were not completed for all Food Services staff, and that no follow-up was conducted on those evaluations that had been completed. In addition, the evaluation form was reported to be too subjective.

If WCCUSD continues this practice of not completing staff evaluations, staff who are not evaluated will have no feedback on their performance. Additionally, the district will have no documentation on non-performing employees, hampering any attempts to dismiss them. Furthermore, if staff evaluations are too subjective, with not enough objective criteria, employees may be frustrated that they are all being evaluated by different standards. Objective criteria for food services staff may include the average number of meals served during meal periods, number of absences, or cleanliness of kitchen area.

Best practices would be to complete evaluations for all employees, to follow up on evaluations, and to create an evaluation form that is objective. The Food Services Department of the Pittsburgh School District in Pennsylvania implemented and continues to support a targeted and regular personnel evaluation process. At the elementary level, the Pittsburgh School District uses the “Chief Lunch Aides Performance Summary” form, which requires the coordinator to review and evaluate whether the chief lunch aide is satisfactory, below average, or unsatisfactory in the following areas directly related to job responsibilities:

1. Ability to follow ordering procedures:
 - a. Milk/dairy items
 - b. Breakfasts/lunches
 - c. Supply orders
 - d. Bagged lunches

2. Ability to follow verbal/written instructions:
 - a. Elementary manager’s verbal instructions
 - b. CLA procedures manual
 - c. Weekly memos

3. Ability to meet paperwork deadlines
4. Ability to manage lunch aides
5. Organizational skills
6. Ability to plan and implement accountability procedures
7. Ability to follow and enforce safety and sanitation procedures
8. Ability to complete timesheets
9. Ability to prepare cash reports and make deposits
10. Ability to count rosters and prepare edit check sheets
11. Overall rating

Both the chief lunch aide and the coordinator must sign the review. At the middle and high schools, one supervisor and one coordinator conduct on-site cafeteria reviews and performance evaluations of cafeteria managers. They use a common form to conduct the reviews, which cover the following areas:

- Written collection procedures:
 - Is a copy of the written procedure describing the counting and money collection system available on site?
 - Is the counting procedure used at the site the same as that described in the written procedure?
 - Does this system agree with the system approved by the state agency?
- Meal counting system:
 - Is the meal count taken at that point in the food service operation where a determination can accurately be made that a reimbursable free, reduced-price, or full-price meal has been served to an eligible child?
 - Does the system provide an accurate count of the number of reimbursable free, reduced-price, and full-price meals served to eligible children on a daily basis?
 - Are adequate procedures in place to prevent the claiming of more than one reimbursable lunch per day per child?
 - Does the system prevent over-identification of children eligible for free and reduced-price meals?
- Meals served:
 - Do all the meals served and claimed contain all required food items?
 - Is each child allowed to make his/her own selection of the food items required under the Offer versus Serve provision to be counted as a reimbursable meal?

- Are portion sizes provided that meet the requirements as indicated in the meal pattern?
- Are both unflavored low-fat milk and whole milk offered at each serving line throughout the entire serving period?

Once the coordinator or supervisor completes the on-site review, Food Services administrators meet to discuss and develop a preliminary review. In the preliminary review, they consider:

- The manager's performance.
- The employees' performance.
- The school's increase or decrease in participation (comparing breakfast and lunch of the current year to breakfast and lunch of the previous year).
- Projects/promotions.
- Future needs/recommendations.

The results of the preliminary reviews are provided to cafeteria managers via e-mail.

RECOMMENDATION 8-5:

Require that managers 1) complete evaluation forms for all Food Services staff, 2) follow up on evaluations, and 3) revise evaluation forms to include objective criteria.

By completing evaluations on all staff and following up on recommendations from the evaluations, the Food Services Department will be holding all employees accountable, as their performance will be documented and discussed. In addition, an evaluation form that has objective criteria will ensure that all Food Services employees are measured against the same standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|----------------------------|
| 1. The Director of Food Services, in conjunction with Human Resources staff and the local union, should create an evaluation form that is objective and does not include subjective criteria. This form should be vetted by other Food Services staff and then approval should be requested by Human Resources staff. | August –
September 2007 |
| 2. The Director of Food Services should notify all department employees that they will each receive a yearly evaluation. | October 2007 |

- | | |
|---|-------------------------------|
| 3. The Director of Food Services should divide up the staff who are present during the school year so that an equal number of them are evaluated each month. The Central Office staff should be evaluated during the summer months, when the school year staff are not present. Each employee should be told when his or her evaluation will be conducted. Evaluations should be conducted yearly on the same schedule. | November 2007
and Annually |
| 4. The Director of Food Services should work with all supervisors to inform them about the new evaluation form and the schedule for evaluating all employees. | November 2007
and Ongoing |
| 5. All supervisors should start evaluating employees according to the schedule drawn up by the director. The evaluations should cover the employee's previous 12 months. The supervisor should fill out the evaluation form and then meet in person with the evaluated employee. | November 2007
and Ongoing |
| 6. Once an evaluation is conducted, the supervisor should have 3 months to follow up with the employee. | February 2008
and Ongoing |
| 7. The Director of Food Services should communicate with supervisors to ensure that evaluations are being conducted, complete with follow up. | August 2008
and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

8.2 Policies and Procedures

Food service policies and procedures are essential in that they provide important information to drive internal operations. The absence of formal policies and procedures creates the potential for misinterpretations and omissions within a food services department.

FINDING 8-A

The evaluation team noted that no deep fryers are used in the preparation of student meals. Neither the central kitchen nor any of the secondary school kitchens contain deep fryers. By not using deep fryers, WCCUSD is ensuring that deep-fried fatty foods are not being given to the students.

COMMENDATION 8-A:

WCCUSD does not use deep fryers in the preparation of student meals.

FINDING 8-6

Many WCCUSD schools do not have staggered lunches, so all students must be served during one lunch period.

Having only one lunch period causes strain on both the students and the Food Services staff. The staff are rushed, and students encounter the following difficulties, as observed by the MGT team:

- Students are generally rushed through the lunch period and are forced to eat quickly. At Richmond High School, 1,500 students are supposed to purchase and eat their lunch within the same 40-minute period.
- Long lines quickly form as all students are trying to get their lunch at the same time. A student may have only a few minutes to eat his/her lunch after getting through the line.
- There are not enough seats in some lunchrooms to accommodate the entire student population of the school during one lunch period.
- Some students choose not to eat due to one or more of the above reasons, causing decreased sales.

If WCCUSD continues to have only one lunch period at most schools, students will not have enough time to eat lunch. In addition, the district will be losing revenue by not selling lunches to those students who do not have enough time to purchase and eat a meal.

Having staggered lunch periods may enable more students to eat lunch, and may increase lunch sales. A best practice has already been established by Hercules Middle School, which switched from one lunch period to two and witnessed an increase in sales. From August to December 2005, Hercules Middle School had an average of 282 lunches served a day. During this period, Hercules had one lunch period for all of its students. The next school year, it changed to having two lunch periods. From August to December 2006, Hercules increased the average number of lunches served a day to 330. Hercules experienced a more than 14 percent increase in lunches served in only one year, which may have been a direct result of the change from one to two lunch periods.

RECOMMENDATION 8-6:

Require that all WCCUSD schools have staggered lunches comprised of two or three lunch periods.

This recommendation could be implemented with existing staff. To create two or three lunch periods, each school that does not currently have staggered lunches would need to create a new class schedule, working with Food Services to decide the periods.

Another benefit to having staggered lunches and separating the student body into groups for different meal periods is that security and safety of the cafeteria staff may

improve. Several interviewees stated that they feared for their security during meal service at the middle and high schools, and that security personnel were not consistently present during meal service. If security personnel are present at all meal periods, and the student body is divided between these periods, there is less of a chance that fights will break out. When an entire student body is attempting to eat lunch in a confined space with little time, the chances that a conflict will arise are greater.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|----------------------------|
| 1. The Director of Food Services should work with the Associate Superintendent to communicate the need for staggered lunches. | April 2007 |
| 2. The Director of Food Services and Associate Superintendent should work with the WCCUSD Superintendent on plans for instituting staggered lunches at all schools. | April – May 2007 |
| 3. The Director of Food Services, Associate Superintendent, and Superintendent should contact the personnel who would be responsible for instituting a new class schedule for 2007-08. | June – July 2007 |
| 4. The Director of Food Services, Associate Superintendent, select Food Services staff, and appropriate district staff should create new class schedules to include staggered lunches for those schools that currently have only one lunch period. | August 2007 |
| 5. The Associate Superintendent should provide the new class schedules to all staff and parents for the upcoming school year. | August 2007 –
May 2008 |
| 6. The Director of Food Services should analyze the fiscal and safety impact of this change. | August 2007
and Ongoing |

FISCAL IMPACT

WCCUSD has already witnessed in one school a 14 percent increase in lunch sales during the course of a year when the lunch periods were increased from one to two. All WCCUSD elementary schools have two lunch periods. The fiscal impact of implementing this recommendation may be calculated by using a 14 percent increase in sales as a baseline. The secondary schools listed below currently have only one lunch period. By multiplying their revenue for the month of October 2006 by 14 percent, it is possible to derive an estimate of the additional funds that could be gained by staggering lunches.

