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Memo

To Board of Education

From Antwan Wilson, Superintendent of Schools
Curtiss Sarikey, Deputy Chief, Community Schools and Student Services

Board Meeting Date August 27, 2014

Subject Administrative Regulations 3625 – Business and Non-Instructional Operations – School Governance (First Reading)

Action Requested Approval of Site Governance Administrative Regulations to support implementation of BP 3625 (School Governance Policy)

Background The Board directed the Superintendent to develop an operational plan designed to achieve the goals of the Board Policy 3625 (School Governance), with specific consideration given to implementation issues such as effective training and support for all SSCs; ensuring that the needs of chronically under-served students are equitably and effectively addressed in all schools; and the integration into site governance practices of existing and emerging standards essential to the community schools approach.

Discussion The Site Governance Administrative Regulations (SGAR) outline the following:

- Definition, purpose and principles of site governance
- Compliance with existing laws, policies and regulations
- Size, composition, and selection of School Site Council (SSC) membership
- SSC Operations
- Roles and Responsibilities of the Principal, School Network Superintendents, Superintendent, Central Office, and School Board in relation to SSCs
- Training and Capacity Building for SSCs
- Accountability for SSCs

The SGAR was developed and designed to:

- Support the Board's intent to further empower SSCs to address the specific needs of students and conditions at their sites, and to support the acceleration of student achievement by those who know students and the community best
- Provide clarity around key implementation issues, including effective training and support for all SSCs; ensuring that the needs of chronically under-served students are equitably and effectively addressed in all schools; and the integration into site governance practices of existing and emerging standards essential to the community schools approach
- Support shared decision making and meaningful community engagement, key principles of the District's framework for community schools
- Incorporate flexibility for SSCs to operate in relation to new and evolving District advisory bodies, such as the LCAP Parent Advisory and other community bodies
- Develop evidence as to how successful site governance operates
- Support College and Career Readiness
- Support the transition to new state standards (Common Core and Next Generation

Science)

The Site Governance Administrative Regulations (SGAR) have been reviewed and vetted by the General Counsel.

Recommendation

Approval of Site Governance Administrative Regulations 3625

Fiscal Impact

Initial investment in a new half-time position to lead the site governance work at the District level and develop a capacity building framework at the site level.

Attachments

- Site Governance Administrative Regulations
- School Site Council Procedures and Resource Guide
- Summary Report on Proposed Site Governance Administrative Regulations
- Membership Roster for Site Governance Task Force
- Schedule of OUSD Site Governance Task Force and Vetting Meetings
- Engagement Process by Stakeholder Group

OAKLAND UNIFIED SCHOOL DISTRICT

Administrative Regulations

AR 3625

Business and Noninstructional Operations

School Governance

I. Introduction

These Site Governance Administrative Regulations (SGAR) provide our schools with the flexibility and authority to determine how to achieve the District's and sites' core priorities. The SGAR establish common standards and practices for which all schools, District staff, the Superintendent, and the Board of Education are accountable. These regulations are guided by the District's School Quality Standards:

1. Quality learning experiences for all students
2. Safe, supportive and healthy learning environments
3. Learning communities focused on continuous improvement
4. Meaningful student, family and community engagement/partnerships
5. Effective school leadership and resource management
6. High quality central office that is in service of quality schools

The SGAR have a companion document that explains in more detail the establishment, roles and responsibilities of SSCs as well as the framework of resources necessary to develop and sustain their effective operation. This document is referenced throughout the SGAR as the [School Site Council Procedures and Resource Guide \(Guide\)](#).

II. Establishment and Operation of a Site Governance Team

A. Establishment of School Site Councils

Every Oakland public school shall establish a School Site Council (SSC) and the governance team for the school shall be the School Site Council. [See Guide, Section V.](#)

The central purpose of site governance is to provide leadership and decision making to support student achievement, with the ultimate goal of students successfully engaging in college, career and community. The SSC's goal is continuous improvement that will close achievement gaps and accelerate student achievement at the school site. [See Guide, Section III.](#)

All SSC decisions and actions must comply with all applicable Federal laws, California Education Code provisions, and other applicable state laws. They must also comply with all Board policies, and regulations, and provisions of any collective bargaining agreement between OUSD and its various bargaining units. [See Guide, Section IV.](#)

