



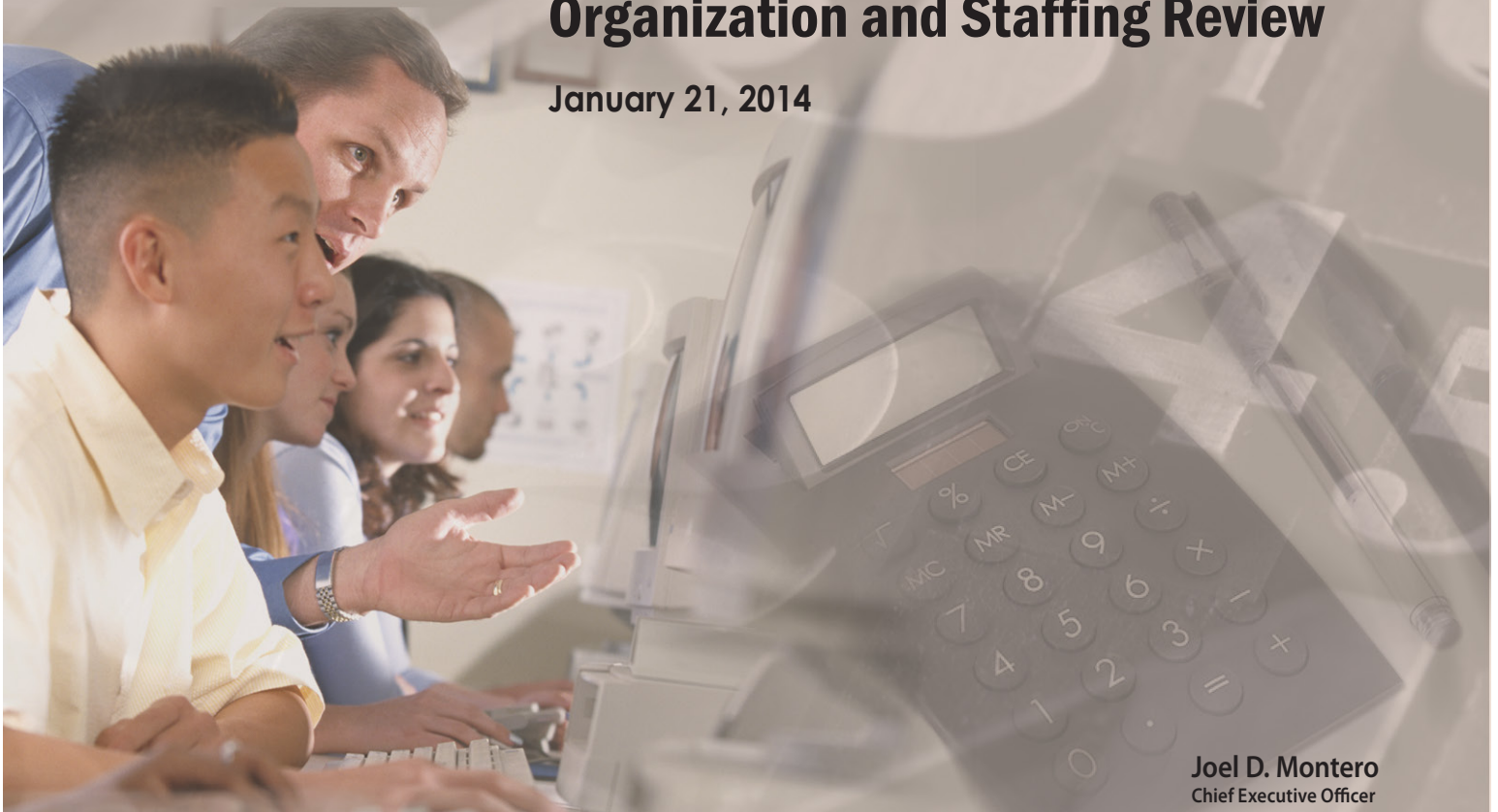
FISCAL CRISIS & MANAGEMENT
ASSISTANCE TEAM

CSIS California School Information Services

San Ysidro School District

Organization and Staffing Review

January 21, 2014



Joel D. Montero
Chief Executive Officer





January 21, 2014

Gloria Madera, Interim Superintendent
San Ysidro School District
4350 Otay Mesa Road
San Ysidro, CA 92173

Dear Superintendent Madera,

In August 2013, the San Ysidro School District and the Fiscal Crisis and Management Assistance Team (FCMAT) entered into an agreement for an organization and staffing review. Specifically, the agreement stated that FCMAT would perform the following:

1. Conduct an organizational and staffing review of the district's central office and at the central office at each school site for all certificated, classified and administrative positions. This review will include the following departments: Superintendent's Office, Business Services, Personnel, Educational Services, Transportation, Maintenance, Technology, Child Nutrition and Facilities.
2. Provide staffing data for three comparative school districts of similar size and type and make recommendations to improve the efficiency. The comparison may include school districts located in the geographical region and/or may include comparable districts utilized in the collective bargaining process.
3. Review the job descriptions for district office department positions only, interview staff and make recommendations for staffing improvements or reductions, if any. Include estimated calculated values for any proposed position reductions or enhancements to the organizational structure.
4. Evaluate the work flow and distribution of functions between the departments, and make recommendations for improved efficiency, if any. Review documentation, including board policies and administrative regulations, and gather data regarding current practices, procedures and separation of duties to ensure that the proper internal controls are in place. Interview other site staff as needed to determine the efficiency and effectiveness of services delivered.

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

FCMAT

Joel D. Montero, Chief Executive Officer

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Administrative Agent: Christine L. Frazier - Office of Kern County Superintendent of Schools

Sincerely,

A handwritten signature in black ink, appearing to read 'Joel D. Montero', with a stylized, cursive script.

Joel D. Montero
Chief Executive Officer

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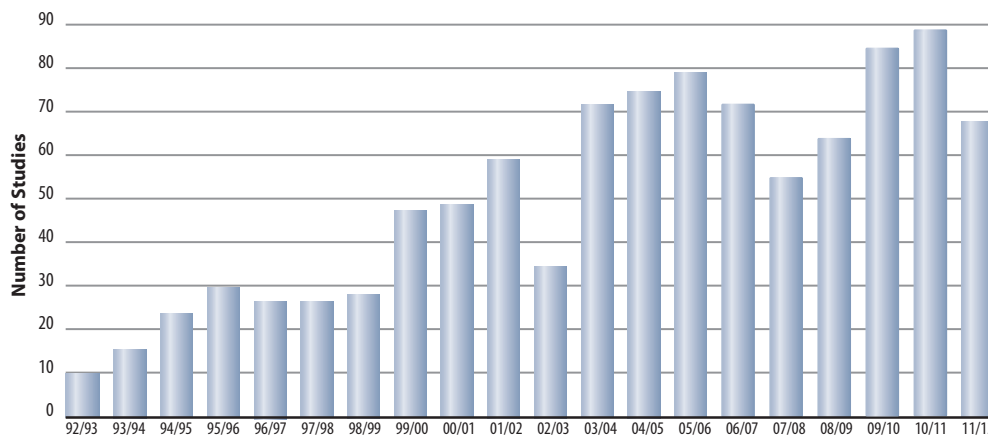
About FCMAT

FCMAT's primary mission is to assist California's local K-14 educational agencies to identify, prevent, and resolve financial and data management challenges. FCMAT provides fiscal and data management assistance, professional development training, product development and other related school business and data services. FCMAT's fiscal and management assistance services are used not just to help avert fiscal crisis, but to promote sound financial practices and efficient operations. FCMAT's data management services are used to help local educational agencies (LEAs) meet state reporting responsibilities, improve data quality, and share information.

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

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

Studies by Fiscal Year



FCMAT also develops and provides numerous publications, software tools, workshops and professional development opportunities to help local educational agencies operate more effectively and fulfill their fiscal oversight and data management responsibilities. The California School Information Services (CSIS) arm of FCMAT assists the California Department of Education with the implementation of the California Longitudinal Pupil Achievement Data System (CALPADS) and also maintains DataGate, the FCMAT/CSIS software LEAs use for CSIS services. FCMAT was created by Assembly Bill 1200 in 1992 to assist LEAs to meet and sustain their financial obligations. Assembly Bill 107 in 1997 charged FCMAT with responsibility for CSIS and its statewide data management work. Assembly Bill 1115 in 1999 codified CSIS' mission.

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

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

Since 1992, FCMAT has been engaged to perform nearly 850 reviews for LEAs, including school districts, county offices of education, charter schools and community colleges. The Kern County Superintendent of Schools is the administrative agent for FCMAT. The team is led by Joel D. Montero, Chief Executive Officer, with funding derived through appropriations in the state budget and a modest fee schedule for charges to requesting agencies.

Introduction

Background

The San Ysidro Elementary School District is located south of San Diego along the southern border of California and serves approximately 5,235 students in grades K-8 at seven elementary schools, one middle school and several preschools. The district encompasses San Ysidro and some adjacent areas of San Diego.

On August 26, 2013, the San Ysidro School District and the Fiscal Crisis and Management Assistance Team (FCMAT) entered into an agreement for FCMAT to conduct an organizational and staffing review of the district's central office and of the central office at each school site. Specifically, the agreement states that FCMAT will perform the following:

1. Conduct an organizational and staffing review of the district's central office and at the central office at each school site for all certificated, classified and administrative positions. This review will include the following departments: Superintendent's Office, Business Services, Personnel, Educational Services, Transportation, Maintenance, Technology, Child Nutrition and Facilities.
2. Provide staffing data for three comparative school districts of similar size and type and make recommendations to improve the efficiency. The comparison may include school districts located in the geographical region and/or may include comparable districts utilized in the collective bargaining process.
3. Review job descriptions for district office department positions only, interview staff and make recommendations for staffing improvements or reductions, if any. Include estimated calculated values for any proposed position reductions or enhancements to the organizational structure.
4. Evaluate the work flow and distribution of functions between the departments, and make recommendations for improved efficiency, if any. Review documentation, including board policies and administrative regulations, and gather data regarding current practices, procedures and separation of duties to ensure that the proper internal controls are in place. Interview other site staff as needed to determine the efficiency and effectiveness of services delivered.

Study Guidelines

FCMAT visited the district on October 15-17, 2013 to conduct interviews, collect data and review documents. This report is the result of those activities and is divided into the following sections:

- Executive Summary
- District Office
- Human Resources
- Technology and Information Services Department
- Educational Services Division
- Business Services Division
- Maintenance, Grounds and Custodial Operations
- School Site Administration and Support
- Comparison with Similar Districts
- Appendices

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

Study Team

The study team was composed of the following members:

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*As a member of this study team, this consultant was not representing her employer but was working solely as an independent contractor for FCMAT.

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

Executive Summary

The San Ysidro School District is in an extremely difficult financial situation and faces the possibility of a state emergency appropriation and state takeover. As of FCMAT's fieldwork, the district projected and the San Diego County Office of Education confirmed that the district will be challenged to meet cash flow requirements through the end of the current fiscal year. In spite of meetings to inform staff, board members and the public of these challenges, many employees mistakenly feel that a state takeover would provide a solution to the district's difficulties. The district struggles to identify additional areas in its budget that can be reduced to prevent insolvency. The district and its employees' collective bargaining units are at impasse, with the district seeking substantial concessions in salary and benefits while bargaining units seek increases in compensation. In addition to the extreme financial challenges, a board member and previous superintendent are being investigated by the Federal Bureau of Investigation (FBI). These circumstances, combined with inadequate staffing levels in the central office, have resulted in increased workloads for administrators and affected the ability to lead the district effectively.

The district has experienced considerable change in its organizational structure as a result of staffing reductions and vacated positions. Like most California districts, the San Ysidro School District has been faced with reductions in funding over the last six years and has struggled to maintain fiscal health. Confronted with fiscal insolvency, the district has looked to all potential sources for reductions in spending, including those related to staffing. Reductions in force and a freeze on filling vacancies as they occur have left the district with significant staffing handicaps in many areas. As vacancies occur, duties have been redistributed to others, sometimes to those with little experience in a particular field. These changes leave the district's leadership and some departments inadequately staffed and have negatively affected the delivery of services. The district is led by an interim superintendent who also continues to manage the responsibilities of their former position as the assistant superintendent of educational services. In addition, the assistant superintendent of human resources position, which was also responsible for managing the district's special education programs, was recently vacated. At the time of FCMAT's fieldwork the duties of this position were being managed through alternative temporary assignments and consulting agreements, under shared leadership in the business services and educational services divisions.

The lack of sufficient, focused, leadership among the district's administrative team, including in positions responsible for human resources and special education, places the district at considerable risk of noncompliance and litigation. Both content areas require specialized knowledge to ensure legal compliance, adequate services to students, and protection of the district's interests. Further, in a district of this size, the superintendent's responsibilities are expansive. The district's staffing levels and financial instability require that this position maintain significant focus to successfully lead the district into fiscal recovery. FCMAT recognizes the district's extenuating financial circumstances; however, the absence of strong, focused leadership leaves the district extremely vulnerable.

Employees interviewed during FCMAT's fieldwork recognized that the district office staffing has been reduced to a level that does not allow for adequate support in instruction, student services, and human resources. Those interviewed indicated that district staff know what needs to be done but simply do not have the time or resources to accomplish it. In addition, as staffing has been reduced, responsibilities have shifted and some interviewees indicated that they no longer knew

who is responsible for what, and sometimes those responsible either did not have the authority to make decisions or did not know the answers to questions.

Some staff acknowledged that the district needs to reduce its reliance on outside assistance and begin to recreate its own district-level infrastructure. Some interviewees also mentioned that restructuring was needed, with the understanding that many practices and procedures also need to be revised to maximize service to students and ensure compliance with laws and regulations. For example, staff indicated that until the 2013-14 school year, site administrators were not required to tie their expenditures to their school site plans. Staff also shared that although there is a great deal of technology in the schools, there is a need to provide support and training to maximize its benefits for students.

District-level administration is typically divided into educational services, human resources, and business services divisions, and this configuration is evident in the district's 2013-14 organizational chart. FCMAT obtained staffing information from three districts of similar size and demographic structure; however, these districts are not confronted with fiscal insolvency. In districts of similar size and structure and not confronted by fiscal insolvency, it is best practice to maximize services to schools and students by filling and assigning relevant duties to the following positions: an assistant superintendent of educational services; a director of curriculum and instruction with two educational services coordinators, one of whom would have responsibility for state and federal programs; and a director of student services with a special education coordinator and a children and families project facilitator.

The human resources and business services divisions as listed on the district's organizational chart are consistent with similarly sized districts, with the exceptions of information management services, which is better situated under either the business services or educational services division, and the special education department, which is more appropriately placed in the educational services division.

Although staffing recommendations are made throughout this report, it is unlikely that the district will be able to fill all positions indicated because of its precarious financial situation. The district and the county office confirm that the district's budget and financial projections include funding for some positions that are currently vacant. Given the district's fiscal condition, strong caution and consideration should be exercised before staffing any new positions that do not already have assigned resources identified in the district's budget and financial projections. As funding becomes available, and/or if savings can be realized in current administrative staffing and by eliminating external contracted services, recommended staffing considerations should be evaluated.

Although FCMAT's report contains recommendations for additional staffing in accord with comparison data and industry best practices, it is exceedingly important that the district contain costs sufficiently to achieve fiscal solvency and avoid any increase in the risk that a state emergency allocation and takeover will be needed. Thus FCMAT understands that it may not be feasible for the district to implement all of the staffing recommendations in this report, and that any such staffing changes should help achieve the goal of fiscal solvency, not hinder it.

Findings and Recommendations

District Office

The district is led by an interim superintendent whose administrative team consists of the assistant superintendents of business services, human resources, and educational services.