- Adams Middle School (the monthly revenue of \$20,047 × 14 percent additional sales = \$2,806 additional funds per month)

- Crespi Middle School (the monthly revenue of \$15,392 × 14 percent additional sales = \$3,003 additional funds per month)
- Lavonya De Jean Middle School (the monthly revenue of \$21,451 × 14 percent additional sales = \$2,154 additional funds per month)
- Helms Middle School (the monthly revenue of \$22,979 × 14 percent additional sales = \$3,217 additional funds per month)
- Hercules Middle School (the monthly revenue of \$9,755 × 14 percent additional sales = \$1,365 additional funds per month)
- Pinole Middle School (the monthly revenue of \$12,431 × 14 percent additional sales = \$1,740 additional funds per month)
- Portola Middle School (the monthly revenue of \$12,317 × 14 percent additional sales = \$1,724 additional funds per month)
- De Anza High School (the monthly revenue of \$15,272 × 14 percent additional sales = \$2,138 additional funds per month)
- El Cerrito High School (the monthly revenue of \$9,204 × 14 percent additional sales = \$1,288 additional funds per month)
- Kennedy High School (the monthly revenue of \$16,633 × 14 percent additional sales = \$2,328 additional funds per month)
- Pinole Valley High School (the monthly revenue of \$13,686 × 14 percent additional sales = \$1,916 additional funds per month)
- Richmond High School (the monthly revenue of \$27,873 × 14 percent additional sales = \$3,902 additional funds per month)
- Hercules High School (the monthly revenue of \$7,307 × 14 percent additional sales = \$1,023 additional funds per month)

By increasing sales from the above schools by 14 percent, the district would realize additional monthly sales of \$28,609.53. This amount multiplied by 9 months would equal additional yearly sales of \$257,485, or \$1,287,425 over 5 years.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Require All WCCUSD Schools to Have Staggered Lunches Comprised of Two or Three Lunch Periods	\$257,485	\$257,485	\$257,485	\$257,485	\$257,485

FINDING 8-B

The evaluation team witnessed the Food Services Department actively using strategic plans to achieve objectives. The strategic plans include the following items for each school within the district:

- Objective
- Action plan
- Responsibility
- Timeline
- Evidence of progress
- Ongoing evidence of progress

These strategic plans are submitted to the director, who selects and retains the top plans. Food Services uses the strategic plans to ensure that the different sections of the department have the same vision, with common goals and strategies.

COMMENDATION 8-B:

The Food Services Department actively uses strategic plans to achieve objectives through action plans and updates to the Director of Food Services.

FINDING 8-C

Over 5,400 children in West Contra Costa County did not go hungry this summer because of the Summer Food Service Program (SFSP) sponsored by WCCUSD. A total of 252,328 meals and snacks were served at 56 sites. WCCUSD has been an SFSP sponsor for 18 years. During the current (2006-07) school year, 18,832 students are eligible for free and reduced-price meals.

Due to the success of this program, the district was awarded the 2006 Sunshine Award by the United States Department of Agriculture.

COMMENDATION 8-C:

WCCUSD is commended for having an award-winning Summer Food Service Program.

FINDING 8-7

Vending machines selling non-nutritional drinks and snacks are still present in WCCUSD schools, and some are even located in cafeterias. Additionally, these vending machines are not turned off during the school day. During the lunch period, the evaluation team noted that students would line up for the vending machines as opposed to purchasing lunch or à la carte items from the cafeteria.

In 2003, California Senate Bill 677 amended the California Education Code to require that vending machines that sold anything beyond water, drinks comprised of more than

50 percent juice with no added sweeteners, milk, sports drinks, or healthy snacks that adhered to state guidelines be turned off during the school day.

RECOMMENDATION 8-7:

Remove from WCCUSD schools all vending machines that sell anything beyond water, drinks containing more than 50 percent juice with no added sweeteners, milk, sports drinks, or snacks that adhere to state guidelines.

California Senate Bill 677, passed in 2003, states that vending machines that sell anything beyond water, drinks comprised of more than 50 percent juice with no added sweeteners, milk, sports drinks, or healthy snacks that adhere to state guidelines should not function during the school day. The district should remove all vending machines that sell unhealthy items to students.

If the district continues to have vending machines that sell non-nutritional snacks during the school day, it will be in violation of the California Education Code in addition to presenting unhealthy food choices to students.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|--------------------------|
| 1. The Coordinator of Food Services Operations should identify all vending machines in the district that sell non-nutritional snacks. | September 2007 |
| 2. The Coordinator of Food Services Operations should identify the school groups or organizations that are responsible for the vending machines and the leases with the vendors. | September – October 2007 |
| 3. The Director of Food Services should inform the various school groups/organizations of the California law regarding junk food sold in vending machines, and that the vending machines selling junk food should be removed. | November 2007 |
| 4. The Director of Food Services should work with the school groups/organizations to contact the vendors to remove the vending machines that sell junk food. | January – April 2008 |
| 5. If the vending machines are not removed, the Director of Food Services should unplug them and follow up with the vendors to have them removed. | May – June 2008 |

FISCAL IMPACT

This recommendation can be implemented with existing resources. Furthermore, once all vending machines that sell non-nutritional snacks are removed, the district should see an increase in the number of students who purchase meals from the schools, which should allow for higher revenue.

FINDING 8-8

Different student and parent organizations are in direct competition with the Food Services Department. Several interviewees mentioned parent-teacher associations competing with the cafeteria by selling “usually unhealthy” meals during lunch periods. In addition, the evaluation team observed a student-run concession room at Kennedy High School that sold numerous types of non-nutritious snacks.

If WCCUSD continues to permit other organizations to sell lunches to students, the students will have unhealthy meal options, and the district will lose money because students will not purchase as many lunches from Food Services.

A best practice for the district would be to discontinue all student-run concessions that operate during the school day, and to stop allowing other organizations to sell meals to students during the lunch hour. With the implementation of this recommendation, WCCUSD would further comply with the USDA’s competitive food instruction that states:

State agencies and school food authorities shall establish such rules or regulations as are necessary to control the sale of foods in competition with lunches served under the Program. Such rules or regulations shall prohibit the sale of foods of minimal nutritional value, as listed in the Appendix, in the food service areas during the lunch periods. The sale of other competitive foods may, at the discretion of the State agency and school food authority, be allowed in the food service area during the lunch period only if all income from the sale of such foods accrues to the benefit of the nonprofit school food service or the school or student organizations approved by the school. State agencies and school food authorities may impose additional restrictions on the sale of and income from all foods sold at any time throughout schools participating in the Program.

RECOMMENDATION 8-8:

Prevent student and parent organizations from competing with the district during lunch periods, and close all student concession rooms, including the room at Kennedy High School.

By preventing student/parent organizations from competing with the district lunch program, WCCUSD would benefit in two ways: 1) WCCUSD students as a whole would receive healthier lunches, as the lunches provided by student/parent organizations are not currently monitored for nutritional values; and 2) the district would receive more revenue because some students who currently buy lunches from student/parent organizations would buy their meals from the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. The Director of Food Services should identify all student-run concession stands that operate during the school day. | September 2007 |
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| 2. The Director of Food Services should contact the Associate Superintendent to gain support to close all student-run concession stands that operate during the school day, and to stop other organizations from selling meals to students during the lunch hour. | October 2007 |
| 3. The Director of Food Services and Associate Superintendent should contact all school principals to close each student-run concession stand, and to stop allowing organizations to sell meals to students during the lunch hour. | October 2007 |
| 4. The Director of Food Services should ask Food Services staff if student-run concession stands are all closed, and if there are any organizations selling meals to student during the lunch hour. | November –
December 2007 |
| 5. The Associate Superintendent should remind principals of the ban on any student-run concession stands and other organizations selling food to students. | January 2008 |

FISCAL IMPACT

Statistics on the number of students who purchase their meals from student or parent organizations are not available. As observed by the evaluation team, there are obviously a number of students who do. By stopping these auxiliary organizations from competing with the district during meal times, the district should experience an increase in revenue from meal sales and possible reimbursements.

FINDING 8-9, 8-10

Staff interviews indicated that some custodians assigned to clean up after meal service are not thoroughly cleaning the facilities, and sometimes not even showing up. In addition, some custodians are not storing supplies properly.

The evaluation team noted during several site visits that food wrappers littered the campus after lunch. In addition, the evaluation team observed that numerous custodial supplies were present in the cafeteria during the lunch period at one of the campuses. These supplies included three carts, two buckets, a garbage can, a dolly, and six mops. The team further observed custodial staff reclining on the stage, talking on a cellular phone, despite the fact that there were piles of trash that had been swept around but not yet discarded. Furthermore, two heavy duty electrical extension cords were plugged in yet the open end was on the ground.

Significant problems could arise for the district if these trends continue: 1) the general level of hygiene in the WCCUSD cafeterias and facilities will deteriorate if they are not properly cleaned, and 2) students may be harmed by the custodial supplies, either by accident or at the hands of other students.

RECOMMENDATION 8-9:

Ensure that custodians thoroughly clean all meal service areas after meal service ends, and hold custodians accountable for their responsibilities.

By ensuring that custodians clean all cafeterias and campus areas where students may be allowed to eat after meal service ends, the district will have more sanitary and safer kitchens and cafeterias.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|-----------------------------|
| 1. The Director of Food Services should contact all custodial supervisors to ask them to communicate to all custodians that cafeterias should be thoroughly cleaned after meal service ends. | November 2007 |
| 2. The Director of Food Services should ask Food Services staff to monitor and document instances of custodians not cleaning up after meal service or not showing up. | November –
December 2007 |
| 3. The Director of Food Services should provide documentation to custodial supervisors if there are repeated instances of custodians not cleaning up cafeterias after meal service ends. | November –
December 2007 |
| 4. The custodial supervisors should work with custodians who do not clean up after meal service to ensure that all cafeterias are cleaned and create a corrective action plan to be filed with Human Resources. | January 2008
and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

RECOMMENDATION 8-10:

Ensure that all custodial supplies are properly stored when not in use.

