**OAKLAND UNIFIED
SCHOOL DISTRICT**
Community Schools, Thriving Students

Board Cover Memorandum

To	Board of Education
From	Kyla Johnson-Trammell, Superintendent Lisa Grant-Dawson, Chief Business Officer Troy Christmas, Senior Director Strategic Projects
Meeting Date	June 1, 2022
Subject	Staffing Levels and Compensation - Discussion

Ask of the Board Review and discuss additional analysis of District Staffing and Compensation Levels.

Background As the District has faced challenging decisions regarding budget adjustments, there again have been calls to "chop from the top." Board members and some community members have requested additional detail about staffing and compensation levels, particularly for management staff. In continuation of the presentation provided at the December 15th Board meeting, staff will present additional analysis comparing the District's staffing and compensation levels with districts of similar size, location and student populations.

Discussion Key questions addressed include:

- How does the number of management personnel in OUSD compare with similar-situated districts?

- How do management compensation levels in OUSD compare with similar-situated districts?

- Are there savings available from reducing the size or cost of management staff at OUSD?

- Are community-provided analyses being referenced at earlier board meetings accurate?

Summary of key findings of the analysis:

- OUSD has more total employees per student (management & non-management) than most comparison districts.

- OUSD receives significantly more revenue per student than most comparison districts.

- 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.

- 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.

Fiscal Impact   None

Attachment(s)
- Presentation - OUSD Staffing & Compensation Levels - Part 2
- Progress Report - District's 2022-23 Fiscal Year Budget Development Process
- Report - School Services of California - Organizational Structure and Staffing Review

OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

2022-23 Budget Development and Decision-Making Update

Presented by Lisa Grant-Dawson, Chief Business Officer

Governing Board Meeting - December 15, 2021

Ask of the Board

Receive and discuss update on 2022-23 Budget Development Process and key factors impacting the decision-making process
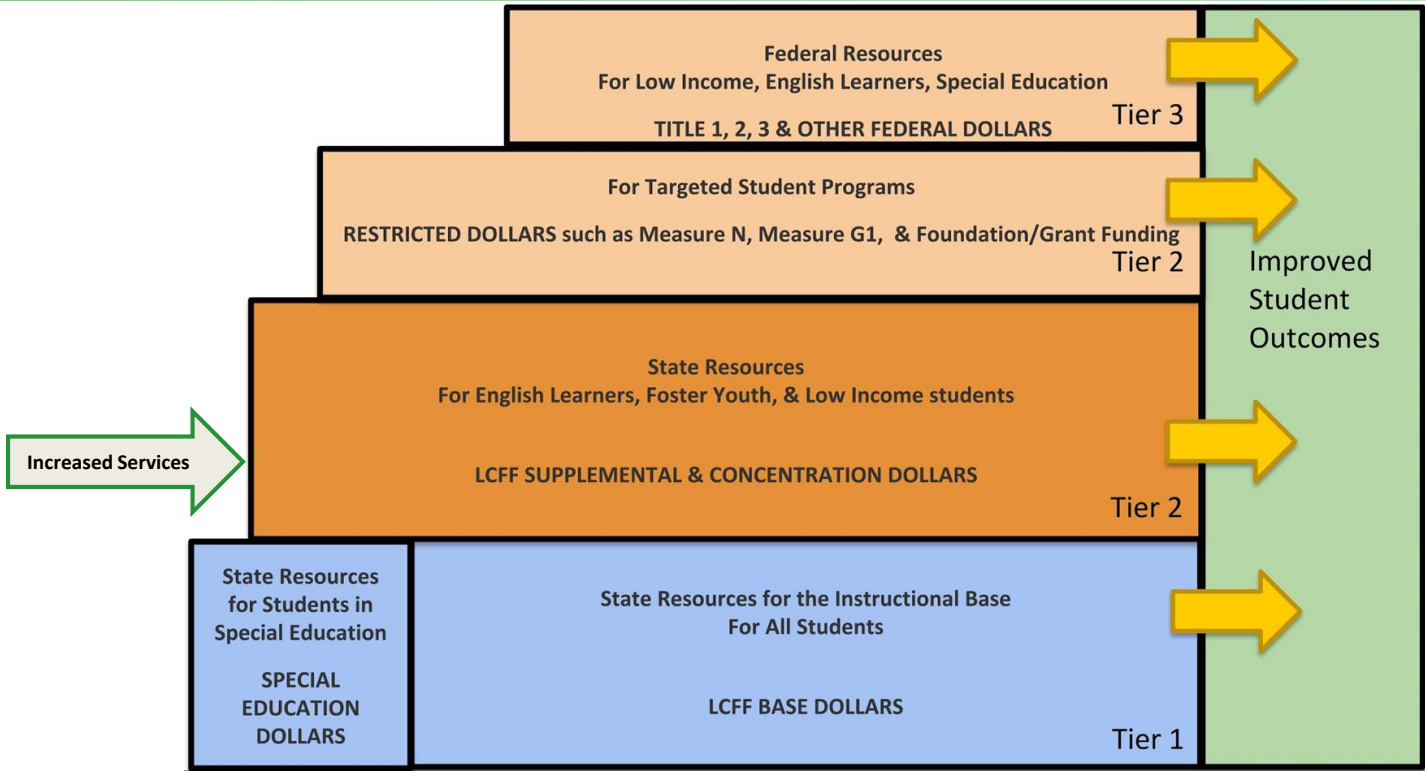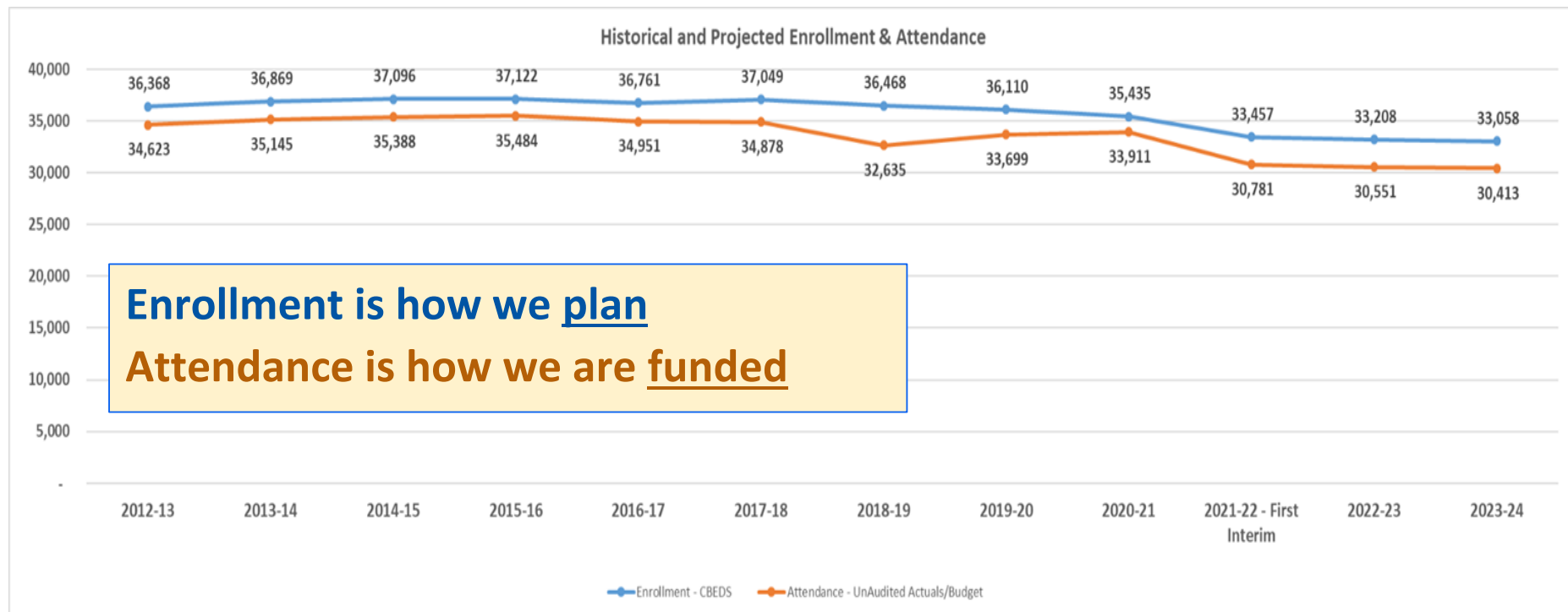
Overview of the Presentation

