### **Oakland Unified School District**

Board of Education 1000 Broadway, Suite 680 Oakland, CA 94607-4099 (510) 879-8199 Voice (510) 879-2299 eFax (510) 879-2300 eTTY/TDD



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**Meeting Minutes Long - Final** 

Monday, September 18, 2017 6:00 PM

KDOL TV Studio, B-237, Met West High School Entrance, 314 East 10th Street, Oakland, CA 94606-2291

## **Budget and Finance Committee**

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#### A. Call to Order

Chairperson Eng called the meeting to order at 6:15 P.M.

#### B. Roll Call

Present 3 - Roseann Torres Shanthi Gonzales Aimee Eng

## C. Speaker Request Cards/Modification(s) To Agenda

None

### **D.** Adoption of Committee Minutes

17-1962 Minutes - Budget and Finance Committee - Regular Meeting -

September 6, 2017

Ratification by the Budget and Finance Committee of its Regular Meeting Minutes of September 6, 2017 prepared by Staff shortly after said Meeting.

Attachments: 17-1962 - Minutes - Budget and Finance Committee -

Regular Meeting - September 6, 2017

A motion was made by Gonzales, seconded by Torres,that this Minutes, Committee be Adopted . The motion carried by the following

vote.

**Aye:** 3 - Roseann Torres

Shanthi Gonzales

Aimee Eng

Non-voting: 0

Enactment No: 17-1342

## E. Adoption of the Committee General Consent Report

None

#### F. Unfinished Business

17-1441 Budget and Finance Committee - Work Plan - Fiscal Year

2017-2018

Adoption by the Budget and Finance Committee of its Work Plan for

Fiscal Year 2017-2018.

Attachments: 17-1441 Budget and Finance Committee - Work Plan -

Fiscal Year 2017-2018

Chairperson Eng stated, there is not a lot of changes at this time, but the main thing is moving November 1st meeting to Tuesday, November 7th in order to accommodate schedules of several staff and couple of the Committee members will be attending a conference for Government Finance Officer Association Conference.

No Speaker(s)

Discussed

#### G. New Business



17-1956

## Budget and Finance Committee - Deeper Dive - Closing of the Books 2016-2017

Discussion by Budget and Finance Committee on the Closing of the Books for 2016-2017:

- Discussion with the Chief Financial Officer of the 2016-2017 Closing of the Books
- Preview 2016-2017 Closing of the Books impact, if any, on the 2017-2018 and 2018-2019 District budgets including development thereof
- Discussion of the 2016-2017 Closing of the Books fund balance implications, if any, for District funds other than General Purpose.

#### Attachments:

17-1956 Presentation - Annual Statement of All Receipts
and Expenditures of the District - Fiscal Year 2016-2017
(Unaudited Actuals) (Closing of the Books)
17-1956 State Account Code (SAC) Forms - Annual
Statement of All Receipts and Expenditures of the District Fiscal Year 2016-2017 (Unaudited Actuals) (Closing of the
Books)

Interim Chief Financial Officer, Gloria Gamblin, made the presentation on the 2016-2017 Unaudited Actuals – Closing of the Books and shared:

- Major Fiscal accomplishments:
- The District completed the 2015-16 Audit Report by the statutory deadline (Dec. 2016), and is now current with all audits. This is the first time in over a decade.
- Measure G and Measure N Audits were completed. All Audit Reports are instrumental to the District's credit rating, when passing Bonds and Parcel Tax Measures.
- The District refinanced \$300M General Obligation (G.O.) Bonds in May 2017 savings taxpayers \$60M.
- The Fiscal Crisis Management Assessment Team (FCMAT) conducted and completed a thorough analysis of financial practices as a proactive measure requested by the Board of Education.
- Major Fiscal challenges
- Beginning 2016-17 with little room for over expending:
- At the 2015-16 year end closing process the District met the state required 2% reserve for economic uncertainty with less than \$1M over the

reserve.

- The 2015-16 closing indicated more contributions were needed by at least \$2.3M for Food Service and Early Childhood in 2016-17.
- The projected enrollment increase for 2016-17 did not materialize; in fact enrollment decreased from 2015-16 by over 400 students. This resulted in a reduction of LCFF projected revenue by \$3.9M.
- The 2016-17 lower enrollment resulted in the potential reduction of 42 teacher FTE's. However, the decision was made to reduce only six, costing the District \$3.2M.
- In the fall of 2016, it was determined that the Special Education program would need an additional \$4.9M contribution from the unrestricted general fund.
- January 2017, a "spending limitations protocol" and a hiring freeze for selected positions to generate cost savings that could be redesignated to programs that were over budget. This strategy did not yield expected results.
- District leadership hired unfunded positions.
- The Superintendent announced his resignation effective January 2017.