Custodians should be instructed to store in a custodial closet all supplies that are not in use. The numerous cleaning supplies and mop handles pose a safety risk for students during meal periods.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|-----------|
| 1. The Director of Food Services should contact all custodial supervisors to ask them to communicate to all custodians that custodial supplies should be stored in custodial closets when not in use. | July 2007 |
|---|-----------|

2. The Director of Food Services should ask Food Services staff to monitor and document instances of custodians not storing custodial supplies as instructed. July – September 2007
3. The Director of Food Services should provide documentation to custodial supervisors if there are repeated instances of custodians not putting away custodial supplies. July – September 2007
4. The custodial supervisors should work with custodians who do not put away custodial supplies and create a correction plan to be filed with Human Resources. December 2007 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING 8-D

MGT learned of a student garden located at Verde Elementary school. The evaluation team was told that the ultimate goal was for the garden to provide vegetables for the cafeteria. The students at Verde are being taught about the importance of vegetables and will eventually be shown how they are grown in the garden and then served at the cafeteria.

COMMENDATION 8-D:

WCCUSD is commended for establishing a student garden at Verde Elementary School.

FINDING 8-E

The evaluation team observed on numerous site visits that nutrition posters were displayed in cafeterias. Created by the nutrition education specialist, these posters enable students to make informed decisions about what they eat, as they provide information on fat content, calories, carbohydrates, and sodium. The posters are colorful and are located so that students can reference them and choose their entrée before going through the meal line.

COMMENDATION 8-E:

Posters containing nutrition information for each entrée are displayed in cafeterias.

FINDING 8-11

The process of qualifying for free or reduced-price lunches may be too overwhelming for some parents. As a result, some students who qualify for free or reduced-price lunch are not receiving them.

According to several interviewees, the application form may be complicated enough to prevent some parents from completing it. Several interviewees felt that there may be a large number of children who qualify for free or reduced-price lunches but are not receiving them.

Students in such situations may end up going without lunch. A best practice has been established by the Renton School District in Washington, which uses a "Free-Reduced" policy for students. This policy allows students who qualify for reduced-priced meals to eat at no charge rather than paying the standard \$0.40 charged in other school districts. The policy increased student participation and improved government reimbursements by approximately \$60,000 per year. By increasing student participation, WCCUSD will be able to qualify for more government reimbursements.

RECOMMENDATION 8-11:

Assist parents in completing free or reduced-price lunch applications during student registration.

Because many parents in WCCUSD are not native English-speakers, and the application forms for free or reduced-price lunch program may be confusing, many parents who qualify not all complete the forms. By having Food Services staff assist parents in a discreet way so as not to cause embarrassment, the district may see a large increase in the number of children who receive free or reduced-price lunches.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Coordinator of Food Services Operations should identify Central Office staff who could help parents complete the form for free or reduced-price lunches. | October 2007 |
| 2. The Coordinator of Food Services Operations should identify opportunities for the department to help parents complete the forms for free or reduced-price lunches during registration. | October 2007 |
| 3. The Coordinator of Food Services Operations should train the selected staff on how to work with parents to help them complete the free and reduced-price lunch forms. | November 2007 |
| 4. The Coordinator of Food Services Operations should oversee the Central Office staff who assist parents in completing the forms for free and reduced-price lunches at registration. | November 2007 |

FISCAL IMPACT

This recommendation can be implemented with existing resources. In addition, the district may gain revenue by increasing participation in the free and reduced-price meals program.

8.3 Financial Performance

Financial performance is important to any school business operation. School districts must adhere to proper financial practices related to food service operations as well, since there are implications from a local, state, and federal perspective due to funding sources associated with school nutrition.

Exhibit 8-3 summarizes the department's revenues, expenditures, and net income over the past two school years. The exhibit shows that from 2004-05 to 2005-06, the department increased revenues by \$211,404, or 2.19 percent, and decreased expenditures by \$75,067, or .76 percent.

**EXHIBIT 8-3
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
EXPENDITURE AND REVENUE ANALYSIS
2004-05 AND 2005-06 SCHOOL YEARS**

SCHOOL YEAR	TOTAL REVENUE	REVENUE DIFFERENCE FROM PRIOR YEAR	TOTAL EXPENDITURES INCLUDING FOOD COSTS	OVERHEAD ALLOCATION	TOTAL EXPENDITURES DIFFERENCE FROM PRIOR YEAR	TOTAL REVENUES LESS EXPENDITURES
2004-05	\$9,652,632	-	\$9,858,565	\$951,063	-	(\$205,933)
2005-06	\$9,864,036	\$211,404	\$9,783,498	\$637,788	-\$75,067	\$80,538

Source: WCCUSD Food Services Department, Profit and Loss Statements, 2004-05 and 2005-06.

FINDING 8-12

While the school district limits the number of vendors used for food-related goods and services, it has not researched the possibility of using purchasing cooperatives to bring food costs in line with best practice levels.

Of the 46 vendors the WCCUSD Food Services Department uses, three provide mainly food and food-related supplies. These are Gold Star Foods, Sysco Food Services of San Francisco, and the Danielson Company. These three vendors comprise over \$3 million in expenses on an annual basis. These vendors are used in conjunction with USDA commodities. USDA commodities are free for the district; only shipping costs are assessed.

Exhibit 8-4 shows the percentage of food costs to total revenue. As indicated, the district spent 37 percent of its revenue on food costs during the 2004-05 school year. This figure rose to 39 percent in 2005-06.

**EXHIBIT 8-4
WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT
FOOD COSTS ANALYSIS**

LEDGER ITEM	2004-05		2005-06	
	ACTUAL	PERCENTAGE OF FOOD COSTS TO REVENUE	ACTUAL	PERCENTAGE OF FOOD COSTS TO REVENUE
Total Food Costs	\$3,616,938	37%	\$3,842,426	39%
Total Revenue	\$9,652,632		\$9,864,036	

Source: Created by MGT of America, Inc., based on WCCUSD Food Services Profit and Loss Statements, 2004-05 and 2005-06.

If the district does not pursue avenues to reduce costs, these expenses will continue to grow, causing a reduction in the Food Service Fund Balance.

A best practice found in other school systems, such as the Renton School District in Washington, is to use a food cooperative that purchases food in bulk in order to reduce costs.

Another best practice as defined by *Controlling Costs for School Food Services* (3rd ed., 2000) is to limit the cost of food to 36 percent of total revenue.

RECOMMENDATION 8-12:

Pursue the use of purchasing cooperatives and reduce the cost of food to 36 percent of total revenue.

The implementation of this recommendation would establish two different best practices for food service operations in the district—the use of purchasing cooperatives and the controlling of food costs as a percentage of revenue.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|-----------------------------|
| 1. The Director of Food Services should create a plan to reduce food costs and submit it to the Associate Superintendent of Operations. | July –
September 2007 |
| 2. The Associate Superintendent of Operations should review and approve the plan based on the use of USDA commodities for all food purchases. | October 2007 |
| 3. The Associate Superintendent of Operations and the Director of General Services should create an Invitation to Bid and invite area vendors to participate after exhausting all efforts to purchase these items from local cooperatives at a reduced cost. | November –
December 2007 |

- | | |
|--|------------------------------|
| 4. The Associate Superintendent of Operations should review the actual expenditures on a monthly basis to ensure that the food costs have been reduced to acceptable levels. | August 2007
and Ongoing |
| 5. The Director of Food Services should complete a study of all purchasing cooperative opportunities, including potential savings, feedback from school corporation cooperative members, and costs. | Summer 2007 |
| 6. The Superintendent should approve membership in an appropriate purchasing cooperative for the purchase of food and supplies for the Food Services Department. | Fall 2007 |
| 7. The Director of Food Services should begin using the cooperative for food purchases. | January 2008 |
| 8. The Director of Food Services should analyze the costs and savings associated with using the purchasing cooperative and provide the Associate Superintendent of Operations with a monthly report. | February 2008
and Ongoing |

FISCAL IMPACT

MGT is not able to determine the exact cost savings associated with using a purchasing cooperative, yet most school districts report a 10 percent savings. The district could thus achieve a cost savings of \$291,370 annually and \$1,456,865 over a 5-year period. This savings is based on 36 percent of 2005-06 total revenue (\$9,864,036 × 36% = \$3,551,053) less 2005-06 food costs of \$3,842,426.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Reduce Food Costs	\$291,370	\$291,370	\$291,370	\$291,370	\$291,370

FINDING 8-13

During on-site group interviews and visits to campus kitchens, MGT was informed on several occasions that Food Services staff were not notified of student field trips beforehand, except when the school was to provide lunches for the trips. As a result, Food Services staff sometimes prepare food that will more than likely be discarded since counts drop substantially each time a class is not on campus during lunch. This is an inefficient and costly use of food and labor.

MGT also observed that elementary classroom teachers did not provide entrée choices per student requests for lunch that day. The district provides lunch distribution through the use of the central kitchen and delivers meals to each elementary school on a daily basis. Currently, meal counts are determined on average trends.

The district needs to establish better communication about field trips, in-class lunches, and meal counts to reduce food waste and make more efficient use of staff labor.

