



OAKLAND UNIFIED
SCHOOL DISTRICT
Community Schools, Thriving Students

OUSD Staffing & Compensation Levels - Part 2



Governing Board Meeting
June 1, 2022

Outcomes

- ❖ 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

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

[Presentation Glossary](#)

- ? [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.

Limitations of Existing Sources of Information

- 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%	
Oakland Unified	33,699	4,846	498	7.0	68	14.7	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%	36
Stockton	32,923	3,872	346	8.5	95	25.5	8.9%	50
Average	40,084	4,532	379	8.9	125	20.1	7.9%	60

* 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
Oakland Unified	33,699	4,846	498	7.0	68	14.7	10.3%	86
San Francisco	50,096	8,911	580	5.6	86	14.5	6.5%	
San Leandro Unified	8,613	881	53	9.8	163	19.5	6.0%	37
West Contra Costa	26,555	3,017	153	8.8	173	20.6	5.1%	52
Average	23,751	3,103	209	8.6	151	17.6	6.4%	75

* 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

	Funding Levels						Schools operated	
District	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
Oakland Unified	\$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
Average	\$11,935	\$3,141	\$15,076	\$398	94.8%	81.7%	729	58

* 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

	Funding Levels						Schools operated	
District	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
Oakland	\$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
Average	\$11,650	\$3,336	\$14,986	\$1,316	95.0%	54.5%	598	44

* 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					
[-] Site Name	[+] Position Group	Unrestricted		Restricted	
		FTE Used	Average Salary	FTE Used	Average Salary
Charter Schools Office (a...	2305 - Supv&adm Salaries	4	\$113,638	-	-
	Total	4	\$113,638	-	-
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
	Total	10.41	\$85,028	21.09	\$72,004
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
	Total	3.2	\$71,878	12.8	\$101,095
Office Of Equity	2305 - Supv&adm Salaries	4	\$93,307	1	\$88,739
	1305 - Supv, Admin, Instr Coaches...	1	\$129,003	-	-
	Total	5	\$99,256	1	\$88,739
Research Assessment & ...	2305 - Supv&adm Salaries	4.5	\$79,945	0.5	\$52,629
	Total	4.5	\$79,945	0.5	\$52,629
		27.11	\$87,334	35.39	\$82,220

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

Factors influencing Staffing Composition: Classifications

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.