In addition to the superintendent's cabinet, district operations are managed by a director of state and federal projects; a director of information management services; a director of business support services; a psychologist on special assignment who serves as the acting director of special education; an educational services coordinator; an acting coordinator of special education; a business services coordinator; and an operations supervisor.

At the time of FCMAT's fieldwork the assistant superintendent of human resources position was vacant and its duties were being managed through alternative staffing assignments and consultant agreements. In addition, in an effort to maintain momentum in curriculum and instruction, the interim superintendent continued to manage the educational services division in addition to the responsibilities of superintendent. To ensure a continuum of services, the district has entered into various consulting agreements and has accessed resources and support from the San Diego County Office of Education.

Since the 2007-08 school year, the district has eliminated the following seven management positions:

- Director of curriculum and instruction
- English learner literacy coordinator
- Director of special education
- Two pupil services/special education coordinators
- Director of fiscal services
- Director of purchasing
- Director of maintenance, operations and transportation (MOT).

In addition, there is a vacancy for an educational services coordinator.

The district also eliminated two consultant contracts: one in June 2012 for a food services consultant and one in September 2010 for a facilities consultant. As the district continues to navigate through a difficult fiscal situation, support in many areas that have vacancies has been secured through consultant agreements. For the 2013-14 school year, the district has entered into consulting service contracts for the following:

- Administrative support for human resources at a rate of \$100 per hour.
- Administrative coach to work with school leaders in Common Core curriculum and instruction for seventh and eighth grade students at a rate of \$75 per hour.
- Professional development/instructional services enterprise to provide support for Common Core standards at a rate of \$1,500 per day for 74 days total.

- Special education consultant to review and monitor individualized education programs (IEPs) to ensure compliance with state and federal regulations at a rate of \$25 per hour on a contract that is not to exceed \$5,000.

School Site Administration

In interviews, staff described a commitment by the district's leaders to visit one campus each week. For these visits, district leadership was defined as the interim superintendent, assistant superintendent of business services, director of state and federal programs, director of information management services, and operations supervisor. The intent of the visits was to meet with the principal, visit classrooms, and then meet with the site staff to respond to questions and concerns.

School site personnel agreed that these visits and meetings had occurred but indicated that implementation has been inconsistent during the 2013-14 school year and acknowledged the excessive workload on leadership as a result of numerous staffing reductions and vacancies. Sometimes only part of the leadership team visits, and other times staff attendance is discouraged because of collective bargaining differences.

Site administrators reported that weekly administration meetings are scheduled but are canceled if the agenda items can be handled via email. Site administrators stated that this practice has made the meetings more meaningful because substantive issues are discussed when meetings are held.

In addition to the concerns expressed above, site staff indicated that the top four ways district staff could support them were the following:

1. Provide timely communication and information to all.

Staff reported that there are times when some sites or administrators receive information that is not disseminated to others. For example, information regarding purchase requisitions and school site plans was not disseminated to all site administrators. Some staff explained that at times decisions that affect sites were made at the district without site input and without advance explanation of why the decisions were necessary.

2. Provide district focus on and development of plans for implementing Common Core State Standards.

Site administrators do not see a district-led technology infrastructure plan and plan for implementing the Common Core State Standards.

3. Allow principals to focus on being instructional leaders at their campuses.

School site administrators stated that they have been required to attend community and district events when they believed their time should be focused on their students and staff.

4. Improve the approach to providing timely, accurate budget information so principals may manage their site budgets responsibly. Review methods for accessing updated budget information and ensure that fiscal staff routinely review site budgets with school site administrators.

Staff interviewed expressed the perception that school site budgets change constantly and so are difficult to manage well at the site level.

Recommendations

The district should:

1. Review its costs for consultants and determine if it would be more cost effective to hire employees to provide these services.
2. Fill the superintendent or assistant superintendent of educational services position to restore the focused leadership the district needs as funding becomes available and/or if savings can be realized in current administrative staffing and elimination of external contracted services .
3. Develop a plan to address the needs of school sites and coordination of district services.
4. Ensure that communications are timely, accurate, and widely disseminated.

Human Resources Department

The district's human resources (HR) department is responsible for managing hiring, staffing changes, negotiations, labor issues, and layoffs and re-employment. The department is staffed by a personnel technician and a human resources administrative assistant; both are confidential classified positions. The assistant superintendent of HR resigned in July 2013, and in August 2013 the district contracted with an independent consultant to provide HR administrative services. At the time of FCMAT's fieldwork, the consultant was working two days per week, which district administrators indicate is insufficient to manage the HR department assignments and tasks. The consultant's contract specifies that he will be paid \$100 per hour and \$100 each way for travel to and from his home and the district.

The previous assistant superintendent of HR's 2012-13 annual salary and related benefits was \$173,960.07, which is an hourly cost of approximately \$92 based on a 225-day work calendar and 12 vacation days.

Board Policies

Information from interviews and a review of the district's board policies and administrative regulations applicable to human resources revealed that some were adopted as recently as 2011 while others were last reviewed and adopted in 2001. Some policies and administrative regulations appear to be copied verbatim from those offered through sources such as the California School Boards Association's GAMUT online board policy resource, as at least one policy (4111(a)) contains the following: "Note: the following paragraph should be modified to reflect district practice."

Using well-established resources such as the GAMUT is an industry-standard practice that saves time and ensures that when policies are regularly updated they reflect current laws and regulations; however, it is best practice to tailor such policies to the district's unique needs and collective bargaining agreements.

Hiring Procedures

District staff indicated that the hiring process begins with the supervisor completing a request form (P-28) which is then routed to the business services department to verify the budget identified to support the costs of the position. The request form then goes to the HR department to proceed with the hiring process.

Site staff stated that before the P-28 is completed, HR reviews staffing requirements and determines if the position may be filled. If approval is given to fill the position, site staff complete the P-28 and send it to HR. Once the person is hired, HR provides the position number to the business office so the new employee may be entered into the county payroll system. Business services staff indicated that they use Microsoft Excel data sheets to monitor positions and that HR uses a separate software, independent of the financial system, to manage position control. Because the systems do not communicate electronically, reconciliation is performed by HR manually approximately once a year. Reconciling transactions, positions and accounts is a critical daily process. The lack of an integrated and timely process between the departments poses an additional operational risk to the district.

Staffing and Class Sizes

The district has a memorandum of understanding (MOU) with the San Ysidro Education Association (SYEA) that limits class sizes to 30 students in Kindergarten, 31 in grades 1-3, and

34 in grades 4-8. An additional MOU states that teachers whose class loads exceed the maximum will receive \$10 per day, per student, beginning the second day of that student's attendance. Routine monitoring of class loads is essential for cost containment, especially during the first four to six weeks of the school year. It is best practice to routinely monitor class sizes and maximize class loads while ensuring that the most cost-effective measures are used, including exceeding class-size limits, sending some students to other school sites, or increasing staffing levels.

Principals and district staff reported that many staff were moved from one site to another to fill positions with properly credentialed staff and meet class size agreements. Although this is an industry-standard and best practice, both district and site administrators recognize that this change in process has created frustrations for site administrators who wish to recruit and hire the best people for their sites. District staff acknowledge that additional communication and training related to the procedures for staffing changes and credentialing would be beneficial.

Collective Bargaining

At the time of FCMAT's fieldwork, negotiations with both the certificated and classified bargaining units were not yet settled for fiscal year 2013-14. There is a general realization that the certificated employee bargaining unit and the district are far apart in their expectations for 2013-14. The district has proposed an 8% reduction in salary for 2013-14, 2014-15, and 2015-16. The SYEA has proposed a 5.89% salary increase. Since FCMAT's fieldwork, the district has petitioned the California Public Employment Relations Board to appoint a mediator to assist with negotiations.

The collective bargaining agreement with certificated employees provided to FCMAT is dated 2007-2010 and was to be in effect until June 30, 2010. FCMAT was also provided with six MOUs that affect the teachers during the 2013-14 school year. Employees interviewed noted that the agreement has not been updated and MOUs have been used to make changes to contractual responsibilities.

Memoranda of understanding are typically used to resolve single issues or those with a limited duration, not in lieu of updating and negotiating current contracts. An example of the problems that can be created when MOUs are used in lieu of updating a contract is the way class sizes are managed. Currently, an MOU is in effect which specifies class size maximums by grade levels and a stipend for teachers whose class sizes exceed the specified cap. The collective bargaining agreement contains class size averages by grade levels and does not include a stipend for teachers whose classes are above the specified average. Managing multiple MOUs regarding similar issues increases the risk of errors in implementation; this risk can be reduced by ensuring that all language regarding an issue is contained in the collective bargaining agreement. The management of multiple MOUs increases the workload of the HR staff and others responsible for the practical application of the language.

Recommendations

The district should:

1. Seek qualified candidates and fill the assistant superintendent of human resources position. Ensure that recruitment for this position emphasizes preparation and experience in public school district human resources. This will provide continuity in the HR office and has the potential to reduce personnel costs.

2. Routinely review and update board policies and administrative regulations and ensure that they are tailored to address the district's unique characteristics and processes.
3. Continually review and monitor certificated staff assignments and class sizes to ensure that student placement and/or staffing levels are appropriate and cost effective, pursuant to the terms and conditions contained in the SYEA collective bargaining agreement.
4. Develop a plan to reconcile position control managed by the business and HR departments with active staff lists to ensure data accuracy monthly. Consider moving to a single position control system that integrates with the county office financial system should this option become available.
5. Provide regular professional development opportunities for principals regarding HR processes and procedures, including staffing, layoffs and reassignments.
6. Review all current MOUs between the district and the SYEA and determine which, if any, should be considered for inclusion in the collective bargaining agreement.
7. Review and update practices related to board policies to ensure that they align with board policies and administrative regulations.
8. Review and update human resources board policies and administrative regulations as needed to meet the district's needs and to ensure legal compliance and coordination with relevant contract language.
9. Ensure that school site administrators and support staff are knowledgeable and trained in established HR department processes and procedures.

Technology and Information Services Department

In the past, the technology and information services department worked closely with the district's leadership to develop and implement technology initiatives. Although the district made significant advances with recent school building renovations, including a SMART Interactive board, projector, document camera and voice amplification system in almost every classroom, it needs to examine the sustainability of the design and evaluate the department's capacity to support the district's overall goals for academic achievement.

With the onset of Common Core State Standards (CCSS) and Smarter Balanced Assessments (SBAs) via computer, technology will play an increasingly significant role in instruction, student learning and assessment. It is thus imperative that the district's entire leadership team play a significant role in the direction of instructional technology. Further, requirements associated with the new Local Control Funding Formula (LCFF), established under Assembly Bill 97 and Senate Bill 97, require a renewed focus on aligning state funding with the instructional programs and student demographics through a Local Control Accountability Plan. Because meeting these new requirements will take additional staff time, this report provides an analysis of how technology fits into the district's operations and supports its educational goals; however, it is not a comprehensive technology review.

Over the past few years the technology department has reported to various divisions within the district office, and it currently is part of the HR department. However, with much of the district's focus now on CCSS and SBA, it will be critical for the technology department to work closely with the educational services department.

The district's director of information management services has more than thirty years of experience in the district. The technology and information services department also has one full-time information systems specialist and four full-time information computer technicians. Through attrition, two information computer technician positions have been vacated and were not filled. In addition, one information systems specialist position was eliminated. The director actively manages the daily activities of the four computer technicians, supports the help desk, and manages enterprise solutions such as email, the firewall, network performance, Voice over Internet Protocol (VoIP) phones, and other responsibilities.

With limited district oversight, the department has made excellent progress in updating the core infrastructure to prepare the network for the implementation of CCSS and SBA, and is developing a disaster recovery plan. The director meets daily with staff to prioritize projects and work orders. The staff have the knowledge needed to support each other's assignments and systems if one is out ill or on vacation, although little documentation is available to support protocols, policies and procedures in the event of an emergency. The director attends district management meetings when required but acknowledged that lately there has been limited opportunity for regular meetings with educational services leadership. The lack of coordination between divisions is evident from the fact that some projects and programs are selected and purchased before the technology department has the opportunity to prepare and align resources in time for a successful adoption.

One example of this lack of coordination is in state-mandated reporting. Although the technology department meets the state deadlines, it is struggling to both keep up with reporting mandates and continue to sustain the existing technology. The demand for technology

support services and the additional reporting requirements for the California Longitudinal Pupil Achievement Data System (CALPADS) place the department in the difficult position of responding to competing priorities in a timely manner. The department has expressed the need to have shared ownership of CALPADS reporting. In previous years the director of educational services and special education supported validating CALPADS reports; however, in the past two years the support has declined as staff have become overextended with other priorities. Now more than ever, CALPADS data needs to be reviewed and approved by all relevant divisions; this data will be used to allocate funding to districts via the LCFF. Departments will need to work with the technology department to review reports and resolve errors prior to submission.

The work of the department's technicians is driven by the district's work order system, known as OPRAH, through which all requests for support originate. This system helps monitor and track issues and trends in requests. The technicians each support at least two school sites, and the technician-to-computer ratio of approximately 1-to-500 is comparable to that of most districts of similar size. Because the computers at the sites have an average age of more than five years, more time is spent maintaining antiquated equipment than is worth the return on the investment. The site technicians support classroom computers, iPads, electronic learning programs such as Imagine Learning, SMART Interactive boards, voice amplification systems, projectors, document cameras and much more. The technicians have received very little formal training on the equipment and software and, according to staff interviews, are usually included in the process after the purchase is completed and therefore learn the program on the job.

An educational technology leadership position can provide valuable assistance in coordinating classroom technology priorities, projects and implementation. Such a position would help align the district's technology support with its educational goals and objectives, and ensure compatibility with existing systems and appropriate training for staff to sustain the adoption. For example, when the SMART Interactive boards were first selected and implemented, all technology staff received formal training and certification to support the adoption. It would benefit the district to ensure that this same technique is applied to other districtwide educational technology initiatives. With the exception of an educational technology leadership position, current staffing levels for the department are adequate and could support the district's technology with the appropriate training, alignment of educational priorities between divisions, replacement of aging equipment, and educational technology coordination and leadership.

The district's technology procurement also lacks consistent and standard practices for purchasing and approval. Sites sometimes work directly with technology staff to select hardware, and in some cases site principals order equipment without approval or oversight, which makes ongoing support difficult. For example, the purchase of iPads was made in isolation from the technology department. The technology staff are expected to support the devices even though no formal training or protocols have been provided or developed for this. The business and technology departments need to work together to establish and publish standards annually for hardware purchases, and any new technology outside of those standards should be thoroughly vetted by the technology department before it is acquired.

As indicated earlier, there is a lack of clear communication between other departments and the technology department. The district does not have a functioning technology steering committee that meets regularly to provide direction, and as a result the technology department's goals do not align with the district's instructional and business goals. With the recent changes in district office administration, it is critical that this direction and alignment occur so that there is a unified effort to apply resources to support and meet the district's goals.

Recommendations

The district should:

1. Reposition the technology department to report to the educational services department to better coordinate the two departments' collaboration and to help ensure successful implementation of CCSS and SBA.
2. Document support protocols, policies, and procedures for preserving the district's technology in the event of an emergency
3. Develop a repository of district policies, procedures and practices to support and sustain technology and software applications, cross training of staff, and preparation for possible emergencies.
4. Under the direction of the assistant superintendent of educational services, establish regular meetings that include the educational technology leadership, the director of information management services, representatives from schools sites, and administrators from the educational services division, to review curriculum needs and how technology best meets these needs.
5. Ensure that the technology department works directly with business and educational services staff to establish hardware standards. Post these standards on the district's website, and require that the technology department approve all technology hardware and software purchases.
6. Reconvene a technology oversight committee to support the CCSS and SBA.
7. Form a district leadership team made up of HR management, fiscal management, special education management, and educational services management positions, to support CALPADS reporting.
8. Ensure that the technicians are provided with formal training on the equipment and software they service.
9. Develop an equipment replacement schedule for computers and other technology equipment.

Educational Technology

The district does not have a position or individual assigned to supporting technology integration in the classroom. This responsibility is shared between educational services staff and technology department staff; however, there is no documented or official coordination between the divisions or staff regarding the selection, evaluation, testing, training and deployment of technology to support learning. The lack of formal processes and a dedicated individual or position responsible for coordinating these objectives causes the adoption of new technology hardware and software to be ineffective, inconsistent or delayed. This has resulted in frustrations, which were expressed by both teachers and administrators. Many stated that they did not understand why some programs and/or hardware was not working or why systems were not set up in a timely manner. Because of inconsistencies and the lack of reliability of hardware or software, teachers often give up trying to implement a solution, and the return on the investment is thus forfeited.

The certificated contract provides for a \$1,000 site technology coordinator stipend, which is subject to the availability of categorical funding and must be identified in the Single Site Plan for Student Achievement for those sites utilizing the position. This position is established to provide support to teachers in adopting and implementing technology into instruction and learning. It is unclear how this role is identified, who oversees the alignment and completion of responsibilities assigned to this teacher, or how the effectiveness of the position is determined. The technology department does not meet with or work with these teachers regularly. Because these teachers are in classrooms providing instruction, the technology support and training they can provide during the school day is limited. The role and effectiveness of the position varies from school to school. The position's job description was last updated in 1996.

Recommendations

The district should:

1. Develop an educational technology leadership position to guide the technology department and educational services, direct and facilitate collaboration between educational services and technology services on all technology-related items, help school sites evaluate software and hardware for instruction, and support districtwide implementation of CCSS and SBA. Fill this leadership position as resources become available.
2. Evaluate the purpose of the site technology coordinator position and determine whether it should be revised to better align it with current needs and priorities, or whether these needs may be met through other means such as supporting the educational technology leadership position recommended above.
3. Evaluate the teacher stipend and determine if it meets the need to support educational technology at the school sites.

Additional Technology Systems and Processes

Servers, Centralized Systems, and Support

The district's computer servers are in multiple locations, including the main district office's data center and school sites. The servers require regular maintenance, repair and backups to ensure reliability, availability, and security. It is best practice to locate servers centrally, most commonly in a data center, as this greatly reduces the time needed for technicians to visit different sites to maintain and backup servers. In addition, routine monitoring, evaluation and documentation of server and data backups are essential to preserving systems and data integrity. Staff indicated that the district's web server recently failed, and that it is not regularly backed up. The server failure resulted in the loss of school sites' web pages, and the technology department has not been able to recreate all web pages efficiently. Because technical staff are focused on hardware support, time has not been available to recreate these websites. This delay raises the question of whether another solution should be evaluated for hosting the district's web presence and who should be responsible for maintaining and updating the school and district web pages. The loss of data also indicates that the district's cabinet needs to review and approve policy regarding backups, and that a department protocol needs to be established for this.

A system and process is also needed for staff to back up their computer records. Central shared data storage is available, but few staff indicated they were aware of it. During interviews, staff reported that all computer records are stored on the hard drive of the local computer, which is not backed up. If the computer were to crash, it would be costly and perhaps impossible for the district to recover the lost data. The district needs to provide staff with server-based storage and training regarding why it is important to save files on a shared server and how to back up their records regularly, preferably daily. The servers also need to have a regular backup routine. Having these items in place would also help with the technology department's disaster recovery plan, which is currently being developed.

Staff also verified that multiple systems are used inconsistently from site to site or department to department, and as a result the full potential of the resources may not be harnessed. For example, School Messenger is available at all sites for absence reporting. This system makes automated telephone calls alerting parents of student absences. The same system can be used for community outreach and emergency notifications.

The district would benefit from evaluating the contract for this service and additional features available with or without additional cost to ensure that the service is being used to its fullest and that it is standardized from site to site. Similarly, the educational services division uses Ed Caliber, a web-based solution for sharing internal and sometimes confidential documents with sites and staff for instructional purposes. In interviews, staff indicated that Ed Caliber is used differently from site to site, and some sites did not know of Ed Caliber or its purpose. The district needs to evaluate Ed Caliber and any other district- and site-funded technology to determine the extent of their consistent use. It is best practice to have all sites standardize on one solution and train all sites on the district-recommended practice and intent for implementation. Establishing expectations for how the application is used helps ensure a return on the district's investment and streamlines operations.

In addition to the technology department's technical staff, the district contracts with an outside vendor to help maintain network security and core system repair and upgrades. It would benefit the district to review this contract and the security of systems, and update it regularly to ensure that best practices are applied. It is best practice to obtain regular updates from vendors,

including all documentation of systems supported and maintained regularly or, at a minimum, after each system repair and/or update. In addition, the district could benefit from having a third party, such as the county office, review the documentation and sign off on the security measures to ensure that its resources are protected.

Recommendations

The district should:

1. When appropriate, continue to centralize servers and establish an agreed-upon server backup policy.
2. Develop server storage for all staff, and require staff to save work to servers to ensure that it is properly secured and backed up. Train staff on how to save and access files in this location.
3. Evaluate current contracted software solutions to determine if they are being used to their fullest and consistently from site to site and department to department. Evaluate contracts and services to determine if resources can be better used to meet districtwide collaboration and communication goals.
4. Evaluate technology vendor support contracts and validate security through a disinterested third party.

Educational Services Division

The educational services division consists of the curriculum and instruction department, state and federal projects department, assessment department, preschool department, and special education department. The pupil services department is structured within the special education department. Although the district's organizational chart indicates that pupil services/special education falls under the human resources division, these duties are under the leadership of the educational services division.

The educational services division is led by the assistant superintendent of educational services; however, as stated earlier, that individual is also serving as the district's interim superintendent. The educational services division also has one director of state and federal projects position, which oversees all aspects of the division. The division's director of curriculum and instruction position was eliminated in 2011. A director of special education position under human resources was eliminated in 2008, and two pupil services/special education coordinator positions were eliminated in June 2010. The director of state and federal projects is currently responsible for all categorical programs, assessment and testing, special education, preschool, and student support services, with the support of the interim superintendent. Because of the interim superintendent's appointment and the resulting vacant assistant superintendent position, all initiatives for instruction and learning fall to the interim superintendent, with support from one coordinator of educational services and one teacher on special assignment.

The interim superintendent described the educational services division as very capable but currently more reactive than proactive because of the lack of staff. The division's tasks are not overwhelming in complexity but are overwhelming in volume because of the absence of adequate support staffing. The district has made significant progress moving out of Program Improvement status (PI); however, the shift in instruction to CCSS and the change in funding with the implementation of Local Control Funding Formula create a need to re-evaluate the level of staffing in the educational services division.

Assistant Superintendent of Educational Services

The assistant superintendent of educational services position is responsible for all aspects of the division's operations and procedures, and those subordinate to the division. Responsibilities include providing leadership in developing and improving educational programs, assisting principals in the supervision of instruction, and implementing quality instruction in all classrooms. With this position vacant, the interim superintendent continues to fulfill these roles as well as the responsibilities of the interim superintendent position. The assistant superintendent has worked in the district for more than six years and has been the interim superintendent since the beginning of the 2013-2014 school year. The assistant superintendent role is typically responsible for leading the implementation of districtwide direct instruction, CCSS, transitional kindergarten, special education and pupil services, and for directing the work of the categorical programs, preschool, and student support services departments. However, since the assistant superintendent assumed the role of interim superintendent, many of these responsibilities have been assumed by staff in the state and federal projects department.

Executive Secretary

The executive secretary position that reports to the assistant superintendent of educational services on the organizational chart also performs duties formerly handled by the confidential secretary to the superintendent position, which was eliminated. The position also supports the management team in the state and federal projects department.

The executive secretary position is classified but not confidential. The position performs clerical work, including complex instruction and curriculum functions that require independent judgment and discretion. Responsibilities in direct support of the assistant superintendent include keeping the assistant superintendent's calendar, preparing correspondence, and submitting receipts and accounting. This position is discussed in more detail in the section that follows.

Government Code Section 3513 has restricted requirements for a position to be considered confidential and states the following:

“Confidential employee” means any employee who is required to develop or present management positions with respect to employer-employee relations or whose duties normally require access to confidential information contributing significantly to the development of management positions.

Recommendations

The district should:

1. Fill the superintendent or assistant superintendent of educational services position to restore the focused leadership required of both positions.
2. Align secretarial support to aid both the superintendent's office and the educational services division, and evaluate whether the position should be classified as confidential based on the duties performed.
3. Evaluate the job description of the past curriculum and instructional services director and ensure that key areas of responsibility are carried out by other leadership positions such as the assistant superintendent of educational services and the director of state and federal projects.

State and Federal Projects

The district merged the curriculum and instructional services department with the state and federal projects department over the past three to five years. During this time the following positions were eliminated:

- English learner literacy coordinator
- Instructional technology coach
- Administrative secretary
- Administrative clerk
- Records clerk
- Child welfare and attendance technician

Although this department falls under the direction of the assistant superintendent of educational services, the director of state and federal projects works directly with the interim superintendent, who currently performs the duties of both positions. The district's organizational chart indicates that the director of state and federal projects position is vacant; however, the individual has been in this position since July 2013, having returned to the district office from school site administration the prior year. The position oversees all categorical budgets and programs as well as their state and federal reporting. In addition, the director position guides and oversees the schools' single plans for student achievement; the Consolidated Application (CONAPP) report; gifted and talented education (GATE) programs; district and school site English language advisory councils (DELACs and ELACs); and the staff and programs in the testing and assessment, special education, and pupil services departments. The job description was last updated in 1998; the major duties and responsibilities involve categorical funding, programs and compliance. The description does not require knowledge of or experience with assessment, testing, attendance, and special education or pupil services. However, under the department's current structure, all these areas are the responsibility of the state and federal projects director. The district will need to either realign programs under leadership with the required experience and background, or update the job description to reflect reporting changes and increased knowledge and responsibilities in testing, assessment, attendance, special education and pupil services.

Overseeing the special education department has required the director to invest a great deal of time and obtain significant support from the county office, and required current support staff to learn the relevant laws and regulations. This has further stretched the department's support services. The complexity and high risk associated with special education services require management to be experienced and knowledgeable in the field. Because of the lack of background and experience in this area, responses to high-risk cases have been delayed or miscommunicated, causing parents and staff unnecessary frustration. Oversight of the department needs to be reviewed so timely and accurate interventions and services can be provided and potential for litigation reduced.

In addition to the director, the state and federal projects department is supported by one executive secretary, one educational services coordinator, one teacher on special assignment, two administrative clerks, one children and families project facilitator, and one nurse.

Executive Secretary

The executive secretary of educational services reports to the director of state and federal projects and supports the division's daily operations and interactions with parents and the community.

The position supports and addresses all parent concerns, complaints and transfers; supports categorical state and federal reporting; and coordinates calendars, meetings, and agendas for both the interim superintendent and the director of state and federal projects. This position prepares and coordinates all educational services board agenda items and analyses, and manages district educational contracts and agreements with outside agencies. One administrative clerk is available one day a week to provide backup.

The position of secretary to the superintendent was eliminated in 2007, and since that time the one educational services executive secretary position has absorbed the work from both positions. The secretary to the superintendent is typically a confidential position because of the duties required.

Educational Services Coordinator

Reporting directly to the director of state and federal projects, the educational services coordinator supports all district instructional programs. With support from the teacher on special assignment (TOSA) position, the educational services coordinator facilitates and supports all benchmarks and assessments, the curriculum advisory group, Common Core training in math and English language arts, Williams settlement requirements, the instructional media resource aides, and a number of student recognition programs. Recently the main focus has been on awareness training for all teachers on the adoption of CCSS, with support and guidance from the interim superintendent.

In the past there were two coordinator positions; one is now vacant. In addition, the English learner literacy coordinator was eliminated in 2009. The job description for the educational services coordinator position was not available at the time of FCMAT's review, but it is best practice to review and update this document as appropriate.

Teacher on Special Assignment

Reporting directly to the director of state and federal projects, the teacher on special assignment performs support activities in the following areas:

- Power Hour instructional program
- Assessments for grades two through six
- Wilda Storm instructional program for grades seven and eight
- Synergy training and implementation districtwide
- Common Core State Standards training
- Ed Caliber online collaboration repository
- Acts as a CELDT coordinator for one school site, La Mirada
- Manages the district-provided iPads and iPod hardware and apps

This role is one of the only district-level educational positions that supports implementing information and educational technology in the classroom. The job description for this position states that it is responsible for supporting K-3 programs and indicates that it reports to the director of curriculum and instruction; however, that position was eliminated. The job description needs to be reviewed and updated.

Administrative Clerks

Two administrative clerk positions support the department's daily operations and report directly to the director of state and federal projects. These positions support the administration and are responsible for collecting interdistrict transfer requests, field trip documents, DELAC committee paperwork, and school sites' single plans for student achievement. The positions are also responsible for GATE coordination, translation services, answering telephones, preparing for board meetings, and assisting with student testing, benchmarks and data entry and extracts. With the elimination of an administrative clerk position and a child welfare and attendance technician position, the two remaining administrative clerks have taken on work related to school attendance review board (SARB) hearings, student transfers and records management.

Children and Families Project Facilitator

The children and families project facilitator position was originally created from a preschool support position. However, because of the award of the McKinney Vento grant, the position evolved to include attendance, foster youth, military families, behavior assistance, residency verification, expulsions, Medi-Cal, the Healthy Kids Survey and other responsibilities. The job description was last updated in 2001 and has little reference to the school attendance review board (SARB) process or expulsion support; rather, it mainly refers to Medi-Cal, preschool and homeless families support and intervention services.

There is no clerk or secretarial staff supporting the children and families project facilitator position. The facilitator position reports to the director of state and federal projects, but, with direction of the interim superintendent, this position is the immediate designee to direct principals on program compliance.

The SARB process, expulsions and behavior assistance are typically found in the pupil services department of a district's educational services division. However, the San Ysidro School District's pupil services is combined with special education, which on the district organizational chart falls under the human resources department. As a result, the children and families project facilitator position reports to two different leaders. It would benefit the district to consider moving pupil services (and special education, which will be addressed in the pages ahead) directly under educational services to better align resources and support, rather than splitting the position between special education and state and federal projects. Regardless of placement, it is essential that the district ensure that the individual(s) given responsibility for leadership of pupil services and special education are sufficiently familiar with and experienced in the responsibilities in each area to provide oversight and checks and balances to the program.

School Nurse

School nurses are also typically under the leadership of a district's pupil services department. However, the district's nurse reports directly to the director of state and federal projects.

Recommendations

The district should:

1. Review and update all job descriptions for positions in the state and federal projects department.
2. Realign the educational services division's reporting structure to better reflect the roles and responsibilities of each department.

3. Update its organizational chart to reflect current staffing and lines of authority.
4. Update the job description for the children and families project facilitator position to include current assigned duties, and consider aligning existing clerical support with the department.
5. Consider placing the pupil services department in the educational services division rather in human resources.
6. Consider locating in the pupil services department the school nurse position that is not assigned to a school site.
7. Update the job description for the administrative clerk position to include duties currently assigned.

Special Education

The special education department offers a continuum of services including resource specialist services and special classes for students with learning disabilities, students with moderate to severe disabilities, and those with autism. In addition, staff support the 504 process, Response to Intervention (RtI), and coordinate the extended school year (ESY) program for students for whom the district is required to provide services to during summer.