The Renton School District in Washington has developed a training guide for principals. The purpose of the guide is to introduce the principals to the nutrition service program and provide nutrition facts and objectives. This manual also provides instructions on communicating with food service staff at least one week prior to field trips. Additionally, the Central Valley School District in Washington provides daily counts by class of which entrée students are anticipating having for lunch to avoid wasting food and labor costs associated with cooking and preparing each meal. This best practice is used in the elementary and middle schools.

RECOMMENDATION 8-13:

Implement a communication plan between school administration and Food Services staff to ensure food is only prepared for students present during campus lunch and that entrée selection counts for elementary and middle school classes are provided prior to lunch.

Principals and teachers should provide Food Services staff with classroom schedules to ensure food is only ordered, cooked, and prepared for students who will be on campus during lunch. Notification should be provided within one week prior to any scheduled field trip, which should not present a problem since parents must be notified to provide consent for their child to attend the off-campus activity.

Classroom teachers should be asking elementary and middle school students each morning which entrée they anticipate having for lunch. Counts by entrée and class should be electronically mailed to school administration. The school secretary should then accumulate the e-mails and create a count, by class and entrée type, to provide to Food Services staff as early as possible. The school food service staff should notify the central kitchen of these counts to enhance cost-efficiency.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. The Superintendent should direct the Associate Superintendent of Operations to have the Director of Food Services develop a communication plan. | August –
September 2007 |
| 2. The Associate Superintendent of Operations should provide the proposed plan to the Superintendent for approval. | November 2007 |
| 3. The Superintendent should direct school administrators to implement the plan. | December 2007 |
| 4. The Director of Food Services should meet with campus food service staff to evaluate the progress of the plan. | February 2008 |
| 5. The Superintendent, Associate Superintendent of Operations, and Director of Food Services should evaluate the results of the plan and make any necessary modifications. | March 2008
and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources while providing a modest decrease in labor hours and food costs.

FINDING 8-14

WCCUSD does not have a comprehensive and universal cash collection and bank deposit practice.

Currently, secondary school cafeteria staff reconcile the point-of-sale system's actual cash sales report to cash collected on a daily basis; however, according to the cash procedures documentation, two signatures are not required. MGT verified this practice by reviewing the actual bank deposit slips for October 2006.

Elementary schools have a much different process since they are not using a point-of-sale system. Staff manually count food sales and these totals are transferred to the district's Form 748a. One signature is provided on this report, and a bank deposit is prepared for each form completed; however, these forms are for weekly deposits, and the school's bookkeeper retains the daily deposits until a full week is collected. A weekly deposit is then sent to the bank for each elementary school.

A copy of the report is sent to the accounting clerk in the Central Office to verify amounts deposited against the amounts provided on the bank statement and the actual form completed for each school. This process is problematic according to interviews with Central Office staff since each elementary school does not provide the necessary documentation to reconcile the bank deposits or to complete the information needed for federal reimbursements.

It should also be noted that the relevant documents for a specific week in October were provided to the district during the on-site visit and MGT was able to verify that reports and deposits had been recorded correctly.

While the school district may not have experienced any fraudulent activity associated with this process, it does run that risk. Generally accepted accounting principles state that for cash transactions, two signatures should be provided on documentation, including deposit slips.

RECOMMENDATION 8-14:

Create and enforce a cash counting policy to require two signatures on each cash deposit.

WCCUSD should create and enforce a policy to ensure that two persons per cafeteria count the cash tendered following each meal served. The new policy should direct that two Food Services employees sign a document that is placed in the sealed bag after counting has been completed by both staff members. Central Office staff should verify that this process is followed by reviewing documents for two signatures. Area supervisory staff should monitor this process to ensure compliance.

Effective cash handling and financial reporting are important to any food service operation to allow operations to stay financially sound. Food service departments must diligently work to keep accurate track of the financial status of cafeteria operations throughout the school district.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|------------------------------|
| 1. The Associate Superintendent—Business Services should instruct the Director of Food Services to create a formal procedure requiring two signatures on each cash deposit. | October 2007 |
| 2. The Director of Food Services should create a formal procedure requiring two signatures on each cash deposit. | November 2007 |
| 3. The Associate Superintendent—Business Services should approve the newly developed process. | December 2007 |
| 4. The Director of Food Services should discuss the new policy during meetings prior to implementation. | December 2007 |
| 5. The Director of Food Services should implement the policy and review periodically for compliance. | February 2008
and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING 8-15

The Food Services Department currently uses the WinSnap automated point-of-sale (POS) system in each secondary school cafeteria. With the WinSnap system, cafeterias are equipped with electronic cash registers and students use personal identification numbers (PINs) for identification in the system. When a student enters his or her PIN during breakfast or lunch, the POS system tells the cashier whether the student receives paid, free, or reduced-price meals. WinSnap tracks all meals and items sold. Parents of students have the option of pre-paying for meals so that the accounts operate as debit accounts.

When the cafeteria managers begin their day-end procedures, reports can be created to show the total number of meals by meal type, à la carte and adult meal purchases, as well as student participation rates.

The Food Services Department uses WinSnap to create reports for inventory purposes and reconciles daily sales reports to cash collected. However, not all of the reporting capabilities are currently being used by staff.

Furthermore, elementary schools are using a manual checklist in the cafeterias as well as cash registers for students paying per meal. Central Office staff indicated that there were regular delays in the communication of meal counts. These delays cause a domino effect in that they prevent the district from applying for federal reimbursement in a timely manner.

Additionally, noncompliance findings were reported by the California Department of Education during audits. These findings were mainly based on errors resulting from the manually intensive record-keeping in the district for food service operations.

A plan has been developed to implement the POS system throughout the district, but the necessary funding was not available.

If the district continues to use this labor-intensive sale system, it will continue to run the risk of incurring errors in internal and external reporting and may not capture all the revenues due from the federal reimbursement program.

The Isle of Wight County Public Schools in Virginia has implemented point-of-sale system throughout the district and is able to quickly capture the necessary reporting information by campus, including profit and loss data.

RECOMMENDATION 8-15:

Implement the automated point-of-sale system, including the reporting capabilities, throughout the school district.

A best practice would be to implement the POS system in each school throughout the district. District management should produce and analyze reports created with these systems to continually monitor food service operations. Reports should include profit and loss data, number of meals served, food used per campus, meals per labor hour, and revenue collected by campus. District administrative decisions should be made based on data provided through these reports on a campus-by-campus basis and not just on a collective school district report since a decision for one school might not be profitable for another.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. The Director of Food Services should create a plan to implement the point-of-sale system in all schools throughout the district. | July – November 2007 |
| 2. The Director of Food Services should instruct the vendor to provide training for staff on all reporting capabilities of the system. | July – November 2007 |
| 3. The Director of Food Services should monitor regular reports and make decisions based on the data they provide. | December 2007 |

WCCUSD has prepared a plan to implement the POS program throughout the district. According to this plan, pilot schools would be used and accommodations by the vendor could be made for each of the Provision II schools.

FISCAL IMPACT

The fiscal impact associated with this recommendation has been estimated at \$800,000 based on research recently conducted by the school district. MGT has added 10 percent for training purposes during the first year of implementation. Maintenance is estimated at a conservative 10 percent for subsequent years. It should be noted that WCCUSD

should reevaluate the details of this estimate, which may be rather high since the infrastructure is already in place.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Implement the Automated Point-of-Sale Program Throughout WCCUSD	(\$888,000)	(\$80,000)	(\$80,000)	(\$80,000)	(\$80,000)

FINDING 8-16

WCCUSD does not create monthly profit and loss statements by school.

According to documentation and interviews conducted by MGT, the school district does not capture monthly financial statements by campus. Monthly reports do exist for all Food Services operations, but data are not available on a school level.

By not having these types of reports by campus, the district will not be able to determine which schools are performing well and which need assistance.

Monthly profit and loss statements provide management with information to properly evaluate the financial position of each cafeteria. This is considered a best practice among school systems.

RECOMMENDATION 8-16:

Create and analyze monthly profit and loss reports and monthly cost per meal reports by campus and meal.

The implementation of an effective profit and loss reporting system could further enhance cafeteria-level cost controls and thus the department’s profitability.

Monthly profit and loss statements by cost center should be generated to compare actual results with budgeted standards and prior year results. Key operating statistics (i.e., food and payroll expenses as a percentage of revenue, cost per meal, meals served per labor hour) should be tracked by cost center and integrated with profit and loss statements. The Director of Food Services should identify unfavorable budget variances or trends and work with the area supervisors to reverse these situations in a timely manner.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|---------------------|
| <p>1. The Associate Superintendent—Business Services and Associate Superintendent of Operations should direct the Director of Food Services and finance staff to work together on a plan to produce monthly profit and loss reports for each campus after the point-of-sale system (previous recommendation) is implemented.</p> | <p>January 2008</p> |
|--|---------------------|

- | | |
|---|--------------------------|
| 2. The Associate Superintendent of Operations should direct staff in determining data requirements for producing monthly profit and loss reports for each campus. | May 2008 |
| 3. The Associate Superintendent of Operations should direct the implementation of timely profit and loss reports by campus. | June 2008 |
| 4. The Director of Food Services should implement the new reporting procedures. | July 2008 |
| 5. The Director of Food Services should review monthly profit and loss statements by campus to identify unfavorable variances in individual kitchens and direct staff to correct these deficiencies in a timely manner. | July 2008
and Ongoing |

FISCAL IMPACT

This recommendation can be carried out with existing resources after the POS system has been implemented by the district as recommended earlier.