Chairperson Eng, asked is there a number of what is the fiscal impact of hiring unfunded positions?

Katema Ballentine, Financial Officer of Budget and Development stated that it is still trying to reconcile the dollar amount. At the beginning of 2016-2017 budget department notice that there were 75 positions that were approved that were not part of the initial budget development process, but at least 26 positions were identify that were someone had the position, but it was upgraded to something else or the position had partially funded for it, said Katema Ballentine.

Member Gonzales asked, what is the process that happened if there were a discovery of positions with no name associated with it and how the budget was authorized for the positions, then what's the process that gets triggered? The normal process is a site or district leader would come to Fiscal and say I'm interested in creating a position and to look at the budget and then go to Human Resources and decided to write up a job description and take it to the Board for adoption, said Katema Ballentine.

Chairperson Eng talked about the spending limitations protocol and the cost saving that didn't yield the expected results and looking at the unaudited actual under books & supplies, it looks like 28,401,175 was budgeted for third and 14,375,203 is what was the actual.

Interim Chief Financial Officer said that she will look into it and ask the Superintendent Office to report back.

Interim Chief Financial Officer, Gloria Gamblin continued the presentation and shared:

- Reserved for Economic Uncertainty: Unrestricted General Fund Avoiding state receivership
- With this level of 2016-17 unrestricted fund balance, the 2017-18 unrestricted fund balance will still start the year with the state required 2% reserve for economic uncertainty. During the 2017-18 adoption, additional funds were set aside in anticipation of the 2016-17 closing shortfall.
- The District's General Fund ended the fiscal year with a positive cash balance of \$23.8M. Cash balances were monitored closely during the year to

ensure that there was sufficient cash to keep pace with expenditures. The District temporarily borrowed \$26M from the Alameda County Treasurer and the obligation was paid in full prior to June 30. This borrowing is a cash management method districts use to ensure sufficient cash is available every month to pay obligations.

- The Self Insurance Fund transferred \$3.8M to the General Fund for legal expenses related to the Special Education program covering prior fiscal years (prior to 2015-16).
- As part of the effort to reduce unrestricted expenditures during 2016-17, the self insurance rate charged against payroll was reduced the last four months of the fiscal year. This resulted in a reduction of revenue to the self insurance fund of over \$2M from the Third interim budget.
- Legal settlements related to executive transitions cost over \$1M.

Member Gonzales requested a record of to who legal settlements were paid out to.

Member Torres asked, regards to changing the rate charged against payroll is that something that is done often? Legal settlements implies some kind of difficulties with the District, but as a Board is that the right terminology for separation of people who didn't finished contracts because people left on their own accord or supposed they were asked to leave, which would require buy outs, but when people leave to another job, why do we have to give? Asked Torres.

Interim Chief Financial Officer, Gloria Gamblin said she would ask legal to respond to the question.

• The net result of the above on the self insurance fund is a reduction of \$8M to the fund balance (from a beginning fund balance of \$14.8M to an ending fund balance of \$6.8M). This fund balance will need to substantially increase over the next couple of years.

Interim Chief Financial Officer, Gloria Gamblin explains the options to restore the self-insurance fund and how risky it is to have a low fund balance and the impact of it.

Member Gonzales asked if there were a policy that correspond to whether the self-insurance fund can be used for other purposes beside the legal settlements aside from Workers' Comp?

Katema Ballentine, Financial Officer of Budget and Development stated that she is not aware of the policy, but for her staff they push what the state requires what the self-insurance fund can and can not do.

There should be a level of transparency for the Board to know when monies come out from different funds, so that in advance the Board is getting a warning sign because that is the indicators, said Member Torres.

Executive Assistant Edgar Rakestraw stated, when the Board adopts a budget with all the various funds, that is a spending plan that the Board has approved for the usage of that money. If there's going to be a borrowing, that required permission from the Board, said Mr. Rakestraw.

Mr. Rakestraw said, he apologized for using the term borrowing, but interfund transfers is the term and it requires the approval of the Board.