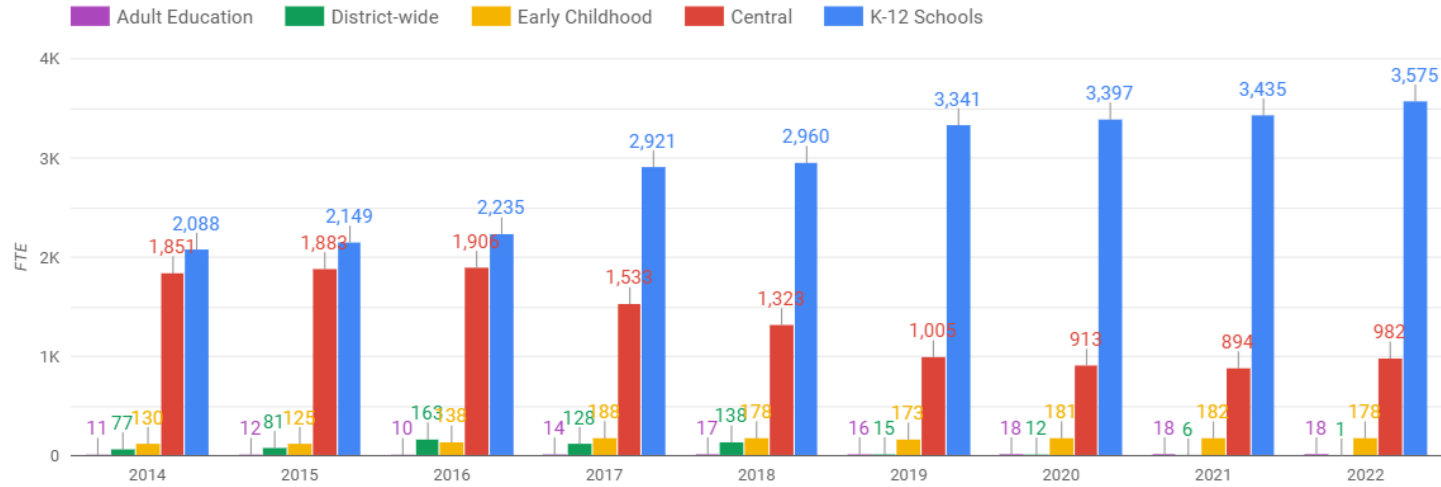
Possible Reasons

- 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

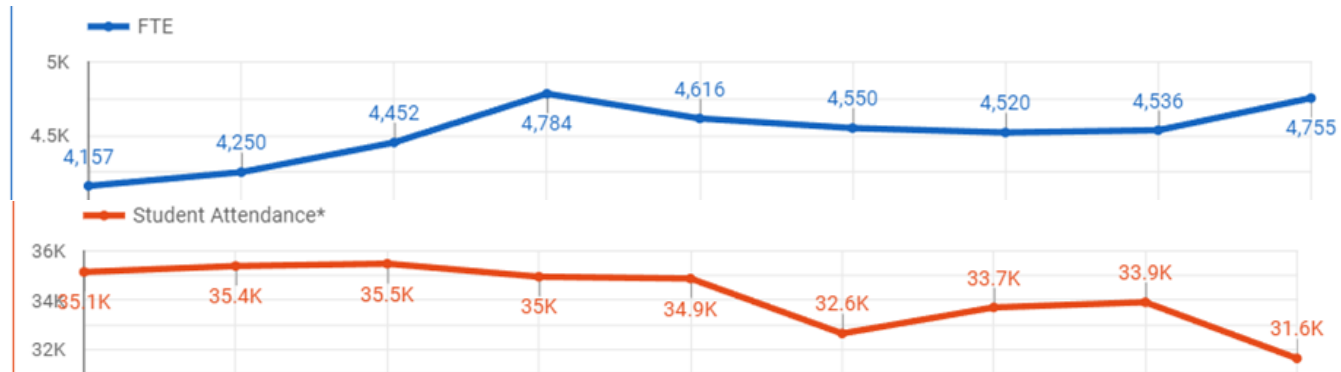
Due to the lack of publicly available data, we may need to partner with other districts to get further details.

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*

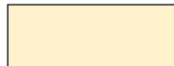


* Management percentages reported here based on snapshots of internal data taken on same date unlike comparison data reported earlier taken from 2021-22 2nd Interim Reports.