8.4 Student Meal Participation

Maximizing student meal participation has two important benefits to school districts:

- Students who eat nutritious meals each day can learn more effectively.
- Cash sales of food and federal reimbursement for meals served are two significant sources of revenue for school districts.

FINDING 8-17

There are no strategies in place to increase student meal participation.

MGT did not find evidence that student participation issues are being systematically addressed.

It is imperative for school districts to continually monitor student participation rates by campus to determine trends and strategize ways to improve student participation.

Increases in revenue are not likely if the district does not implement a solid student participation plan with goals by campus.

Other school systems, such as the Selah School District in Washington, have implemented changes to increase student participation at all levels. These changes have included providing an appropriate number of entrées, menus for specific grade levels, and à la carte selections, as well as reducing wait time for students being served.

RECOMMENDATION 8-17:

Develop and implement strategies to improve student participation rates.

By implementing strategies to increase student participation rates, WCCUSD should see an increase in revenue through the federal reimbursement program. Based on projections used in other school districts, WCCUSD should strive to reach 75 percent for lunch participation and 50 percent for breakfast participation at each school. These participation rates should be based on average daily attendance at each school and not on the averages of students served.

Another school system that is using Provision II is the Canutillo Independent School District in Texas. Five years after implementation, the breakfast program raised participation from 53 percent to 75 percent in that district by serving styles to fit the ages of students. There is a serve-yourself breakfast burrito bar at Canutillo Middle School that offers 10 fillings including pork, chicken, and beef.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|------------------------------|
| 1. The Director of Food Services should develop specific strategies for improving participation rates in the breakfast and lunch programs. | April – May 2008 |
| 2. The Director of Food Services should meet with school cafeteria managers to discuss strategies for implementation. | May 2008 |
| 3. The Director of Food Services should determine adequate targets for each school with input from each manager. | September 2008 |
| 4. The Director of Food Services should follow up as necessary with schools not meeting participation targets to develop appropriate corrective action plans. | December 2008
and Ongoing |

FISCAL IMPACT

Since WCCUSD does not have adequate records of student participation, the fiscal impact of implementing this recommendation cannot be determined at this time; however, WCCUSD should see increased revenue from the increase in student participation.

FINDING 8-18

No survey process has been developed to continually obtain, analyze, and follow up on student satisfaction data pertaining to the quality of food services.

The department conducted a food service student survey in 2003 yet was unable to provide documentation on specific strategies to improve participation based on survey results. MGT was provided the results of the survey and noted the number of respondents—over 800 secondary students and over 300 elementary students.

If the department does not create a process to survey students and follow through on strategies based on the responses, participation rates may suffer, which will likely reduce revenue for the school district.

Surveys are a best practice according to the National Food Service Management Institute and have been implemented in school districts throughout the country, including Duval County Schools in Florida.

RECOMMENDATION 8-18:

Develop a process to conduct student surveys, analyze the results, and follow up on strategies to increase student participation.

WCCUSD should create a process to survey students regarding food services and analyze their responses. Surveys are a great way for school districts to take the pulse of their customers.

Once this recommendation has been implemented and becomes an operational routine, the process should be considered a best practice.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|---------------------------|
| 1. The Director of Food Services should develop a student satisfaction survey based on the 2003 survey and submit it to the Associate Superintendent – Business Operations for approval. | January 2008 |
| 2. The Associate Superintendent for Operations should present the student survey to the Superintendent for review and approval. | February 2008 |
| 3. The Superintendent should review and approve the student survey for distribution to principals. | March 2008 |
| 4. The Director of Food Services should analyze the results of the survey and develop strategies to increase student participation. | April 2008
and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

**9.0 SUMMARY OF POTENTIAL
SAVINGS AND COSTS**

9.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews, surveys, community input, state and district documents, and first-hand observations in West Contra Costa Unified School District (WCCUSD), the MGT team developed 21 commendations and 80 recommendations in this report. Thirty (30) recommendations have fiscal implications.

As shown below in **Exhibit 9-1**, full implementation of the recommendations in this report would generate a gross savings of over \$100 million over five years, with a net cost of approximately \$26.6 million to equal a net savings of \$73,802,248 over five years. It is important to note that many of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2006-07 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 9-1 shows the total costs and savings for all recommendations.

EXHIBIT 9-1 SUMMARY OF ANNUAL SAVINGS AND COSTS

	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
	2007-08	2008-09	2009-10	2010-11	2011-12	
TOTAL SAVINGS	\$11,736,790	\$18,662,597	\$21,504,597	\$23,386,597	\$25,198,597	\$100,489,178
TOTAL (COSTS)	(\$4,584,346)	(\$4,523,866)	(\$5,191,386)	(\$5,858,906)	(\$6,526,426)	(\$26,684,930)
TOTAL NET SAVINGS (COSTS)	\$7,152,444	\$14,138,731	\$16,313,211	\$17,527,691	\$18,672,171	\$73,804,248
ONE-TIME SAVINGS (COSTS)						(\$2,000)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$73,802,248

Exhibit 9-2 provides a chapter by chapter summary for all costs and savings. **Exhibit 9-3** and **Exhibit 9-4** provide costs and savings by operating and capital funds.

It is important to keep in mind that only recommendations with fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency of West Contra Costa Unified School District are contained in Chapters 2 through 8.

MGT recommends that WCCUSD give each of these recommendations serious consideration and develop plans to proceed with implementation and a system to monitor subsequent progress.

**EXHIBIT 9-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 2: DIVISION ORGANIZATION AND MANAGEMENT								
2-5	Training for Department Personnel	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$60,000)	\$0
2-5	Reduction of External Legal Services	\$445,923	\$800,000	\$800,000	\$800,000	\$800,000	\$3,645,923	\$0
2-6	Eliminating the Interim Assistant Superintendent for Student Support Services/Safety position	\$173,473	\$173,473	\$173,473	\$173,473	\$173,473	\$867,365	\$0
2-6	Hire a Deputy Superintendent for School Management	(\$203,406)	(\$203,406)	(\$203,406)	(\$203,406)	(\$203,406)	(\$1,017,030)	\$0
2-6	Reclassify 2 Regional Superintendent positions to Executive Directors	\$63,152	\$63,152	\$63,152	\$63,152	\$63,152	\$315,760	\$0
2-6	Hire two Executive Directors	(\$283,794)	(\$283,794)	(\$283,794)	(\$283,794)	(\$283,794)	(\$1,418,970)	\$0
2-12	Hire one vice or assistant principal	(\$102,640)	(\$102,640)	(\$102,640)	(\$102,640)	(\$102,640)	(\$513,200)	\$0
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		\$80,708	\$434,785	\$434,785	\$434,785	\$434,785	\$1,819,848	\$0
CHAPTER 3: FINANCIAL MANAGEMENT								
3-1	Increased Revenue Limit Funds from State	\$1,000,000	\$2,000,000	\$3,000,000	\$3,000,000	\$3,000,000	\$12,000,000	\$0
3-2	Obtain Waiver of Outstanding IBM Loan Balance	\$0	\$1,250,000	\$1,250,000	\$1,250,000	\$1,250,000	\$5,000,000	\$0
3-3	Convert Post-employment Health Benefit Liability from "Pay-As-You" to Pre-funded, Through Bond Financing	\$0	\$1,640,000	\$3,370,000	\$5,140,000	\$6,840,000	\$16,990,000	\$0
3-6	Implement Online Time-tracking and Payroll Process	\$140,000	\$325,000	\$325,000	\$325,000	\$325,000	\$1,440,000	\$0
CHAPTER 3 SUBTOTAL SAVINGS (COSTS)		\$1,140,000	\$5,215,000	\$7,945,000	\$9,715,000	\$11,415,000	\$35,430,000	\$0
CHAPTER 4: PURCHASING, WAREHOUSING, AND VEHICLE ACQUISITION AND MAINTENANCE								
4-2	Eliminate One Position in its Purchasing Department	\$63,000	\$63,000	\$63,000	\$63,000	\$63,000	\$315,000	\$0
4-6	Functionally Combine the Central Stores and Furniture Warehouse	\$40,000	\$40,000	\$40,000	\$40,000	\$40,000	\$200,000	\$0
4-7	Combine the Central Stores and Furniture Warehouse Deliveries	\$1,507,200	\$7,200	\$7,200	\$7,200	\$7,200	\$1,536,000	\$0
4-8	Implement a Barcode Scanning System for the Central Stores Inventory	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,000)
4-10	Outsource Vehicle Maintenance and Sell the Vehicle Maintenance Yard and Inventory	\$1,580,000	\$80,000	\$80,000	\$80,000	\$80,000	\$1,900,000	\$0
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		\$3,190,200	\$190,200	\$190,200	\$190,200	\$190,200	\$3,951,000	(\$2,000)
CHAPTER 5: HUMAN RESOURCES								
5-1	Hire a Director of Employee Relations	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$560,200)	\$0
5-1	Hire a Senior Personnel Assistant	(\$64,074)	(\$64,074)	(\$64,074)	(\$64,074)	(\$64,074)	(\$320,370)	\$0
5-2	Hire a Secretary	(\$54,827)	(\$54,827)	(\$54,827)	(\$54,827)	(\$54,827)	(\$274,135)	\$0
5-3	Eliminate the Position of Coordinator	\$125,896	\$125,896	\$125,896	\$125,896	\$125,896	\$629,480	\$0
5-3	Hire a Human Resources Director	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$560,200)	\$0
CHAPTER 5 SUBTOTAL SAVINGS (COSTS)		(\$217,085)	(\$217,085)	(\$217,085)	(\$217,085)	(\$217,085)	(\$1,085,425)	\$0