Chairperson Eng asked, what is the timing of the anylsis around how staff's recommend moving forward around restoring the self-insurance fund?

Interim Chief Financial Officer, Gloria Gamblin said, she will have to meet with the staff, confer, and make recommendations to the Superintendent.

Interim Chief Financial Officer, Gloria Gamblin continued the presentation and spoke on:

- Other Fiscal Items:
- The District met the Current Expense Formula/Minimum Classroom Compensation (CEA) Ratio of 55% threshold of instructional expenses to classrooms funded with General Fund Resources.
- Support for Restricted Programs: The Unaudited Actuals when compared to the Third Interim projection, reflect an additional contribution of \$1.1M to the Special Education Program (\$120K), the Early Childhood Fund (\$227K), and the Child Nutrition Fund (\$726K). The total 2016-17 contribution to Special Education Program \$56.4M; Early Childhood Fund \$2.2M; and Child Nutrition Fund \$3.2M. totals \$61.8M.
- CAUTION: Fiscal Year 2017-18: Action Needed to Balance Budget
- LCFF Revenue is close to being fully funded, which means the increases from year to year will be significantly reduced.
- Cost of Living Adjustments (COLAs) are not expected to keep pace with the true cost of living, meaning we will have the same amount of funding to pay for higher costs.
- Support to Special Education, Early Childhood, and Child Nutrition needs to be monitored, and program adjustments must be made, because the General Fund is no longer in a position to contribute funding.
- The Structural Deficit in the unrestricted general fund (ongoing revenues are less than ongoing expenses) must be addressed.
- The Unrestricted Reserve balance must be increased to meet Board Policy.
- The Self Insurance Fund is now in jeopardy of becoming a Fund with inadequate reserves (Gap \$30M) and revenue to meet its obligations.
- Overspending may lead to state receivership.
- Steps Toward Ongoing Fiscal Vitality
- Present actions taken as a result of the FCMAT report findings to the BOE
- Provide the BOE regular budget revision reports and updates
- Review Districtwide monthly budget reports by the Superintendent and Chief Financial Officer
- Hold regular systems and budget monitoring meetings between Chief Financial Officer and Senior Deputy Chief of Continuous Improvement
- Plan to provide more comprehensive training to District staff on budgeting best practices

Public Speaker(s):

Marc Toffolla Mohammad Mordecai Carol Delton

Member Torres, made a comment regarding the term of the contracts for employees, especially the one that makes over \$150,000 per year with 3 to 4 year contract and when they leave, there were a big buyouts. Member Torres also stated, she does not want to continue to approved anything over a year at this stage and potential 2 years if there is people that have been here for a while that are indispensable, but that's another area for us, as a Board to make a explicit policy with the current Superintendent.

Chairperson Eng, asked to pulled out the comparison for the conservative estimates for the 2017-2018 of the following programs now that there is information about Closing of the Books: Special Education Program, Early Childhood Fund and Child Nutrition Fund.

Member Gonzales asked, what are some of the options that the District have to make the budget adjustment for the 2017-2018 School Year? Interim Chief Financial Officer, Gloria Gamblin, stated that she have asked the leadership to look at their last year's expenses and what they paid in those categories and to do a projection for the current year and to do budget transfer now. Interim Chief Financial Officer, Gloria Gamblin, also spoke about extended contracts and reimbursements for employees.

#### **Discussed**



#### 17-1957

## **Budget and Finance Committee - Board Policy 3150 - Results Based Budgeting**

Discussion by the Budget and Finance Committee of Board Policy 3150 Results Based Budgeting:

- Staff report on the implementation of BP 3150 success; obstacles; potential reforms;
- Review of the Staff Budget Development Handbook;
- Review of values, criteria, and expectations to guide budget prioritization according to BP 3150

#### Attachments:

17-1957 Budget and Fiance Committee - Board Policy 3150

- Results Based Budgeting

17-1957 2017-2018 Budget Handbooks

Katema Ballentine, Financial Officer of Budget and Development introduced herself and stated:

- Been with Oakland Unified School District for 12 years
- Came from San Leandro Unified School District
- Started with OUSD as Financial Services Associate
- After 6 months promoted to be a second level team leader
- Went on to be Budget Director
- Now Financial Officer of Budget Development
- Working with budget for 12 years
- Proud of writing the 2017-2018 Budget Development Handbook
- For a number of years the District have always focus on school sites Given them very comprehensive book
- This year (2017-2018) a Budget Development Guide was develop for the

Central Site leaders

- The handbook is guided by Board Policy 3150
- The handbook outlined: What is budget development, how does it take place, who is participating in it
- How dollars are allocated and how the principal or central leader would go through the process
- Budget development is done is phases:

Phase one: Planning and Preparation

Phase two: Decision Making and Trade: School Site and Central Site

Phase three: Final Approvals and Lock-In Session

Member Gonzales asked, how does grant funded positions fit into the budget development?