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

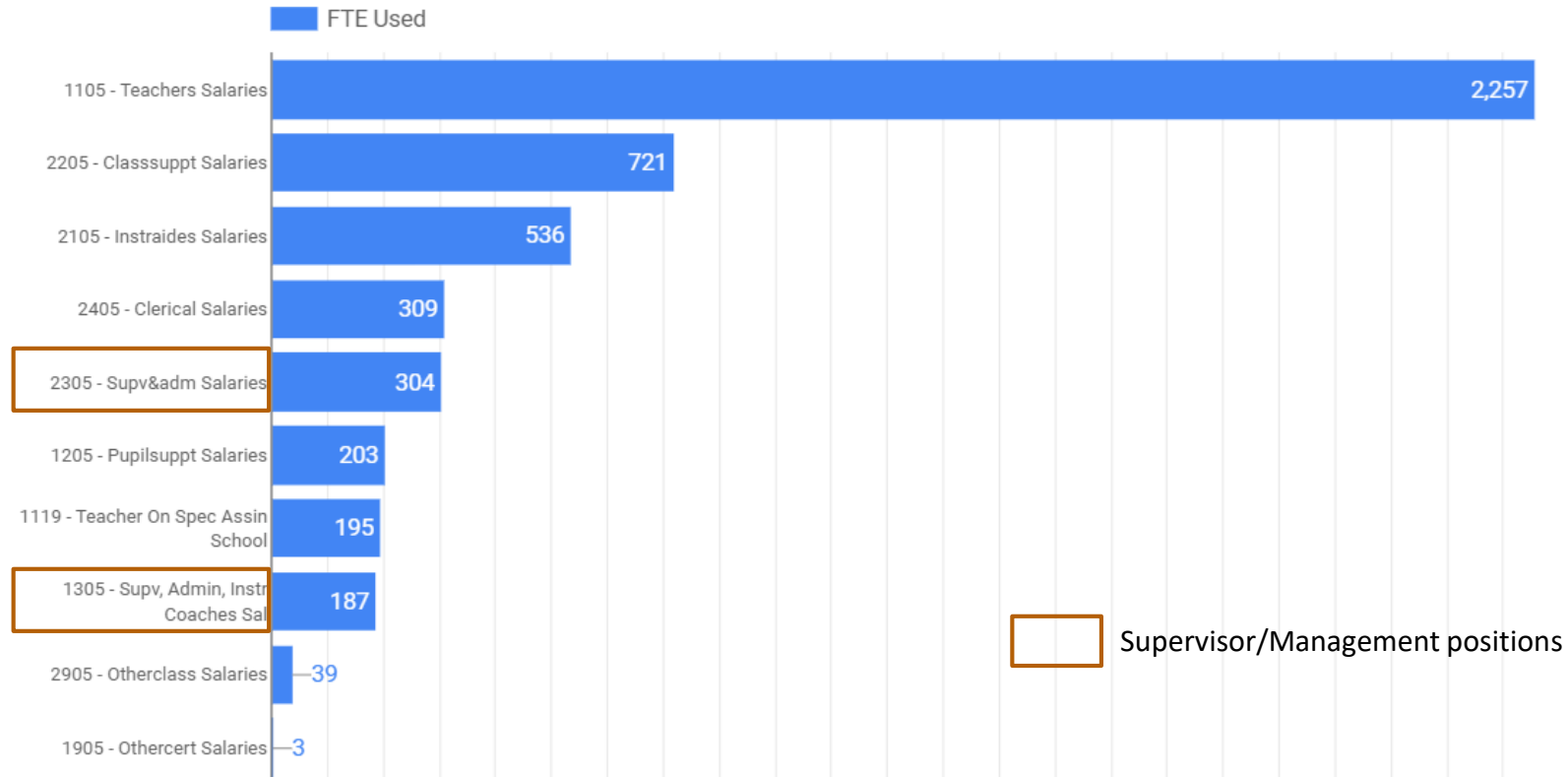


Supervisor/Management positions

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 ⁷	# Admin > \$200k ⁸	# Admin > \$300k	#Students/ >\$200k Admin	UPP ⁹ %	% 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

- 28,246 students
- 71% Unduplicated Pupil Percentage
- 12.1% Charter School market share

- Superintendent: \$382,672
- Chief: \$253,790 average
- Assoc Supe: \$237,358 average
- Director: \$168,826 average
- Manager: \$159,632 average
- Coordinator: \$153,454 average
- Administrator: \$118,892 average

Oakland Unified

- 35,489 students
- 76% Unduplicated Pupil Percentage
- 27% Charter School market share

- Superintendent: \$428,483
- Chief: \$299,656 average
- Network Supes: \$233,557 average
- Officer: \$227,088 average
- Sr Director: \$211,665 average
- Dep Chief: \$208,104 average
- Sr Exec Ass't: \$193,318 average
- Exec Dir: \$192,639 average
- Network Partner: \$186,990 average
- Manager: \$178,585 average
- Director: \$163,838 average
- Coordinator: \$146,757 average
- Other positions: \$198,841 average