- Update on Budget Development Process

  - Supplemental and Concentration Funding/ Staffing Allocations

  - Staffing Data Analysis to Inform Sound Recommendations and Decisions

- Preview of forthcoming Budget Adjustments and Recommendations

Update: Revisiting School Staffing and Funding Allocations

Current School-Based Staffing & Funding Allocations

Federal Resources
For Low Income, English Learners, Special Education

TITLE 1, 2, 3 & OTHER FEDERAL DOLLARS

Tier 3

For Targeted Student Programs

RESTRICTED DOLLARS such as Measure N, Measure G1, & Foundation/Grant Funding

Tier 2

State Resources
For English Learners, Foster Youth, & Low Income students

LCFF SUPPLEMENTAL & CONCENTRATION DOLLARS

Tier 2

Increased Services

State Resources
for Students in
Special Education

SPECIAL
EDUCATION
DOLLARS

State Resources for the Instructional Base
For All Students

LCFF BASE DOLLARS

Tier 1

Improved
Student
Outcomes

Attendance Levels Shape LCFF Funding Available

Historical and Projected Enrollment & Attendance

Enrollment is how we plan

Attendance is how we are funded

Year	Enrollment - CBEDS	Attendance - UnAudited Actuals/Budget
2012-13	36,368	34,623
2013-14	36,869	35,145
2014-15	37,096	35,388
2015-16	37,122	35,484
2016-17	36,761	34,951
2017-18	37,049	34,878
2018-19	36,468	32,635
2019-20	36,110	33,699
2020-21	35,435	33,911
2021-22 - First Interim	33,457	30,781
2022-23	33,208	30,551
2023-24	33,058	30,413

Local Control Funding Formula (Current Site Allocations)

Per-Student Grant	Description	Current Status Site Allocations 2021-22	Current Status Site Allocations 2022-23
LCFF Base Dollars	Every student across the State receives the same level of funding depending on the students' grade.	Base Formula (0000) Flat Rate: Site (0000/1106) **$2,595,285**	Base Formula (0000) Flat Rate: Site (0000/1106) **$2,568,190**
LCFF Supplemental Dollars	Every district receives a per-student grant equal to 20% of the base grant for every student in need (English Learner, Foster Youth, & Low Income).	Flat Rate: Site (0002) **$22,611,700** Centrally Managed (0005) **$9,317,382**	Flat Rate: Site (0002) **$21,139,265** Centrally Managed (0005) **$TBD**
LCFF Concentration Dollars	Every district with more than 55% enrollment of students in need will receive a per-student grant equal to 65% (as of 2021) of the base grant for every student in need above the 55% enrollment level (English Learner, Foster Youth, Low Income).	Site Allocation-Equity Formula (0003) **$2,582,100** Site-Based One-Pager Allocation (0004) **$28,551,800**	Concentration FTE / $ amount (0003) **N/A** Site-Based One-Pager Allocation (0004) **$TBD**

Recap of changes needed

- Based on both Board and State guidance, we need to develop alternative staffing and funding formulas to replace those that rely on the current OUSD Equity Formula.