That is the reason why the budget department require the department to take dollars out from another program to pick up that cost, said Katema Ballentine, Financial Officer of Budget and Development.

In a District this large, you need someone or a department to manage the grant money, said Katema Ballentine, Financial Officer of Budget and Development.

Chairperson Eng stated, in October to structure a conversation around trying to better understand what the buckets of funds are, what we are looking at and what the tradeoff might be.

Member Gonzales stated, there's a lot of things that came up tonight that was new information for her:

- Grant funding being spent before it was received
- There were 75 unfunded positons
- Expense reimbursement

Hope that the level of details will be included in the post-modem report, also the actual dollars amount that is attributor to each of the fund and how we got to the deficit last school year, said Member Gonzales.

Public Speaker(s):

Carol Delton Mehammad Mordecai Marc Tofolla

Chairperson Eng stated, in time of tough decisions how do we pull out principals, values, criteria that are already embedded in Board Policy 3150 and spoke about:

- Identifying some key elements of priorities that are already embedded in Board Policy 3150
- Seeing what's missing and examining what other districts have done around pulling out key principals
- What type of adjustments the Committee want to consider
- The five Principals:
- The allocation expenditure of OUSD financial resources they are align to

achievement of continuous improvement and school quality and student outcomes

- The allocation of OUSD financial resources to schools shall be maximized
- Financial Resources to schools shall account for varying student needs and neighboring conditions
- School governance teams shall be empowered to budget and expend OUSD financial resources
- The accurate, easily comprehensible, financial management information
- Are these the right principals and does it reflect the current thinking

Member Gonzales stated, that she agrees that the Committee needs to talk more about student achievement and its risky because people have a different definition of what student achievement means.

Member Torres stated, the District need to be specific, for example:

- Allocation of OUSD financial resources to school shall be maximized to ensure students "growth"
- The distribution of OUSD financial resources to schools shall account for varying student needs, neighboring conditions, and "learning styles."
- School governance teams shall be empowered to budget and expend OUSD financial resources with "necessary support, training, and accountability."

There were discussion around what the real deficit number was and if the number were brought into light, then there would have been different reactions from the Board to take actions that are more aggressive.

Public Speaker(s):

Carol Delton Mohammad Mordecai Marc Taffolla

Discussed



## **Budget and Finance Committee - FCMAT Implementation Plan - Fiscal Health Risk Analysis Report - August 15, 2017**

Discussion and possible adoption by Budget and Finance Committee of a recommended Resolution to Board directing staff to prepare an implementation plan for Fiscal Crisis Management Assistance Team (FCMAT) and preparation of regular updates to the Budget and Finance Committee and Board.

Attachments:

17-1958 Budget and Finance Committee - FCMAT

Implementation Plan - Fiscal Health Risk Analysis Report -

August 15, 2017

Member Gonzales spoke on the recommended resolution that were introduced from the Budget and Finance Committee and shared:

- Assuming the resolution passed tonight then will go to Board of Education for consideration
- To prepare a implementation plan
- To give a direction of how the plan look like and specifically the reporting out process around progress

Member Gonzales read the following into the record:

Whereas, the Board of Education takes seriously the findings of the recent report from the Fiscal Crisis

Management and Assistance Team on the deficiencies in OUSD's financial systems and practices, and

Whereas, the Board of Education endeavors to move swiftly to implement the recommendations from

the Fiscal Crisis Management and Assistance Team, and

Whereas, avoiding disruption to our students and school communities depends on improving our financial systems and practices,

Now, therefore, be it resolved that the Board of Education hereby directs the Superintendent or

designee to prepare an implementation plan to address the recommendations of the FCMAT team for adoption by the Board by the second meeting in October 2017, and

Be it further resolved, that the Board of Education requests monthly updates to the Budget & Finance

Committee and regular updates to the Board of Education on the status of implementation of the

FCMAT recommendations for the duration of the 17-18 and 18-19 school years.