Santa Ana Unified

- 46,593 students
- 88% Unduplicated Pupil Percentage
- 5.7% Charter Schools market share

- Superintendent: \$390,533
- Asst Supe: \$234,150 average
- Exec Dir: \$178,497 average
- Dep Supe: \$173,629 average
- Director: \$127,481 average
- Coordinator: \$134,220 average
- Ass't Dir: \$98,350 average

Totals	67	\$10,918,786	170	\$30,075,397	65	\$9,420,104
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District							
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

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 ²	# Admin > \$200k ³	#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)

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Comparing Compensation Levels - Key Considerations

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
Oakland Unified	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
Average	42,272	33	\$229,436	1,669	5	\$243,312	8,694	\$15,076	132.5

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
Oakland	36,110	47	\$230,187	768	8	\$244,189	4,514	\$17,325	176.5
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
Average	25,033	23	\$237,965	1,402	7	\$236,089	4,890	\$14,986	198.2

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.

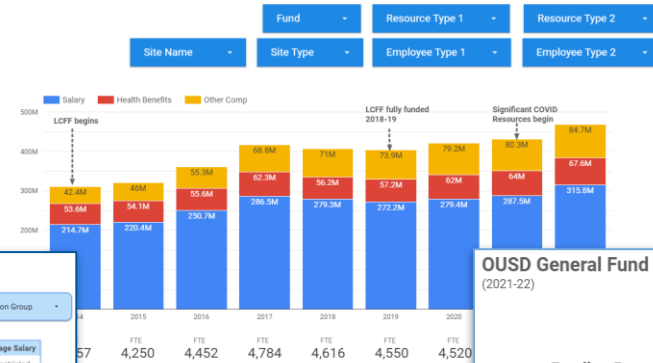
Review of findings

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.

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)



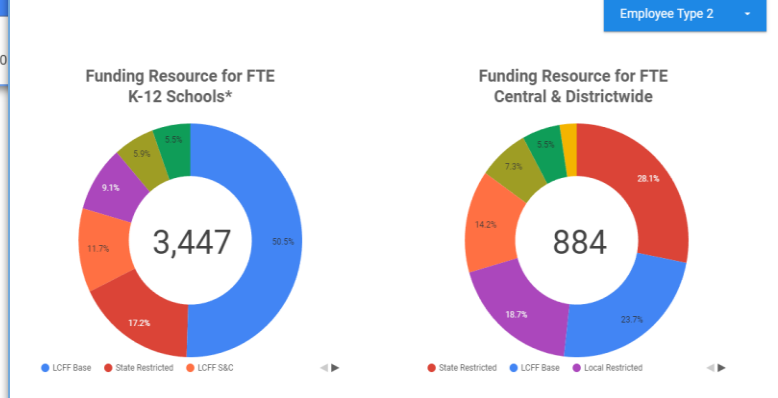
Visit

ousd.org/fiscaltransparency

OUSD Non-School FTE Detail

Fiscal Year: 2021-2022 (1) ▾		Site Type ▾	Site ▾	Position Type ▾	Position Role ▾	Position Group ▾
Resource Type / FTE Used / Average Salary						
			Unrestricted		Restricted	
Site Name	Position Group	Position Description	FTE Used	Average Salary	FTE Used	Average Salary
Academic Innovation	2105 - Instructors Salaries	EARL LIT TUT	-	-	21.83	\$10,519
		Total	-	-	21.83	\$10,519
	1105 - Teachers Salaries	TCHSTRNGM	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	-	-	
	ADMIN ASST3	-	-	1	\$71,825	
	Total	-	-	3	\$129,813	
Grand total			366.06	\$76,324	813.13	\$58,804

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



Questions/Comments





Quality Schools in Every Neighborhood!



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SCHOOL DISTRICT**
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1000 Broadway, Suite 300, Oakland, CA 94607

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Appendix

Glossary

- **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.