Each SSC is required to adopt written bylaws in accordance with the California Education Code, OUSD policies, and these regulations. [See Guide, Sections V.B and VIII.A.](#)

B. Composition of School Site Councils

Each site is required to elect and regularly convene an SCC that meets the size, composition and parity requirements set forth in the Guide. [See Guide, Section VI.](#)

C. Roles and Responsibilities of School Site Councils

The primary responsibilities of the SSC is to work with and advise the principal on the site plan for improving student outcomes. Specifically, the SSC is authorized to approve the site plan and the categorical fund budget – including Local Control Funding Formula funds - for the site. [See Guide, Section IX.](#)

The SSC supports the principal in aligning resources - people, programs, money, and time - to support continuous improvement. The SSC uses existing tools and processes to support continuous improvement, such as the site's Balanced Scorecard and the School Quality Standards and School Quality Review (SQR) process. [See Guide, Sections II & III.](#)

The SSC engages the entire school community - employees, parents, students, community members, and advisory bodies - in the process of developing a plan to improve student academic achievement, attendance, and wellness based on a specific understanding of the needs and conditions of their students. [See Guide, Sections II, VII & IX.D.](#)

D. Roles and Responsibilities of the Principal and School Network Superintendents

The Principal shall be responsible for ensuring the formation and operations of the school's SSC consistent with District policies and regulations, and for building capacity for shared leadership and decision-making. The principal shall also provide data and information to the SSC that is necessary for it to carry out its duties, and implement and administer school-level activities detailed in the approved CSSSP and categorical budget. [See Guide, Section X.](#)

School Network Superintendents and other central partners will support principal learning, understanding, and implementation of the SGAR through active engagement and discussion with the principals. [See Guide, Section XI.](#)

E. Roles and Responsibilities of the Superintendent and Central Office

The Superintendent and Central Office staff shall be responsible for providing resources, staffing, tools and supports to principals and School Site Councils necessary for the effective operations of the SSCs. [See Guide, Section XII.](#)

F. Roles and Responsibilities of the Board

The Board shall allocate adequate funding to support the sites and Central Office in implementing the SGAR. The Board shall also review and approve school CSSSPs, review school site budgets, and evaluate the performance of the Superintendent and Central Office in the implementation of the SGAR. [See Guide, XIII.](#)

G. Dispute Resolution

If disputes emerge at the school site level or between school sites and the Central Office regarding the development and implementation of CSSSPs and school site budgets, SSCs and the Central Office shall follow protocols to guide dispute resolution in tandem with the District's Uniform Complaint Procedure. [See Guide, Section XIV.](#)

H. Training, Capacity Building and Technical Assistance

To support the process of continuous improvement and to achieve equitable outcomes across all schools and students, the Central Office shall allocate resources and staffing to ensure ongoing training, capacity building and technical assistance are obtained by SSC members and principals. This work shall be based on a structure that builds expertise over the course of each school year and is aligned with current district standards for supporting, tracking and assessing student achievement. [See Guide, Section XV.](#)

I. Accountability

All SSCs shall be subject to an annual evaluation of their performance through a combination of self-assessments and an external assessment through the School Quality Review (SQR) Process. The Central Office shall also annually conduct a review of the data and information submitted by sites to the Central Office, and issue a report to the Board and Superintendent detailing its assessment of the performance of the SSCs and its recommendations for improving the operations and performance of SSCs. The Central Office will also provide SSCs with an assessment tool to evaluate the District's provision of support to SSCs and to identify SSCs' needs. [See Guide, Section XVI.](#)

J. Timeline for Implementation

The SGAR and Guide call for a three-year implementation period, focusing initially on ensuring that all District SSCs meet the basic decision making standards detailed in the State Education Code and District policies. [See Guide, Section IX. A & B.](#) A detailed implementation timeline is included as part of the SGAR (see p. 4).