- With our current practices, we cannot guarantee that schools above 55% UPP (LCFF) increase staffing unless we change our approach to reach the change in legislation regarding Concentration Funds.

Recommendations: Concentration

- Align eligibility for Concentration-funded positions to State guidance (55%+ UPP);

- School sites above 55% UPP will receive an allocation in Full Time Employee (FTE) rather than a cash grant;

- Shifting to schools at 55% UPP and above receiving FTE results in 53 schools accessing the Concentration Grant (up from 47 in 21-22) and more schools receiving higher impact positions (e.g., Case Manager/Restorative Justice Facilitator or Community School Manager allocation instead of clerical positions)

- Shifting to an FTE allocation allows additional staffing to be allocated to serve high-need students.

Recommendations: Supplemental

- Expand list of student support positions that schools can select in the "Other Clerical Staffing" allocation and fund these positions in Supplemental, since each school selects the supplemental position that best meets their site's needs in alignment with District LCAP goals and metrics.
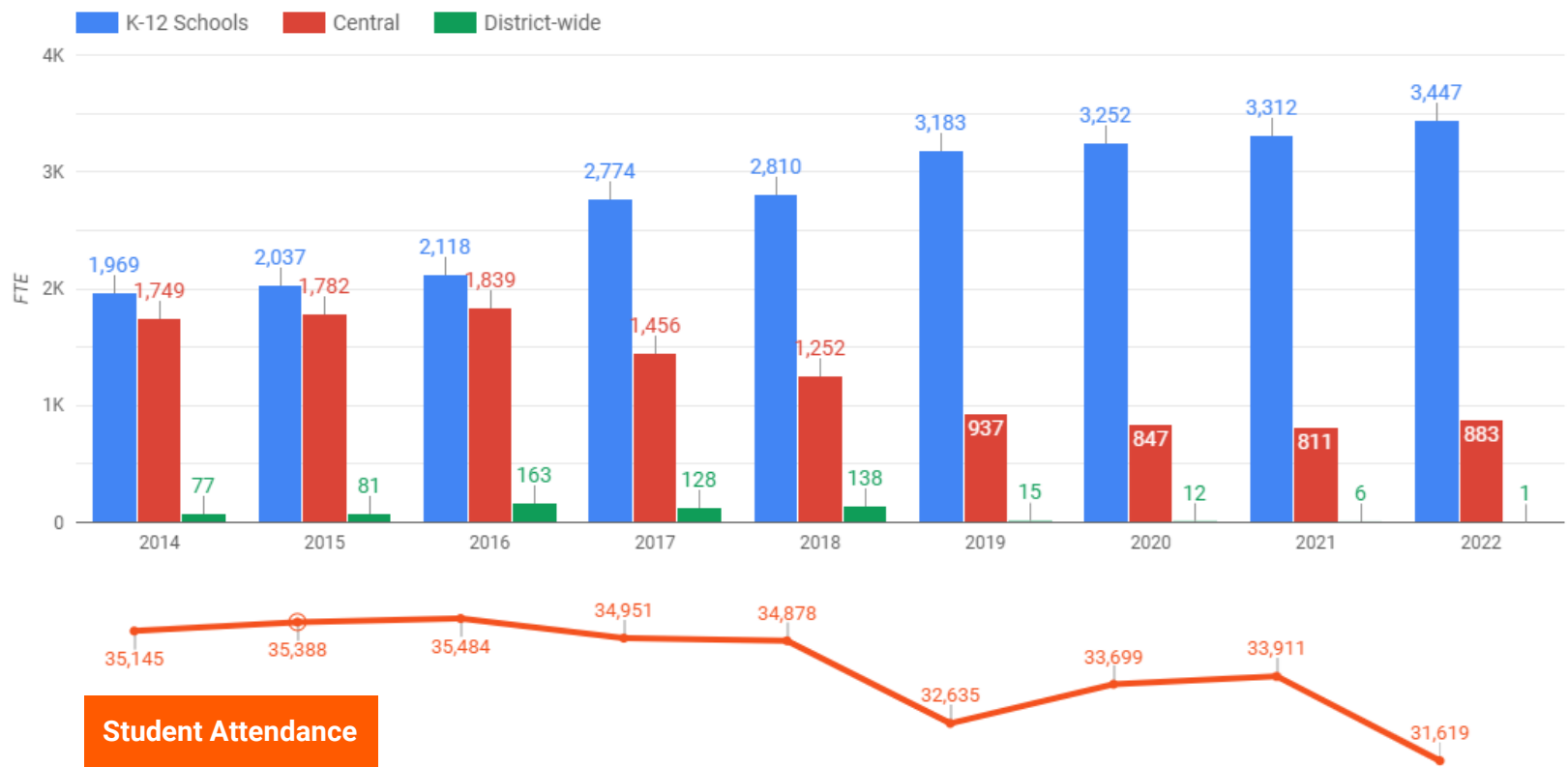
Continuing our Data Analysis to Inform Sound Recommendations and Decisions

Major Areas of Analysis - Staffing

- Earlier this year, we launched a Consultant Spending Analysis to add insight to decision-makers and transparency to the public.

- Understanding our staffing relative to internal benchmarks and peer districts is important as we make strategic budgetary decisions.

- Today, we share insights from a new Historical Staffing Analysis to add further insight and transparency.

OUSD Staffing History - General Fund FTE by Site Type

Legend: ■ K-12 Schools ■ Central ■ District-wide

Year	K-12 Schools	Central	District-wide	Student Attendance
2014	1,969	1,749	77	35,145
2015	2,037	1,782	81	35,388
2016	2,118	1,839	163	35,484
2017	2,774	1,456	128	34,951
2018	2,810	1,252	138	34,878
2019	3,183	937	15	32,635
2020	3,252	847	12	33,699
2021	3,312	811	6	33,911
2022	3,447	883	1	31,619

* "District-wide" is a budget site that primarily holds expenditures that provide service across the District or expenditures not managed by one specific school or department.   Early Childhood and Adult Education positions excluded from this chart for clarity.

OUSD Staffing History - Staffing & Student Attendance

Full-time Equivalents (FTE)

A measure of the number of employees employed in a given year based on a full-time workload (e.g. 2 half-time employees equal 1.0 FTE).

FTE values by year: 2014: 4,157; 2015: 4,250; 2016: 4,452; 2017: 4,784; 2018: 4,616; 2019: 4,550; 2020: 4,520; 2021: 4,536; 2022: 4,755
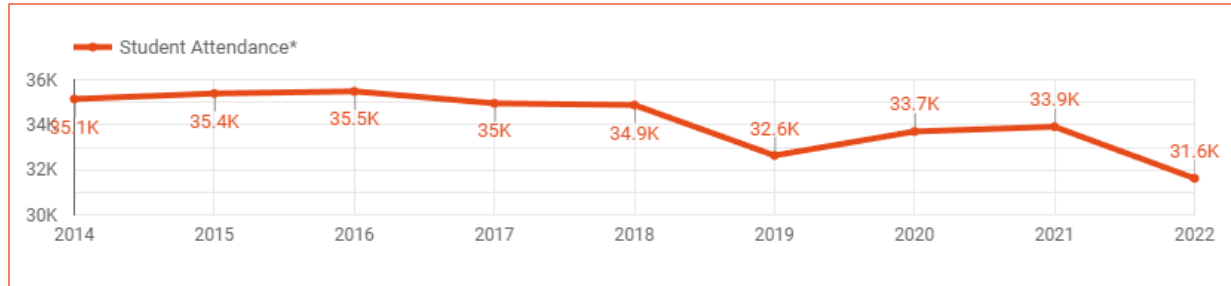
Student Attendance

The number of students attending OUSD schools that generate revenue to fund operations of the District through the State's Local Control Funding Formula (LCFF)

Student Attendance* values by year: 2014: 35.1K; 2015: 35.4K; 2016: 35.5K; 2017: 35K; 2018: 34.9K; 2019: 32.6K; 2020: 33.7K; 2021: 33.9K; 2022: 31.6K
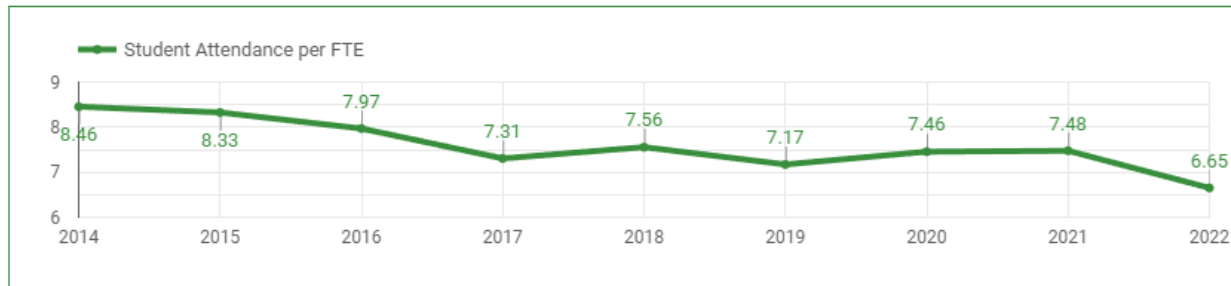
Student Attendance per FTE

The number of students attending per employee FTE (e.g. 8.5 students per employee).

Over time, the amount of student attendance generating funding for staffing (and everything else) has declined.

Student Attendance per FTE values by year: 2014: 8.46; 2015: 8.33; 2016: 7.97; 2017: 7.31; 2018: 7.56; 2019: 7.17; 2020: 7.46; 2021: 7.48; 2022: 6.65

OUSD Staffing History - FTE by Position Type

Management has fluctuated from a high of 11.09% of FTE in 2016-17 to 9.94% currently
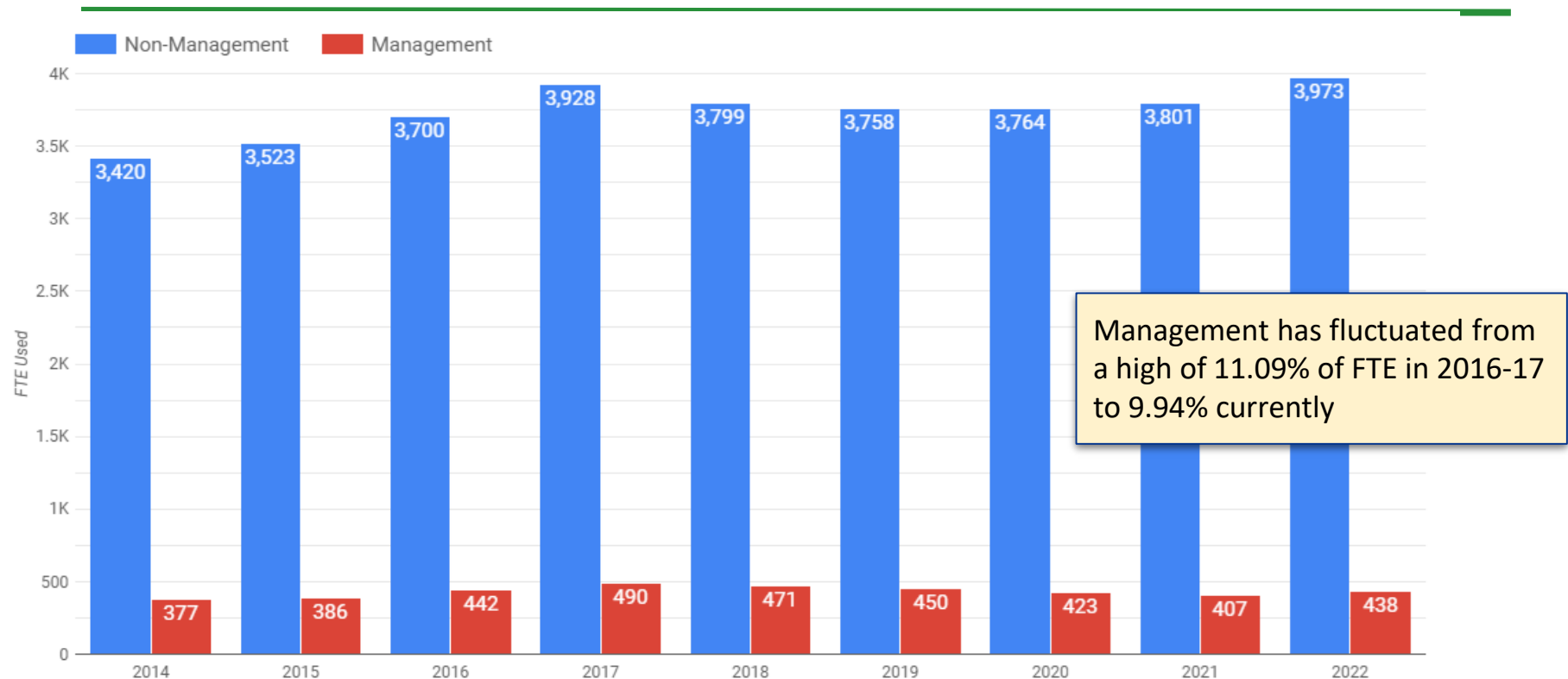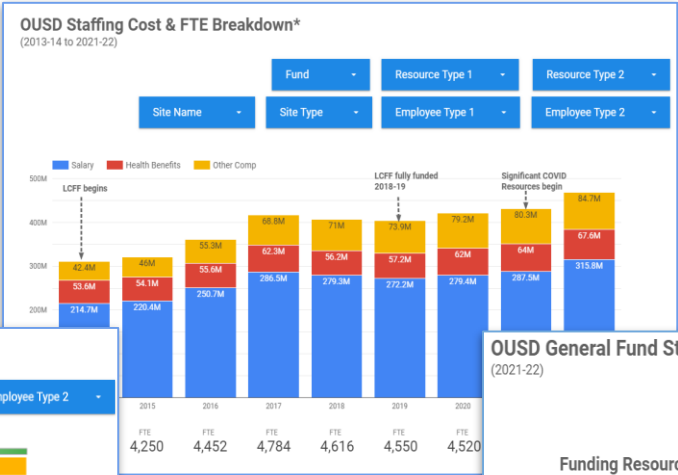
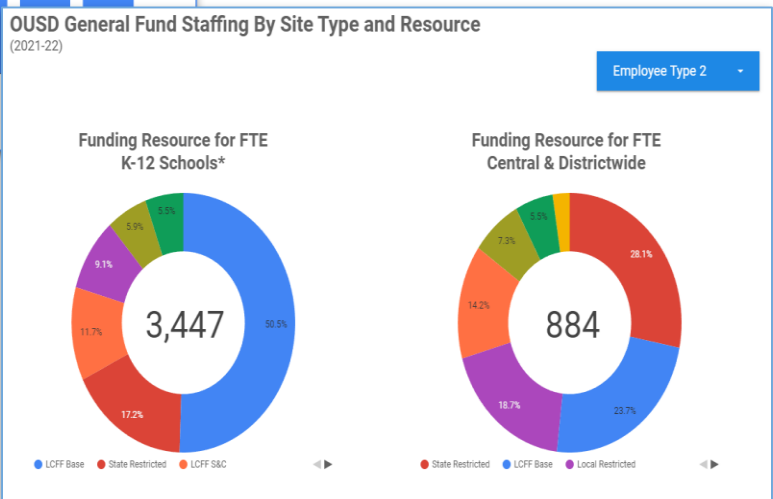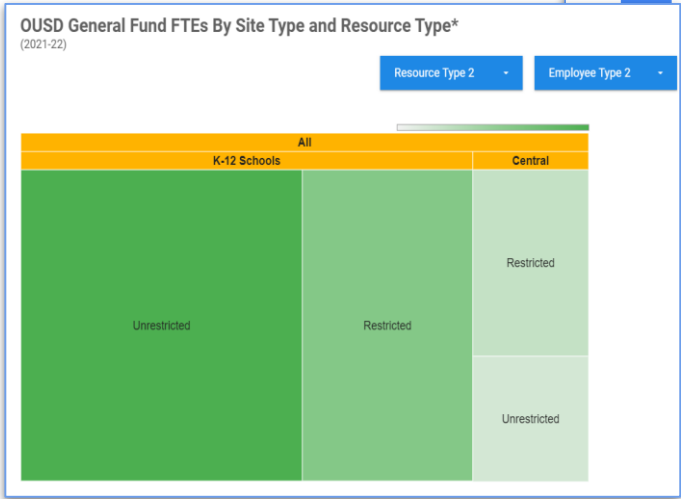# Current Staffing - FTE by Position Object
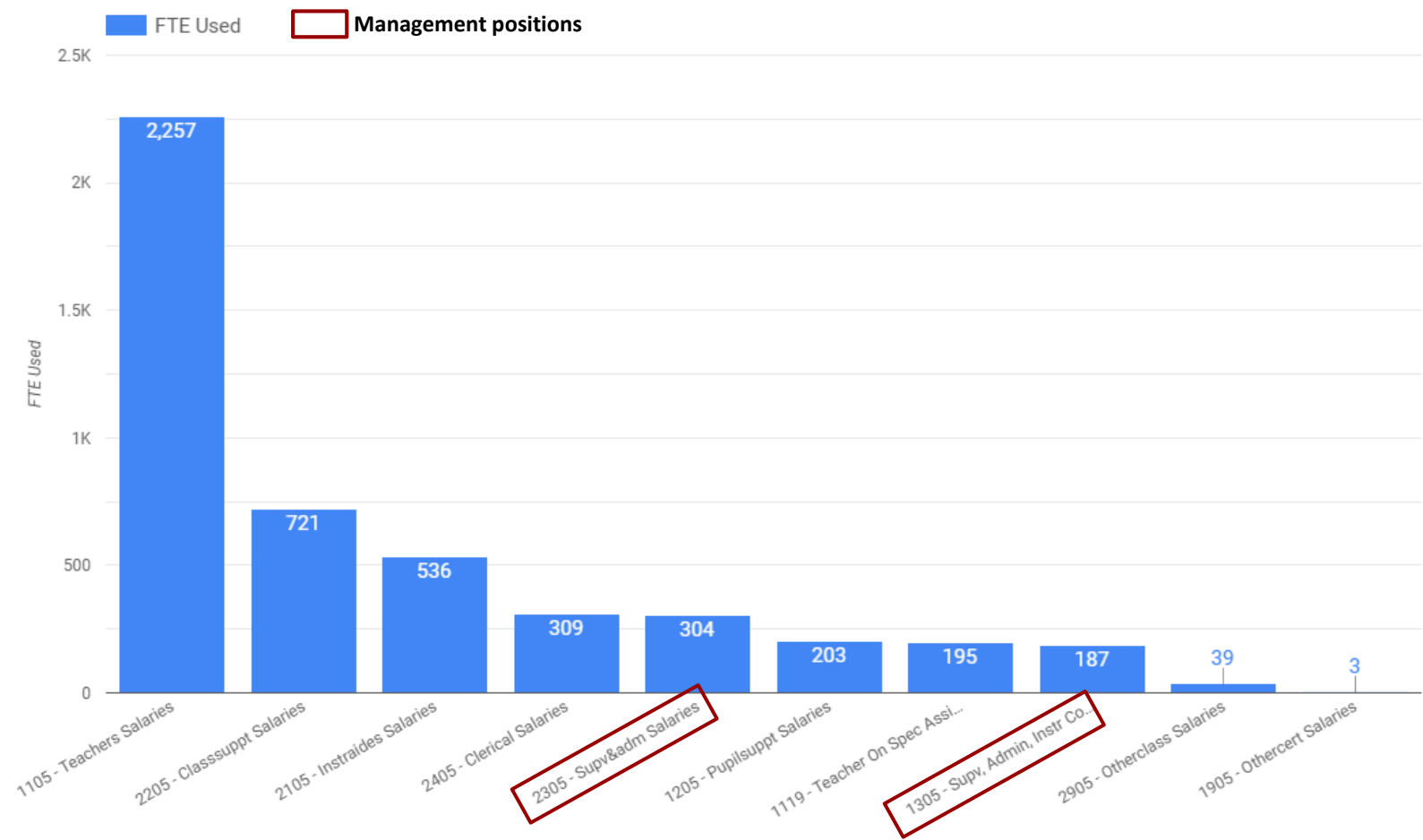
OUSD Staffing History Dashboard - Dig Deeper

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

Visit
ousd.org/fiscaltransparency

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

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

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

Preview of
Staff Recommendations, Current Decisions and Next Steps

Summary and Next Steps

- **Summary of presentation takeaways**

  - School site staffing has risen (even before COVID) even though enrollment/attendance has declined

  - Central office staff has been reduced over time

  - School Staff and Budget Allocations require modifications to meet changes in law and to facilitate budget adjustments

- **Staff Recommendation for Budget Adjustments coming in Jan 2022**

  - Will include reductions to central office

  - Will include heavy reliance on reductions to spending at school sites

Budget Adjustments Planned to date

Description	Totals
Deferred Maintenance Reduction	$2.0 M
Vacancy Eliminations	$1.5 M
Per Pupil Supplemental Reductions	$1.7 M
Total Adjustments Approved To Date	**$5.2 M**

Resolution No. 2021-0128D - Budget Reductions In Lieu of Cohort 3 School Consolidations

These items have been included in the First Interim Multi-Year Projection

Timeline

Board Community Engagement: Budget Development Process

Nov 15-19

Board Community Engagement: Budget Development Process

Dec 6-Jan 19

Board Meeting: Budget Adjustment (First Read)

Jan 12

Board Meeting: Budget Adjustment (Approval)
Submit to the County by Jan 31

Jan 26

Dec 2

Budget & Finance Committee: Preview of 1st Interim

Dec 15

Board Meeting: 1st Interim Report

Jan 13

Special Board Meeting: PSAC Feedback from **SSC Summit on Jan 8**

Questions/Comments

Quality Schools in Every Neighborhood!

OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

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Oakland Unified School District

Organizational Structure and Staffing Review

Board Meeting
December 15, 2021

Presented By:

Danyel Conolley
Director, Management Consulting Services

Kathleen Spencer
Vice President

Scope and Methodology—Organizational Review

- The Oakland Unified School District (District) requested that School Services of California Inc. (SSC) conduct an Organizational Structure and Staffing Review of the Finance Division, Talent Division, and Information Technology Services Department

- The review was developed to provide an objective analysis of the District's current organization structure and staffing as compared to similar school districts

County	District Name	2020–21 Enrollment	Number of Schools[1]	2020–21 UPP[2]
San Bernardino	Fontana Unified School District (USD)	35,461	45	87%
Fresno	Fresno USD	69,709	100	89%
Riverside	Moreno Valley USD	31,593	39	84%
Alameda	*Oakland USD*	*35,489*	*81*	*76%*
Riverside	Riverside USD	39,443	47	67%
Orange	Santa Ana USD	43,917	54	88%
San Joaquin	Stockton USD	33,943	56	82%

Source: California Department of Education (CDE), DataQuest

[1]2020-21 list of schools from DataQuest—does not include district/central office or non-traditional school programs (e.g., charter schools, child development centers, nonpublic schools)

[2]UPP: Unduplicated Pupil Percentage

Staffing Summary

- **In terms of absolute full-time equivalent (FTE), the District reported the second lowest staffing level at 115.35 FTE, just above Stockton USD at 108.00 FTE**

- **In terms of enrollment-to-staff ratios, the comparative group ranges from 250.74:1 in Moreno Valley USD to 344.53:1 in Santa Ana USD and the District ranks 3 of 7 at 307.66:1**

| Division/Department	Fontana USD	Fresno USD	Moreno Valley USD	Oakland USD	Riverside USD	Santa Ana USD	Stockton USD
Finance—Accounting, AP, Budget, Payroll	35.00	47.65	26.00	32.80	32.00	35.00	32.00
Finance—Procurement	6.00	17.00	7.00	4.00	9.00	9.00	8.00
Finance—Risk Management	3.50	13.00	5.00	8.75	8.00	10.00	9.00
Information Technology Services	54.00	93.00	33.00	26.00	44.00	29.00	28.00
Talent	27.00	41.00	55.00	43.80	27.00	44.47	31.00
Total FTEs	125.50	211.65	126.00	115.35	120.00	127.47	108.00
Enrollment	35,461	69,709	31,593	35,489	39,443	43,917	33,943
Enrollment per FTE	282.56	329.36	250.74	307.66	328.69	344.53	314.29
Rank	2	6	1	3	5	7	4
Number of Schools	45	100	39	81	47	54	56
FTE per School	2.79	2.12	3.23	1.42	2.55	2.36	1.93
Rank	2	5	1	7	3	4	6

General Observations

- There are many factors that can influence a district's staffing such as available financial resources, differing programmatic emphasis, number of facilities and programs served, which services are contracted out, etc., though enrollment is typically the primary factor
- Staffing levels should reflect the resources needed to support initiatives and goals
- The economies of scale for larger districts have an impact on the numbers of staff positions
  - There must be a certain number of staff positions to handle the centralized functions required for each district
  - It should also be noted that because of the large number of schools operated by the District, many of the economies of scale one would expect to find are absent, as a higher level of staffing is required to support the operational functions associated with individual schools
- All areas of district staffing should periodically be evaluated to ensure staffing levels are appropriate, with focus on the District's priorities and goals as defined by the Board and District leadership, as well as available financial resources. This report should serve as a baseline for future analysis by the District as it evaluates its staffing and organizational needs.

Finance Division—Overall Observations

- In this area, we find that highly decentralized decision-making structures, procedures, and functions, coupled with high staff turnover and lack of standardization result in increased demands for Finance Division staffing

- Distributive decision-making, combined with policies and procedures that are not implemented with fidelity, has created a demand for higher-level support staff to meet the shifting needs of school and departmental leaders, skewing the balance between management staff, departmental staff, and clerical staff

- Accounting, Accounts Payable, Budget, and Payroll staffing relative to student enrollment (1,081.98:1) ranks 3 of 7 with 32.80 FTEs

- Procurement staffing is the lowest in the comparative group in enrollment ratio (8,872.25:1), ranking 7 of 7, and in absolute FTEs with 4.00 FTEs

  - The comparative districts of similar enrollment size have an average of 8.00 FTEs to support the procurement function

- Risk Management staffing relative to student enrollment (4,055.89:1) ranks 2 of 7 with 8.75 FTEs

Finance Division—Recommendations
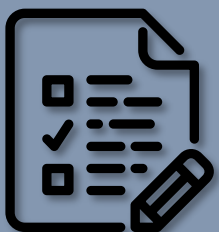
Review District-wide centralized processes originating in the Finance Division—staff reports that some processes, in practice, are decentralized which can have an impact on efficiency and even compliance with education code and other standards.

The proportion of management and confidential positions compared to all staff positions in the Finance Division's Accounting, Accounts Payable, Budget, and Payroll Department and Risk Management Department should be examined
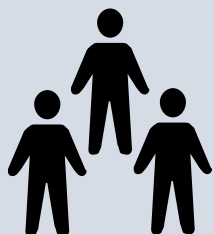
Review of the lower number of Procurement Department staff relative to all other districts, specifically in the purchasing technician and buyer job classifications (nonmanagement) to determine if the staffing level supports the needed functions and services

Talent Division—Overall Observations

- Recent reorganization processes and the elimination of other departments and services, has resulted in some functions being reassigned to the Talent Division

  - This factor significantly influences operational functions, and contributes to the workload of staff so it should be contemplated when considering staffing levels within the division

- The division averaged approximately 932 new hire and rehire transactions over the last three school years

  - The high levels of attrition and acute staffing needs create a constant strain to provide onboarding, induction, and training services

- The division has 43.80 FTE staff to support human resources management and operations, teacher and classified staff professional development, and teacher induction functions

  - Administrator and manager staffing levels, both at 8.0 FTE, are staffed at the highest levels relative to student enrollment within the comparative group

 - 3.0 FTE of the manager positions support teacher development and induction functions

Talent Division—Recommendations
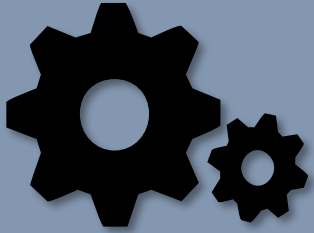
Reorganization of the Talent Division to minimize the separation of duties and increase the integration of services for employee support for schools and the central office, human resources operations, and recruitment, residency, and retention services to assist in cross-training, increased staff capacity, and allow for flexibility to serve in high-need areas
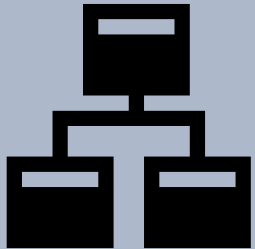
Revision of job titles for Division positions, as well as modification of the Division name to align with industry standard—this will provide clarity in the position's role and improve efficiency within the Division which is an important consideration related to adjustments in staffing levels
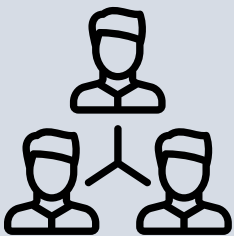
Assessment of clerical and administrative support in the Division to align with support needs, and also evaluate positions in the confidential classification to determine if they are appropriately classified

Information Technology Services Department—Overall Observations

- During interviews with staff, it was reported that the department implemented staffing reductions over multiple years through 2019 that materially changed the organizational structure of the department, reducing management positions and eliminating clerical support

  - As a result, many responsibilities previously assigned to these management and clerical positions now fall to the Chief Technology Officer (CTO) and the Executive Director

- The department's staffing levels for school support are comparatively very low, and overall department staffing levels are the lowest total FTE of 26.00, and the second lowest enrollment to staff ratio of 1,365.96:1

- For technology operations and provision of service, the number of schools supported has a direct effect on the level of service provided and the staffing needed to support such services

  - While the number of student devices supported may be similar if comparing to a school district with enrollment similar to the District, a district with a higher number of schools will require more infrastructure support (networks, wireless access points, classroom technology, etc.) and potentially more teaching and support personnel devices to maintain

Information Technology Services Department—Recommendations
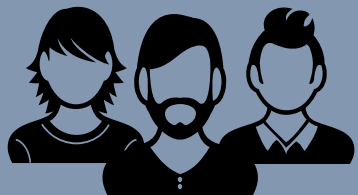
An evaluation of staffing of the Information Technology Services Department to address school support needs as well as additional management and clerical support required as a result of the findings—providing adequate staffing levels is crucial to support the current and future technology needs of the District

Reorganization of the Information Technology Services Department by functional area to align functions and oversight to allow for a more appropriate span of control for each supervisory or management position, and enhance the standardization of support, communications, and improve service levels
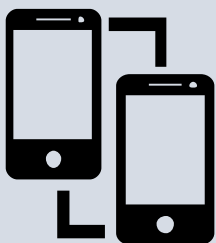
Evaluation of the District's technology procedures and standards to ensure the selection of technology that is supportable by the department and aligns with the District's technology needs and plan, and establishment of the expectation that all District staff and schools will follow the established selection process and standards

Questions?

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Thank you!