



OAKLAND UNIFIED  
SCHOOL DISTRICT

Community Schools, Thriving Students

# OUSD Staffing & Compensation Levels - Part 2



Governing Board Meeting  
June 1, 2022

# Outcomes

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- ❖ Continue the analysis and discussions with the board regarding comparisons of staffing levels and key factors that influence them
- ❖ Review and discuss OUSD historical staffing patterns and staff composition
- ❖ Respond and evaluate staffing comparisons from stakeholders provided to Board members regarding staffing and compensation levels

# Executive Summary

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1. OUSD has more total employees per student (management & non-management) than most comparison districts.
2. OUSD receives significantly more revenue per student than most comparison districts.
3. Although declining in recent years, OUSD's proportion of management to non-management is higher than most comparison districts likely due to several local factors including funding levels, unique initiatives, number of schools and which positions are classified as supervisory/management.
4. OUSD's compensation levels were neither highest or lowest and appear in line with compensation factors such as local competition, funding levels and responsibility levels.

# Sources of information

- ❓ [California Department of Education](#) data on district demographics, funding, staffing composition
- ❓ Second Interim Financial Reports for comparison districts downloaded from public websites for each district
- ❓ Comparison staffing/compensation data from [Transparent California](#) from Fall 2020-21 (most recent available)
- ❓ [School Services of California \(SSC\) comparison report](#) on OUSD staffing in certain Central Office departments presented to Board 12/15/21
- ❓ [Historical internal staffing dashboard](#) previously released with selected information presented at the 12/15/21 Board meeting. ([Presentation](#))
- ❓ [Bestplaces.net](#) provides cost-of-living data by city.

[Presentation Glossary](#)


# Limitations of Existing Sources of Information

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- There is no publicly available resource for comparison that categorizes district positions with compensation attached.
- Transparent California data is challenging for mathematical comparisons and requires interpretation because it:
  - Provides compensation levels by titles, but there is not categorization or standardization of titles in the industry beyond very top levels (e.g. Superintendent)
  - Can make significant updates at any time without dates of last update
  - Can include accurate, but misleading data (e.g. two superintendents due to payouts, missing superintendent during transition)
  - The data is not validated by Transparent California, but rather provided by the Governmental entities solicited.

# Staffing Level and Composition Comparisons and Influences

# Staffing Levels & Composition - School Services Districts\*

 Largest proportion of employees among compared districts


Compared to the **School Services** comparison districts, OUSD has:

- More employees
- More teachers
- More management
- Less central office classified employees

District	ADA	Total FTE	Management FTE	ADA / All Employees	ADA / Management	ADA / Teachers	Management / Total FTE	ADA / Central Classified
Fontana	34,703	3,875	312	9.0	111	18.5	8.1%	69
Fresno	66,904	7,615	855	8.8	78	19.4	11.2%	64
Moreno Valley	30,379	3,282	181	9.3	168	21.1	5.5%	
<b>Oakland Unified</b>	33,699	4,846	498	<b>7.0</b>	<b>68</b>	<b>14.7</b>	10.3%	86
Riverside	38,315	3,510	236	10.9	162	19.9	6.7%	57
Santa Ana	43,665	4,722	226	9.2	193	21.5	4.8%	<b>36</b>
Stockton	32,923	3,872	346	8.5	95	25.5	8.9%	50
<b>Average</b>	<b>40,084</b>	<b>4,532</b>	<b>379</b>	<b>8.9</b>	<b>125</b>	<b>20.1</b>	<b>7.9%</b>	<b>60</b>

\* All data from 2019-20 from California Department of Education, except FTE data which is for 2020-21 taken from 2021-22 2nd Interim financial reports

# Staffing Levels & Composition - Neighboring Districts\*

 Largest proportion of employees among compared districts

Compared to the **neighboring** comparison districts, OUSD has:

- More management
- Less central office classified employees

District	ADA	Total FTE	Management FTE	ADA / All Employees	ADA / Management	ADA / Teachers	Management / Total FTE	ADA / Central Classified
Alameda Unified	8,975	884	58	10.2	156	19.6	6.5%	102
Berkeley Unified	9,426	1,421	105	6.6	90	14.9	7.4%	57
Fremont Unified	33,935	2,895	115	11.7	295	18.9	4.0%	105
Hayward Unified	18,711	1,967	107	9.5	175	18.5	5.4%	88
<b>Oakland Unified</b>	33,699	4,846	498	7.0	<b>68</b>	14.7	<b>10.3%</b>	86
San Francisco	50,096	8,911	580	<b>5.6</b>	86	<b>14.5</b>	6.5%	
San Leandro Unified	8,613	881	53	9.8	163	19.5	6.0%	<b>37</b>
West Contra Costa	26,555	3,017	153	8.8	173	20.6	5.1%	52
<b>Average</b>	<b>23,751</b>	<b>3,103</b>	<b>209</b>	<b>8.6</b>	<b>151</b>	<b>17.6</b>	<b>6.4%</b>	<b>75</b>

\* All data from 2019-20 from California Department of Education, except FTE data which is for 2020-21 taken from 2021-22 2nd Interim financial reports



# Factors influencing Staffing Levels: School Services Report

School Services of California (SSC) compared OUSD's Finance, Talent and Technology departments with similar districts chosen by enrollment size and unduplicated pupil percentage. ([Full Report](#) and [Presentation](#))

## Key findings:

- In the core operational departments reviewed, OUSD had the 3rd highest staffing level of the 7 districts compared

## Key factors influencing staffing levels across districts:

- Available financial resources
- Differing programmatic emphasis
- Number of facilities and programs served

## Observations:

- Due to the number of schools operated for the number of students served, economies of scale typically seen in districts were absent
- Decentralized decision-making, staff turnover, lack of standardization result in increased staffing needs overall and skewing toward management-level positions (Finance Division specifically)

# Factors influencing Staffing Levels: School Services Districts\*

Staffing levels are influenced by many factors, including:

- Total Amount and type of funding
- Student needs
- Number, type and scale of schools and initiatives

District	Funding Levels						Schools operated	
	Unrestricted Rev / ADA	Restricted Rev / ADA	Total Rev / ADA	Local Restricted Rev / ADA	ADA Percent	Unduplicated Pupil Percentage	ADA / School	Total Schools
Fontana	\$12,110	\$2,516	\$14,626	\$153	96.0%	85.2%	789	44
Fresno	\$12,261	\$2,921	\$15,182	\$62	94.4%	89.1%	704	95
Moreno Valley	\$12,006	\$2,494	\$14,500	\$29	94.4%	84.9%	844	36
<b>Oakland Unified</b>	\$11,818	\$5,507	\$17,325	\$2,185	93.3%	75.8%	411	82
Riverside	\$11,005	\$2,394	\$13,399	\$139	95.4%	66.7%	833	46
Santa Ana	\$12,434	\$2,919	\$15,353	\$108	96.6%	88.2%	840	52
Stockton	\$11,911	\$3,238	\$15,148	\$109	93.4%	82.0%	686	48
<b>Average</b>	<b>\$11,935</b>	<b>\$3,141</b>	<b>\$15,076</b>	<b>\$398</b>	<b>94.8%</b>	<b>81.7%</b>	<b>729</b>	<b>58</b>

\* All data from 2019-20 from California Department of Education

# Factors influencing Staffing Levels: Neighboring Districts\*

Staffing levels are influenced by many factors, including:

- Total Amount and type of funding
- Student needs
- Number, type and scale of schools and initiatives

District	Funding Levels						Schools operated	
	Unrestricted Rev / ADA	Restricted Rev / ADA	Total Rev / ADA	Local Restricted Rev / ADA	ADA Percent	Unduplicated Pupil Percentage	ADA / School	Total Schools
Alameda	\$11,178	\$2,136	\$13,314	\$687	95.8%	31.3%	598	15
Berkeley	\$14,592	\$2,737	\$17,329	\$1,045	95.8%	30.7%	589	16
Fremont	\$9,778	\$1,952	\$11,730	\$141	96.8%	26.9%	848	40
Hayward	\$11,554	\$3,206	\$14,760	\$922	94.5%	76.9%	624	30
<b>Oakland</b>	\$11,818	\$5,507	\$17,325	\$2,185	93.3%	75.8%	411	82
San Francisco	\$11,843	\$6,023	\$17,866	\$4,150	94.9%	58.1%	491	102
San Leandro	\$10,870	\$2,482	\$13,352	\$694	95.0%	66.7%	718	12
West Contra Costa	\$11,569	\$2,645	\$14,214	\$705	94.0%	69.7%	501	53
<b>Average</b>	<b>\$11,650</b>	<b>\$3,336</b>	<b>\$14,986</b>	<b>\$1,316</b>	<b>95.0%</b>	<b>54.5%</b>	<b>598</b>	<b>44</b>

\* All data from 2019-20 from California Department of Education

# Factors influencing Staffing Levels: “Differing” Programs

While there is no definitive comparison data available, review of publicly available information suggests OUSD invests more heavily than the comparison districts in areas represented by the following departments:

- Charter School Office
- Community Schools
- Linked Learning
- Office of Equity
- Research, Assessment and Data
- Talent (Recruitment and Retention) - not included in FTE analysis

Investments in these areas included 114 Management FTE (62 centrally and 52 FTE at schools).

# Factors influencing Staffing Levels: “Differing” Programs\*

		Resource Type / FTE Used / Average Salary			
		Unrestricted		Restricted	
[-] Site Name	[+] Position Group	FTE Used	Average Salary	FTE Used	Average Salary
Charter Schools Office (a...	2305 - Supv&adm Salaries	4	\$113,638	-	-
	<b>Total</b>	<b>4</b>	<b>\$113,638</b>	<b>-</b>	<b>-</b>
Comm. Schools & Student S	2305 - Supv&adm Salaries	8.41	\$88,225	20.09	\$70,764
	1305 - Supv, Admin, Instr Coaches...	2	\$73,309	1	\$109,189
	<b>Total</b>	<b>10.41</b>	<b>\$85,028</b>	<b>21.09</b>	<b>\$72,004</b>
Linked Learning	2305 - Supv&adm Salaries	1.2	\$49,778	11.8	\$100,925
	1305 - Supv, Admin, Instr Coaches...	2	\$93,979	1	\$103,983
	<b>Total</b>	<b>3.2</b>	<b>\$71,878</b>	<b>12.8</b>	<b>\$101,095</b>
Office Of Equity	2305 - Supv&adm Salaries	4	\$93,307	1	\$88,739
	1305 - Supv, Admin, Instr Coaches...	1	\$129,003	-	-
	<b>Total</b>	<b>5</b>	<b>\$99,256</b>	<b>1</b>	<b>\$88,739</b>
Research Assessment & ...	2305 - Supv&adm Salaries	4.5	\$79,945	0.5	\$52,629
	<b>Total</b>	<b>4.5</b>	<b>\$79,945</b>	<b>0.5</b>	<b>\$52,629</b>
		<b>27.11</b>	<b>\$87,334</b>	<b>35.39</b>	<b>\$82,220</b>

\* Central Management Only. School Management includes additional 52 FTE of Community School Managers and Career Pathway Coaches.

# Factors influencing Staffing Composition: Classifications

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OUSD has more staff than comparison districts per the number of students served (management and non-management).

From anecdotal evidence, it appears the proportion of employees classified as management is also higher than some other districts.

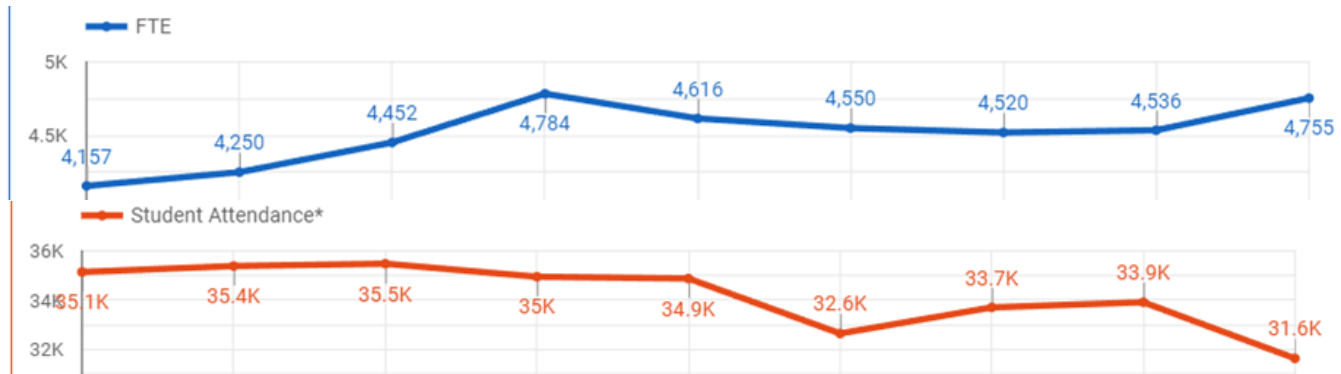
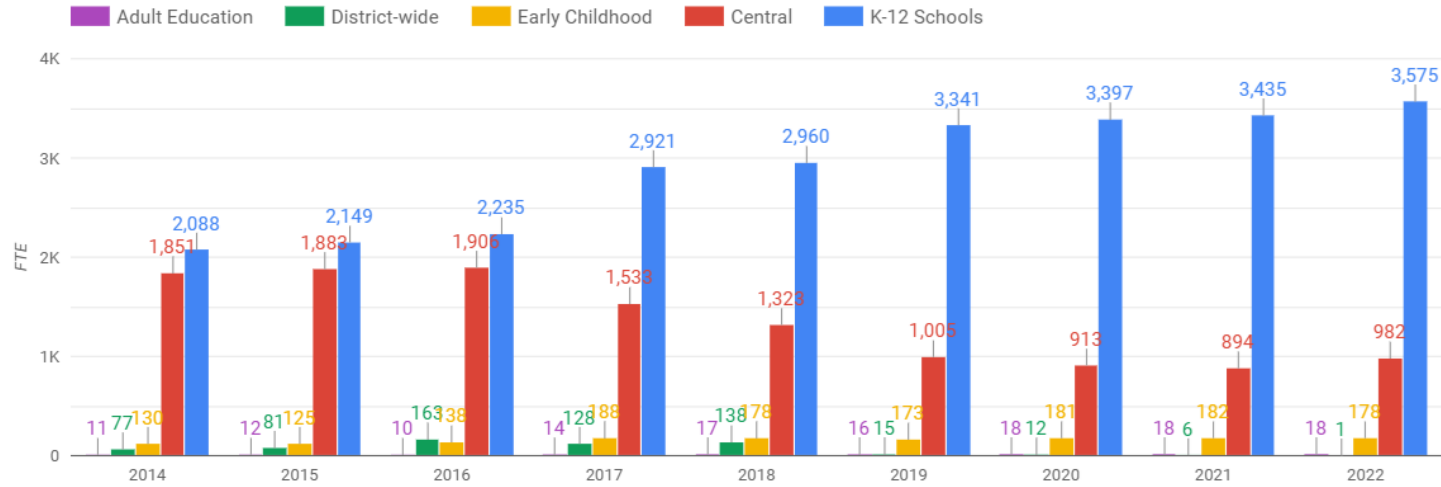
## Possible Reasons

- Complexity of role due to decentralization, lack of standardization
- Number of schools leading to more management personnel
- Historical compensation differences between management and non-management

**Due to the lack of publicly available data, we may need to partner with other districts to get further details.**

# OUSD Staffing Over Time

# Historical Staffing by location and overall attendance



- LCFF Fully funded 2018-19
- 2016-17 reporting change to clarify school positions
- Central positions continue decline until COVID resources arrive.



# Management Staffing levels have decreased\*

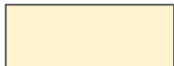


\* Management percentages reported here based on snapshots of internal data taken on same date unlike comparison data reported earlier taken from 2021-22 2nd Interim Reports.

# Understanding State Accounting Code Position Groups

## Certificated Positions

State Category	OUSD Examples
1100 - Certificated Teachers	Teachers, Teachers on Special Assignment
1200 - Certificated Pupil Support	Counselor, Librarian, Social Worker
1300 - Certificated Supervisors and Admin	Principal, Assistant Principal, HS Director
1900 - Other Certificated	Not used

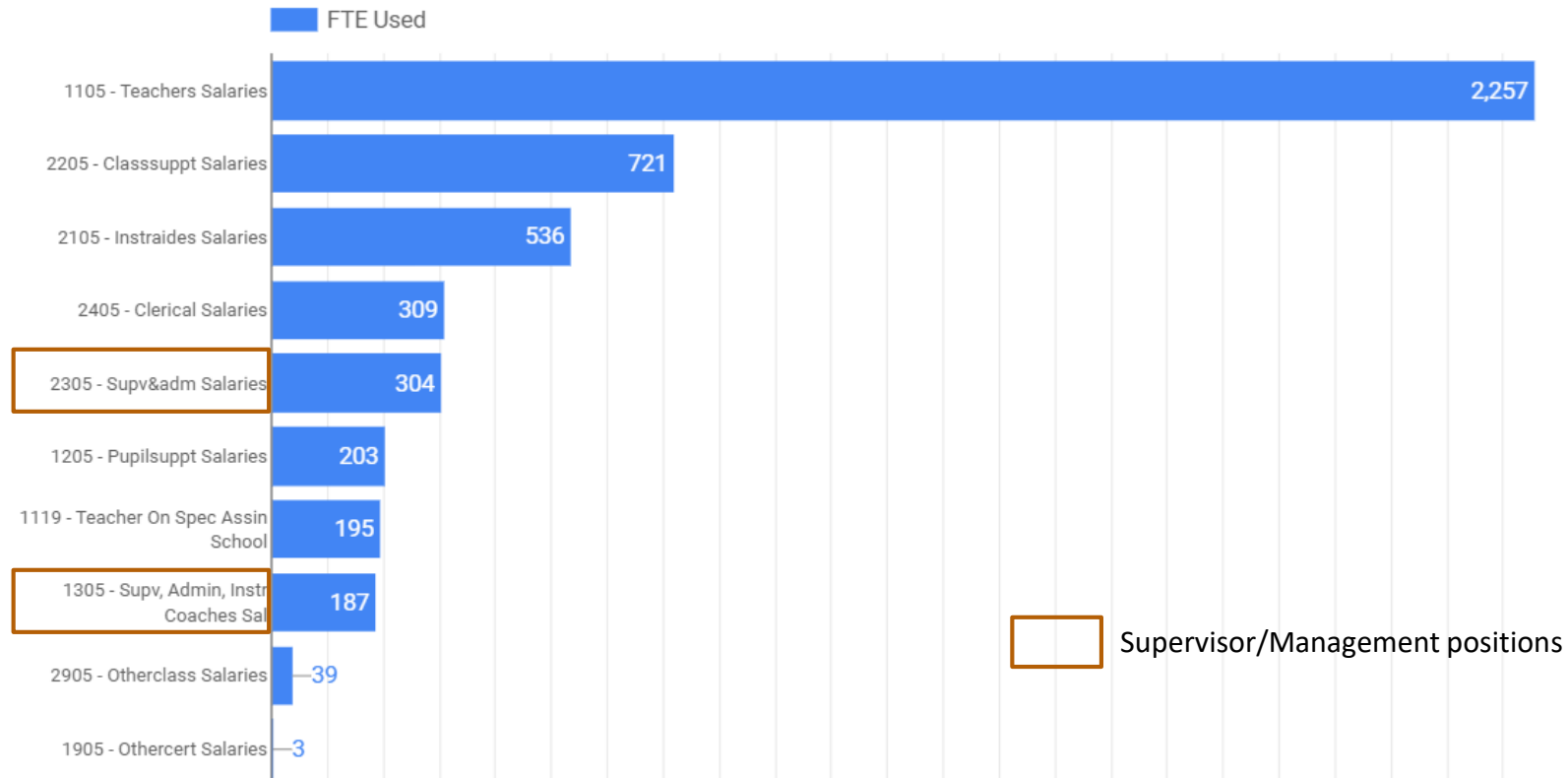


Supervisor/Management positions

## Classified Positions

State Category	OUSD Examples
2100 - Classified Instruction	Paraeducator, Early Literacy Tutors
2200 - Classified Support	Custodian, Food Service, Attendance Specialist
2300 - Classified Supervisors and Admin	Chiefs, Superintendents, Directors, Career Pathway Coach, Program Manager Community Schools
2400 - Clerical, Technical and Office	Admin Assistant, Case Manager
2900 - Other Classified	Noon Supervisor

# 2021-22 Staffing - FTE by Position Object\*



\* 2021-22 Positions reported in ESCAPE financial/HR system as of 12/1/2021.

# Compensation Level Comparisons

# Circulated Comparisons - Cannot be replicated

**Circulated Comparisons could not be replicated**

- Weakness of Transparent California as a data source
- No consistent application of "Admin"
- No footnotes as to source and data doesn't match known sources

How Does OUSD Compare to Neighboring Districts?

District	# of students <sup>7</sup>	# Admin > \$200k <sup>8</sup>	# Admin > \$300k	#Students/ >\$200k Admin	UPP <sup>9</sup> %	% Charter Schools	Revenue per Student
Alameda Unified	9,372	3	0	3124	35	17%	\$13,314
							\$17,329
							\$11,730
							\$14,760
							\$17,325
							\$17,866
							\$13,352
							\$14,214
							\$14,986

## LET'S COMPARE DISTRICTS

West Contra Costa Unified	Oakland Unified	Santa Ana Unified
<ul style="list-style-type: none"> <li>28,246 students</li> <li>71% Unduplicated Pupil Percentage</li> <li>12.1% Charter School market share</li> </ul>	<ul style="list-style-type: none"> <li>35,489 students</li> <li>76% Unduplicated Pupil Percentage</li> <li>27% Charter School market share</li> </ul>	<ul style="list-style-type: none"> <li>46,593 students</li> <li>88% Unduplicated Pupil Percentage</li> <li>5.7% Charter Schools market share</li> </ul>
1 Superintendent: \$382,672 2 Chief: \$253,790 average 4 Assoc Supe: \$237,358 average 25 Director: \$168,826 average 3 Manager: \$159,632 average 28 Coordinator: \$153,454 average 4 Administrator: \$118,892 average	1 Superintendent: \$428,483 7 Chief: \$299,658 average 6 Network Supes: \$233,557 average 4 Officer: \$227,088 average 5 Sr Director: \$211,665 average 4 Dep Chief: \$208,104 average 4 Sr Exec Ass't: \$193,318 average 20 Exec Dir: \$192,639 average 9 Network Partner: \$186,990 average 9 Manager: \$178,585 average 31 Director: \$163,838 average 61 Coordinator: \$146,757 average 9 Other positions: \$198,841 average	1 Superintendent: \$390,533 4 Asst Supe: \$234,150 average 5 Exec Dir: \$178,497 average 2 Dep Supe: \$173,629 average 28 Director: \$127,481 average 23 Coordinator: \$134,220 average 2 Ass't Dir: \$98,350 average
<b>Totals 67 \$10,918,786</b>	<b>170 \$30,075,397</b>	<b>65 \$9,420,104</b>

District	# of students	# Admin > \$200k	# Admin > \$300k	#Students/ >\$200k Admin	UPP %	% Charter Schools	Revenue per Student
Fontana							
Fremont							
Fresno	73,381	25	3	2935	89	5%	\$15,122
Moreno Valley	31,597	23	1	1374	84	none	\$14,500
Oakland Unified	35,489	47	2	755	76	27%	\$17,325
Riverside	40,083	20	2	2004	67	1.6%	\$13,399
Santa Ana	46,593	12	1	3883	88	5.7%	\$15,353
Stockton	40,627	60	2	677	82	16.5%	\$15,148
AVERAGE	42,299	28	1.5	1511	75	7.1%	\$14,652

# Circulated Comparisons - An Assessment

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## Points of Agreement

- OUSD does not have the highest proportion of “high paid execs” per student
- Districts with the highest proportion of “high paid execs” are in the Bay Area
- Districts with the most revenue generally have a larger proportion of employees with higher compensation

## Points of Challenge

- **Mixed methods.**
  - 2019-20 enrollment numbers mixed with 2020-21 enrollment numbers.
  - Charter enrollment included for some districts and not others.
  - These inconsistencies undermine usefulness of any comparison ratios.
- **Potentially misleading terms.** The term “high paid execs” is inconsistent with the data which include principals and teachers within employees compensated over \$200,000.

# Circulated Comparisons - Points of Challenge

How Does OUSD Compare to their Chosen Com

2019-20 Enrollment including charters

2020-21 Enrollment not including charters

2020-21 Enrollment including charters

District	# of students <sup>2</sup>	# Admin > \$200k <sup>3</sup>	#Admin > \$300k	#Students/ >\$200k Admin
Fontana	35,461	12	1	2955
Fremont	35,157	27	0	1302
Fresno	73,381	25	3	2935
Moreno Valley	31,597	23	1	1374
Oakland Unified	35,489	47	2	755
Riverside	40,083	20	2	2004
Santa Ana	46,593	12	1	3883
Stockton	40,627	60	2	677
AVERAGE	42,299	28	1.5	1511

Includes 5 principals

Incorrect Number (42)

[Original copied 5-22-2022](#)

# Comparing Compensation Levels - Key Considerations

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## Considerations in Compensation Levels

- **Cost-of-Living** is often related to the competition for talent and influences compensation in a geographic area.
- **Composition of compensation (Pay + Benefits)**. Benefit levels are largely controlled by law or negotiated agreement. Pay including base, stipends, overtime is likely a better measure of decisions to compensate employees differently.
- **Funds available** impact compensation levels as employers compete for staff and negotiate compensation levels. 75% of OUSD management positions are represented by a labor union.
- Scope of **responsibility and complexity** are key to differences in compensation levels of similar roles.



# Comparing Compensation Levels - School Services Districts\*

District	Enrollment	Pay + Benefits > \$200K			Pay > \$200K			Rev / ADA	Cost of Living Index
		Number	Average	Ratio to students	Number	Average	Ratio to students		
Fontana	36,160	12	\$232,766	3,013	3	\$224,402	12,053	\$14,626	125.8
Fresno	70,852	25	\$238,435	2,834	5	\$259,077	14,170	\$15,182	103.3
Moreno Valley	32,169	23	\$222,874	1,399	4	\$232,619	8,042	\$14,500	127.5
<b>Oakland Unified</b>	36,110	47	\$230,187	768	8	\$244,189	4,514	\$17,325	176.5
Riverside	40,159	20	\$235,389	2,008	7	\$235,962	5,737	\$13,399	134.1
Santa Ana	45,213	42	\$219,946	1,077	4	\$248,634	11,303	\$15,353	144.8
Stockton	35,242	60	\$226,455	587	7	\$258,302	5,035	\$15,148	115.6
<b>Average</b>	<b>42,272</b>	<b>33</b>	<b>\$229,436</b>	<b>1,669</b>	<b>5</b>	<b>\$243,312</b>	<b>8,694</b>	<b>\$15,076</b>	<b>132.5</b>

Compared to the **School Services** comparison districts, OUSD has:

- More funding
- Higher cost-of-living
- More staff compensated over \$200K

\* 2019-20 Census Day enrollment data from California Department of Education (excludes preschools, special ed schools, pending schools, merged schools, adult ed schools, opportunity schools and schools closed prior to 2021). Compensation data from Transparent California for 2020-21. Cost of living data from bestplaces.net.

# Comparing Compensation Levels - Neighboring Districts\*

District	Enrollment	Pay + Benefits > \$200K			Pay > \$200K			Rev / ADA	Cost of Living Index
		Number	Average	Ratio to students	Number	Average	Ratio to students		
Alameda	9,372	8	\$249,774	1,172	6	\$223,147	1,562	\$13,314	210
Berkeley	9,844	6	\$233,868	1,641	1	\$231,915	9,844	\$17,329	238.3
Fremont	35,046	24	\$222,873	1,460	4	\$225,719	8,762	\$11,730	221.7
Hayward	19,801	9	\$243,488	2,200	8	\$234,027	2,475	\$14,760	168.2
<b>Oakland</b>	<b>36,110</b>	<b>47</b>	<b>\$230,187</b>	<b>768</b>	<b>8</b>	<b>\$244,189</b>	<b>4,514</b>	<b>\$17,325</b>	<b>176.5</b>
San Francisco	52,778	66	\$233,901	800	20	\$222,539	2,639	\$17,866	244
San Leandro	9,067	11	\$245,930	824	4	\$260,729	2,267	\$13,352	169.2
West Contra Costa	28,244	12	\$243,696	2,354	4	\$246,450	7,061	\$14,214	157.3
<b>Average</b>	<b>25,033</b>	<b>23</b>	<b>\$237,965</b>	<b>1,402</b>	<b>7</b>	<b>\$236,089</b>	<b>4,890</b>	<b>\$14,986</b>	<b>198.2</b>

Compared to the **Neighboring** comparison districts, OUSD has:

- More funding
- Similar cost-of-living
- Higher student need (UPP%)
- Similar staff paid over \$200K (with benefits excluded)

\* 2019-20 Census Day enrollment data from California Department of Education (excludes preschools, special ed schools, pending schools, merged schools, adult ed schools, opportunity schools and schools closed prior to 2021. Compensation data from Transparent California for 2020-21. Cost of living data from bestplaces.net with West Contra Costa using data for Richmond, CA.

# Review of findings

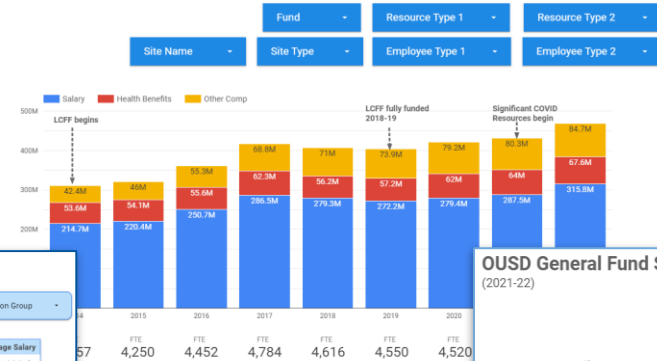
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3. Although declining in recent years, OUSD's proportion of management to non-management is higher than most comparison districts likely due to several local factors including funding levels, unique initiatives, number of schools and which positions are classified as supervisory/management.
4. OUSD's compensation levels were neither highest or lowest and appear in line with compensation factors such as local competition, funding levels and responsibility levels.

# Digging Deeper - OUSD Staffing History Dashboard

9 years and 50,000+ rows of information presented in interactive charts to provide insight into many staffing questions.

OUSD Staffing Cost & FTE Breakdown\*  
(2013-14 to 2021-22)

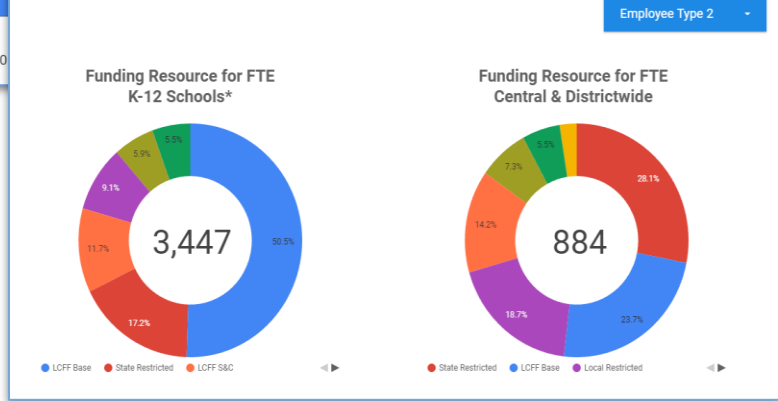


Visit [ousd.org/fiscaltransparency](https://ousd.org/fiscaltransparency)

OUSD Non-School FTE Detail

Site Name	Position Group	Position Description	FTE Used	Average Salary	FTE Used	Average Salary
Academic Innovation	2105 - Intradates Salaries	EARL LIT TUT	-	-	21.83	\$10,519
Total			-	-	21.83	\$10,519
1105 - Teachers Salaries	TCHRSTRENGM		1.5	\$63,531	19.3	\$62,551
Total			1.5	\$63,531	19.3	\$62,551
1305 - Supv, Admin, Instr Coaches	COOD CERT		3.8	\$109,252	-	-
	DIR INSTRUCT		3	\$95,267	-	-
	COORD STEM		3	\$113,350	-	-
	COORD LIT		2	\$121,022	1	\$120,372
	DIR VAPA		1	\$64,502	-	-
	ED INSTRUCT		1	\$75,642	-	-
Total			13.8	\$98,851	1	\$120,372
	TSA CLASS11		0.7	\$62,682	8.6	\$69,805
2405 - Clerical Salaries	SP SCH TECH		-	-	2	\$57,919
	STOCKCLK		1	\$45,069	-	-
	ADMN ASST3		-	-	1	\$71,825
Grand total			366.06	\$76,324	813.13	\$58,804

OUSD General Fund Staffing By Site Type and Resource (2021-22)



# Questions/Comments

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# Quality Schools in Every Neighborhood!



**OAKLAND UNIFIED  
SCHOOL DISTRICT**

*Community Schools, Thriving Students*

1000 Broadway, Suite 300, Oakland, CA 94607

[www.ousd.org](http://www.ousd.org)



**@OUSDnews**

# Appendix

# Glossary

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- **ADA (Average Daily Attendance).** The total number of days of student attendance divided by the total number of days in the regular school year. A student attending every day would equal one ADA.
- **Central Classified.** Non-certificated employees not assigned to schools. Downloadable reports on such employees available from the [California Department of Education](#)
- **FTE (Full-Time Equivalent).** An FTE is equal to the number of hours a full-time employee works. The concept is used to count “hours worked” rather than the number of employees.
- **Management.** Any employee classified as “management”, “confidential” or “supervisory” per [California Government Code Section 3540.1](#)
- **Second Interim Financial Reports.** California school districts are required to file two reports during a fiscal year (interim reports) on the status of their financial health. The second interim report is due March 17 for the period ending January 31.
- **Unduplicated Pupil Percentage.** The proportion of total students that categorized as one or more of Low-Income, English Learners or Foster Youth as defined by the California Department of Education.