SITE GOVERNANCE ADMINISTRATIVE REGULATIONS IMPLEMENTATION ACTIVITIES AND TIMELINE

This timeline describes a three-year period for District implementation of the Site Governance Administrative Regulations (SGAR). The three-year period would begin in the 2014-15 academic year and include the following goals and activities:

Year 1 (2014-15)

Goals

1. **BUILD INFRASTRUCTURE TO SUPPORT IMPLEMENTATION:** The District will compete the development of the infrastructure (i.e. central office support, tools, resources, training and professional development) to support sites in effective implementation of the SGP and SGAR including the Site Governance Guidebook.
2. **INTEGRATE SITE GOVERNANCE WITH DEVELOPMENT OF COMMUNITY SCHOOL STRATEGIC SITE PLAN (CSSSP):** The District will convene periodic site team meetings to build capacity of School Site Councils (SSCs) to understand the development cycle of the CSSSP, focusing in particular on principals and parents.
3. **CONVENE SCHOOL SITE COUNCIL TRAINING SERIES:** The District will convene the first district-wide series of training sessions to lay the foundation for effective site level team development and operations. The series of trainings in Year 1 will develop the practices and tools required to build effective teams and decision making processes.
4. **DEVELOP PLAN FOR ANNUAL SSC SUMMIT:** The District will develop a plan and schedule for the annual SSC Summit to be conducted Year 2 and thereafter. The annual summit will serve as a kick-off event for the series of training sessions offered to SSC members, principals, parents, staff and community members.
5. **CREATE A DEVELOPMENTAL RUBRIC AND ASSESS SSCs:** The District will design a developmental rubric for SSC implementation and begin assessment of all sites' developmental status regarding their achievement of basic standards for SSC development and operation.
6. **ALLOCATE RESOURCES FOR IMPLEMENTATION:** The Superintendent and Board will identify the financial resources needed to implement the SGAR and related activities.
7. **ASSIGN CENTRAL OFFICE STAFF TO SUPPORT SITES:** The Superintendent will designate the cross-departmental CSSSP Executive Committee responsible for assisting sites in implementation activities and determining how staff from various departments will coordinate their activities to provide consistent support and instruction to school sites.
8. **ANNUAL IMPLEMENTATION STATUS REPORTS:** The Cross-Departmental CSSSP Executive Committee shall make annual reports to the Board on the status of the implementation plan and recommendations to the Superintendent regarding modifications to the SGAR.

Year 2 (2015-16)

Goals

1. **50% OF SITES COMPLETE IMPLEMENTATION OF BASIC STANDARDS:** By the end of the 2015-16 school year (Year 2), at least half of the sites will complete the implementation of the SGP and SGAR and meet the basic standards.
2. **COMPLETE DEVELOPMENTAL ASSESSMENT OF ALL SITES:** The District will assess the developmental status of all sites regarding their achievement of basic standards for SSC operations and provide sites with feedback on their progress.
3. **FORM WORK GROUP AND CREATE PROCEDURES FOR EXPANDED DECISION MAKING:** The District will convene a work group to develop the criteria, procedures and forms needed for sites to request expanded decision making authority. The District will release and instruct the SSCs on the criteria, procedures and forms for sites to request expanded decision making authority, and will complete the review and act on requests received from sites in time for sites to incorporate any expanded decision making into their planning for the 2016-17 school year.
4. **SELECT AND SUPPORT PILOT SITES TO EMPLOY EXPANDED DECISION MAKING:** The District will identify and provide enhanced support to a set of pilot sites (between 5 and 10 sites including elementary, middle and high schools) that will work with district staff and partners to develop the infrastructure and engage in implementation of the SGP and SGAR, including expanded decision making.
5. **COMPLETE AND DISTRIBUTE SITE GOVERNANCE GUIDELINES MANUAL:** The District will complete and release the Site Governance Guidelines (SGG) containing guidelines, tools, resources and samples of documents for use by sites to implement the SGP and SGAR.