**EXHIBIT 9-2 (CONTINUED)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)	
	2007-08	2008-09	2009-10	2010-11	2011-12			
CHAPTER 6: FACILITIES USE AND MANAGEMENT/SAFETY AND SECURITY								
6-1	Reorganize Facilities Use and Management	(\$80,000)	(\$160,000)	(\$160,000)	(\$160,000)	(\$160,000)	(\$720,000)	\$0
6-3	Consolidate Schools	\$0	\$5,700,000	\$5,700,000	\$5,700,000	\$5,700,000	\$22,800,000	\$0
6-4	Institute Value Engineering Process	(\$400,000)	(\$400,000)	(\$400,000)	(\$400,000)	(\$400,000)	(\$2,000,000)	\$0
6-4	Return on Value Engineering Fees	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$20,000,000	\$0
6-5	Staff Maintenance at Appropriate Level	(\$634,000)	(\$634,000)	(\$634,000)	(\$634,000)	(\$634,000)	(\$3,170,000)	\$0
6-6	Increase the Number of Custodians	(\$667,520)	(\$1,335,040)	(\$2,002,560)	(\$2,670,080)	(\$3,337,600)	(\$10,012,800)	\$0
6-7	Fund Cleaning Supplies at Best Practice Level	(\$85,300)	(\$85,300)	(\$85,300)	(\$85,300)	(\$85,300)	(\$426,500)	\$0
6-8	Hire Energy Management Coordinator	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$500,000)	\$0
6-8	Implement Energy Management Program	\$112,000	\$224,000	\$336,000	\$448,000	\$560,000	\$1,680,000	\$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		\$2,145,180	\$7,209,660	\$6,654,140	\$6,098,620	\$5,543,100	\$27,650,700	\$0
CHAPTER 7: EDUCATIONAL SERVICES DELIVERY AND MANAGEMENT								
7-1	Eliminate One Senior Director	\$120,910	\$120,910	\$120,910	\$120,910	\$120,910	\$604,550	\$0
7-1	Eliminate Four Coordinators	\$420,360	\$105,090	\$105,090	\$105,090	\$105,090	\$840,720	\$0
7-1	Eliminate One Director	\$113,000	\$113,000	\$113,000	\$113,000	\$113,000	\$565,000	\$0
7-1	Create Five Curriculum Specialists	(\$339,000)	(\$339,000)	(\$339,000)	(\$339,000)	(\$339,000)	(\$1,695,000)	\$0
7-2	Eliminate Director of State and Federal Programs	\$111,870	\$111,870	\$111,870	\$111,870	\$111,870	\$559,350	\$0
7-2	Eliminate One Coordinator of State and Federal Programs	\$105,090	\$105,090	\$105,090	\$105,090	\$105,090	\$525,450	\$0
7-2	Eliminate Three Program Assistants for State and Federal Programs	\$230,520	\$230,520	\$230,520	\$230,520	\$230,520	\$1,152,600	\$0
7-2	Eliminate Director of Special Education	\$111,870	\$111,870	\$111,870	\$111,870	\$111,870	\$559,350	\$0
7-2	Eliminate One Special Education Administrator	\$105,090	\$105,090	\$105,090	\$105,090	\$105,090	\$525,450	\$0
7-2	Eliminate Three Special Education Clerical Positions	\$129,150	\$129,150	\$129,150	\$129,150	\$129,150	\$645,750	\$0
7-2	Eliminate Facilitator of Grants and Special Programs	\$89,270	\$89,270	\$89,270	\$89,270	\$89,270	\$446,350	\$0
7-4	Create Director of Student Support Services	(\$113,000)	(\$113,000)	(\$113,000)	(\$113,000)	(\$113,000)	(\$565,000)	\$0
7-4	Create Coordinator of Comprehensive School Health	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$367,250)	\$0
7-4	Create Coordinator Homeless/Foster Youth Services	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$367,250)	\$0
7-4	Create Coordinator of Counseling and Psychological Services	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$367,250)	\$0
7-4	Create Two Clerical Positions	(\$86,100)	(\$86,100)	(\$86,100)	(\$86,100)	(\$86,100)	(\$430,500)	\$0
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		\$778,680	\$463,410	\$463,410	\$463,410	\$463,410	\$2,632,320	\$0

EXHIBIT 9-2 (CONTINUED)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 8: FOOD SERVICE MANAGEMENT								
8-1	Shift Food Service to Ensure Meals per Labor Hour Are at Benchmark Levels	\$400,161	\$400,161	\$400,161	\$400,161	\$400,161	\$2,000,805	\$0
8-4	Train All Necessary Food Service Staff in Food Safety, Reheating, and Sanitation Procedures	(\$26,255)	(\$26,255)	(\$26,255)	(\$26,255)	(\$26,255)	(\$131,275)	\$0
8-6	Require All WCCUSD Schools to Have Staggered Lunches Comprised of Two or Three Lunch Periods	\$257,485	\$257,485	\$257,485	\$257,485	\$257,485	\$1,287,425	
8-12	Reduce Food Costs	\$291,370	\$291,370	\$291,370	\$291,370	\$291,370	\$1,456,850	\$0
8-15	Implement the Automated Point-of-Sale Program Throughout WCCUSD	(\$888,000)	(\$80,000)	(\$80,000)	(\$80,000)	(\$80,000)	(\$1,208,000)	\$0
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		\$34,761	\$842,761	\$842,761	\$842,761	\$842,761	\$3,405,805	\$0
TOTAL SAVINGS		\$11,736,790	\$18,662,597	\$21,504,597	\$23,386,597	\$25,198,597	\$100,489,178	\$0
TOTAL (COSTS)		(\$4,584,346)	(\$4,523,866)	(\$5,191,386)	(\$5,858,906)	(\$6,526,426)	(\$26,684,930)	(\$2,000)
TOTAL NET SAVINGS (COSTS)		\$7,152,444	\$14,138,731	\$16,313,211	\$17,527,691	\$18,672,171	\$73,804,248	(\$2,000)

**EXHIBIT 9-3
SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)**

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)	
	2007-08	2008-09	2009-10	2010-11	2011-12			
CHAPTER 2: DIVISION ORGANIZATION AND MANAGEMENT								
2-5	Training for Department Personnel	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$60,000)	\$0
2-5	Reduction of External Legal Services	\$445,923	\$800,000	\$800,000	\$800,000	\$800,000	\$3,645,923	\$0
2-6	Eliminating the Interim Assistant Superintendent for Student Support Services/Safety position	\$173,473	\$173,473	\$173,473	\$173,473	\$173,473	\$867,365	\$0
2-6	Hire a Deputy Superintendent for School Management	(\$203,406)	(\$203,406)	(\$203,406)	(\$203,406)	(\$203,406)	(\$1,017,030)	\$0
2-6	Reclassify 2 Regional Superintendent positions to Executive Directors	\$63,152	\$63,152	\$63,152	\$63,152	\$63,152	\$315,760	\$0
2-6	Hire two Executive Directors	(\$283,794)	(\$283,794)	(\$283,794)	(\$283,794)	(\$283,794)	(\$1,418,970)	\$0
2-12	Hire one vice or assistant principal	(\$102,640)	(\$102,640)	(\$102,640)	(\$102,640)	(\$102,640)	(\$513,200)	\$0
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		\$80,708	\$434,785	\$434,785	\$434,785	\$434,785	\$1,819,848	\$0
CHAPTER 3: FINANCIAL MANAGEMENT								
3-1	Increased Revenue Limit Funds from State	\$1,000,000	\$2,000,000	\$3,000,000	\$3,000,000	\$3,000,000	\$12,000,000	\$0
3-2	Obtain Waiver of Outstanding IBM Loan Balance	\$0	\$1,250,000	\$1,250,000	\$1,250,000	\$1,250,000	\$5,000,000	\$0
3-3	Convert Post-employment Health Benefit Liability from "Pay-As-You" to Pre-funded, Through Bond Financing	\$0	\$1,640,000	\$3,370,000	\$5,140,000	\$6,840,000	\$16,990,000	\$0
3-6	Implement Online Time-tracking and Payroll Process	\$140,000	\$325,000	\$325,000	\$325,000	\$325,000	\$1,440,000	\$0
CHAPTER 3 SUBTOTAL SAVINGS (COSTS)		\$1,140,000	\$5,215,000	\$7,945,000	\$9,715,000	\$11,415,000	\$35,430,000	\$0
CHAPTER 4: PURCHASING, WAREHOUSING, AND VEHICLE ACQUISITION AND MAINTENANCE								
4-2	Eliminate One Position in its Purchasing Department	\$63,000	\$63,000	\$63,000	\$63,000	\$63,000	\$315,000	\$0
4-6	Functionally Combine the Central Stores and Furniture Warehouse	\$40,000	\$40,000	\$40,000	\$40,000	\$40,000	\$200,000	\$0
4-7	Functionally Combine the Central Stores and Furniture Deliveries	\$7,200	\$7,200	\$7,200	\$7,200	\$7,200	\$36,000	\$0
4-8	Implement a Barcode Scanning System for the Central Stores Inventory	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,000)
4-10	Outsource Vehicle Maintenance and Sell the Vehicle Maintenance Yard and Inventory	\$1,580,000	\$80,000	\$80,000	\$80,000	\$80,000	\$1,900,000	\$0
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		\$1,690,200	\$190,200	\$190,200	\$190,200	\$190,200	\$2,451,000	(\$2,000)
CHAPTER 5: HUMAN RESOURCES								
5-1	Hire a Director of Employee Relations	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$560,200)	\$0
5-1	Hire a Senior Personnel Assistant	(\$64,074)	(\$64,074)	(\$64,074)	(\$64,074)	(\$64,074)	(\$320,370)	\$0
5-2	Hire a Secretary	(\$54,827)	(\$54,827)	(\$54,827)	(\$54,827)	(\$54,827)	(\$274,135)	\$0
5-3	Eliminate the Position of Coordinator	\$125,896	\$125,896	\$125,896	\$125,896	\$125,896	\$629,480	\$0
5-3	Hire a Human Resources Director	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$112,040)	(\$560,200)	\$0
CHAPTER 5 SUBTOTAL SAVINGS (COSTS)		(\$217,085)	(\$217,085)	(\$217,085)	(\$217,085)	(\$217,085)	(\$1,085,425)	\$0