The district works closely with the San Diego County Office of Education Special Education Local Plan Area (SELPA) support team. Because of changes in the district's leadership and the elimination of critical leadership positions in its special education department, the SELPA senior director meets weekly with the special education team. This team is composed of a psychologist on special assignment (PSA) working out of class as the acting director of special education; a resource teacher working out of class as the coordinator with the title of teacher on special assignment (TOSA); and a pupil services/special education technician, which is a confidential classified position. Both the PSA and the TOSA have administrative credentials, which allow them to hold these positions. The department is under the direction of the director of state and federal projects. The department serves approximately 530 students with special needs, which is slightly more than 10% of the district's total enrollment of approximately 5,200 students.

The organizational chart provided to FCMAT indicates that the following department positions have been eliminated over the last five years:

- One director of special education (effective June 30, 2008)
- Two pupil services/special education coordinators (effective June 30, 2010)
- One adaptive physical education teacher (effective June 30, 2011)
- One assistive technology (AT) specialist (effective June 30, 2008)
- One AT instructional aide (effective June 30, 2008)

Employees interviewed explained that the previous HR assistant superintendent had a background in special education and took on the role of supervising the department when the director's position was eliminated. The district's organizational chart and department staffing lists are inconsistent and need to be updated to show actual departmental staffing.

The oversight and regular support provided by the county office is essential because the current director does not have experience in special education or current knowledge of Education Code or Americans with Disabilities Act (ADA) laws. County office staff are also working with the district to develop systems and policies to guide student study teams (SSTs), 504 reports, and expulsions and suspensions as they relate to students with special needs. Because resources and leadership at the district level are overburdened, getting the support for these policy and system changes has been difficult. It is best practice to not assign the SST oversight and 504 process to the special education department, because this can lead to over identification of students as needing special education services. Rather, best practice is to place oversight and facilitation of 504 and SST responsibilities with the educational services division and pupil services department.

The district has also positioned RtI in the special education department. Staff mentioned the importance of developing a systemic approach to meet students' needs without designating them as students with disabilities. RtI is both an academic and behavior method to provide schools with resources to support students' general education and special education needs. To effectively

implement RtI, the district will need to continue providing a systematic, districtwide focus on training administrators and teachers in the process and its benefits for students, and continue to implement the plan. Having these elements in place will ultimately provide more opportunities for students with disabilities to receive educational services in the least restrictive environment, and reduce special education costs. It is best practice to place the RtI process and leadership under the direction and oversight of the curriculum and instruction department or educational services.

The department staff also indicated that another, non-special education responsibility includes the district's school attendance review board (SARB) meetings. During interviews with other staff, the district's children and families project facilitator's responsibilities were described as including the SARB process and attendance at SARB meetings as the district's representative.

Coordination of Services

During FCMAT's fieldwork, staff interviewed discussed problems with coordination of services. Concerns expressed included the movement of special education classes from one site to another without consultation with the department's acting director; reassignment of students with special needs without appropriate documented processes and procedures; reassigning staff without consulting either the acting director or acting coordinator; changes in processes for providing RtI, SST, assessment services, and support for site concerns. Staff also expressed concern that when students or classes are transferred from one site to another, the transportation department is sometimes not notified in a timely fashion. In addition to creating issues for students, parents and site personnel, some issues and events described during interviews may have legal repercussions. The district would benefit from establishing and documenting standard processes and procedures for managing these activities and ensuring that all those affected by these activities are properly trained on the procedures.

Psychologist on Special Assignment (PSA)

The PSA's responsibilities, as the acting director of special education, were described as overseeing all programs and staff that provide services to students with special needs. The staff include speech and language therapists, occupational therapists, psychologists, and instructional assistants. The PSA is also responsible for attending high-profile Individualized Education Program (IEP) meetings, attending professional development, collaborating with principals, attending SELPA meetings, and attending mediation and due process meetings. In addition, interviews indicated that the PSA is responsible for coordinating non-special education services such as 504 plans, mental health services and student expulsions. In a different interview, the interim superintendent's responsibilities were described as including student expulsion hearings.

The PSA attends all SELPA meetings; facilitates due process and mediation cases; oversees all special education programs and classrooms with support from the state and federal projects director; and monitors and evaluates all district speech therapists, psychologists, occupational therapists and special education department staff. The individual in this position is knowledgeable and experienced in the field, and the position regularly supports the director of state and federal projects with communication, memos, and educating staff and principals on special education law.

The PSA does not have the authority to enforce policy; rather, that authority falls to the director of state and federal projects because of the current leadership in the district office and a hold on staffing open positions because of the district's current fiscal climate. The PSA must work with the director of state and federal projects to communicate and direct principals to uphold legally

required procedures and actions associated with special education cases. This process has created strain in the system as it was reported that some members of leadership are circumventing the system to get the answer they want rather than following the PSA's requests.

Providing administrative support without the appropriate title and authority to uphold the recommendations outlined by the coordinator has proven to be challenging and has delayed response time in difficult and high-risk cases. It is essential that the individual responsible for directing special education operations have the appropriate authority and capacity to enforce important decisions. FCMAT was not provided with the coordinator job description but was provided with the director of special services job description. This description was last updated in 1992 and includes responsibility for standardized testing and pupil records as well as other areas that may no longer be relevant. The district needs to review and update this job description.

The acting coordinator is responsible for working directly with principals and teachers to ensure that the students' IEPs are implemented correctly and all special education laws and regulations are followed. The acting coordinator also attends IEP meetings as needed and coordinates ESY services and assessment for students with special needs. This individual is also responsible for coordinating services with nonpublic schools and local health agencies such as the San Ysidro Health Clinic. Staff also indicated that the acting coordinator has responsibility for overseeing the work of the district's school nurse; however, the district's organizational chart shows that responsibility assigned to the director of state and federal projects. The acting coordinator communicates with other district departments such as transportation and the assessment center to ensure that students with special needs receive the services they need.

The department staff indicated that the acting coordinator also has non-special education responsibilities including RtI, SSTs, and SARB meetings. However, interviews with other staff, indicated that the district's children and families project facilitator's responsibilities include the SARB process and attendance at SARB meetings as the district's representative.

Teacher on Special Assignment (TOSA)

As the acting coordinator, this position is responsible for working directly with principals and teachers to ensure that the students' IEPs are implemented correctly and that all special education laws and regulations are followed. The TOSA attends IEP meetings as needed and coordinates extended school year services and assessment for students with special needs. The position is also responsible for coordinating services with nonpublic schools and local health agencies such as the San Ysidro Health Clinic. The TOSA supports the RtI and 504 processes, coordinates with transportation for special education transportation needs, and coordinates with the assessment center to assist with California Alternate Performance Assessment (CAPA) testing and data uploads into the Online Assessment Reporting System (OARS). The TOSA coordinates with other district departments such as transportation and the assessment center to ensure that students with special needs receive the services they need.

The position has little authority to provide independent direction to staff and administration. Given the district's current staffing situation, this position is essential to supporting the special education program. However, as the district seeks qualified candidates to fill the director position, should the TOSA position become vacant, it would be beneficial to evaluate the role of the position and determine whether it is necessary to fill this role or whether these funds could be better redirected to fill other needed positions in the special education department.

During FCMAT's fieldwork, the acting coordinator was identified as having the responsibility for overseeing the work of the district's school nurse; however, the district's organizational chart shows that responsibility assigned to the director of state and federal projects.

Pupil Services/Special Education Technician

The special education technician position supports students with special needs throughout the district as well as students who are moving to secondary schools. In interviews, staff reported that prior to 2008, 14 special education technicians conducted the more than 60 Medi-Cal Administrative Activity (MAA) surveys four times a year and provided medical billing, record filing, preschool assessments, parent support, special education information system (SEIS) student support, staff attendance management, and support to the department coordinator and TOSA, these duties are now performed by one technician. The MAA process is required for the district to receive federal funding reimbursements for the cost of administrative activities that promote access to health care for students in pre-K through grade 12 in public schools. The district needs to evaluate the roles and responsibilities of the pupil services/special education department to determine if it is properly staffed and to ensure that the district can adequately support students while abiding by the Individuals with Disabilities Education Act (IDEA).

Although the position is classified as confidential, the duties for this position identified during interviews and assigned in the job description do not meet the qualifications for it to be designated as confidential as defined by Government Code 3540.1(c), which defines a confidential employee as one who is:

. . . required to develop or present management positions with respect to employer-employee relations or whose duties normally require access to confidential information that is used to contribute significantly to the development of management positions.

Psychologists

The district has eight psychologist positions for 2013-14; two of these positions have split assignments, with each providing service to one of two different school sites and both providing services to a third school site. The preschool program has a part-time psychologist, and one of the eight psychologists is serving as the PSA in the special education department.

The National Association of School Psychologists (NASP) recommends a ratio of one school psychologist for every 1,000 students and notes that the national median is one psychologist for every 1,500 students. With approximately 5,200 students and seven psychologists, excluding the PSA, the district has one psychologist for approximately every 740 students. Based on the average salary and benefit costs of the district's psychologists, reducing psychologist staffing by one position would save the district approximately \$74,000 per year and bring the district's student-to-psychologist ratio to approximately 867-to-1, which is still lower than the ratio recommended by NASP.

Recommendations

The district should:

1. Update the job descriptions for both the director of special education/special services and special education coordinator positions to ensure that they include the current essential duties of these positions.
 - a. Consider including responsibility for both special education and pupil services in the updated job description for the director of special education position.
2. Fill the position of director of special education. Recruit candidates who have practical experience in both special education and pupil services.
3. Ensure that any positions left vacant as a result of filling the director of special education position are assessed and filled if determined essential to special education program operations.
4. Once the director of special education position is filled, assign the school nurse and the children and families project facilitator positions to the department.
5. Review and evaluate staffing and department roles and responsibilities to determine if additional support is needed, especially special education technician support. Delineate clearly which responsibilities belong to each position.
6. Ensure that those with knowledge of special education laws and regulations have the authority to make the decisions needed to ensure legal compliance.
7. Move the leadership and implementation of the RtI process to curriculum and instructional services in the educational services division.
8. Continue its systematic, districtwide focus on training administrators and teachers in the RtI process and its benefits for students,
9. Move oversight of the 504 and SST processes out of the special education department and into the pupil services department in the educational services division, unless pupil services is specifically identified under the span of control in the updated director of special education job description.
10. Adjust the ratio of students to psychologists so it is more in line with either the NASP recommendation or the national median.
11. Develop procedures manuals for both special education and student services. Distribute these manuals to both department and school site personnel.
12. Evaluate the pupil services/special education technician position's responsibilities as they relate to the confidential services classification, and determine if this position should be assigned to the classified bargaining unit.
13. Update the organizational chart to accurately show the department staffing. If the department becomes pupil services/special education, consider assigning the district nurse to pupil services.

Assessment Department

The assessment department is a branch of the educational services division that, like state and federal projects, normally reports directly to the assistant superintendent of educational services. However, because of the lack of administrative staff in the district office, the department currently reports to the director of state and federal projects. The assessment department manages all required student assessments and benchmark tests including, but not limited to, the California Standards Test (CST), Standards-based Tests in Spanish (STS), California English Language Development Test (CELDT), CAPA, California Modified Assessment (CMA), American College Testing (ACT), physical fitness testing, and soon SBA for the entire district.

Until last year, the department was located centrally at the district's facility for testing students, but because of a recent move this location is no longer available and all testing is conducted at the school sites. The main assessment center office space is now shared with the educational services department staff. The assessment department is placed at the public entry to educational services support, which creates numerous interruptions unrelated to the assessment department's work. Staff often redirect guests to educational services staff for support; however, when no one is available they must attend to visitors.

Assessment Center Teacher

The assessment department is managed by one assessment center teacher position, with oversight provided by the director of state and federal projects. The assessment center teacher works 186 days per year and is typically off in the summer, although testing tasks do not necessarily stop during that time. Transitional kindergarten (TK) students have now been added to the required testing calendar, but placing these students in a timely fashion is difficult with only one full-time assessment center teacher who works only 186 days per year. Board Policy 6174 requires that every new incoming student be tested within 30 days of enrollment, per the home language survey. The district is not meeting this requirement and as a result is temporarily placing students inaccurately.

Delays in testing result in parents and schools being notified somewhat late into the school year that a child may need to be moved to a new class. This causes school sites and parents some frustration. In the past the department avoided this delay by requesting additional hours for the assessment tester positions. The amount of required testing and documentation is increasing, making it more challenging to meet the deadlines without sufficient staff time committed to this.

In addition to assessment testers, most school sites have designated testing coordinators. However, reassignments and elimination of positions have made the testing coordinator role less of a priority, which increases delays. For example one assistant principal also performs the duties of the testing coordinator for two separate school sites; this stretches resources even further and causes delays. Some school sites reported that they are able to use a resource teacher to support test coordination, while other sites hire retired staff to help test students who require annual testing. However, the process is not consistent or equitable from site to site. The demands to complete testing and reclassification make it difficult to follow up and audit student placement to ensure the reclassification placements were put into effect.

A fiscal analysis of the funding allocated to support testing at the district and at each school site would help the district determine an equitable plan to provide the department and school sites with sufficient staffing and support to sustain efficient and timely testing.

Administrative Clerk

The assessment center administrative clerk is a full-time classified position that helps the assessment center teacher and the school site test coordinators ensure that test booklets are turned in accurately and are complete, helps with student transfers, assists with McKinney Vento reporting, and pulls reports from OARS for the state and federal projects department. Because the assessment center teacher is not a management position, the administrative clerk and assessment testers are evaluated by the director of state and federal projects.

Assessment Testers

The department has two assessment tester positions to help administer CSTs and language assessment tests. One position is six hours per day and the other is 3.75 hours per day. With oversight and support from the assessment center teacher, the testers support the CELDT and the reclassification process, file all paperwork and records to meet mandated requirements, pull data from Synergy and OARS for reports, send letters to parents regarding results and program changes, and administer tests at the school sites.

Recommendations

The district should:

1. Re-evaluate the title and work calendar of the assessment center teacher position and ensure that an adequate number of work days are provided to manage assessment duties.
2. Complete a financial analysis of funds used to support test coordination at both the district and site level, and develop a plan for equitable testing support for all sites.
3. Evaluate the placement of the assessment department and assess whether accommodations can be made that reduce or mitigate interruptions unrelated to assessment services.

Business Services Division

The organizational structure for the business services division establishes the framework for leadership and the delegation of specific duties and responsibilities. The assistant superintendent of business services position is responsible for budget, accounting, payroll, purchasing, facilities, maintenance, transportation, nutrition services, and related management tasks. As in most comparison districts, this position oversees all business functions.

The district's management positions are responsible for overseeing the work in each department and supervising employees. Part of their job is to ensure that staff members understand all district policies and procedures and perform their duties in an accurate and timely manner. Managers must also serve as a liaison between their department and other divisions to identify and resolve problems and design and modify procedures and processes as needed. Management positions should not be responsible for a department's routine daily functions; these should be assigned to department support staff.

Assistant Superintendent of Business Services

The assistant superintendent of business services has 20 years of school finance and auditing experience and has been employed at the district for three years. Like other divisions, the organizational structure for the business services department changed significantly during the past three years, including elimination of the director of fiscal services, director of purchasing and director of MOT. In addition, the district has discontinued contracted service agreements with a food service consultant and a facilities consultant. The district created and filled a dietitian position in the child nutrition services department to perform the duties previously managed by the food service consultant. However, responsibilities and duties previously handled by the director of fiscal services, director of purchasing and director of MOT have been moved to the assistant superintendent of business services, with assistance from the director of business support services and the operations supervisor.

The assistant superintendent of business services is responsible for maintaining sound fiscal control of the district. Responsibilities include developing an annual budget and district financial reports. During FCMAT's interview with the assistant superintendent of business services, this individual expressed feeling overwhelmed.

School finance has many challenges, especially with the reductions in revenue over the last several years and the challenges of changes in funding allocations. The district's 2013-14 proposed budget was not approved by the San Diego County Office of Education, and as a result of the district's inability to identify measures to address their financial condition a fiscal advisor has been appointed, as is permissible under Assembly Bill (AB) 2756. The assistant superintendent of business services reported that changes have been implemented to discontinue a cycle of deficit spending, which occurred before her employment. Purchasing requests for supplies and equipment are now being routed through the assistant superintendent of business services for approval before a purchase order is issued. This has created frustration for school sites and departments but has successfully reduced expenses.

Managing revenue from categorical funding sources is also the responsibility of the assistant superintendent of business services. School site plans for the 2013-14 fiscal year were not completed until October 2013. Because categorical funding expenditures must be cited in an approved site plan before they can occur, this created challenges in approving expenditures of these revenue sources. Staff indicated that in prior years no purchasing or instructional review was performed prior to expenditures to ensure that they were identified in approved school site

plans and complied with program funding requirements. Requisitions are now submitted to the assistant superintendent of business services, who verifies that compliance requirements are met and that sufficient amounts are included in the budget.

Because the assistant superintendent of human resources position is vacant, the assistant superintendent of business services has assumed many responsibilities of that department with assistance from a part-time consultant. The district has implemented a hiring freeze. The human resources department generates all new personnel requests and routes them to the assistant superintendent of business services for approval. If approved, the request is submitted to the district's governing board then the position is posted. The assistant superintendent of business services also handles negotiations and grievances. Although this position is an important member of the negotiating team, the extent of the position's current responsibilities exceeds the scope of the job description.

In addition to fiscal challenges, the district is in the midst of a FBI investigation of a board member and previous superintendent. Although the events that led to the investigation occurred prior to her employment with the district, the assistant superintendent of business services is the contact for this investigation and thus attends meetings, responds to telephone calls and fields FBI requests for information and documents, all of which take time away from normal duties. In addition, efforts are under way to initiate a recall of three other board members. If this recall is successful, the district will have to bear the cost of a special election/recall election, which would further affect its already perilous fiscal situation. The district's administration is also dealing with misperceptions of the details surrounding actions it took to cancel a contract, which has since led to litigation.

The assistant superintendent held many meetings to discuss the district's financial situation. The purpose of these meetings was to educate and inform district staff, governing board members and the public of the district's fiscal condition. During interviews, employees shared that many feel a state takeover is the solution to the district's dysfunction, when in fact a transition of this nature is extremely costly and will present the district and its staff with greater undesirable challenges.

These issues are in addition to increased administrator workloads as a result of inadequate staffing levels; each item further affects the administration's ability to lead the district efficiently and effectively.

Business Services Coordinator

The business services coordinator is a nonsupervisory position but oversees the work of the account clerks, payroll clerks and accounts payable clerk. This position is responsible for budget-related duties including budget adoption, interim budgets, expenditure reports, budget transfers, and staff support. The coordinator also prepares multiyear projections and cash flow reports and works directly under the assistant superintendent of business services, who prepares and presents budget narratives. This position also assumed the duties formerly handled by the categorical tech II position. The coordinator noted that, with the exception of a few specific times each year, the workload assigned to the position is balanced.

Position Control

The human resources department maintains a position control system that is not integrated with the financial system, which is where payroll is managed. Changes in staffing are initiated by human resources using P-1 personnel forms, which both the business services and human resources departments use when updating individual position control systems. The business services coordinator maintains a spreadsheet for position control and routinely forwards it to human resources for reconciliation with their system. The payroll department enters data into the

county office of education's financial system. The spreadsheet maintained by the coordinator is used to reconcile positions and coding. The coordinator processes all necessary budget transfers.

A P-28 personnel requisition form is used to approve additional hours. The coordinator reviews the form and verifies the budget. If budget is available, the form is forwarded to the executive secretary. Salary budgets are not encumbered for changes until payroll is processed. The executive secretary keeps a spreadsheet of changes to ensure that adequate budgeted funds are available and not overspent. The payroll clerk verifies that the P-28 form has been approved before entering it into system. Blanket P-28 forms are created for emergency situations for custodial, maintenance, and transportation. The business services coordinator does not review payroll work.

Associated Student Body Account

The middle school is the only school with an associated student body (ASB) account. The checkbook is maintained at the district office, and the business services coordinator does the reconciliation. Deposits are received at the district office in a sealed bag and held in a safe until weekly pickup by armored transport. The school initiates expense vouchers and sends them to the account clerk, who issues the check. The business services coordinator created an ASB manual and provides staff training when needed.

Attendance

The district uses the Synergy student information system (SIS) for attendance reporting. The business services coordinator is responsible for preparing J18 and J19 attendance reports. Office managers maintain daily site attendance and print rosters weekly for teacher's signatures. Forms are filed and retained at each school site and reviewed annually by auditors. School sites print monthly attendance and cumulative reports for the first and second principal apportionment periods (P-1, P-2) and forward them to the coordinator.

Purchasing

School sites cannot submit a purchase requisition without sufficient budget to cover the cost estimate, so they contact the business services coordinator to request budget transfers. Sites receive unrestricted funds based on enrollment, which is estimated at the start of the fiscal year and adjusted when the school year begins. The amount is distributed by object code; no set formula is used. School site principals and secretaries have online access to budgets and the ability to run reports. No routine training is provided to school sites, but the coordinator is available to assist them.

Publications Specialist

The publications specialist position is responsible for bulk printing and shipping of board materials, district forms, teacher booklets, student workbooks, supplemental instruction and testing materials, and other documents. All district bulk mailings are prepared, packaged and delivered to school sites; however, printing of district letterhead and envelopes is outsourced. Approximately 4.5 million copies are processed each year. The publications specialist position is also responsible for preparing all billing information for each job for accounting, ordering department supplies, and packaging and shipping all orders. The position also processes and distributes all district mail and prepares it for delivery by the district's delivery driver.

The staff member in this position has served in the position for ten years and reports to the assistant superintendent of business services. Because the department is managed and operated by one person, there is no identifiable backup for this position, nor is a substitute secured in the event of the staff member's absence.

Account Clerk II

The district has three account clerk II positions in the business services division, two within business support services (purchasing and child nutrition services) and one assigned to fiscal services (accounts payable).

Purchasing Account Clerk II

The primary role of one account clerk II in the business support services division is processing purchasing requests, including warehouse items, although the job description lacks detailed duties of this type. Departments and school site staff initiate an electronic requisition in the financial system. When funding is available and the requisition is approved, the account clerk II receives the request and must determine if it is necessary to get a quote or add a new vendor before ordering the product. This position is the only position authorized to add vendors in the financial system. Purchase orders are printed in triplicate and require the approval of the assistant superintendent of business services before being sent to the vendor. This position also serves as backup to the child nutrition services department to help parents with free or reduced-price lunch applications.

The district manages a central warehouse for supplies and materials, including those for child nutrition services. Open purchase orders are not allowed for supplies. If an item needed is not stocked, a request is generated through the purchasing process. An online catalog is used for available warehouse items. Staff submit an electronic requisition and, if funding is available, the account clerk II generates, prints and forwards an electronic packing slip to the storekeeper, who fills and delivers the order and returns the packing slip to the account clerk II to be filed. The district is a member of a consortium, which allows it to receive the best pricing from vendors. School sites place bulk orders at the beginning of each school year. This same account clerk II monitors the fixed asset system and works closely with the storekeeper to tag items. Technology orders use the same purchasing process and are delivered to the warehouse, tagged as assets, and delivered.

The purchasing account clerk II also authorizes credit cards for use and maintains them. If a purchase is approved and a purchase order in place, a credit card may be signed out; the account clerk II keeps a log of this. Receipts are returned with credit cards and reference the purchase order number. Credit card statements are reconciled and forwarded to the accounts payable clerk. The maintenance department uses credit cards at Home Depot and forwards receipts and statements to the accounts payable clerk.

Accounts Payable Account Clerk II

Accounts payable is the primary role of the accounts payable account clerk II in the fiscal services department. This position processes invoices and contracts, verifies invoices against purchase orders, and enters them into an accounts payable batch using the county office of education financial software. This position also maintains a spreadsheet of contracts and agreements to verify compliance prior to payment. If an invoice is more than the approved purchase order, the account clerk II processes a change order. The county office of education performs random audits of accounts payable batches, and the account clerk II scans and forwards documents when the county office requests them. After the county office prints checks, they are returned to the business department. The assistant superintendent of business services receives a report of checks issued and approves it before checks are distributed. An emergency check can be issued if necessary. The separation of duties for these functions is reasonable.

The accounts payable account clerk II also maintains a petty cash and a revolving fund; prepares and submits sales and use tax reports; collects required W-9 (request for taxpayer ID) forms from vendors; serves as the primary contact for vendors and employees concerning accounts payable questions; and assists with cash receipts and deposits of ASB, CAMP account, and benefit payments.

The roles and responsibilities assigned to the account clerk II position are reasonable and consistent with those in districts of like size. However; the duties listed in the job description do not clearly match or identify actual duties performed in all areas, including purchasing and accounts payable.

Account Clerk III

The district has two account clerk III positions in the payroll department. One clerk position is focused primarily on payroll processing and the other on benefits management. However, the job description includes only duties that align with payroll.

Payroll Account Clerk III

The payroll account clerk III processes monthly payroll for approximately 500 employees (300 certificated, 200 classified), most of whom are on an annual salary. A supplemental payroll can be processed if needed for late timesheets or adjustments. The most common adjustments are those to the actual hours worked during the pay period or salary adjustments due to position changes. Employees indicated that occasionally an employee is hired and not processed through the proper channels, forcing the employee to wait one pay cycle before they are paid.

California Education Code Section 45167 states:

Whenever it is determined that an error has been made in the calculation or reporting in any classified employee payroll or in the payment of any classified employee's salary, the appointing authority shall, within five workdays following such determination, provide the employee with a statement of the correction and a supplemental payment drawn against any available funds.

Requisitions for new hires are reviewed by the business services coordinator. The payroll account clerk III reviews monthly payroll, prints a list from the county office financial system, and verifies to checks prior to distribution. The county office reviews annual payroll at the beginning of the year. The account clerk creates and reviews exception reports monthly; no other internal review of monthly payroll is performed at the district level. The county office completes State Teachers' Retirement System (STRS) and Public Employees' Retirement System (PERS) reporting. It is best practice for a second party, such as the business services coordinator, to review each payroll batch for accuracy and verify totals before submitting them to the county office for final payment.

Benefits Account Clerk III

The benefits account clerk III manages benefits for employees and qualified retirees. Retired full-time classified employees' coverage is determined by years of service. At 15 years of service 50% of the medical insurance cost is paid by the district, and this percentage increases by 10% each year up to 20 years of service, at which point it is 100%, until age 65. Certificated full-time retirees have 100% coverage after 15 years of service. If the retiree worked part-time, human resources calculates a proration to determine the percentage of coverage. Retirees have the option of purchasing coverage for dependents, but the district lacks an accounts receivable system to invoice and collect payments. Instead, the benefits

account clerk III tracks transactions manually, which causes inaccuracies in transactions and balances in the financial system because they do not accurately reflect outstanding balances. The benefits account clerk collects checks by the third of each month; if checks are not received by fifth of month, the clerk contacts payees for payment and explains that nonpayment can result in cancellation of benefits. The benefits account clerk has the flexibility to work on individual payment collections to prevent cancellation and reinstatement of benefits. Checks are given to the business services coordinator for deposit and are entered into the financial system by the account clerk II in business services.

The benefits account clerk manages open enrollment, and the assistant superintendent of business services handles negotiations for selecting benefits plans. Once choices are determined, the benefits account clerk hosts health fairs to educate and assist employees with plan changes. All plans are administered by third party California Schools VEBA. The benefits account clerk enters rate changes into the payroll system through a central screen, updating changes to each code. The benefits account clerk has view-only access to payroll screens and no access to financial screens, but can edit benefit screens. No process for reconciling the insurance liability accrual account was evident during FCMAT's interviews.

Human resources forwards new hire information to both payroll and benefits; payroll and benefits account clerks make adjustments; the business services coordinator verifies changes made to liability accounts through the county office of education system; health benefit expenses are processed through payroll on a 12-month schedule; and the county office of education remits payments to the health care vendors. It is best practice to reconcile any balances in the insurance liability accrual account at least annually (June 30) to ensure that any accrual balance accurately reflects the amounts outstanding for benefits earned during the fiscal year.

Reductions in staff have made it necessary to reassign duties. Some duties cross departments and have not been clearly identified because of recent vacancies. Because of these changes it has become unclear to some employees where these duties may fall. Further, the district's organizational chart does not clearly identify the assignments of the account clerk II and account clerk III positions.

Cross training helps ensure that more than one employee is able to perform each job so that when an employee is absent another staff member can perform their duties. Inadequate cross training can be a problem even in the largest business offices. No cross training exists between the business services account clerks III. The clerks expressed confidence in their ability to cover for each other if necessary but indicated that this would be difficult during payroll processing.

Business services department staff do not have a desk manual or manuals of department policies and procedures. Manuals such as these are effective tools for all departments because they contain detailed explanations of daily processes and thus help ensure consistent and accurate transactions, a better understanding of job responsibilities, and high-quality training for new employees. An effective manual of department policies and procedures provides written standards regarding business transactions such as those related to credit card use, supplemental payroll, and accounts payable. They can also provide an opportunity to plan and describe adequate internal controls, and offer direction for business services departments.

Recommendations

The district should:

1. Revise the account clerk II job description to include more purchasing and accounts payable duties.
2. Revise the account clerk III job description to include benefits duties.
3. Ensure that all employee pay is processed through the district's business services payroll department and, where necessary, processed through supplemental payroll, to ensure that employees are paid on time and in compliance with EC 45167.
4. Ensure that a second review of monthly payroll batches is performed to verify totals and accuracy before they are submitted to the county office of education.
5. If available, use the accounts receivable module of the financial system to invoice and receive payment of benefits.
6. Update its organizational chart to clearly identify positions in the business services department.
7. Cross train employees in all key areas of responsibility to ensure that properly trained personnel are available to perform essential duties and maintain internal control procedures.
8. Develop desk manuals for every position; ensure that each employee includes step-by-step procedures for all assigned duties in the desk manual for their position.
9. Create a policies and procedure manual for the entire business services division.
10. Assess the routine daily duties of department managers and ensure that routine duties are appropriately assigned to department staff, with management positions overseeing the work and supervising employees.
11. Review all duties performed by the assistant superintendent of business and ensure they are in alignment with the duties identified in the job description. Reassign duties attributable to human resources = to that department to ensure appropriate segregation of duties and integrity of the internal control structure.

12. Reconcile the insurance liability accrual account at least annually (June 30) to ensure that any accrual balance accurately reflects outstanding balances due to the insurance provider for benefits earned during the fiscal year.

Business and Support Services Department

The business and support services department manages the district's transportation, child nutrition and purchasing services and is led by a director of business support services. The director was hired seven years ago as a transportation assistant and quickly advanced to the manager of transportation position. With the elimination of the director of fiscal services and director of purchasing positions, purchasing and warehouse management duties were moved to a new director of business support services position. However, this position is not responsible for overseeing the district's maintenance and operations; instead, these are managed by the operations supervisor position, which reports directly to the assistant superintendent of business services.

The director supervises the child nutrition services driver and the district storekeeper, who is responsible for filling warehouse requisitions. The storekeeper works closely with the account clerk to properly tag assets. The storekeeper stated that he plans to retire at the end of this school year after 38 years of service. The demands of this position have decreased with the reduction in the budget for supplies and equipment.

Transportation

In addition to the director of business support services, the transportation department is composed of five, full-time bus drivers, six aides and one mechanic. The director also serves as the dispatcher/scheduler, trainer, inspector, and backup driver. Transportation also shares an administrative clerk II position that is assigned to maintenance and operations. The clerk helps monitor the radio and answers telephones in the afternoon.

One bus driver is dedicated to nonpublic schools routes, four drivers are dedicated to the district, and substitutes are used for field trips. Each bus route serves two schools with staggered schedules. The district provides transportation to all new students for one year. Interviews with staff revealed that many students are on the bus for a long time, in some cases as long as 1.5 hours. Midday routes are provided for half-day kindergarten classes.

Substitute drivers are called for field trips because drivers do not return from regular routes in time to transport students on field trips. The pool of substitute drivers is shared with neighboring districts, and substitute drivers are not always available. When this occurs the mechanic or director acts as a substitute driver. Staff indicated that the scheduled routes do not require eight hours of drive time, so the director must fill drivers' non-driving time with other work such as cleaning buses and other duties.

Employees also noted that the way that grade levels are structured and assigned to different school sites means that it is not unusual to have siblings at different schools, which is challenging and causes frustration for the transportation department, school sites and parents. In addition, students are often placed at schools other than their school of residence because of overcrowding, and each student so placed is provided with transportation.

The drivers receive training and instruction from the director, who also performs required inspections. Because the director is responsible for oversight of multiple sectors of district operations and serves as the transportation dispatcher, trainer and backup driver, there is rarely time for training during the workday, so training is often conducted on weekends.

Although training is only required once a year, the director feels that because of the drivers' proficiency levels additional trainings are needed. In interviews, the director expressed concern regarding drivers' ability to properly handle a school bus accident. The director also noted that staff have found it challenging to meet the timelines for required evacuation drills because little

time is available between routes and the department lacks sufficient support staff to help students off the buses.

The district would benefit from a comprehensive transportation assessment focused on developing more efficient home-to-school and special education routes, and on evaluating school site grade level structures, bell schedules, transportation routes and staffing.

Many employees indicated that there is a lack of communication between and within all areas of the organization. It is essential to have clear and effective communication between school site administrators and district office administrators regarding matters that affect many areas of the district. For example, when a decision is made to close or move a special education classroom, the transportation department's duties will be affected because bus routes will need to be revised. Timely communication of these decisions is essential to ensure that all adjustments to schedules and parent notifications can be made in a timely manner. It is best practice to engage in collaborative discussions with all department leadership before making significant decisions that affect operations.

Child Nutrition Services

The director of business support services oversees the child nutrition services (CNS) department, which consists of a dietitian, an account clerk II, a delivery driver, a production manager, and six lead workers. The production manager and lead workers have four workers assigned to each of their respective schools. The district hired its dietitian after eliminating a service contract for food services management. The dietitian is responsible for ensuring that the district is in compliance with all child nutrition laws and regulations.

Production Manager

The production manager position is responsible for the food services program for all schools as well as district catering services. The production manager serves as lead at one campus, which is also used as the primary training location for new and existing personnel. This position is also responsible for handling personnel issues at the site level for all food services personnel.

Meals Plus and Technology Support

The district implemented Meals Plus as its point-of-sale software system two years ago. Meals Plus is a web-based and support software that is compatible with and linked with the student information system, allowing for nightly uploads. At the time of implementation the vendor trained child nutrition services staff in use of the software. After initial training, the production manager became responsible for ongoing training, which requires visits to school sites. The production manager continues to work with the vendor under a maintenance support agreement as the technology contact for troubleshooting with point of sale transactions. If the point of sale system fails, names and lunch numbers are obtained and entered manually after the fact. Employees noted that when a technology problem occurs outside the Meals Plus program, CNS staff have experienced challenges receiving support from the district's technology department.

Working technology is essential to the efficient delivery of child nutritional services. CNS staff indicate that, for support issues other than nutrition services software, they report issues using the work order system managed by the technology department but feel that tickets submitted are not considered a priority. Staff members indicated that there is a lack of communication between CNS and the technology department.

Principals also shared concern regarding a lack of communication with the director of business support services when changes are made to cafeteria practices and staff at their sites.

Effective communication is essential to stability, accuracy of information, and ability to serve students. The lack of communication between departments has fostered a lack of teamwork and sense of frustration among staff. To ensure that student services are not disrupted, communication needs to occur between all departments.

Delivery Driver

The delivery driver position is responsible for delivering district mail, supplies, food and meals, and for picking up and returning various items to school sites and the district office. Vendor deliveries of paper goods and United States Department of Agriculture (USDA) commodity items are stored at the district office, while milk and produce are delivered directly to school sites.

Delivery of Meals

The kitchen at the Vista Del Mar school site is heat-and-serve only and lacks a refrigeration/freezer system. Breakfast and lunch are prepared at neighboring Oceanview Hills school site and transported via delivery truck to Vista Del Mar. Employees indicated that meals are not always delivered on time and, because there is only one driver, when the driver is absent and a substitute is not available, the production manager or storekeeper must deliver meals.

The truck is also used to transport other items such as furniture, boxes, books and supplies. Parents from Ocean View Hills and Vista Del Mar school areas have contacted the director inquiring about the process for transporting meals. FCMAT did not inspect or evaluate the suitability of the vehicle used for deliveries.

Account Clerk II – Food Services

The account clerk II position assigned to CNS is responsible for processing free and reduced-price meal applications and sending out parent notifications. The account clerk II verifies applications and scans complete applications into the RocketScan software, which exports into the Meals Plus software. If an application is not complete, the account clerk II contacts the parents for additional information. Nearly 3,000 applications are processed annually, and the account clerk II sends notification letters to parents. During the first two months of school, a part-time assistant helps review and scan applications.

The account clerk II is also responsible for preparing and submitting meal reimbursement claims for state and federal child nutrition programs. This employee is authorized to contact the Meals Plus software vendor if a technical problem occurs. If the vendor is unable to resolve the problem, the clerk contacts the district's technology staff to coordinate a solution. Occasionally it is necessary for the production manager to contact the technology staff to get help desk tickets resolved.

The account clerk II assigned to CNS also processes all invoices and contracts for CNS. The account clerk enters a requisition and routes it to the purchasing department, which prints purchase orders and returns them to the clerk, who places the orders. No orders are placed without a purchase order. The account clerk II CNS also verifies invoices against the packing slip and enters them into an accounts payable batch through the county financial software. Once checks are printed by the county, they are returned to the business department. As indicated earlier in this report, the assistant superintendent of business services receives a report of checks issued and approves their distribution. The checks are forwarded to the clerk for mailing. Although the district has implemented an internal control by ensuring that a party outside of CNS reviews and approves payments, it is best practice for warrants to be sent out by someone other than the individual who processed the vendor payments.

Because the account technician position (which is shared with the business services department) is vacant, the collection of daily deposits for CNS has shifted to the account clerk II. Accounts receivable duties include daily collection of money from schools. Deposits are delivered to the account technician in sealed bags and verified. Any discrepancies are reported to the account clerk II and director of business support services. Deposits received are kept locked until the weekly pickup from a transport service. Online payments to student accounts are posted electronically and are available within minutes. The account clerk II also handles collection for nonsufficient funds, including adjustments to student accounts; a negative balance in a student account does not deny a meal to the student. Deposits are made to Mission Federal Credit Union, and the account clerk II performs monthly reconciliations. This position also deposits state and federal reimbursements.

Time cards for nonpermanent employees are submitted every Friday. The account clerk II inputs hours into a spreadsheet and monitors absences reported by cafeteria leads. The director of business support services approves and submits this information to payroll. The account clerk II links substitutes to permanent employees, submits a P19 form to human resources and justifies absence.

Absences and Substitutes

If an absence is required, it is the responsibility of the lead workers, not the production manager, to call the substitute. Employees noted that in the past, because of misinformation, substitutes have been called in when it was not necessary, resulting in additional costs that could have been avoided. Improved communication between lead workers and the production manager is essential to the effective substitute staffing.

Maintenance

Lead workers email maintenance issues at school cafeterias to the account clerk II, who enters them into the work order software managed by the maintenance and operations department. Staff reported that responses are quick and issues are resolved rapidly.

Recommendations

The district should:

1. Evaluate the scope of duties assigned to the director of business support services.
 - a. Consider reassigning and/or providing additional support staff for routine duties, including dispatching.
 - b. Update the position's job description to include oversight of operations and maintenance.
 - c. Evaluate the salary range of the position. Assess whether the placement is comparable to other directors on the management classification table.
2. Consider restructuring duties in the business and support services department, including the following:
 - a. Reassign duties or create a position that performs dispatching in addition to routine receptionist or clerical duties.

- b. Eliminate the storekeeper position when the current employee retires, and redistribute these duties to the administrative clerks in CNS, and to maintenance and transportation and delivery driver positions. Eliminating this position would save approximately \$65,000 annually in salary and benefits.
 - c. Update job descriptions to reflect any reassignment of duties resulting from the elimination of positions.
3. Conduct a study of home-to-school and special education transportation to identify ways to improve efficiencies based on school site grade levels, bell schedules and transportation routes.
4. Engage in collaborative discussions with the leadership of all departments before making significant decisions that affect district operations.
5. Create a plan to foster communication, collaboration and teamwork between the CNS and technology departments. The plan should address use of the work order system to report technical issues, assigning appropriate priority ratings to help desk tickets, and timely communication regarding the status of work orders and the timeline for resolution.
6. Evaluate the delivery schedule to ensure that meal deliveries align with school lunch schedules. Ensure that the delivery driver understands the need to deliver meals on time. Review delivery schedules for district mail, supplies and equipment, and consider modifying them to meet needs in all areas, including child nutrition.
7. At monthly lead worker meetings, review the processes for absence reporting and calling substitutes for CNS.
8. Reassign the duties of mailing CNS vendor warrants to an employee other than the account clerk II CNS who processed the vendor invoices. Review all duties assigned to the account clerk II CNS and ensure proper segregation of any duties, including those temporarily reassigned to the position as a result of other position vacancies.

Maintenance, Grounds and Custodial Operations

The operations supervisor is responsible for managing and overseeing custodial and maintenance services and reports to the assistant superintendent of business services. Although formal paperwork had not been submitted at the time of FCMAT's fieldwork, the operations supervisor reported that she expects to retire in June 2014, at which time the position's duties will be given to the director of business support services.

The department is supported by an administrative clerk II position that is shared with transportation. Responsibilities of this position include entering supply requisitions for maintenance and transportation and helping staff with required smog reports of vehicles. Duties recently added to this position include helping transportation with telephones and radio communication as a result of a vacancy in the account technician position.

A shared position creates unique challenges when the person is physically located in two different buildings. This position reports to maintenance in the morning and transportation in the afternoon. If an emergency requisition is needed, it may have to wait until the following day.

Maintenance, custodial, and grounds personnel are divided into specific trades including custodians, gardeners, maintenance and maintenance/electrical. Each tradesperson has different skills and faces different challenges in their work. The operations staff is responsible for moving staff and classrooms, including vacating an entire school prior to demolition.

Maintenance

Adequate building and grounds maintenance is essential to preserve the community's investment in the district's capital facilities and to provide a positive teaching and learning environment for students and staff. The district has five maintenance staff: two maintenance/electrician positions, and three maintenance workers.

The district maintains 638,591 square feet of building space, including eight school sites, on approximately 119.411 acres. The assignment of duties for positions in maintenance, operations and grounds differs in each of the comparison districts surveyed for this study. Some districts combine maintenance and grounds duties while others have trade-specific positions. It is difficult to assess precisely how to approach this staffing strategically based on a general survey because the comparative information varies and can be difficult to interpret. For example, at least one district uses a team cleaning approach for custodial tasks, cleaning multiple sites each night on an every-other-night rotation. Other districts have combined the duties of grounds and maintenance staff and/or custodial and grounds staff.

Grounds

Success in grounds management depends largely on unpredictable circumstances such as the vulnerability of plants and pests, and the weather. It also depends on well-trained personnel whose skills in a variety of areas enable them to maintain a district's grounds in a visually appealing and environmentally sensitive manner.

The grounds department consists of three full-time gardeners and one long-term substitute. These staff tend lawns, repair equipment and maintain turf, which requires sweeping and disinfecting twice a year. Grounds staff attended training to learn how to repair or replace matting under playground equipment, which saved the district money. San Ysidro residents

use the district's grounds for the community and take great pride in the facilities, as do the groundskeepers. As is the case with other operations and maintenance functions, staffing for grounds-related services tends to vary among California school districts. The most common factors that affect staffing of grounds crews at individual schools include the following:

- The acreage of the school campus
- The number and types of outdoor spaces requiring maintenance
- The type and extent of hardscape and natural features
- The extent to which grounds crews perform other unrelated tasks

The California Association of School Business Officials (CASBO) does not have a formula for grounds staffing; however, the Florida Department of Education has performed extensive research in this area and included its findings in a document titled *Maintenance and Operations Administrative Guidelines for School Districts and Community Colleges*, which includes a staffing formula for school district grounds maintenance personnel.

This formula is based on two types of grounds personnel: those who perform general grounds functions such as mowing, gardening and trimming; and those who care for athletic fields or other open space areas. In many school districts, general grounds functions are performed by school custodial staff while large open areas and athletic fields are maintained by the district's grounds crews.

The recommended formula for the number of specialized and athletic field groundskeepers is the total acreage of school facilities divided by 40, plus 1.0 full-time equivalent (FTE) groundskeeper, and an additional 1.0 FTE groundskeeper for every 500,000 square feet of athletic fields used for competition. The district maintains a total of 1,408,652 square feet of playing fields for athletic competition. Based on this measurement and the Florida Department of Education formula, FCMAT calculates that the district should have 6.80 FTE grounds staff. The district's total acreage and its athletic field square footage are detailed in the table below.

San Ysidro School District Total Acreage and Athletic Field Square Footage

School	Acreage
Beyer (under construction)	10.401
La Mirada	11.080
Ocean View Hills	22.620
San Ysidro Middle School	25.210
Sunset	5.770
Smythe	9.340
Vista Del Mar	10.930
Willow	11.000
Child Development Center	2.360
District Office	10.70
Total Acreage	119.41.
Total Athletic Field Sq Ft	1,408,652

Custodial

The district employs 32 custodians, 12 of whom are full time and 20 part time, for total of 21.50 FTE. Each of the district's seven open schools has a full-time day custodian, and one custodian is assigned to the district office. Three full-time custodians are assigned as night positions at specific sites. Beyer Elementary School is under construction and so is not included in the above numbers.

According to the operations supervisor, 11 custodial positions have been eliminated over the last five years, and as a result most classrooms are not cleaned daily; the exceptions are preschool, kindergarten, and special education classrooms. A schedule of every other day cleaning for classrooms was implemented five years ago, using teams of part-time night custodians.

Employees expressed concern about the lack of time for deep cleaning of classrooms and kitchens, especially during the summer. The use of classrooms and kitchens for summer special education intercession prevents custodians from cleaning to the degree that they prefer. Most custodians are residents of San Ysidro and have a sense of pride in the district's campuses. These employees expressed frustration that lack of staff and time prevents them from doing the best job possible for staff and students.

Custodians report directly to the operations supervisor. The principals indirectly supervise the custodial staff on their respective campuses. For this model to be viable, district and school site administrators must have a clear understanding of their roles and responsibilities and communicate effectively with each other regarding their expectations for custodial staff. Because custodial functions are critical to the physical plant's operation, administrators need to do the following:

- Ensure that facilities are clean, safe, orderly and attractive.
- Create an educational environment that is well maintained, enhances learning, reflects the value of public education and preserves capital investments.
- Ensure that general housekeeping and other support functions are performed when needed.
- Foster a sense of pride and professionalism among the custodial staff.

Determining the number of custodial positions is often difficult. In most cases, staffing is based on square footage or cleanable area. As custodial responsibilities change and the total amount of cleanable space increases or decreases, positions will need to be added or reduced. Although the district may ultimately use a single staffing method or a combination of staffing methods best suited to its needs, the method selected should include variables that determine the workforce necessary to provide the expected level of service.

FCMAT used the CASBO custodial formula to determine the custodial staffing the district needs to maintain its facilities. This formula is commonly used in larger school districts and is probably the most detailed and comprehensive measure of its kind. The formula takes into account the square footage of sites and the number of teachers, students, classrooms, offices and general purpose areas. To assess the time needed for a custodian, one must consider the school site's needs and the available cleaning time. The CASBO standards are in the CASBO Custodial Handbook and allot sufficient time to clean all areas at the school site. Assigning the custodial staff to tasks other than those in the CASBO formula can result in cleaning being postponed or neglected. CASBO's recommended custodial staffing formula is as follows:

- One custodian for every 13 teachers, plus
- One custodian for every 325 students, plus
- One custodian for every 13 rooms, plus
- One custodian for every 18,000 square feet

The resulting total is divided by four to indicate the number of FTE custodians needed to maintain a building. Districts should add 0.06 FTE for each elementary school, and 0.25 FTE for each middle school. In addition, schools with fewer than 450 students should add 0.30 FTE to the calculation.

The district uses the CASBO staffing formula to assess and allocate custodial staffing resources. FCMAT reviewed the district's calculation and compared the results to the district's 2013-14 enrollment report dated October 18, 2013. The full-time equivalent staffing, number of classrooms and student enrollment in the districts calculation were reasonable. Any differences are the likely result of the point in time at which the reports were prepared. FCMAT added calculations for common use areas and student allowances for schools sites with fewer than 450 students, which were omitted from the district's calculations. The analysis is presented in the table below.

CASBO Staffing Formula Applied to the San Ysidro School District

Factors	Teachers	Students*	Rooms	Sq Ft	Projected Custodian	Actual Custodian	Difference
Beyer Elem - under construction							
La Mirada Elementary	20.	457	24	48,504	1.87	1.87	0
Ocean View Hills Elementary	27	703	48	116,324	3.60	3.60	0
Smythe Elementary	34	784	36	61,367	2.8	2.80	0
Sunset Elementary	34	919	32	80,656	3.10	3.10	0
Willow Elementary	41	1077	43	96,775	3.79	3.79	0
San Ysidro Middle School	31	639	42	119,542	3.56	3.56	0
Vista Del Mar Elementary	22	572	24	75,574	2.37	2.37	0
Child Development Center	9	176	12	13,742	.73	.73	-.30
Sunset Preschool	6	140	3	6,107	.37	.37	-.30
District Office				20,000	1.11	1.11	0
Common Usage Areas : 6 elem x .06 = .30 FTE					0.36		-0.36
Common Usage Area: 1 middle x .25 = .25 FTE					0.25		-0.25
Less than 450 student allowance = .30 FTE					0.3		-0.3
TOTAL	224	5467	264	638,591	24.21	23.30	-1.52

*Includes Preschool Students

Based on the CASBO staffing formula, FCMAT calculates that the district needs 24.21 FTE custodian positions to be adequately staffed.

Recommendations

The district should:

1. Use the Florida Department of Education's grounds maintenance staffing formula or other suitable formulas as a guideline for reducing or adding grounds maintenance personnel.
2. As resources become available, consider adjusting groundskeeper positions consistent with the Florida Department of Education's staffing formula.
3. As resources become available, consider adjusting custodial staffing so that it is consistent with the CASBO custodial staffing formula.

School Site Administration and Support

Preschool and Child Development Center (CDC) Program

The district operates preschool programs at Smythe, Sunset, and Ocean View Hills elementary schools. The coordinator of preschool leads the program, which is supported by one administrative secretary, six full-time and nine part-time permit teachers, twenty part-time instructional aides, one part-time speech and language specialist, one part-time behavior specialist, one full-time children and family facilitator, and two part-time custodians.

The coordinator position's duties include establishing an effective preschool organization with clear lines of responsibility; supervising all instructional and recreational components; adhering to program goals and philosophy; and ensuring compliance with health, safety and licensing regulations. The coordinator evaluates approximately forty-eight positions including special education support staff. The coordinator also hires department staff; oversees the program budgets; approves all expenditures; plans and leads professional development for all staff; works with district nurses to develop health care plans for students in the preschool programs; oversees and maintains licensing files; and ensures compliance for programs provided under contract. The maintenance and operations department's management evaluates the custodial support.

Due to fiscal limitations, the administrative clerk and health clerk positions were eliminated, and the speech and language specialist was reduced to part time. Employees indicated that in the past the program required a contribution from the general fund but is now fully self-funded through the state contract. The program has a ratio of one teacher to eight children. Staff stated that there is a waiting list to enroll in the program and there is opportunity to expand the program, although the district has decided against it. During the past year the department returned \$70,000 to the state because it had not enrolled enough students because it lacked sufficient classroom space to meet the state requirement. California Code of Regulations Title 5 requirements state that classrooms can have no more than 24 students per class. The program could benefit from conducting a full evaluation of whether additional classes could be added at little to no cost to the district and formally presenting the results to the district's leadership to review.

The preschool coordinator attends principals' meetings and tries to align the preschool program with the K-8 program. In addition to administrative responsibilities for the program, the coordinator is also the designated administrator for preschool IEPs, including those for students transitioning into kindergarten. In interviews, employees noted it is sometimes difficult to receive information regarding students with special needs, special education classes, and training on special education issues.

Interviewees mentioned that information is sometimes not provided in a timely fashion, that they are excluded from email information that pertains to them, and that sometimes program staff are not included in professional development pertinent to their program. Staff also mentioned that even though the program funding is separate from the general fund, the program is frequently held to the same constraints as the general education program. Examples cited included having to adjust calendars for staff to take the same furlough days as the K-8 program, which affects preschool funding. In addition, although the preschool has funding available that must be spent within specific timeframes, it has been held to spending freezes. This inability to spend funds when required can result in the loss of preschool funding. The administration should have a clear

understanding of requirements for preschool funding and make every effort to secure and retain program funding to support the program.

Custodians for the preschool classrooms arrive after 3 p.m.; the preschool coordinator helps with morning custodial work that cannot wait until the afternoon. Staff indicated that work orders for maintenance and upkeep of preschool facilities have fallen behind, yet the cost to replace sprinklers and supplies (such as brooms) are charged against the preschool budget in addition to the annual district in-kind costs. Staff indicated that what is and is not charged to the program's budget and what is considered part of the in-kind costs is unclear and has changed from year to year. For proper management of preschool funding it is essential that the business services department and the preschool coordinator collaborate and clearly define what expenditures should be allocated to the preschool program and what is assumed under the in-kind allocation. In addition, the district needs to examine how custodial schedules can be changed to provide morning coverage.

Recommendations

The district should:

1. Complete a full analysis of the feasibility of expanding the state-funded preschool program.
2. Clearly define the maintenance, operations and facilities costs that fall outside of the in-kind obligation of the preschool program.
3. Develop a long-range plan for the preschool program that includes fiscal accountability.
4. Develop a written plan for articulation between the preschool program and the K–8 and special education programs.
5. Ensure that preschool staff receive timely and accurate information pertinent to their program.
6. Evaluate and align custodial staffing to effectively serve the needs of the preschool program.

School Site Administrative Structure

The table below shows the staffing for each of the district's schools for the 2013-14 school year as included in the district's position control report. Also included are the grade levels served by each school and the number of students at each school based on 2012-13 California Basic Educational Data System (CBEDS) information.

San Ysidro School District 2013-14 School Site Support Staffing

Position/Title	Smythe K-3	Vista Del Mar K-3	Sunset K-6	Willow K-8	La Mirada 4-6	Ocean View Hills 4-8	San Ysidro Middle School 7-8	Total
2012-13 Enrollment	758	555	790	1091	560	687	583	5024
Principal- Elementary	1.00	1.00	1.00		1.00			4.00
Principal-Middle School				1.00		1.00	1.00	3.00
Asst. Principal Middle School				1.00		1.00	1.00	3.00
Administrative Secretary I			0.92				0.92	1.84
Administrative Secretary II		1.00						1.00
School Administrative Asst.	0.92			0.92	0.92	0.92		3.68
Administrative Clerk I	1.26	0.92	1.31	1.84	0.92	0.92	1.84	9.01
Counselor				1.00		1.00	1.00	3.00
Psychologist	1.00		1.00	1.00	1.00	1.00	1.00	6.00
Licensed Vocational Nurse						0.80		0.80
Health Clerk Schools	0.63	0.65	0.73	0.73	0.63		0.83	4.20
Health Care Asst.	2.30					2.19	0.73	5.22
Teacher	27.85	20.00	31.00	42.00	22.00	26.00	26.00	194.85
Intervention Support Teacher					0.40			0.40
Instructional Media Res. Aide	0.92	0.92	0.92	0.92	0.92	0.92	0.92	6.43
Instructional Aide	3.90	2.19	4.65	5.09	4.98	5.44	6.49	32.73
Custodian *	2.94	2.00	2.94	3.88	1.94	3.41	3.41	20.50
Grand Total	42.71	28.68	44.47	59.37	34.70	44.60	45.14	299.66

Staff explained that the schools' grade levels were configured as part of the district's plan to remedy the schools' Program Improvement (PI) status. At the time of FCMAT's fieldwork, La Mirada, Willow, and Ocean View Hills schools were in PI status. As the table above shows, only Vista Del Mar and Smythe schools have the same grade levels. The varied grade levels at each school affect families that have students at different schools, decrease principals' ability to collaborate with colleagues at schools with similar grade level configurations, and make it necessary to restructure site professional development and collaboration as grade level spans change. Staff noted that because the schools tend to start at the same time, parents who have children at more than one school have difficulty getting their children to school on time.

Some school site administrators lacked an understanding of the method used to assign support staff to school sites, though there was some indication that conversations regarding staffing allocations did take place.

Site administrators indicated that in the past support staff have been transferred from one site to another at the end of the school year without explanation of why the transfers were necessary. Administrators expressed concerns about establishing and maintaining operational consistency

and momentum in student programs when staff changes take place without consideration of school-specific needs and/or collaboration with site administrators. Site support staff stated that they often receive short notice of their transfers and find it challenging to adapt to the practices of a new school site in sufficient time. Changes in staff can have a significant effect in the efficient, effective delivery of services to students and parents. Site administrators often approach the management of daily routines in different ways, and it can be challenging for support staff to adapt to different approaches when completing their duties.

Assistant principals have been assigned to schools with seventh and eighth grade students. Willow School has a full-time assistant principal, and San Ysidro Middle School and Ocean View Hills School share an assistant principal. The FTE noted in the district's position control indicates a full-time assistant principal at each site; however, at the time of FCMAT's fieldwork one of those positions was indicated as vacant. Staff expressed concern that sharing an assistant principal does not provide the support needed for either site. Although the assistant principal attempts to spend alternate days at each site, interviewees reported that this schedule changes based on site needs and emergencies. The fluidity of the assistant principal's schedule affects the work that needs to be done. For example, the CELDT testing was still being completed at the time of FCMAT's fieldwork in mid-October, and scheduling IEP meetings, for which the assistant principal is the designated administrator, has sometimes been problematic.

A full-time counselor has been assigned to each school that serves seventh and eighth grade students to help ensure that these students, who have more than one teacher, are assigned to class schedules that meet their needs.

Staff also expressed concerns regarding the allocation of health services support staff. The district has one registered nurse (RN) and one licensed vocational nurse (LVN). The LVN is assigned to Ocean View Hills but serves both Ocean View Hills and Vista Del Mar. If students have health needs that require an LVN; they are placed at one of these school sites. The remaining schools each have a health clerk who provides health services to students. An October 2013 report prepared by California State University, Sacramento stated that 43% of the state's school districts have full-time nurses and that most districts have paraprofessionals provide health services at school sites.

The amount of health service staffing provided to the schools varies: some schools have six hours; one has 6.25 hours; one has seven hours; and two sites have eight hours of service per day. The number of hours does not appear to depend on the number of students at each site. For example, San Ysidro Middle School receives eight hours of health service for approximately 580 students; Willow School receives seven hours of health service for approximately 1090 students; and Vista Del Mar receives 6.25 hours of health service for approximately 555 students.

Clerical support for the schools seems to be allocated based on the grade level configurations and number of students. Each site that exceeds 700 students and or serves students in grades 7-8 has three clerical support staff, while each of the remaining sites has two.

School Site Clerical Support

School	Grades	# Students	# Clerical	FTE Clerical
Smythe	K-3	758	3	2.18
Sunset	K-6	790	3	2.23
Willow	K-8	1091	3	2.76
San Ysidro Middle	7-8	583	3	2.76
La Mirada	4-6	560	2	1.84
Ocean View Hills	4-8	687	2	1.84
Vista Del Mar	K-3	555	2	1.92

Site Staff Training

As noted above, principals and assistant principals are interested in more professional development, especially in Common Core State Standards, and in the current district office structure. They are also interested in established procedures for budget, human resources, and student services, including special education.

Site administrative assistants stated that they receive regular training on processes and regulations relevant to their work during monthly meetings with district staff. They stated that these meetings are helpful not only because of the information they receive but also because they have time to collaborate with one another. The administrative assistants noted, however, that implementation of processes varies from school to school. Staff indicated that differences in practices from school to school create confusion for parents who have children in more than one school.

There was some inconsistency in reports from school site office staff regarding the existence of standard office procedures and desk reference materials. Some reported that manuals existed, but others indicated that they had not been provided with one when assigned to their position and that none was located in their office. The administrative support staff indicated that they rely on one another for support and feel comfortable calling their colleagues when they have questions about their work. Although they do not have a standard desk manual, most administrative assistants stated they have established systems for recording and saving procedural information, such as in files or in a notebook.

Recommendations

The district should:

1. Establish staffing ratios, including number of hours, for all support staff. Take into consideration grade levels, student population, and instructional needs. As resources become available, consider changing administrative and support staffing levels to align them with the staffing ratios.
2. Consider realigning school grade levels to maximize opportunities for collaboration between schools and to better meet parents' and students' needs.
3. Develop standard procedures for routine duties performed at all school sites, and create desk manuals for site clerical procedures; include standard district practices. Ensure that all new employees are provided with a desk manual

and are familiarized with established practices. Routinely review and update content and review materials with site staff.

4. Develop a resource manual for principals that includes standard district processes and procedures for budget monitoring and financial management, human resources, student services, and instruction. Ensure that each new administrator is given a resource manual and is familiarized with established processes. Routinely review and update content and review materials with site administrators.

Comparison with Similar Districts

Comparative information can be a useful guideline for appropriate staffing levels, keeping in mind that California school districts are complex and vary widely in demographics, resources and organization. Additionally, districts may differ in their applied methodology for calculating full-time equivalencies (FTE). Interpreting staffing needs based on one or two criteria can be misleading if significant circumstances are not taken into account.

FCMAT obtained comparative data from three California elementary school districts selected using fiscal year 2012-13 demographic data from the Ed-Data website. The districts selected are similar to the San Ysidro Elementary School District in enrollment, student demographics, and size and number of sites. The three districts used for comparison were Atwater Elementary, National Elementary and Perris Elementary, as shown in the table below.

Comparison Districts Based on 2012-13 Data

District / County	San Ysidro Elementary San Diego County	Atwater Elementary Merced County	National Elementary San Diego County	Perris Elementary Riverside County
2011-12 Enrollment	5,252	4,584	6,005	5,816
2012-13 Enrollment	5,235	4,710	5,947	5,837
# Schools	7 (plus one under construction)	8	10	8
# Schools by Grade Level	2 - Elementary (K-3) 1 - Elementary (4-6) 1 - Elementary (4-8) 1 - Elementary (K-6) 1 - Elementary (K-8) 1 - Middle (7-8)	6 - Elementary (K-6) 1 - Elementary (K-8) 1 - Middle (7-8) 2 - Community Day/ Alternative	10 - Elementary (K-6)	7 - Elementary (K-6) 1 - Charter School (K-8)

District Administration

A review of the data indicates that aside from core administrative positions, districts have focused staffing based on local objectives, which likely included economic factors. The comparable data differed widely in many areas yet was consistent in core positions. Each district falls under the leadership of a superintendent, supported by at least one executive secretary or administrative assistant position. Each district has core divisions: human resources, business and administrative services, and educational services. With the exception of one district, each division is led by an assistant superintendent or comparable position. Departments within each division are consistently staffed with either director or supervisory positions, depending on the span of control.

School Site Administration and Staffing

The district's various grade level configurations on school campuses and small grade spans on some campuses are unusual in comparison to industry standard practice. Rather than serving students in grades K-6 on each campus, two campuses serve students in grades K-3, one serves students in grades 4-6, and one serves grades 4-8. These grade level configurations force students to change campuses more frequently. Some staff noted that the turnover in student population makes it difficult to develop continuity and stability with some students, and that parents who have multiple children attending schools have voiced frustration when their children are not placed on the same campus.

The district has placed considerable focus on academic improvement over the last several years as it has worked to move out of PI status. Grade level configurations at school sites and focused curriculum were among the strategies that helped the district's academic recovery. The district has also modernized existing schools and/or built new schools as funding was available, and with each project the students were relocated to other school campuses during construction. These measures have contributed in part to the district's uncommon grade span configurations.

The district is not geographically large, and a K-6, K-8 and 7-8 grade level structure at school sites may benefit the district in several ways including the following:

- Reducing student overflow to other school sites as class size maximums are reached.
- Reducing new student transportation, allowing the development of more efficient transportation routes.
- Reducing the instances of students from the same household attending different schools in any given year.

Comparative data on school site staffing for 2012-13 is summarized in the table below.

Comparison Districts' 2012-13 School Site Staffing

District	San Ysidro	Atwater	National	Perris
2012-13 Enrollment	5,235	4,710	5,947	5,837
Principals	8.00	8.00	10.00	7.00
Assistant Principals	2.00	2.00	1.00	8.00
Office Support Staff	15.53	21.00	20.00	21.41
Clinician/Speech/Counseling	3.00		16.00	
Health Aides/Asst.	12.38	15.00	38.00	6.50
Psychologists	2.00			
Teachers	222.85	200.00	261.00	252.50
Library/Media	6.43	7.00	5.00	4.25
Instructional Aides	48.28	25.00	47.00	26.63
Intervention	1.02			

The data obtained indicate that the district's administrative staffing levels at school sites are consistent with districts of like size. Usually, each elementary (K-6) will have a principal, and school sites with students in grades 7-8 commonly have at least one assistant or vice principal. School site support staffing can vary widely due to local objectives and fiscal resources. Three areas of school site staffing were considered reasonably comparable, and data for these are provided in the tables below.

Office Support Staffing Comparison

	Student Enrollment	Office Support FTE	Student Enrollment / Office Support FTE
San Ysidro	5,235	15.5	337
Atwater	4,710	21.0	224
National	5,947	20.0	297
Perris	5,837	21.4	273
Average	5,432	19.5	279

Health Aide/Assistant Staffing Comparison

	Student Enrollment	Health Aide/ Asst. FTE	Student Enrollment / Health Aide/ Asst. FTE
San Ysidro	5,235	12.4	423
Atwater	4,710	15.0	314
National	5,947	38.0	157
Perris	5,837	6.5	898
Average	5,432	18.0	302

Library Media Staffing Comparison

	Student Enrollment	Library Media FTE	Student Enrollment / Library Media FTE
San Ysidro	5,235	6.4	814
Atwater	4,710	7.0	673
National	5,947	5.0	1,189
Perris	5,837	4.3	1,373
Average	5,432	5.7	958

Staffing levels per pupil for office support, health aides and library media appear consistent with the average among the districts surveyed.

Greater details of data obtained from comparable districts is summarized and provided in Appendix A.

Recommendation

The district should:

1. With extreme caution and consideration of its precarious fiscal condition, identify the amount needed annually to maintain and/or fill essential leadership positions to adequately manage the district. Ensure that the costs associated with these positions are accurately reflected in the district's budget and multiyear financial projections.

Appendices

Appendix A

Comparative District Data Summary

DISTRICT	San Ysidro	Atwater	National	Perris
Grade Level	K-8	K-8	K-6	K-8
Enrollment (2012-13)	5235	4710	5947	5837
# Sites	6	8	11	12
STAFFING FTE and position description				
Superintendent's Office	1.0 Superintendent 1.0 Executive Secretary	1.0 Superintendent 1.0 Executive Secretary-Confidential	1.0 Superintendent 1.0 Executive Asst. to the Superintendent 1.0 Administrative Secretary-Confidential	1.0 Superintendent 1.0 Administrative Assistant
Human Resources	1.0 Assistant Superintendent, Human Resources 1.0 HR Administrative Assistant 1.0 Personnel Technician	1.0 Assistant Superintendent, Human Resources 1.0 Administrative Secretary-Certificated 1.0 Personnel Specialist-Classified	1.0 Assistant Superintendent, Human Resources 1.0 HR Administrative Assistant/Office Manager 1.0 HR Specialist - confidential/credentialing 2.0 Office Technician-all other HR (non confidential / non credentialing)	1.0 Director, Human Resources 1.0 Human Resources Manager 1.0 Confidential Secretary 1.0 HR Technician/Credentials Analyst 1.0 Bilingual Clerk-Typist / Receptionist
EDUCATIONAL SERVICES				
Educational Services	1.0 Assistant Superintendent Ed Services 1.0 Ed. Services Coordinator 1.0 Coordinator (SE) 1.0 Child Families Project Coordinator .84 Family & Community Svc. Proj. Facilitator 1.0 TOSA - Ed Svc. 1.4 Assessment Center Asst. (3 positions) 1.0 Accounting Technician 1.0 Executive Secretary II 2.8 Administrative Clerk II (3 positions) 1.0 Nurse 1.44 Healthcare Assistant 1.0 Occupational Therapist 1.0 Special Education Technician 12.0 Teachers / Teachers-LSH Specialist 10.12 Instructional Aide-SE	1.0 Assistant Superintendent, Ed Services 1.0 Director of Special Programs (SE +) 1.0 TOSA 1.0 Data Assessment Specialist 1.0 Staff Secretary .78 Office Assistant-district (2 positions) 1.5 District Spanish Program Assistant 1.0 District Nurse 2.6 District Psychologist/Counselors 1.0 Coordinator (ASES) 1.0 Program Leads (ASES) 5.6 Program Assistants (ASES)	1.0 Assistant Superintendent Ed Services 1.0 Director of Ed Services 1.0 Director of Student Support Services 1.0 Coordinator, Student Support Services .63 Welfare and Attendance Specialist 1.0 Database Analyst 1.0 Instructional Material Technician 1.0 Offset Press Operator 1.0 Administrative Assistant-Office Manager 1.0 Administrative Secretary-Dept./Program 2.0 Administrative Assistant 1.0 Office Technician-District .75 Instr. Assist-Language Assmnt (2 positions) 1.0 Translator-Spanish/English	1.0 Assistant Superintendent, Ed Services 1.0 Director of Student Services & Special Ed 1.0 Language Interpreter 1.0 Office Staff Translator 2.0 Nurse

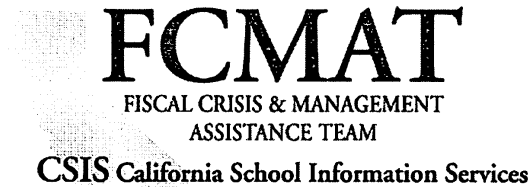
Preschool			
	1.0 Coordinator of Preschool/C.D 1.0 Administrative Secretary II 1.0 Psychologist 11.31 Permit Teacher 8.34 Instructional Aide .94 Custodian	1.0 Preschool Coordinator 1.0 Administrative Support Staff 8.0 Preschool Teacher 3.5 Classroom Aides	1.0 Director of Early Childhood Programs 1.0 Preschool Coordinator 1.0 Office Secretary Admin. Asst.) 1.0 Office Secretary (Office Technician) 1.0 Psychologist 1.0 Preschool Resource Specialist 18.0 Preschool Teacher 31.0 Pre-K Classroom Aides 6.0 Instructional Assistant (Healthcare)
Staff:			1.0 Director of Early Childhood Development 1.0 School Secretary .38 Preschool Clerk .50 Psychologist 1.0 Speech/Language Specialist 7.0 Preschool Teacher 13.0 Preschool Aides .47 Supervision Aide .75 Health Aide 2.0 Community Outreach Worker
Technology Services			
Reports to:	Human Resources	Business Services	Educational Services
Staff:	1.0 Director 1.0 Information Systems Specialist 4.0 Information Computer Technician	1.0 Manager of Technology 1.0 Technology Technician II 2.0 Data Analyst II (SIS / CALPADS)	1.0 Technology Services Supervisor 1.0 Computer Systems Specialist 2.0 Computer Systems Technician
BUSINESS ADMINISTRATION & OPERATIONS			
Business Services	1.0 Assistant Superintendent, Business Services 1.0 Executive Secretary II 1.0 Business Services Coordinator 2.0 Account Clerk III (Payroll / Benefits) 1.0 Account Clerk II (Accounts Payable) 1.0 Publications Technician (Print Shop) 1.0 Director of Business Support Services 1.0 Account Clerk II (Purchasing) 1.0 Storekeeper 1.0 Delivery Driver (Op. & CNS)	1.0 Assistant Superintendent, Business Services 1.0 Administrative Secretary 1.0 Fiscal Services Supervisor 2.0 Accounting/Payroll Technician .75 Accounts Specialist (A/P & A/R) 1.00 District Mail & Delivery (M&O)	1.0 Chief Business Official 1.0 Confidential Secretary - Fiscal Services 1.0 Accounting Coordinator 2.0 Confidential Accounting Specialist 1.0 Payroll Program Specialist 1.0 Payroll Technician 1.5 Account Clerk II 1.0 Attendance Specialist 3.0 Attendance Clerk 1.0 Risk Management and Safety Coordinator 1.00 Warehouse Person (M&O)

Maintenance & Operations				
Reports to:	Assistant Superintendent, Business Services	Assistant Superintendent, Business Services	Assistant Superintendent, of Business Services	Chief Business Official
Staff:	1.0 Operations Supervisor	1.00 Director of Maintenance and Facilities	1.00 Director of Maintenance and Operations	1.00 Maintenance and Operations Supervisor
	1.0 Administrative Clerk II	1.00 Maintenance Worker (trade specific)	1.00 Administrative Assistant	1.00 Maintenance Specialist
	2.0 Maintenance (trade specific)	4.00 Maintenance/Grounds	8.00 Maintenance Worker (trade specific)	1.00 Maintenance/Irrigation Worker
	3.0 Maintenance	1.00 Groundskeeper	2.00 Groundskeeper Specialist	1.00 Maintenance Worker II
	3.0 Gardener	8.00 Day Custodians (district and site)	3.00 Groundskeeper	12.00 Custodian/Groundskeeper - Day
	1.0 Custodian (District)	8.75 Night Custodians (district and site)	10.00 Day Custodians (district and site)	16.00 Custodian/Groundskeeper - Night
	18.03 Custodian Site		14.00 Night Custodians (district and site)	.75 Custodian/Grounds/Courier
Transportation:				

FISCAL CRISIS & MANAGEMENT ASSISTANCE TEAM

Appendix B

Study Agreement



**FISCAL CRISIS & MANAGEMENT ASSISTANCE TEAM
STUDY AGREEMENT**

August 9, 2013

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

1. BASIS OF AGREEMENT

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

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

2. SCOPE OF THE WORK

A. Scope and Objectives of the Study

The scope and objectives of this study are to:

1. Conduct an organizational and staffing review of the district's central office and at the central office at each school site for all certificated, classified and administrative positions. This review will include the following departments: Superintendent's Office, Business Services, Personnel, Educational Services, Transportation, Maintenance, Technology, Child Nutrition and Facilities.

3. Provide staffing data for three comparative school districts of similar size and type and make recommendations to improve the efficiency. The comparison may include school districts located in the geographical region and/or may include comparable districts utilized in the collective bargaining process.
4. Review job descriptions for district office department positions only, interview staff and make recommendations for staffing improvements or reductions, if any. Include estimated calculated values for any proposed position reductions or enhancements to the organizational structure.
5. Evaluate the work flow and distribution of functions between the departments, and make recommendations for improved efficiency, if any. Review documentation, including board policies and administrative regulations, and gather data regarding current practices, procedures and separation of duties to ensure that the proper internal controls are in place. Interview other site staff as needed to determine the efficiency and effectiveness of services delivered.

B. Services and Products to be Provided

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

3. **PROJECT PERSONNEL**

The study team will be supervised by Anthony L. Bridges, CFE, Deputy Executive Officer, Fiscal Crisis and Management Assistance Team, Kern County Superintendent of Schools Office. The study team may also include:

- | | |
|--------------------------------------|--|
| A. Marisa Ploog CPA, CFE, CGMA, CICA | FCMAT Fiscal Intervention Specialist, Project Lead |
| B. To be determined | FCMAT Consultant |
| C. To be determined | FCMAT Consultant |

Other equally qualified staff or consultants will be substituted in the event one of the above individuals is unable to participate in the study.

4. **PROJECT COSTS**

The cost for studies requested pursuant to E.C. 42127.8(d)(1) shall be as follows:

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

Based on the elements noted in section 2 A, the total estimated cost of the study will be \$22,000.

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

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

5. **RESPONSIBILITIES OF THE DISTRICT**

- A. The district will provide office and conference room space during on-site reviews.
- B. The district will provide the following if requested:
 - 1. A map of the local area.
 - 2. Existing policies, regulations and prior reports that address the study scope.
 - 3. Current or proposed organizational charts.
 - 4. Current and two prior years' audit reports.
 - 5. Any documents requested on a supplemental list. Documents requested on the supplemental list should be provided to FCMAT only in electronic format; if only hard copies are available, they should be scanned by the district and sent to FCMAT in electronic format.
 - 6. Documents should be provided in advance of field work; any delay in the receipt of the requested documents may affect the start date of the project. Upon approval of the signed study agreement, access will be provided to FCMAT's online SharePoint document repository, where the district will upload all requested documents.
- C. The district's administration will review a preliminary draft copy of the report resulting from the study. Any comments regarding the accuracy of the data presented in the report or the practicability of the recommendations will be reviewed with the team prior to completion of the final report.

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

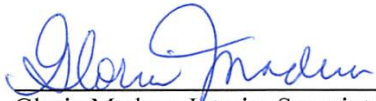
6. **PROJECT SCHEDULE**

The following schedule outlines the planned completion dates for different phases of the study:

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

7. CONTACT PERSON

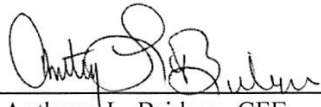
Name: Dena Whittington
Telephone: (619) 428-4476
E-mail: dwhittington@sysd.k12.ca.us



Gloria Madera, Interim Superintendent
San Ysidro School District



Date



Anthony L. Bridges, CFE
Deputy Executive Officer
Fiscal Crisis and Management Assistance Team

August 9, 2013

Date