Year 3 (2016-17)

Goals

1. **REMAINING 50% OF SITES COMPLETE IMPLEMENTATION OF BASIC STANDARDS:** By the end of year 3, all remaining sites will complete the implementation the SGP and SGAR and meet the basic standards.
2. **PROVIDE INTENSIVE SUPPORT TO SITES UNABLE TO MEET BASIC STANDARDS:** The District will provide intensive support to sites that have not been able to meet basic standards for SSC operations to ensure they take corrective action to meet basic standards.
3. **MONITOR AND SUPPORT SITES GRANTED EXPANDED DECISION MAKING:** The District will monitor and support those sites granted expanded decision making authority and, based on feedback and lessons, make modifications to the expanded decision making criteria, forms and procedures for the following school year.
4. **MODIFY SGAR AND SGG BASED ON PILOT SITE AND OTHER IMPLEMENTATION LESSONS:** The District will make necessary changes to the SGAR and Site Governance Guidelines to reflect feedback and lessons from pilot sites and initial implementation.
5. **REVIEW AND ACT UPON REQUESTS FOR EXPANDED DECISION MAKING:** The District will complete the review and action on requests received from sites in time for sites to incorporate any expanded decision making into their planning for the 2017-18 school year.



SUMMARY REPORT ON PROPOSED SITE GOVERNANCE ADMINISTRATIVE REGULATIONS

**TO: Antwan Wilson, OUSD Superintendent
OUSD Board of Education**

FROM: Curtiss Sarikey, Deputy Chief, Community Schools and Student Services

DATE: August 27, 2014

RE: Administrative Regulation 3625 - Business and Non-Instructional Operations- School Governance

I. BACKGROUND

Over the past two years, the Oakland Unified School District (OUSD or the District) has launched several initiatives designed to help all schools make effective decisions in support of the District's priority to become a full service community school district comprised of safe, healthy and supportive schools delivering high quality instruction that prepares all students for college, career and community. The District has directed these initiatives to lay the foundation for equity and quality upon which all schools can build effective instructional and support programs. The District has also actively promoted the practice and standardization of the community school principles of collaborative decision making and meaningful community engagement.

In April 2012, the Board adopted a School Governance Policy (BP 3625, 4/25/12; 8/14/13A) intended to foster conditions for every school to make more effective learning and teaching possible, and to accelerate student achievement. The policy was developed by the Special Committee on School-Based Management and Budgeting, formed in January 2012 to develop a policy on school-based decision making giving greater autonomy to sites in the areas of staffing, budget, and instructional programs. The Special Committee included School Board members David Kakishiba (committee chair), Christopher Dobbins, and Alice Spearman. Adoption of the policy was promoted by a widespread campaign including teachers, principals, parents, the faith community, and many deep-rooted community-based organizations, including the East Bay Asian Youth Center, Great Oakland Public Schools, 100 Black Men of the Bay Area, Oakland Community Organizations, the Prescott Joseph Center, Youth Uprising, and Urban Strategies Council.

The School Governance Policy expresses the Board's belief that those closest to students at a school – staff, parents, students, community members – are in the best position to identify and address the academic, social, and emotional needs of their students. In order to allow those closest to students to make decisions

supporting more effective teaching and learning, the Board designated the School Site Council as the governance team at every school. The responsibilities of the School Site Council are to:

1. Advise the principal in development and implementation of the school site plan
2. Engage the entire school community in a continuous process of school improvement
3. Support the establishment of a coherent Theory of Action and program strategy to improve student academic achievement, attendance, and wellness
4. Advise on the alignment and management of resources – people, programs, money and time – to support their school’s established Theory of Action and program strategy

II. DEVELOPMENT OF SITE GOVERNANCE ADMINISTRATIVE REGULATIONS

A. Site Governance Task Force

Upon adopting the School Governance policy, the Board directed the Superintendent to develop an operational plan designed to achieve the goals of the policy, with specific consideration given to implementation issues such as effective training and support for all SSCs; ensuring that the needs of chronically under-served students are equitably and effectively addressed in all schools; and the integration into site governance practices of existing and emerging standards essential to the community schools approach. The Superintendent asked Curtiss Sarikey, then Associate Superintendent for Family, School and Community Partnerships; and Urban Strategies Council to convene and facilitate a Task Force devoted to developing regulations and an implementation plan.

The OUSD Site Governance Task Force, comprised of representatives of a cross-section of school community stakeholders, met weekly from September 2013 through January 2014 to discuss and develop a set of tools, including Administrative Regulations, to guide implementation of the Board’s School Governance Policy. (See **Membership Roster for Site Governance Task Force**.) In addition to meeting weekly, beginning in November 2013, the Task Force spent six months obtaining feedback and input from a broad range of stakeholders in the school community on its final draft recommendations. (See **Schedule of OUSD Site Governance Task Force and Vetting Meetings and Engagement Process by Stakeholder Group**.) We also launched a website where we posted the draft documents in order to obtain additional written comments and suggestions from the public (<http://www.urbanstrategies.org/programs/schools/ssc.html>).

B. Design and Purpose of Site Governance Administrative Regulations

The Site Governance Administrative Regulations (SGAR) were designed to support the intent of Board Policy to make more “effective teaching and learning possible” by aligning the decision making process with existing elements of continuous improvement, including the Cycle of Inquiry; the site’s Theory of Action and program strategies; Balanced Scorecard data; the School Quality Review process; the Community School Strategic Site Plan (CSSSP); and the categorical budget planning and allocation process. (See **Site Governance Administrative Regulations**.) The SGAR focuses on supporting expanded decision-making in the four areas named by the Board Policy – people, programs, money and time – so that SSCs can address the specific needs of students and conditions at their sites and support the acceleration of student achievement.

The SGAR empowers the School Site Council (SSC) to be the governance team (as stated in BP 3625) with the existing composition and balance mandated by state law: that is, half of the SSC composed of school

staff (majority must be teachers) and half composed of parents, students and community members (majority must be parents).

In the course of meeting with SSCs and District staff, the Task Force learned that application of site governance standards has historically been uneven, and recognized that the process of implementing expanded decision making would need to be responsive to the fact that many SSCs are not meeting basic operating requirements and expectations. The Task Force addresses this issue in the SGAR and implementation timeline by recommending a schedule that prioritizes bringing all SSCs up to existing operating standards before implementation of expanded decision making. The SGAR provides a framework for expansion of site decision-making authority, with each SSC deciding in conjunction with the District if and when they are ready to take on additional responsibilities.

During the period of SGAR development, the context for site-level and District-level decision making changed further with the introduction of the Common Core State Standards and the adoption by the state of the Local Control Funding Formula requiring a Local Control Action Plan (LCAP). The Task Force has incorporated within the SGAR the flexibility for SSCs to operate in relation to new and evolving District level advisory bodies such as the LCAP Parent Advisory and other community bodies.

C. Implementation Timeline for SGAR

The implementation framework (See **Site Governance Administrative Regulations**, pp. 4-5) covers three years, focusing in Year 1 (2014-15) on building the infrastructure (Central Office support, tools, resources, training and professional development) to support effective implementation of site governance standards. Year 1 activities also include creating a development rubric and beginning assessment of all SSCs; further integrating site governance with the development of the Community School Strategic Site Plan (CSSSP); convening a site council training series; and assigning a cross-departmental team to monitor implementation and make annual reports and recommendations to the Superintendent on the status of the implementation plan.

Year 2 (2015-16) is devoted to further developing tools and resources for site governance guidelines, creating procedures for sites to request expanded decision making authority, and selecting pilot sites to employ expanded decision making. Another Year 2 goal is that 50% of sites will be practicing basic standards for site decision making.

Year 3 (2016-17) is focused on bringing all sites up to basic SSC standards; monitoring and learning from pilot sites that are exercising expanded decision making; modifying SGAR based on these learnings; and for the first time, reviewing and acting upon requests from sites to incorporate some form of expanded decision making into their planning for the 2017-18 school year. By the end of Year 3, all sites are expected to have completed implementation of basic site governance standards.

Movement toward expanded decision making in each of the three years is based on building capacity through infrastructure, training, and expanded community engagement. This includes intensive and extensive Central Office support for principals and other members of the SSCs, including regular and

cohort-based professional development for all SSC members. The work also requires Board allocation of resources for implementation beginning in Year 1.

D. Accountability

The SGAR has built in clear standards for accountability, which the Task Force believes are essential to successful implementation. These include:

- Development of Quality Standards and a Developmental Rubric for SSCs
- Superintendent charged with responsibility to ensure that principals and SSCs receive necessary support and resources to accomplish their duties
- Annual evaluation of SSCs through a combination of self-assessments and external assessment (e.g. the School Quality Review process)
- Annual report from Central Office to the Board and Superintendent assessing the performance of SSCs and recommendations for improving the operations and performance of SSCs.