**EXHIBIT 9-3 (CONTINUED)
SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)**

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)	
	2006-07	2007-08	2008-09	2009-10	2010-11			
CHAPTER 6: FACILITIES USE AND MANAGEMENT/SAFETY AND SECURITY								
6-1	Reorganize Facilities Use and Management	(\$80,000)	(\$160,000)	(\$160,000)	(\$160,000)	(\$160,000)	(\$720,000)	\$0
6-4	Institute Value Engineering Process	(\$400,000)	(\$400,000)	(\$400,000)	(\$400,000)	(\$400,000)	(\$2,000,000)	\$0
6-3	Consolidate Schools	\$0	\$5,700,000	\$5,700,000	\$5,700,000	\$5,700,000	\$22,800,000	\$0
6-5	Staff Maintenance at Appropriate Level	(\$634,000)	(\$634,000)	(\$634,000)	(\$634,000)	(\$634,000)	(\$3,170,000)	\$0
6-6	Increase the Number of Custodians	(\$667,520)	(\$1,335,040)	(\$2,002,560)	(\$2,670,080)	(\$3,337,600)	(\$10,012,800)	\$0
6-7	Fund Cleaning Supplies at Best Practice Level	(\$85,300)	(\$85,300)	(\$85,300)	(\$85,300)	(\$85,300)	(\$426,500)	\$0
6-8	Hire Energy Management Coordinator	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$500,000)	\$0
6-8	Implement Energy Management Program	\$112,000	\$224,000	\$336,000	\$448,000	\$560,000	\$1,680,000	\$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		(\$1,854,820)	\$3,209,660	\$2,654,140	\$2,098,620	\$1,543,100	\$7,650,700	\$0
CHAPTER 7: EDUCATIONAL SERVICES DELIVERY AND MANAGEMENT								
7-1	Eliminate One Senior Director	\$120,910	\$120,910	\$120,910	\$120,910	\$120,910	\$604,550	\$0
7-1	Eliminate Four Coordinators	\$420,360	\$105,090	\$105,090	\$105,090	\$105,090	\$840,720	\$0
7-1	Eliminate One Director	\$113,000	\$113,000	\$113,000	\$113,000	\$113,000	\$565,000	\$0
7-1	Create Five Curriculum Specialists	(\$339,000)	(\$339,000)	(\$339,000)	(\$339,000)	(\$339,000)	(\$1,695,000)	\$0
7-2	Eliminate Director of State and Federal Programs	\$111,870	\$111,870	\$111,870	\$111,870	\$111,870	\$559,350	\$0
7-2	Eliminate One Coordinator of State and Federal Programs	\$105,090	\$105,090	\$105,090	\$105,090	\$105,090	\$525,450	\$0
7-2	Eliminate Three Program Assistants for State and Federal Programs	\$230,520	\$230,520	\$230,520	\$230,520	\$230,520	\$1,152,600	\$0
7-2	Eliminate Director of Special Education	\$111,870	\$111,870	\$111,870	\$111,870	\$111,870	\$559,350	\$0
7-2	Eliminate One Special Education Administrator	\$105,090	\$105,090	\$105,090	\$105,090	\$105,090	\$525,450	\$0
7-2	Eliminate Three Special Education Clerical Positions	\$129,150	\$129,150	\$129,150	\$129,150	\$129,150	\$645,750	\$0
7-2	Eliminate Facilitator of Grants and Special Programs	\$89,270	\$89,270	\$89,270	\$89,270	\$89,270	\$446,350	\$0
7-4	Create Director of Student Support Services	(\$113,000)	(\$113,000)	(\$113,000)	(\$113,000)	(\$113,000)	(\$565,000)	\$0
7-4	Create Coordinator of Comprehensive School Health	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$367,250)	\$0
7-4	Create Coordinator Homeless/Foster Youth Services	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$367,250)	\$0
7-4	Create Coordinator of Counseling and Psychological Services	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$73,450)	(\$367,250)	\$0
7-4	Create Two Clerical Positions	(\$86,100)	(\$86,100)	(\$86,100)	(\$86,100)	(\$86,100)	(\$430,500)	\$0
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		\$778,680	\$463,410	\$463,410	\$463,410	\$463,410	\$2,632,320	\$0

**EXHIBIT 9-3 (CONTINUED)
SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)**

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)	
	2006-07	2007-08	2008-09	2009-10	2010-11			
CHAPTER 8: FOOD SERVICE MANAGEMENT								
8-1	Shift Food Service to Ensure Meals per Labor Hour Are at Benchmark Levels	\$400,161	\$400,161	\$400,161	\$400,161	\$400,161	\$2,000,805	\$0
8-4	Train All Necessary Food Service Staff in Food Safety, Reheating, and Sanitation Procedures	(\$26,255)	(\$26,255)	(\$26,255)	(\$26,255)	(\$26,255)	(\$131,275)	\$0
8-6	Require All WCCUSD Schools to Have Staggered Lunches Comprised of Two or Three Lunch Periods	\$257,485	\$257,485	\$257,485	\$257,485	\$257,485	\$1,287,425	
8-12	Reduce Food Costs	\$291,370	\$291,370	\$291,370	\$291,370	\$291,370	\$1,456,850	\$0
8-15	Implement the Automated Point-of-Sale Program Throughout WCCUSD	(\$888,000)	(\$80,000)	(\$80,000)	(\$80,000)	(\$80,000)	(\$1,208,000)	\$0
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		\$34,761	\$842,761	\$842,761	\$842,761	\$842,761	\$3,405,805	\$0
TOTAL SAVINGS		\$6,236,790	\$8,962,597	\$17,504,597	\$19,346,618	\$21,198,597	\$78,989,178	\$0
TOTAL (COSTS)		(\$4,584,346)	(\$4,523,866)	(\$5,191,386)	(\$5,858,906)	(\$6,526,426)	(\$26,684,930)	(\$2,000)
TOTAL NET SAVINGS (COSTS)		\$1,652,444	\$4,438,731	\$12,313,211	\$13,487,712	\$14,672,171	\$52,304,248	(\$2,000)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							\$52,302,248	

**EXHIBIT 9-4
SUMMARY OF POTENTIAL CAPITAL FUND SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 4: PURCHASING, WAREHOUSING, AND VEHICLE ACQUISITION AND MAINTENANCE								
4-7	Combine the Central Stores and Furniture Warehouse Deliveries	\$1,500,000	\$0	\$0	\$0	\$0	\$1,500,000	\$0
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		\$1,500,000	\$0	\$0	\$0	\$0	\$1,500,000	\$0
CHAPTER 6: FACILITIES USE AND MANAGEMENT/SAFETY AND SECURITY								
6-4	Return on Value Engineering Fees	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$20,000,000	\$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$20,000,000	\$0
TOTAL SAVINGS		\$5,500,000	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$21,500,000	\$0
TOTAL (COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL NET SAVINGS (COSTS)		\$5,500,000	\$4,000,000	\$4,000,000	\$4,000,000	\$4,000,000	\$21,500,000	\$0
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							\$21,500,000	

APPENDIX A:
MAJOR FINDINGS AND
RECOMMENDATIONS FOR
IMPROVEMENT

APPENDIX A MAJOR FINDINGS AND RECOMMENDATIONS FOR IMPROVEMENT

Major findings and recommendations for improvement are outlined in **Exhibit A-1**. The exhibit displays the chapter numbers and corresponding operational areas of the report, along the recommendations included in each chapter. The exhibit also shows the suggested implementation timeline for each recommendation within an operational area and a master timelines for all recommendations within that area.

As shown in **Exhibit A-1**, the implementation timeline for each of the six operational areas reviewed in the district are as follows:

- District Organization and Administration: April 2007 – April 2008
- Financial Management: April 2007 – February 2007
- Purchasing, Warehousing: April 2007 – March 2008
- Human Resources: April 2007 – July 2008
- Facilities: February 2007 – January 2008
- Food Services: April 2007 – December 2008

EXHIBIT A-1
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 2 District Organization and Administration																									
2-1	Review and consider adopting a governance model and policies that focus the Board of Education on the identification of specific goals for the district, prescribes executive limits, and defines the accountability system to be applied to guide the determination of success																								
2-2	Revamp the Board of Education committee structure.																								
2-3	Complete the updating of the Board of Education Policy Manual, assign policy coordination to the recommended Department of Planning, Accountability and Technology, and establish a system for maintaining an up-to-date policy document.																								
2-4	Create a policy provision containing a listing of existing procedural manuals, handbooks, and planning documents and, on the Web site, create a series of hot links from the manual to the cited documents or procedures.																								
2-5	Reduce expenditures for contracted legal services and reassign contract negotiations/labor relations to the Human Resources Division.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 2 District Organization and Administration (Cont'd)																									
2-6	Reorganize the executive organization of WCCUSD.																								
2-7	Implement an Executive Director staffing ratio that supports effective supervision and assessment of principals and develop and adopt an accountability-based principal performance assessment and compensation system.																								
2-8	Reorganize the Cabinet structure converting it to a Superintendent's Leadership Forum including principals' participation and create a Superintendent's Executive Team.																								
2-9	Reorganize and assign the technology, planning, accountability, and assessment functions within a Department of Planning, Accountability, and Technology.																								
2-10	Complete the development of the Strategic Plan initiative and assign coordination responsibilities to the proposed Department of Planning, Accountability, and Technology.																								
2-11	Develop and implement a formula-driven staffing plan for school vice or assistant principal positions.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 2 District Organization and Administration (Cont'd)																									
2-12	Assign the Safety and Disaster Preparedness Department to the proposed Deputy Superintendent for School Management Division.																								
2-13	Review and update the WCCUSD Emergency Standard Operating Procedures document and the WCCUSD Comprehensive School Safety Plan and ensure that all school-level plans are updated and consistent with the district plan.																								
2-14	Create a safety and security review checklist based on an updated WCCUSD Comprehensive School Safety Plan and conduct a minimum of one scheduled and one unscheduled walk-through inspection of each school annually.																								
Ch. 3 Financial Management																									
3-1	Institute a comprehensive program, including fiscal incentives at the school-site level, to raise attendance as a percentage of enrollment at all schools to at least 95 percent, thereby improving educational outcomes and increasing revenues from the State.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 3 Financial Management (Cont'd)																									
3-2	Approach IBM with a proposal for waiver of the outstanding \$5 million of payments currently scheduled to be made by the district, stressing opportunities for corporate tax write-off and positive public relations for the company.																								
3-3	Create and implement a strategy for controlling and refinancing unfunded liability for post-employment health benefits, in order to restore the district's capacity to provide future salary increases and future educational program investments.																								
3-4	Align the district's annual budget documents with the Board's strategic plan, make the budget an instrument for implementation of the plan, and revise budget documents.																								
3-5	Implement a Web-based online purchase order process for operational savings and increased operational effectiveness.																								
3-6	Implement a Web-based online personnel time-tracking and payroll process for operational savings and increased operational effectiveness.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 3 Financial Management (Cont'd)																									
3-7	Move responsibility for oversight and tracking of employee benefits from the internal audit office to Human Resources and focus the internal audit resources on resolving outstanding audit issues regarding student body funds.																								
Ch. 4 Purchasing, Warehousing, and Vehicle Acquisition and Maintenance																									
4-1	Explore additional cooperative purchasing arrangements with other school districts and local government entities.																								
4-2	Eliminate one position in its purchasing department and then reevaluate the department staffing after the implementation of the new purchasing software and procurement card systems.																								
4-3	Set up a textbook purchasing committee to provide monitoring and standardization of school textbook ordering processes and projections.																								
4-4	Implement a procurement card program.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 4 Purchasing, Warehousing, and Vehicle Acquisition and Maintenance (Cont'd)																									
4-5	Implement a formal conflict of interest program for the purchasing department to include requirements for staff to disclose personal interests, recuse themselves from related party dealings, and to formally acknowledge their understanding of the policy.																								
4-6	Functionally combine the central stores and furniture warehouses.																								
4-7	Consider selling the primary furniture warehouse and all the surplus furnishings and combining the remaining furnishings on one floor of the central stores warehouse.																								
4-8	Implement a barcode scanning system for the central stores inventory.																								
4-9	Install a security camera at the central stores receiving/pickup door.																								
4-10	Consider outsourcing vehicle maintenance to another public agency or to a private company and closing the vehicle maintenance yard.																								
4-11	Develop and implement a vehicle replacement program.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 4 Purchasing, Warehousing, and Vehicle Acquisition and Maintenance (Cont'd)																									
4-12	Implement an electronic preventative maintenance and monitoring system to track mileage, maintenance due dates and completion, and repairs—and send monthly reports to functional supervisors to enforce compliance with maintenance schedules.																								
Ch. 5 Human Resources																									
5-1	Reassign the employee relations/negotiations functions from the Legal Services Department to the Human Resources Division and hire a Director of Employee Relations and a senior personnel assistant.																								
5-2	Reassign the functions and office of Professional Development and its coordinator to the Human Resources Division and hire a secretary to assist.																								
5-3	Hire a director to oversee certificated hiring and related employment issues.																								
5-4	Develop and implement a customer feedback system to assist the division and the district to evaluate the nature and quality of its services and the satisfaction level of its employees.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 5 Human Resources (Cont'd)																									
5-5	Develop and maintain a personnel procedures manual for personnel staff.																								
5-6	Review and update all job descriptions and develop a procedure for the review of descriptions on a three-year cycle.																								
5-7	Investigate on-line automated application systems.																								
5-8	Develop strategies and long-range plans for future recruitment efforts.																								
5-9	Increase the substitute teacher pool, implement strategies for retaining teacher substitutes, and examine and develop ways to reduce the number of teacher absences.																								
5-10	Develop an orientation session for beginning substitutes.																								
5-11	Develop an employee recognition program to reward employees for outstanding service to the West Contra Costa Unified School District.																								
5-12	Continue to examine beginning teacher salaries as well as other teacher salaries in comparison to those of comparable school districts and make adjustments as budget allows.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 5 Human Resources (Cont'd)																									
5-13	Develop procedures a formal employee evaluation process and ensure that the process is monitored.																								
5-14	Develop a comprehensive district-wide Staff Development Master Plan that links the district's priorities with the opportunities provided in staff development.																								
5-15	Hold teachers accountable who do not complete 18-hours of professional development each school year.																								
Ch. 6 Facilities																									
6-1	Reorganize the facilities use and management functions to clarify responsibilities and simplify lines of communication.																								
6-2	Coordinate the recommendations of the 2006 Facilities Master Plan with the activities of the Bond Program.																								
6-3	Consolidate schools to eliminate excess capacity.																								
6-4	Institute a formal value engineering process.																								
6-5	Staff the maintenance department at an appropriate level, tied to specific performance measures, to maintain the capital investment of the district in the facilities.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 6 Facilities (Cont'd)																									
6-6	Increase the number of custodians to a best practice staffing ratio.																								
6-7	Fund custodial cleaning supplies at a best practice level.																								
6-8	Implement an aggressive energy management program.																								
6-9	Review the educational specifications for all school types and ensure they include best practice safety and security design elements.																								
Ch. 7 Educational Services Delivery and Management																									
7-1	Reorganize the Department of Curriculum and Instruction.																								
7-2	Consolidate state and federally funded programs and create a proposed Department of Special Programs.																								
7-3	Expand consultative services from professional staff throughout the district and reduce the over-reliance of classroom support aides.																								
7-4	Create a Department of Student Support Services.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 8 Food Service																									
8-1	Shift food service staff to ensure most, if not all, meals per labor hour for each school is at benchmark levels.																								
8-2	Track meals per labor hour to accurately compare the number of meals served to the amount of labor hours.																								
8-3	Prepare and execute a succession plan for the Food Services Department.																								
8-4	Train and track training of all cafeteria staff in food safety, reheating food and sanitation, regardless of whether they are employed at an elementary, middle or high school.																								
8-5	Require that managers 1) complete evaluation forms for all food service staff, 2) follow up on the evaluations of staff once completed, and 3) revise evaluation forms to include objective criteria.																								
8-6	Require that all WCCUSD schools have staggered lunches comprised of two or three lunch periods.																								
8-7	Remove all vending machines from WCCUSD schools that sell anything beyond water, drinks comprised of more than 50 percent juice with no added sweeteners, milk, sports drinks, or snacks that adhere to state guidelines.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 8 Food Service (Cont'd)																									
8-8	Prevent student and parent organizations from competing with the district during lunch periods, and close all student concession rooms, including the room at Kennedy High School.																								
8-9	Ensure that custodians thoroughly clean all meal service areas after meal service ends, and hold custodians accountable for their service.																								
8-10	Ensure all custodial supplies are properly stored when not in use.																								
8-11	Assist parents in completing forms to receive free or reduced lunches during student registration.																								
8-12	Pursue the use of purchasing cooperatives and reduce the cost of food to 36 percent of total revenue.																								
8-13	Implement a communication plan between school administration and food service staff to ensure food is only prepared for students present during campus lunch and that entrée count selections are provided by elementary and middle school class prior to lunch.																								
8-14	Create and enforce a cash counting policy to require two signatures on each cash deposit.																								

EXHIBIT A-1 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
WEST CONTRA COSTA UNITED SCHOOL DISTRICT PERFORMANCE EVALUATION

RECOMMENDATIONS		2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Ch. 8 Food Service (Cont'd)																									
8-15	Implement the automated point-of-sale system, including the reporting capabilities throughout the school district.																								
8-16	Create and analyze monthly profit and loss reports and monthly cost per meal reports by campus and meal.																								
8-17	Develop and implement strategies to improve student participation rates.																								
8-18	Develop a process to conduct student surveys, analyze the results, and follow up on strategies to increase student participation.																								