Chairperson Eng, shared:

- Potential updates at the Committee meetings
- Two updates to the Board of Education in October
- To have a large update in August; also self-assessment on some of the indicators to understand the progress of where the District is at in terms of the survey findings
- Preparing and implementation plan and proposed budget

Member Torres shared the following into the record:

Whereas, the Board of Education takes seriously the findings of the recent report from the Fiscal Crisis

Management and Assistance Team addressing the deficiencies of protocol, policy implementation, and accountability within OUSD's specially the financial systems and practices, and

Whereas, the Board of Education endeavors to move swiftly to implement the

recommendations from the Fiscal Crisis Management and Assistance Team, and

Whereas, avoiding educational disruption to our students, staff and larger school communities depends on improving the financial systems and practices and policies,

Now, therefore, be it resolved that the Board of Education hereby directs the Superintendent or

designee to prepare an implementation plan addressing the key findings and recommendations found in the FCMAT report of 2017 for adoption by the Board no later than then final Board of Education meeting in October 2017, and

Be it further resolved, that the Board of Education requests the Superintendent to provide at a minimum monthly updates as well as more frequently one necessary to the Budget & Finance Committee along with the regular updates to the entire Board on the status and progress of implementation said plan addressing the FCMAT

recommendations for 2017-2018 and 2018-2019 school years.

Public Speaker(s):

Carol Delton

There were discussion if the District does ask FCMAT to do a deeper dive. FCMAT would come and visit and look at what the District is doing, FCMAT makes recommendations, the District goes through and make the changes, then FCMAT writes up what has change in the progress and all of that is kept publically on their website and provide copy to the District.

Chairperson Eng read the following resolution into the record: Whereas, the Board of Education takes seriously the findings of the recent report from the Fiscal Crisis

Management and Assistance Team addressing the deficiencies of protocol, policy implementation, and accountability within OUSD's specially the financial systems and practices, and

Whereas, the Board of Education endeavors to move swiftly to implement the recommendations from the Fiscal Crisis Management and Assistance Team, and

Whereas, avoiding educational disruption to our students, staff and larger school communities depends on improving the financial systems and practices and policies,

Now, therefore, be it resolved that the Board of Education hereby directs the Superintendent or

designee to prepare an implementation plan addressing the key findings and recommendations found in the FCMAT report of 2017 for adoption by the Board no later than second Regular Board of Education meeting in October

2017, and

Be it further resolved, that the Board of Education requests the Superintendent to provide at a minimum monthly updates as well as more frequently one necessary to the Budget & Finance Committee along with the regular updates to the entire Board of Education to coincide with the mandated financial reports, interim reports adopted budget and Closing of the Books on the status and progress of implementation of said plan addressing the FCMAT recommendations for the duration of 2017-2018 and 2018-2019 school years.

A motion was made by Gonzales, seconded by Torres,that this Resolution be Adopted as Amended and Recommended Favorably to the Board of Education. The motion carried by the following vote.

Aye: 3 - Roseann Torres

Shanthi Gonzales

Aimee Eng

Non-voting: 0

Enactment No: 17-1417

17-1959

## **Budget and Finance Committee - Structurally Balanced Budget Policy**

Discussion by Budget and Finance Committee of proposed Structurally Balanced Budget Policy.

Attachments: 17-1959 Budget and Finance Committee - Structurally

Balanced Budget Policy - First Reading

Chairperson Eng shared the proposed Structurally Balanced Budget Policy and stated:

- It's the first reading
- The importance of Structurally balanced budget
- The impact of what happens with using the one time fund to balance the budget
- Met with General Counsel regarding the proposed resolution

No Public Speaker

**Discussed** 

# H. Public Comments on All Non-Agenda Items Within the Subject Matter Jurisdiction of the Committee

17-1961 Public Comments on All Non-Agenda Items Within the Subject Matter Jurisdiction of the Budget and Finance

Committee - September 18, 2017

Public Comments on All Non-Agenda Items Within the Subject Matter Jurisdiction of the Budget and Finance Committee - September 18, 2017.

Public Speaker(s):

Issac Reed Marc Tafolla

Presentation/Acknowledgment Made

I. Introduction of New Legislative Matter

None

J. Adjournment

Chairperson Eng adjourned the meeting at 9:12 P.M.

Prepared By:

Approved By: