

Elk Grove

Submitted to

Elk Grove Unified School District

Submitted by

**Management Analysis & Planning, Inc.
(MAP)**

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INTRODUCTION

In this report Management Analysis and Planning (MAP) presents a number of findings and makes several recommendations. It is the very nature of a study of an organization's management that potential problems will be discovered and thus, problem areas tend to become the focus of reports such as this. Even though this report is no different, MAP wants to make abundantly clear that it is our conclusion that Elk Grove is a well managed, in some cases even exemplary district. It is blessed with a thoughtful, stable governing board, a capable, popular superintendent and talented, conscientious employees at every level of the organization. It is a good district and it is our hope that this report will be a catalyst for it to become even better.

Since its inception the study that occasioned this report has twice changed course. Originally the study was commissioned to determine how Elk Grove Unified would fare if Proposition 223 passed. Subsequently, the scope of the study was expanded to address district efficiency issues and to examine district procedures for projecting costs associated with Class Size Reduction (CSR).

Fortunately California voters failed to pass Proposition 223, thus rendering concerns about 95/5 moot. Due in part to the district's commitment to containing central office expenditures and in part to the effects of rapid growth, EGUSD would not have been especially disadvantaged in the short run even if the proposition had passed. Also, our examination of the district's procedures for projecting the costs of CSR revealed that they were sound and would likely yield reliable estimates. MAP's analysis and comments related to 95/5 and CSR are reported in Appendices 1 and 2, respectively, of this report.

The body of the report will address issues and concerns related to district leadership and management. These issues may not appear as urgent as the more immediate concerns discussed above. Many may not yet be perceived as problematic. In some cases the potentially deleterious effects of a current practice may be masked by the district's sustained pattern of rapid enrollment growth.

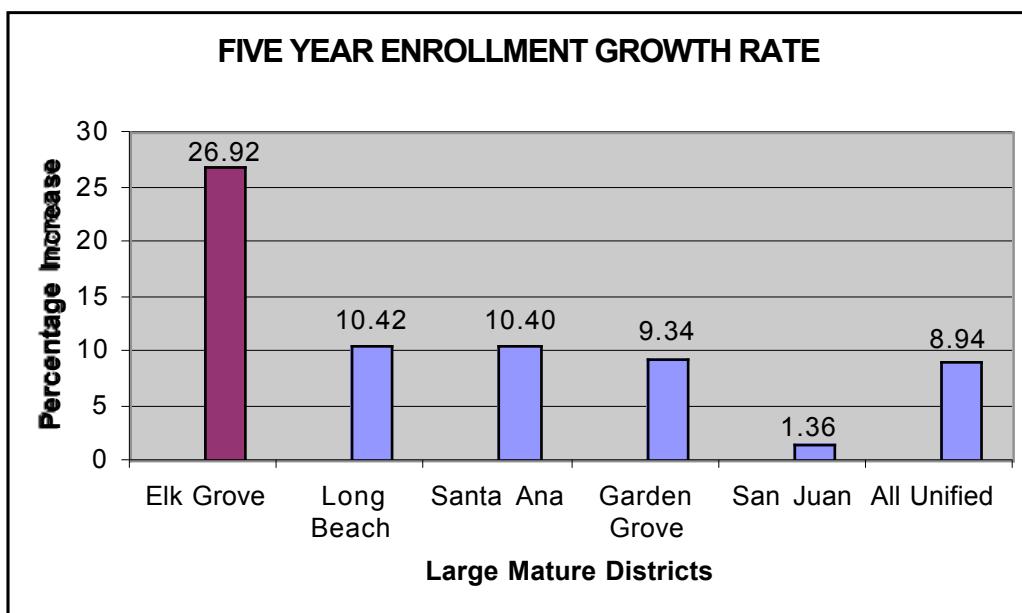
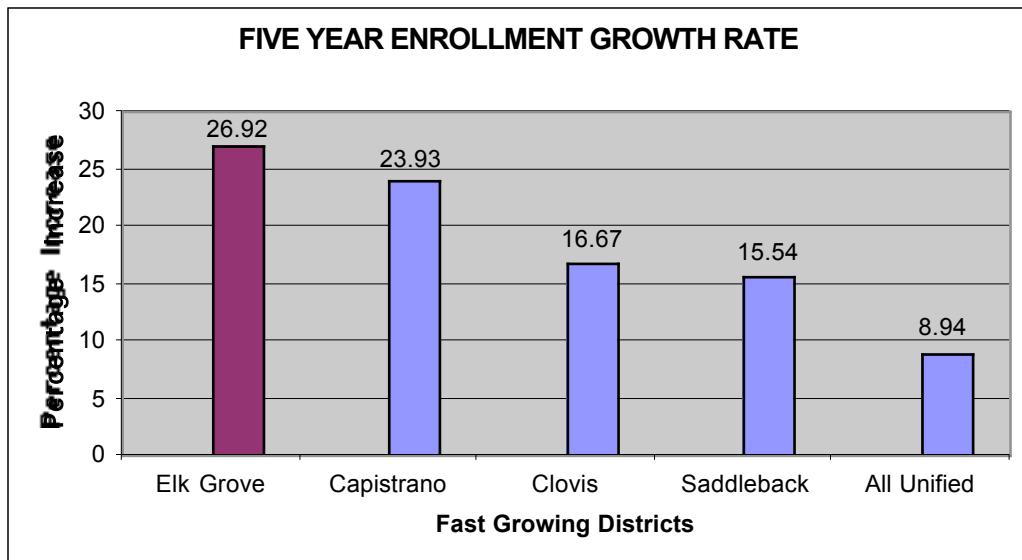
PROCEDURES

This study is best characterized by iterative data gathering and analysis. Data were gathered, analyzed, and discussed with district leaders. Discussion was followed by another iteration. Each round helped us sharpen our focus and the purposes and procedures for the subsequent round.

MAP first analyzed district fiscal records. We compared Elk Grove's expenditure patterns with those of two sets of districts, as well as with the statewide averages for all unified districts. The first, which included Clovis, Capistrano and Saddleback, was districts similar to Elk Grove in size and growth. Among this sample of growth districts, Elk Grove is growing fastest. At 26.92% Elk Grove has grown faster over the last half decade than any of the 40 largest districts in California. Of course this growth has a profound effect on district operations. As we will discuss below, among the more troublesome impacts is that growth may mask or postpone problems.

It is for that reason we compared expenditures with a second set of districts, those with growth and size characteristics Elk Grove can anticipate when enrollments peak. The sample of mature districts included Long Beach, San Juan and Garden Grove. In comparisons with the first set of districts MAP was interested to learn, to the extent it is possible to determine from expenditure data, how similar districts were coping with growth. In the latter, we wanted to learn how larger more mature districts handled relatively stable enrollment. Our comparisons to the statewide averages of all unified districts provide a broader based perspective on the district's relative standing.

Figures 1 and 2 display the enrollment patterns of these two samples. For a more detailed analysis of the various characteristics of these districts see Appendix 3.



At each stage of analysis, data were augmented by interviews with key district personnel. In the initial stages of the study virtually all interviews were with district level administrators. Ultimately principals, union representatives and support staff were consulted. Over 50 Elk Grove employees provided advice and insights that shaped this report.

FINDINGS

1.0 Elk Grove Unified School District (EGUSD) enjoys positive relationships with its community and employees.

Elk Grove enjoys a positive relationship with its community and employees unmatched by most school districts in the state. By any measure it is viewed positively by its community. In a recent bond election the community expressed its confidence in the district's leadership by voting for the bond issue by a margin of better than four to one.

Interviews with district administrators, union leaders, support staff and principals revealed a widely held belief that Elk Grove is a great place to work. The wide range of employees whom we interviewed were nearly unanimous in their unsolicited praise for the leadership of the board, superintendent, other district officials, and for the professionalism of their colleagues.

Turnover is a suggestive measure of the level of employee morale. This is especially the case among administrators who currently enjoy a job market characterized by high and growing demand for their talents. During the course of our interviews we became aware that it was not uncommon to encounter principals and central office administrators who had worked in no other district. The average tenure of principals with whom we spoke was considerably higher than we would have expected for such a rapidly growing district. The superintendent and deputy for administration were among the most junior of the central office administrators, whose average tenure was approximately 9 years.

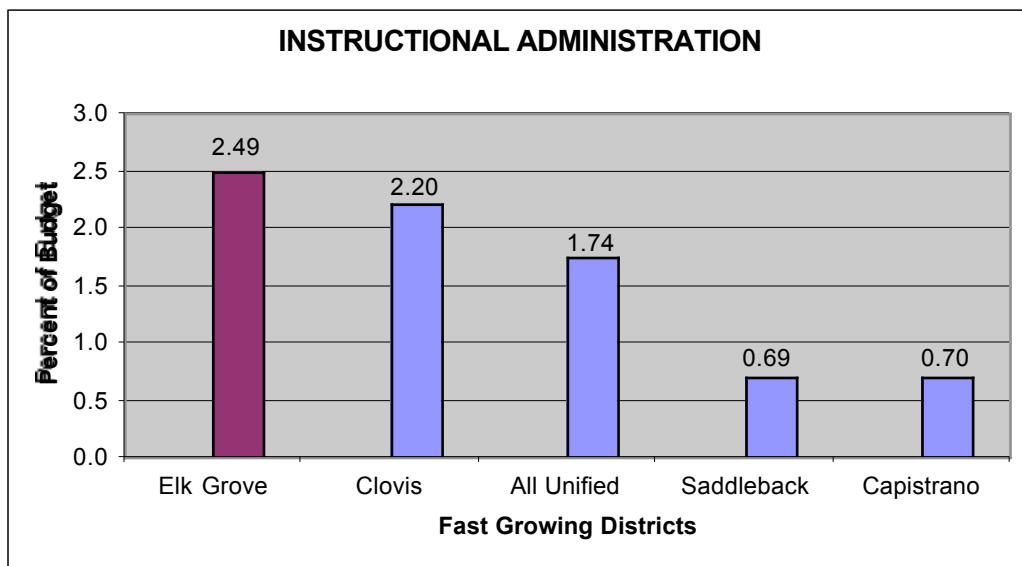
We asked those few principals who had worked in that capacity in other districts to compare work environment in EGUSD with that in their former district. None felt that their previous context was superior. In fact, almost all gave Elk Grove higher marks than the district they had left.

Another characteristic that further defines the uniqueness of EGUSD is its history of harmonious labor relations. Our interviews with administrators and labor leaders revealed a mutual respect and a professional commitment to honest and open negotiations. The level of respect and working relationships between management and employees was among the best we have encountered in any California district in which we have worked.

2.0 The district works hard to maintain high quality instruction and curriculum.

Elk Grove spends 6.51% of total expenditures for central office administration, which compares favorably to the 6.88% average for all unifieds. Among the sample of growing districts, only Saddleback spent less on central office administration. Expenditures for site and district administration comprise 5.05% of Elk Grove's total expenses and 5.11% of all unifieds. Saddleback spends 4.76%; Clovis and Capistrano both spend a larger portion than Elk Grove. While these data reflect district priorities, they also are heavily influenced by growth. During periods of rapid growth, costs tend to lag revenues. For example, site administrators may be hired a year or two after enrollments increase or only after a new school is built. Thus in the short run, marginal revenues tend to be greater than marginal costs.

Another reflection of the relative priority EGUSD places on instruction is the portion of its budget afforded to instructional administration. The portion of the district's expenditures devoted to instructional administration is not only the highest in the sample of growth districts, at 2.49%, it is 40% greater than the statewide unified average. Capistrano and Saddleback spend less than one third of the amount Elk Grove spends in this category. Elk Grove's expenditures for instructional administration is almost \$5 million a year, or about \$2 million more than similar districts. Most of the instructionally-related activities engaged in by the central office get very high marks from principals and other district office staff.



In periods of stable enrollment it may not be possible to maintain these ratios without paying short shrift to other essential expenditures. For example, enrollment may peak at a time when now new facilities and equipment require major repairs or replacement. A tendency to perpetuate historic spending patterns may cause the district to defer maintenance beyond the point dictated by sound business practices.

2.1 The district is entrepreneurial and aggressive in its pursuit of well qualified teachers and administrators.

Elk Grove is engaged in an exemplary teacher and administrator internship and training efforts that are considered exemplary throughout the state. The district, in spite of the intense pressures of enrollment growth and class size reduction, has been able to continue its commitment to teacher quality. Principals were virtually unanimous in their assessment of the high quality of the teacher pool from which they could choose.

2.2 The district's professional development program is extensive and highly prized by principals.

On this dimension too, Elk Grove is a state leader. Few districts target column increases (awarded for units completed) to specific goals of the district. Elk Grove is a leader in linking courses taken by teachers and administrators for salary enhancements to the specific training needs of the district. Also, principals report that the district designs and implements high quality inservice training programs, carefully evaluating program effectiveness and continually revising content to meet the needs of the district and its teachers. The only concern expressed was that the breadth of choice of programs was so great that it weakened the focus on the most important of the district priorities. Over all, the level of satisfaction expressed by those interviewed was quite high.

3.0 The academic performance of Elk Grove students, while low in absolute terms, tends to be superior to that of students in comparison districts, especially in the lower grades.

The academic performance of Elk Grove students tends to be better than one would predict given their demographic characteristics. It is not as high, however, as district officials and employees would prefer, and perhaps not as high as one would expect given the district's emphasis on curriculum and instruction. One additional concern is that the performance advantage Elk Grove students enjoy in the early grades appears to diminish as they progress through the grades.

Elk Grove performed on the recently administered STAR test at or below the state average for most grade levels in most subjects except spelling. In almost every case performance was highest in the lower grades, indicating that relative performance deteriorated in the later grades. While the comparison with Sacramento County-wide scores was somewhat more favorable, primarily because the county as a whole tended to under-perform the state, the general

trend was similar. These comparisons tend to be illustrative of the absolute performance of Elk Grove students, but do not adequately take into account differences among districts' student populations.

Similarly, the student populations in the districts used for comparison elsewhere in this report were not sufficiently similar to Elk Grove's to make reasonable comparisons about student performance. Thus, other districts, matching more closely on key characteristics, were used in the analysis of student achievement¹. Even using data from such districts for the analysis that follows, caution should be exercised in drawing conclusions. Such comparisons are always based on assumptions and compromises that range from selection of the cohort to interpretation of the data. In this case however, the trends are sufficiently consistent to be worthy of serious consideration.

It is difficult to create a comparison group matched simultaneously on district size and all demographic characteristics. Ideally, one would locate districts similar to Elk Grove in size, percent minority, percent LEP, and percent poverty. However, the districts close to Elk Grove in size are widely discrepant on the other demographic characteristics. To address this problem, four different comparison groups, ignoring size, were created. None is ideal, but together they give a sense of Elk Grove's achievement levels relative to districts with student populations similar on a number of dimensions. The achievement data used

¹ A comparison group was created for each key demographic variable: percent minority, percent LEP, and percent AFDC (this was the best measure available as an indicator of poverty). In each case, a range was constructed to include all districts, regardless of total enrollment, up to five percentage points above or below Elk Grove. These selection criteria are summarized in the table below.

Characteristic	Elk Grove	Comparison Group Range	# of Districts
% Minority	58%	53-63%	29
% LEP	19%	14-24%	64
% AFDC	22%	17-27%	86

A fourth comparison group that included only districts meeting the criteria range on *all* the dimensions was also constructed. This final comparison group contained only 5 districts, so while it is the most closely matched to Elk Grove in terms of demographic characteristics, the small sample size should make one wary of giving these comparisons too much credence. The districts included in each of the comparison groups are listed in Appendix 4.

here are from the 1997-98 STAR report. The specific measure MAP selected for analysis is the percent of students scoring at or above the 50th percentile in each subject area. Results of this analysis are displayed in exhibits A-D.

In each of the comparison groups, Elk Grove students exhibited superior performance.² Keeping in mind the caveats described above, these analyses reveal some interesting and potentially alarming trends. In virtually every comparison, an early grade Elk Grove advantage in student achievement tends to shrink or disappear in the higher grades. This trend is most apparent in the comparison groups based on the percent of LEP and minority students. It would also appear that Elk Grove enjoys the smallest advantage in the LEP comparison group and the greatest advantage in the AFDC comparison group.

Elk Grove tends to have a lower percent of its students meeting the UC a-f requirements than other districts with a similar demographic make-up. Its drop-out rate also appears somewhat higher than most of the comparison districts.

Virtually everyone with whom we spoke expressed concern about student achievement. Various explanations were offered for the generally disappointing level of performance. The two most prominently mentioned were that in Elk Grove sports and activities were more important to parents than academics and that whole language reading instruction had failed to prepare several classes of students. Examples where this concern is being addressed were several, including new reading curriculum, dropout prevention programs and partnerships with institutions of higher education. There was little consensus in the responses to the query as to what should be done. Most expressed a great deal of frustration that current efforts were not producing better results.

² The only exception is eleventh grade reading scores in the LEP comparison group, where on average 34 percent of students in the comparison districts scored at or above the 50th percentile, while in Elk Grove only 32% of students did so.

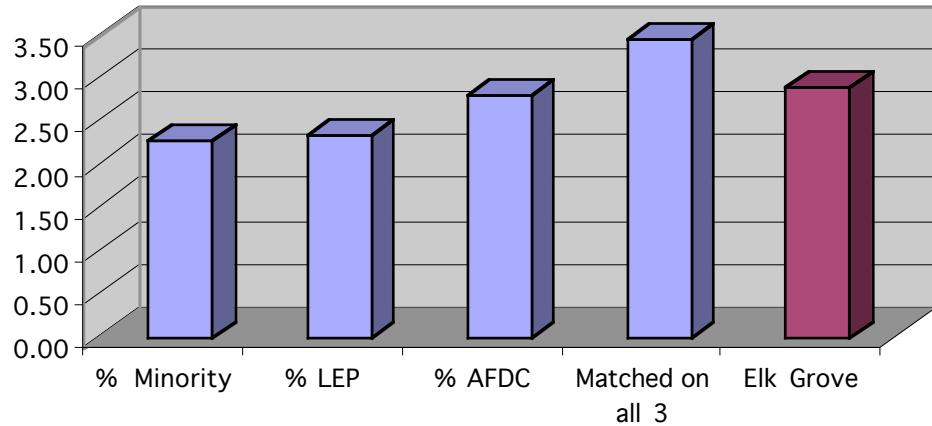
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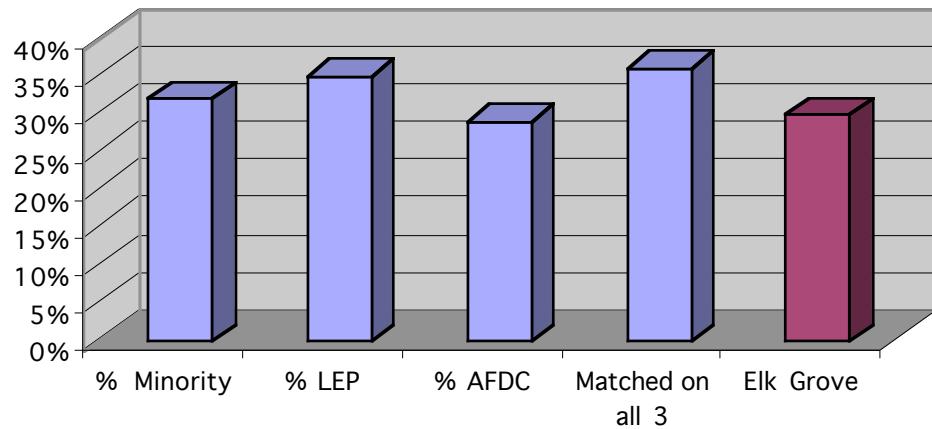
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Average Drop-Out Rates in Elk Grove and Comparison Groups



Percent of HS Graduates Meeting the UC a-f Requirements: Elk Grove vs Comparison Groups



4.0 District expectations for employees are not clearly communicated.

The district has adopted the following Mission Statement:

Our Mission is to:

1. Develop in all students confidence in their ability to fulfill their unique potential, intellectually, physically and emotionally.
2. Educate students to be effective thinkers and learners now and for the future.
3. Teach students about our diverse culture, and develop in them a respect for and appreciation of that culture.
4. Prepare students with the skills and knowledge to become ethical and responsible citizens, family members, and workers.

In our interviews, we found however, that the officially adopted mission held little meaning in the day-to-day lives of principals and others. For example, principals' responses to a request that they list the district's highest priorities for their schools rarely elicited any reference to the official mission statements. Perhaps even more striking was absence of consistency or pattern among responses to that question. Several principals mentioned some aspect of student achievement, but few could be characterized as concrete or measurable. Some listed only operational objectives, such as opening a new school. District administrators reported that it was not district policy to hold principals accountable for specific student outcomes. Principals who described measurable achievement goals usually described themselves as the entity setting those goals.

Virtually all program administrators we interviewed mentioned a proliferation of district-sponsored initiatives ranging from reforming reading curriculum to community service. Many felt that this practice fragmented their attention and spread resources over an unmanageable array of priorities. They were thus often faced with a choice between treating all superficially or adequately addressing only some. When all initiatives are treated as similarly important by the board and superintendent, those charged with implementation are likely to set their

own priorities or vainly attempt to respond to all set for them. Either response is more likely to foster employee burn-out than general program improvement.

We asked principals if there were demands on their time that detracted from their primary role as a leader of instruction. They all listed numerous demands that diverted attention from teaching and learning. Most of these seemed to be no different from what one would encounter in any school district in California and may be an unavoidable characteristic of modern education. One demand may illustrate how in the absence of clearly articulated priorities an immediate task at hand will become the de facto priority. A recurring theme in interviews with principals as well as central office administrators was the amount of time devoted to parent and community complaints and appeals. Some principals reported that even routine decisions made at the school level may be appealed to the central office and school board. Each level of appeal requires one or more administrators to staff hearings, testify, etc. Clearly this is an activity that contributes to the esteem accorded the district by the community; however such redundancy not only undermines the authority of principals, it diverts resources from the core functions of the school district—teaching and learning.

5.0 The district's organizational structure is generally effective, but may require refinement to accommodate growth.

Even though Elk Grove is by any measure a large district, in many ways it retains the feel of the small town district that it was 15 or 20 years ago. The organizational structure has remained relatively unchanged over the years. Principals and the community at large both look directly to the central office for policy guidance and, in many cases, day-to-day leadership. There is no intervening layer of administration. This flatness facilitates communication up and down the organization. In fact, the effectiveness of such a structure is dependent upon close personal working relationships. Expectations are communicated through frequent face-to-face interactions. Accountability tends to be personal and informal. Therein lies the rub. As the district grows, it physically becomes more and more difficult to maintain the day-to-day

communications that are essential to the effective operation of the organization. We hasten to add here that probably because of the stability of the management team and the working relationships that have evolved over time, the present structure works better in Elk Grove than it might in other similarly situated districts. Clearly, incumbent administrators are happy with it.

5.1 Principals are satisfied with access to and from the central office.

Principals reported satisfaction with their relationships and communications with other levels of the organization. Virtually all felt that they had adequate access to the superintendent and district office administrators. While principals had little day-to-day contact with the superintendent, they all expressed confidence that they could get his attention when necessary. Most felt that the responsiveness of the assistant superintendents for elementary and secondary attenuated the need for direct contact with the superintendent. Most principals offered praise for the assistant superintendent to whom they reported.

5.2 Growth will make it increasingly difficult to maintain the highly personalized management structure the district currently enjoys.

The existing structure has well served the district, maintaining personal contacts and the feel of a small district even during a period of sustained rapid growth. Continued growth will inevitably make it increasingly more difficult for this structure to function effectively, however. Even under the best of conditions, the sheer magnitude of demand will preclude district leaders from providing the same level of face-to-face service now enjoyed by employees and the public alike.

An obvious example of how growth has changed the level of demands on the time of central office administrators is the span of control of the elementary and secondary assistant superintendents. The assistant superintendent for elementary is responsible for supervising and evaluating approximately 25 principals. The assistant superintendent for secondary is responsible for supervising approximately 14 principals and one director, who, even though she

is a part-time principal, also evaluates some principals. Fourteen people report directly to the director of state and federal programs. Fifteen people report to the director of instructional support, including another director. It is likely that this structure continues to operate effectively only because of the talent of the incumbent administrators and working relationships developed over time. Even so, current spans of control are unlikely to be sustainable over time. Predicted growth only hastens the time when this will become a serious problem if not addressed by the district.

5.3 Decentralized decision making has both positive and negative effects on instructional programs.

Principals feel that they have sufficient autonomy to make necessary decisions about programs at their schools. This includes the ability to allocate various categorical resources. In this environment school level instructional programs can be crafted to better meet the needs of students at each school. The empowerment of those closest to students to make programmatic decisions is consistent with modern management theory and is likely to produce higher employee morale and better student outcomes than the more traditional command and control management systems.

Principals were convinced that the current balance between district and school authority was appropriate. Very few principals could offer an instance where decisions made by the central office could have been made more appropriately at the school site. Teacher transfer procedures were the only district policy about which there were consistent complaints, and significantly, most principals acknowledged that recent changes had improved those procedures. In any case, transfers during a school year inevitably disrupt programs.

There are some costs to the current level of decentralization, however. Because schools are afforded considerable latitude to implement instructional programs that best meet the needs and interests of their students and faculties, there tends to be considerable program diversity among schools. The undesirable effect of

such diversity is that students transferring from school to school within the district may encounter very different instructional programs. The students most likely to move tend to be the same students who are likely to be the most disadvantaged by the lack of program consistency.

High transience rates imply a need for more time for review, additional teacher preparation for the constantly changing class population, additional counseling time, and a variety of other time-consuming activities. Some districts with high transience rates, Fresno Unified for example, maintain detailed records of transience rates for individual schools and provide additional resources (staffing) to the schools with the highest rates to help offset the challenges those schools face.

Students who move within the district are likely to relocate within the same high school attendance boundaries. Thus, more program consistency among schools within high school feeder patterns would seem to be indicated. Currently, program articulation among such schools tends to be informal and largely dependent on the initiative and leadership of certain junior high school and high school administrators. Otherwise program articulation among schools in the same feeder pattern now must be accomplished in the relatively little time allocated on the agenda of general meetings scheduled approximately thrice yearly.

5.4 Assignment of special education specialists and other resource personnel may not be optimally efficient.

The current methods of assigning special education personnel may be inefficient and not necessarily consistent with the philosophy underlying Never Streaming. Special education support personnel (psychologists, nurses, etc.) are assigned to specific schools or district-wide by specialty. The assignment of most are restricted to their specialty, even though student needs tend to be manifest along a continuum and do not occur in neatly defined categories. Specialists assigned to a single school normally are not available to serve families with children at

different grade levels; and those assigned to the entire district tend to lose productive time commuting between schools.

6.0 Collective bargaining agreements tend to function effectively, with few possible exceptions.

Principals reported few problems with the collective bargaining agreements. Most saw the constraints these agreements imposed as manageable and generally reasonable. One important exception was the provision that proscribes the use of student achievement in teacher evaluations. Exempting teachers from accountability for student performance could be a major impediment to efforts to improve academic achievement. Teachers' concerns about relying solely on test scores as measures of their performance are well founded. On the other hand, to ignore student performance all together seems short sighted and equally inappropriate.

The other case where we heard frequent complaints about a collective bargaining agreement is the provision which permits bus drivers, by seniority, to select their bus assignments. This practice results in a "ripple" effect throughout the district as each time a vacancy occurs and is filled from within, a new vacancy is created, which is then filled, creating a new vacancy, and on and on. Principals report that these constant changes are disruptive.

7.0 The business functions of the district are generally effective and well managed.

By any measure Elk Grove Unified School District is a large enterprise. With a budget of nearly \$300 million, more than 3,000 employees, 41 schools, and 40,000 students, it is among the largest businesses in the region. It is not only large; it has grown by almost a third in the past five years and is predicted to grow at a rapid rate for the foreseeable future. The district's reputation for successfully managing its business affairs appears to be well deserved.

7.1 District facilities planning function is highly effective.

That the district has built 22 schools and absorbed nearly 20,000 new students over the past 10 years with so little conflict and disruption is compelling evidence that its planning and implementation is highly effective. District schools are attractive and generally well maintained. Central staff and district business functions generate consistent praise from principals.

7.2 Financial management appears to be effective.

District financial management appears to be effective. The budget documents prepared by district staff were equal to or better than we have seen in other districts. Programs appear to be accurately defined, trends and new developments in both program and funding were adequately considered, and the documents were clear and easy to understand.

Additionally, the calculations we verified as to the impact of 95/5 and Class-Size Reduction were accurate and considered all relevant factors. More than that, the method of presentation showed that the district financial staff understood the underlying conditions, program objectives and needs of the reader extremely well. It is clear that the financial staff understands and considers educational program needs in its analyses.

District budget projections have consistently been very reliable. Adequate, but not excessive reserves have been maintained. All state and county fiscal criteria have been met and the independent auditors regularly issue unqualified opinions in their annual audit reports.

District staff use data to anticipate future problems rather than just document problems when they occur. The district staff was aware of the factors that give us concern in the area of potential pressure on future salary and benefit costs and had begun to quantify and develop strategies to deal with those concerns.

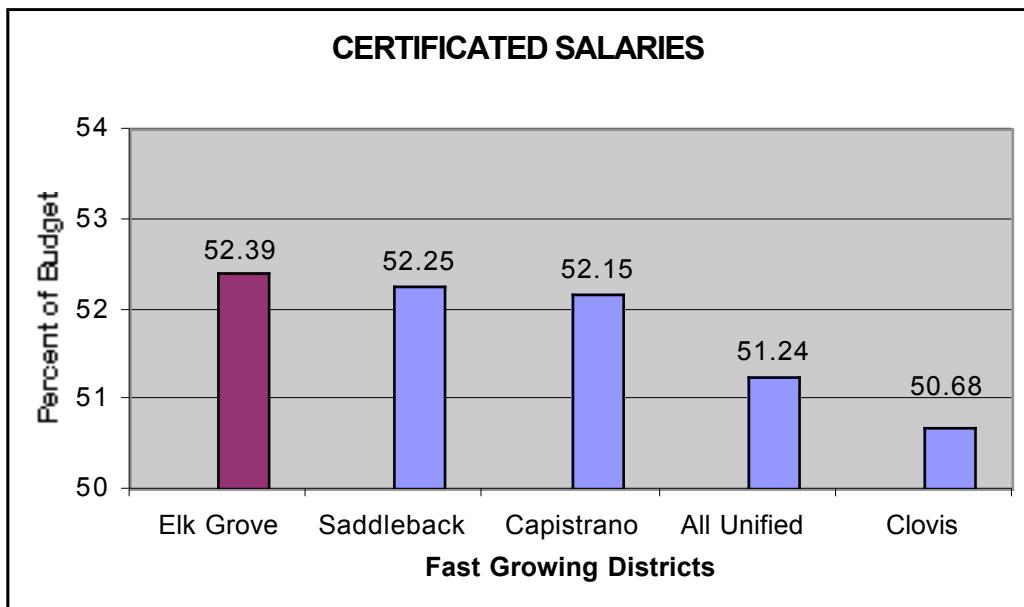
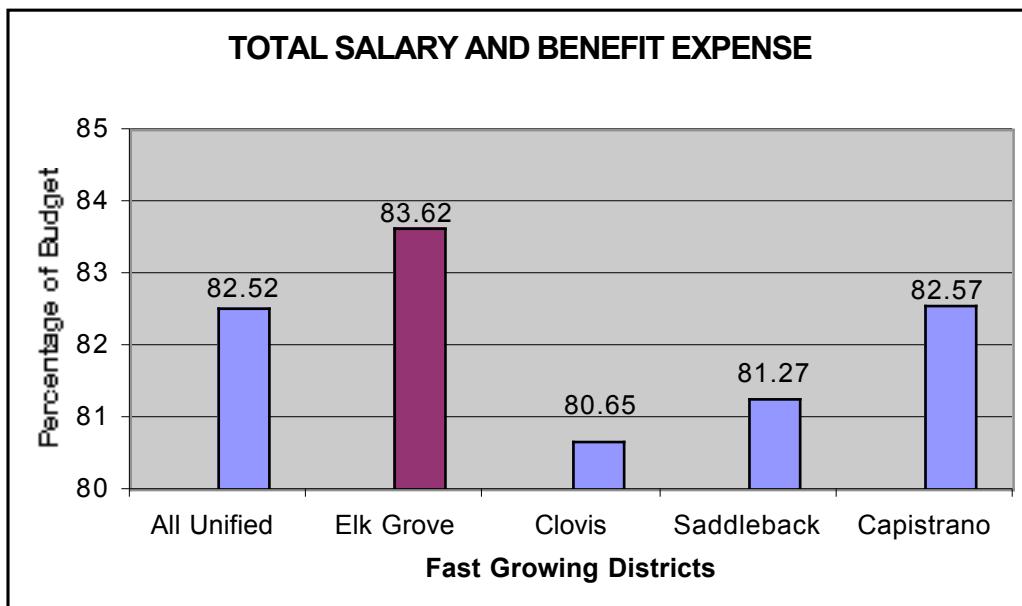
One of the major contributors to the fiscal health of the district is an aggressive and very successful capital facilities plan. District facilities staff members are fully engaged in the state school building program and have used innovative methods to ensure that the district receives its fair share of state and local resources. Funds are available to build projects when they are needed and the projects regularly come in on schedule and within budget. As a result, the pressure many districts feel on the operating budget from under-funded capital budgets is absent in Elk Grove.

7.3 The human resources function is able to supply the district with adequate numbers of well qualified employees, especially teachers.

Over the past three years the district has recruited and hired approximately 1,400 teachers to meet the demand created by enrollment growth and class size reduction. Nearly everyone with whom we spoke reported positively on the efficiency and effectiveness of teacher hiring procedures. Even in the face of tremendous pressures to meet the demand for teachers, the district has steadfastly held the line on quality. Principals applaud district policy to hire only teachers that meet its high standards. Transfer procedures have been problematic, but recent changes are seen as an improvement. Any change in procedures that provide principals more certainty would be greeted warmly.

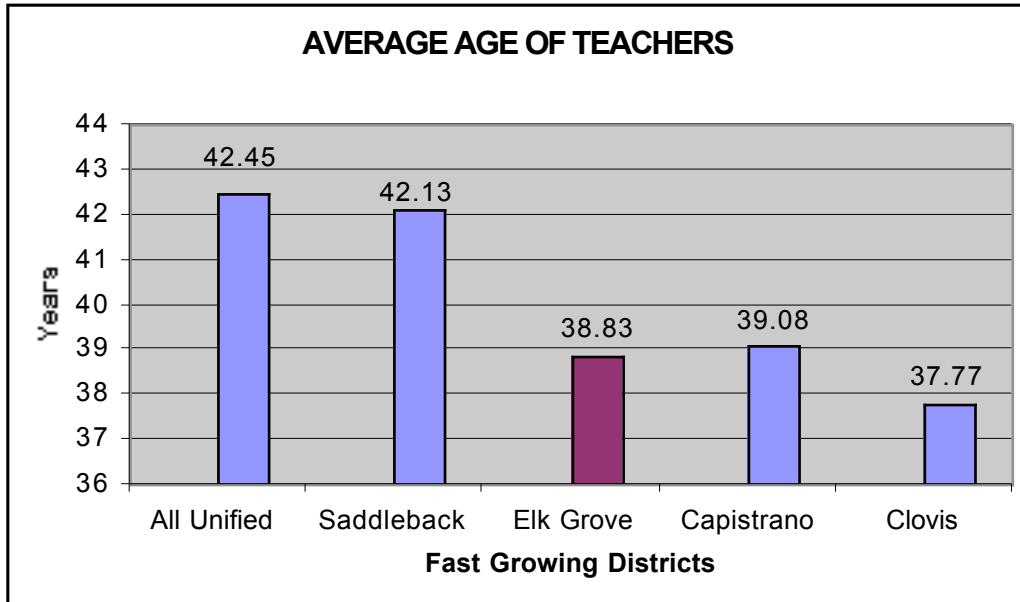
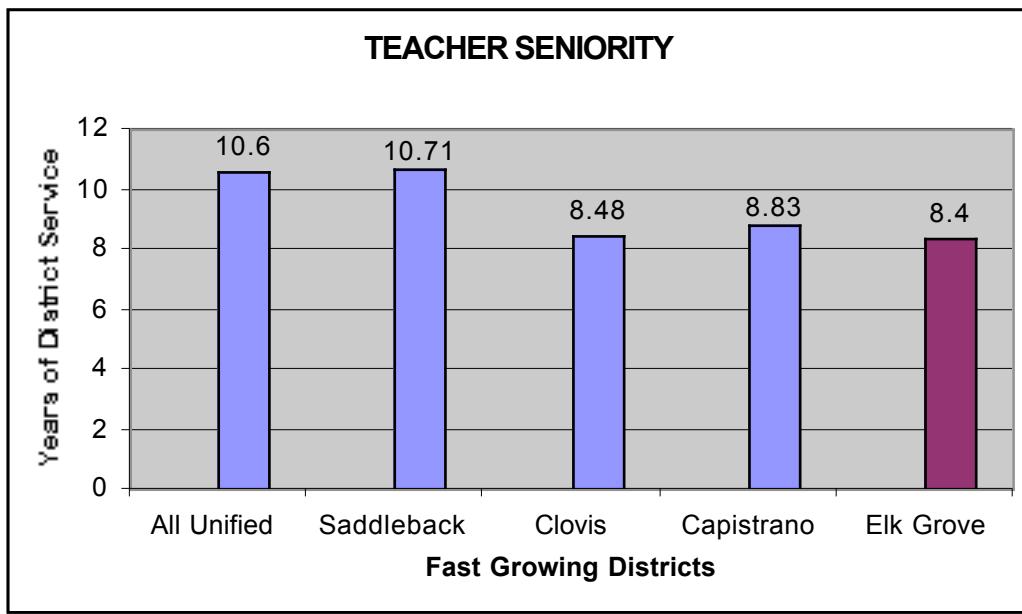
7.4 Current hiring practices are likely to accelerate salary costs over time.

Salaries and benefits make up the bulk of district expenditures. Elk Grove has the highest expenditures for certified salaries and classified salaries per ADA of the growth sample districts. Although benefits per ADA are the lowest, total compensation (salaries and benefits combined) per ADA are more than a full percentage point above the average of the sample and of the average of all unifies.



This is particularly significant in light of the fact that Elk Grove teachers and other certified employees are the least senior in the sample. The district is more than 20% below the statewide unified average for years of service with the

district and 10% below the average for age of teachers. Similarly, Elk Grove is very near the average of all unified districts for salary level for teachers; but based on the age and seniority of district teachers one would have predicted lower average salaries to allow for the expected seniority-driven increases in future years.



Elk Grove's expenditures for salary and benefits are comparable to those in the sample of larger more mature districts; however these districts tend to have older, more senior teachers and higher salaries. Again one would have predicted that Elk Grove's expenditures in this area would have been significantly below the comparison districts. In addition to higher expenditures in instructional administration, this apparent anomaly is partially explained by the district's practice of hiring experienced teachers and placing them above the lowest steps on the salary schedule. These placements may enhance the district's ability to attract higher quality, more experienced teachers, but do represent a long term cost impact that must be anticipated. Recent compression of the salary schedule also contributes to relatively higher expenditures in this category.

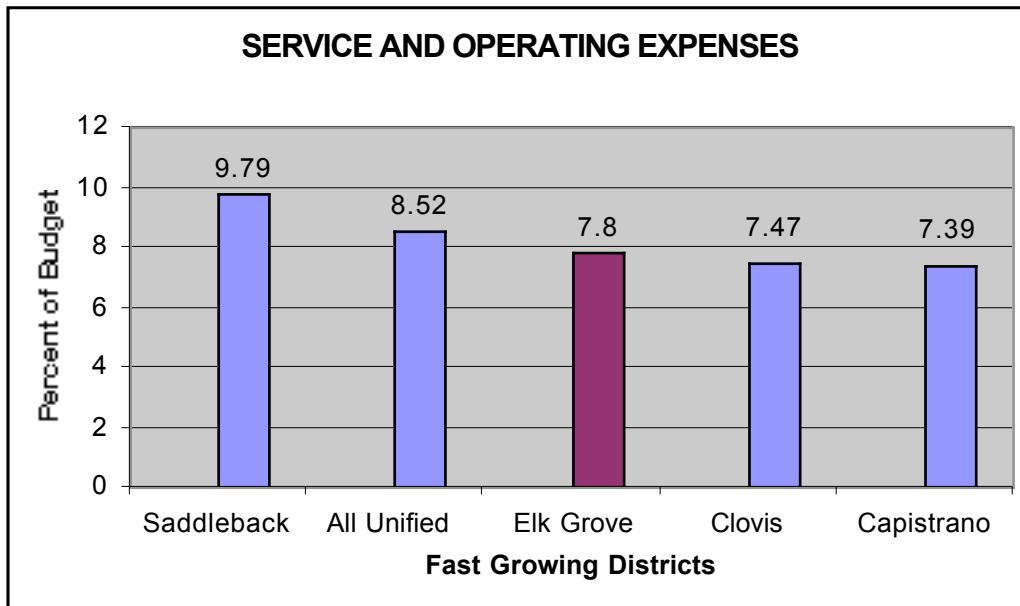
The combination of the above described factors will almost inevitably put pressure on salary expenses in the future.³ As currently employed teachers gain seniority, a substantial share of any cost of living allowance will be absorbed by negotiated step and column increases rather than across the board raises. It is not possible to predict with certainty what effect, if any, this condition will have on employee morale, labor relations or district operations, but these are not likely to be enhanced. One possible effect is that the district will be forced to increase class size in order to give larger salary increases, as has been the case in at least one of the comparison districts.

7.5 Maintenance and operations receives mixed reviews from principals.

Principals' assessment of the administrative support functions at their schools were mixed. A large majority reported that urgent needs were met in a timely manner, but that they experienced excessive delays in filling routine work orders. Evaluation of grounds and maintenance ranged from very satisfied to highly critical, with most being generally satisfied. Almost no one was satisfied

³ This is a good example of the kind of policy impact that is masked by growing enrollment. As long as the district is growing, it will be hiring younger than average teachers. As it matures the average years of service will increase and the issue will be highlighted.

with the level of technical support for academic computers. Computers used for administrative functions, on the other hand, were reported to be well maintained. Most principals were satisfied with maintenance of major building systems such as heating, air-conditioning and roofs.



Elk Grove spends significantly less for service and operating expenses than the comparison districts, and it spends about 10% or about \$2.2 million less than the average unified district. It spends about 15 percent less than the mature district sample for classified employees. Moreover, funding for service and operating expense is receiving a declining share of the district's budget. This expenditure pattern may be appropriate in the current context of newer buildings and equipment; however, as buildings and equipment age, this area will place demands on a relatively larger share of the budget. Without extensive review it is not possible to predict when deferring expenditures in this area is no longer cost effective.

7.6 Bus drivers are not adequately trained to deal with student discipline problems.

Transportation, like facilities, is severely tested by a district's rapid growth. Given the magnitude of that growth, most observers give the district good marks for its home-to-school and activities transportation program. However, some principals called for better training in student discipline for bus drivers. They suggested that follow-up by the school on bus discipline problems was another of the time consuming activities that detracted from teaching and learning and that the more these problems could be handled by the drivers the better.

7.7 Most repairs and maintenance are done after a problem or failure has been reported and not in a systematic, planned manner.

Maintenance and repair done "as needed" tends to increase long term costs and increases the risk of negative impacts on the instructional program. Some districts have found that maintenance, repair and replacement conducted on a systematic schedule rather than "as needed" is more cost effective. Our recommendations include a description of planned, program maintenance and its potential benefit to the district.

7.8 A substantial portion of maintenance resources is devoted to traveling to job sites.

The current maintenance facility is used to house bench stock, parts, equipment, tools, paint and other materials. It is also the place from which maintenance workers and vehicles are dispatched each day. Dispatching maintenance personnel over the district's approximately 320 square miles is an expensive proposition. Studies done in similar districts have shown that an average of 30% of maintenance hours are spent on travel between jobs.

7.9 The existing administrative computer system has, over time, been modified to an extent that the original vendor is unable or unwilling to support it.

The district is in the process of installing a new system that is both Year 2000 compliant and consistent with the elements of the new state Standardized Account Code Structure (SACS). The existing administrative computer system is a customized version of the Tulare County system which was modified by the district after acquisition. Once software has been modified by an outside entity, many of the advantages of third party support are lost. The programmers who modified the software must review and perhaps modify every subsequent release of the software. Over time, the district has had to add staff or contract for modifications, enhancements, and maintenance of the Tulare software. The primary advantage of third party software is that for a relatively small fee the district need not add staff to maintain it. It is essential that this advantage be preserved. Without district policy to prohibit such customizing, the newly acquired system easily can become similarly dependent on district programmers.

7.10 The district has not adequately planned for support of technology equipment.

Over time the district has acquired computers and other technology from a variety of vendors, using a number of funding sources, including equipment donations. There is no evidence that the district has specific plans for how this equipment will be maintained, repaired or replaced. As equipment ages, these problems become more acute.

RECOMMENDATIONS

- 1. Place increased emphasis on clearly understandable, agreed-upon set of student outcomes.**

Every administrator, teacher, parent and student should know what students have to know and be able to do at every grade or at specified grades and in every secondary class. These standards should be important, concrete, and measurable. The district should resist the natural temptation to produce long tedious lists of minute skills and knowledge. This will require focus and discipline for those developing standards to determine the proper level of specificity. Expertise in the discipline should be the primary criterion for participation in the process. Only true experts will possess sufficient knowledge and credibility to resist pressures from special interests and the temptation to become side tracked with peripheral issues. Achieving a proper balance may require several iterations of standards over some years. To the extent that this process broadens the dialog about what is important to teach and how it should be taught, it should be viewed as a powerful form of professional development.

- 2. Reduce the number of improvement activities underway at any given time.**

We recommend that the district develop and regularly review a strategic plan that allocates resources to priorities and restricts priorities to those for which there are adequate resources and for which there is a realistic probability of success. Commit to doing a few things very well and add new initiatives only as these are implemented successfully. We recommend that program improvement activities be curriculum based, multi-year, district-wide and address no more than one or two disciplines in any year.

For example, if mathematics were the focus of improvement, the district could devote a year to background research, evaluation of the current program, and the development of a comprehensive improvement plan. Such a plan should

address all opportunities for students to learn mathematics, whether in the regular program, special education, vocational education or other special programs. It should address curriculum development, student assessment and staff development and be K-12 in scope. Curriculum and staff training programs could be developed and curriculum materials could be adopted in the second year. Staff development and other implementation activities could begin in year three. Improvement of a second curriculum area could overlap this process by beginning the process in year two. This scenario is merely illustrative. The important point is to be sufficiently disciplined to postpone consideration of the latest “good idea” until it can be addressed within the appropriate curriculum area. If the good idea does not fit within an established curriculum area, a conscious choice should be made as to which parts of the established curriculum is of lower priority and be replaced.

3. Review all instructional programs to ensure congruence of adopted standards, curriculum, instruction, assessment, and professional development programs.

Consistent with the first recommendation, we urge the district to agree on a manageable set of curricular priorities and to shift appropriate resources to them. Alignment among curriculum, instruction, assessment and staff training is time-consuming hard work, but essential to maximize the potential that all students will acquire the skills and knowledge expected of them. Inevitably resources available for each of these activities are limited. This reason alone would justify careful scrutiny of expenditures to ensure that all program improvement activities are aligned. Even more important, however, is the opportunity cost associated with spending scarce resources, not the least of which is teachers’ time, on activities that are not likely to yield observable improvement in student outcomes.

4. Establish specific achievement targets for each school and hold principals accountable for results.

Setting performance targets for each school will focus the faculty and principal on high priority outcomes and enhance the probability that resources will be allocated most productively. Simply put, the superintendent and principal annually should agree on measurable outcome targets such as improved test scores, increased numbers of students completing the UC a-f requirements, and improved attendance. Care should be taken to avoid adopting targets that introduce perverse incentives. For example, higher test scores may be achieved by reducing the number of test takers. Once the targets have been agreed upon and set, the extent to which they are met should be addressed in principals' annual evaluations.

5. With the teachers' union, develop mutually agreeable procedures whereby student performance would be considered in evaluation of classroom teachers.

Teachers have legitimate concerns about being held accountable for outcomes over which they have only partial control. On the other hand, to peremptorily exempt teachers from any responsibility for student performance seems unduly pessimistic about the ability of professionals to craft procedures that fairly balance the interests of teachers with those of students, parents and taxpayers. Given the positive relationship that the district enjoys with the teachers' union, it seems altogether likely that parties will be able to agree upon procedures that are fair to all concerned.

6. Delegate more responsibility and authority to regional clusters of principals.

Over time the district has earned the respect and trust of its community, in part by being responsive to its concerns. It is essential that this responsiveness be sustained, even as it becomes more and more difficult for the central office to meet the growing demand. Increasing the size of the central office staff would not be consistent with the district's philosophy, nor is this route likely to be effective over time. We recommend that a conscious effort be made to shift

responsibility for more routine decision making to principals. However, in order to ensure some level of consistency, we recommend that groups of principals organized around high school feeder patterns be delegated the responsibility for certain aspects of program planning, community relations and personnel management. Successful implementation of this recommendation may require additional staff support be provided for principals. Any decision about the amount and role of additional staffing should be made case-by-case and based on actual need rather than an *a priori* staffing formula.

6.1 Delegate responsibility and accountability for maintaining and enhancing community relations to regional clusters of principals.

Positive relations with parents and community are a major asset of the district and a high priority for the superintendent and board; however, as the district grows it will become more and more difficult for them to remain accessible and responsive. Procedures for solving local problems regionally, and thereby minimizing the need for district level involvement should be explored. These may necessitate giving principals and others more discretion to decide issues related to suspension, expulsion and other sensitive matters. The same caveat about possible staffing needs applies.

6.2 Require vertical and horizontal program articulation within high school feeder systems.

No student should be disadvantaged by moving from one school to another, nor should any student be less well prepared for the next level of schooling merely because of the program at his or her school. Programs, especially at elementary schools and middle schools, should be designed to facilitate the easy transfer of students among schools. Elementary and middle school programs should be better articulated with the high school program. Without time and other resources allocated to ongoing articulation and without the specific expectation that it will occur, other priorities will supplant it. Thus program articulation

should be included in each principal's job description and resources should be earmarked accordingly.

6.3 Assign support personnel (psychologist, nurses, etc.) by region rather than school or specialty.

Over time support personnel should be trained and assigned in ways that are both more consistent with the district's early intervention philosophy and more cost effective. There frequently is a mismatch between where support staff are required and where they are located. It is unlikely that the district will ever have adequate resources to provide specialists to all schools for all the time they may be needed. We recommend that these personnel be trained to work in teams and to take on responsibilities somewhat broader than their current specializations imply. Their deployment should be determined by the principals in each high school feeder pattern. Consistent with the Never Streaming philosophy, support staff should be allocated on the basis of student population rather than the number of IEPs.

7 Review reporting arrangements for potential span of control problems and job level inconsistencies.

While we discovered no overt problems caused by the very large span of control of some administrators and by individuals being evaluated and supervised by someone of the same rank, over time both could become sources of inefficiency and conflict.

8 Develop and implement a planned program maintenance program.

Planned program maintenance is a concept of operations that emphasizes preventative maintenance and major repair or cyclical replacement of capital assets before they fail. The long-term advantages are found primarily in the

much improved service provided to customers. Long term, costs are roughly the same or lower than the cost of “fix it when it fails” maintenance. Preventative maintenance is cheaper than crisis repair. Cyclical repair or replacement requires commitment to a capital budget for capital asset maintenance and replacement. If the funds are not available to replace assets at the end of their useful life, the system will revert quickly to a failure-based repair system.

In the short-term, conversion to a planned, program maintenance system will cost more. Crisis repairs will continue to be needed until the capital assets that are past their useful lives are brought up to standards. A complete inventory of major systems, their ages and conditions will need to be prepared. Heating, air-conditioning, roofing, painting, audio visual and other equipment, vehicles, and many other capital items need to be included in the program. Once the program is in place, costs will return to approximately the current level, but instructional down time associated with an equipment failure should be reduced significantly.

9 Establish one or two maintenance sub-stations to reduce travel time and improve productivity.

The current maintenance facility is used to house bench stock, parts, equipment, tools, paint and other materials. It is also the place from which maintenance workers and vehicles are dispatched each day. At least one, and as the district continues to grow eventually two sub-stations, would enable the district to stock essential materials and equipment, park and dispatch vehicles, issue and clear work orders and provide decentralized supervision. The goal is to operate more efficiently, not to duplicate everything in the central maintenance facility. The sub-stations would, however, need computer terminals to access the work order system and would need at least enough supervision to prioritize work and dispatch crews.

10 Ensure that the new administrative computer system is supportable by the vendor and does not become a hybrid system.

As the district converts to the QSS package, great care should be taken to ensure that the district uses only the object code and does not modify the source code. The source code should be held in case there is a default by the vendor, but should not be modified. Any district enhancements should be done outside the system as either front-end or back-end modules. A more effective means of enhancing the system is to convince the vendor to make the changes in the base system for all customers. Often, vendors have users groups or other structures to facilitate changes to the base system.

11 Add support for PC users and a capital replacement plan for computers and other technology.

As the district grows, support of technology will become an increasingly important issue. Schools and offices have acquired a large number of computers and other devices from a variety of vendors and funding sources which create an increasing demand for maintenance, repairs and replacement. There are a variety of mechanisms for maintaining computers including hiring district staff, contractors and various technology consortia. Regardless of the method chosen, increased expenditures in this area seem inevitable.

In addition to repair and support, the district needs a capital replacement program to upgrade and replace computers. This will require some thought as to what kind of obligation the district wishes to assume. Many of the computers were purchased with other than general funds and some were donated. The district will need to establish policies regarding who pays for support and replacement. In the end, a fund should be created to deal with replacement needs generated by breakage and obsolescence. Adoption of a planned program maintenance system would make the costs for repair and replacement more

predictable. The district should also consider setting aside a percentage of the total value of the equipment inventory for repair and replacement.

Appendix 1

Analysis of 95/5

Appendix 2

Analysis of Class Size Reduction

**Review of Cost Of Class Size Reduction
Elk Grove Unified School District**

Scope: The purpose of this review was to validate the calculations performed by Elk Grove Unified School District to estimate the continuing cost and revenue impacts of the Class Size Reduction program. District staff prepared several detailed cost projection models, each using different assumptions, to estimate the impact of implementation of CSR on the total district budget. The calculations provided by the district are attached and serve as a starting point for this review.

Methodology: The methodology employed was to independently verify the accuracy and reasonableness of the assumptions stated in the district models, re-calculate current salary levels, review revenue estimates, and determine whether the district's calculations present a reasonable representation of the cost of Class Size Reduction. In some cases the districts assumptions were used in the review and the findings disclose those instances. Verification data was obtained from the district budget, reports previously provided by the district to the state, and estimates calculated independent of the district calculations.

Critical Assumptions: Several of the assumptions used by the district are critical and need to be tested and verified prior to review of any of the models:

Revenues for CSR: The district has assumed that the 1997/98 revenue per student of \$800 will continue to be un-deficited and outside the base revenue limit calculations. It has also been assumed in all of the models that the current revenue of \$800 per student will be increased to reflect the COLA indicated in the 1998/99 Governor's Budget, an addition of 2.22%, for a revised per student amount of \$818. Only Model 1 assumes future COLA's for CSR. Both of the assumptions (no deficit and COLA added) are reasonable and are included as assumptions for purposes of this review. The addition of future COLA's (Model 1) is very uncertain and should be approached with caution.

The Effect of Inflation: The district has used an implied assumption that all calculations are done in constant dollars; i.e., they ignore the effect of inflation. Some costs are increased to show the effect of scheduled cost increases (step increases, column movement, and bargaining unit contractual salary increases for example), however, these increases are not the result of projecting the effect of inflation (COLA and CPI changes), they are "givens" in current contracts and schedules. Alternatively, the district has added projected state COLA to future revenues in Models 1 and 2. Models 3 and 4 are more conservative in that they do not attempt to project either revenue or cost changes which may result from future COLA/inflation. The combination of these decisions effectively takes inflation out of the equation in Models 3 and 4 and constitutes a reasonable assumption base for computation of the cost of CSR.

H-Step Implementation: The district has committed to adding an additional step at the top of the salary schedule, step H. The addition of this step will increase the cost of certificated salaries as the most senior certificated

staff receive this increase. The district has estimated the cost of implementing this change over 3 years to be approximately \$971,000, net of COLA, in year 3. The J-90 from 1996/97, the latest available, shows approximately 729.99 teachers on step G out of a district total of 1,752 FTE. The distribution is heavily weighted toward senior teachers, 214 teachers are in the highest salary cell. Independent estimates from this data indicate that the district's calculations are accurate and reasonable. Addition of the new step is independent of CSR and does not directly impact the cost of CSR in the short term, however, the upward pressure on the total cost of certificated staff is important and must be considered in any long-term projection of district expenditures.

Employee Benefits: Calculation of the cost of employee benefits is done in current dollars (no inflation adjustment) and is divided into 2 components, a fixed and a variable component. Health benefits, for example, do not vary with the salary of the employee and are shown as a fixed component. The employers share of STRS contributions, OASDI, workers compensation and other employer costs which are based upon a percentage of salary are shown as a variable component. This is a very accurate way of expressing and estimating these costs. The amounts shown in the district calculations represent the district maximum annual contribution from the J-90 and appear to be accurate and reasonable.

Teacher Salary Estimates: The district used an average teacher salary of \$34,419 for years 2 through 4. Using the data reported to the state for 1996/97 as a base, this number would appear to be well below the district's average teacher salary. For 1996/97, the district reported an average teacher salary of \$42,047, and a beginning teacher salary of \$28,356. Given the change in the salary schedule between 1996/97 and 1998/99, the figure used in the estimates is in the first quartile of the salary schedule. Use of this figure would support an assumption that CSR teachers, as a group, are much less senior than the district average. The district has made such an assumption and it is reasonable.

Student Enrollment Projections: The projection of number of students in the lower grades is key to the calculation of CSR costs and revenues. The district has estimated enrollment growth at 5% per year. This rate is slightly lower than the average of the past 5 years, but is within the range of enrollment increases actually experienced. The average increase of 6.7% (K-12 total) includes years in which the increase was more than 10% and years in which the increase was just over 3%. Assumption of a 5% rate of increase appears to be reasonable given the historical bounds of the variance.

The District Models: The district prepared four models, each making a slightly different set of assumptions, yet each of the models shows that over time the districts costs will increase more rapidly than revenues. This is clearly because the district salary schedule has built-in increases for step, column, and the new H-step that put upward pressure on costs even if revenues do not increase. Even in the models that assume that the district receives state COLAs, the salary schedules are enhanced by a percentage amount that exceeds the dollar value of the COLA. In every case, a "status quo" or "status quo plus COLA" assumption results in a growing deficit for the district. Even the rapid growth in enrollment

that the district has seen, and expects to continue to see, is not sufficient to make up for the effect of salary schedule growth, even if the amounts allocated to pay raises is set to zero. The models are very well done and in addition to providing information on CSR which is the subject of this review, the models accurately forecast the need to deal with expenditures which will likely continue to grow faster than revenues.

The Cost of Class Size Reduction: The district assumptions listed above and the alternative models lead to accurate calculations of the actual cost of operation of CSR for Elk Grove USD. The district staff has performed extensive calculations of the long-range impacts of growth, CSR, and salary schedule movement and has considered a variety of possible scenarios. The quality of the analysis is extremely high and the assumptions behind the analysis are well founded. The district representations are reliable and accurate.

Appendix 3

Characteristics for Fast-Growing and Large, Mature District Comparison Sets

Appendix 4

Comparison Districts Used in the Analysis of Student Achievement

Districts Included in the % Minority Comparison Group

COUNTY	DISTRICT
1 ALAMEDA	ALAMEDA CITY UNIFIED
2 ALAMEDA	NEWARK UNIFIED
3 ALAMEDA	SAN LORENZO USD
4 COLUSA	PIERCE JOINT UNIFIED
5 FRESNO	FRESNO USD
6 LOS ANGELES	SOUTH PASADENA USD
7 LOS ANGELES	TEMPLE CITY UNIFIED
8 MERCED	LOS BANOS UNIFIED
9 MONTEREY	MONTEREY PEN USD
10 MONTEREY	NORTH MONTEREY CNTY
11 MONTEREY	PACIFIC UNIFIED
12 ORANGE	TUSTIN UNIFIED
13 RIVERSIDE	ALVORD USD
14 RIVERSIDE	JURUPA UNIFIED
15 RIVERSIDE	PALM SPRINGS UNIFIED
16 RIVERSIDE	PALO VERDE USD
17 RIVERSIDE	RIVERSIDE UNIFIED
18 RIVERSIDE	SAN JACINTO UNIFIED
19 SACRAMENTO	ELK GROVE UNIFIED
20 SAN BERNARDINO	BARSTOW UNIFIED
21 SAN DIEGO	BORREGO SPRINGS USD
22 SAN JOAQUIN	LODI UNIFIED
23 SANTA BARBARA	CARPINTERIA UNIFIED
24 SANTA BARBARA	CUYAMA JOINT UNIFIED
25 SANTA CLARA	SANTA CLARA UNIFIED
26 SOLANO	FAIRFIELD-SUISUN USD
27 STANISLAUS	NEWMAN-CROWS LANDING
28 SUTTER	LIVE OAK UNIFIED
29 TULARE	VISALIA UNIFIED
30 YOLO	WASHINGTON USD

Districts Included in the % LEP Comparison Group

COUNTY	DISTRICT
1 ALAMEDA	ALAMEDA CITY UNIFIED
2 ALAMEDA	EMERY UNIFIED
3 ALAMEDA	NEW HAVEN UNIFIED
4 ALAMEDA	SAN LEANDRO UNIFIED
5 ALAMEDA	SAN LORENZO USD
6 BUTTE	BIGGS UNIFIED
7 COLUSA	MAXWELL UNIFIED
8 CONTRA COSTA	PITTSBURG USD
9 CONTRA COSTA	W CONTRA COSTA USD
10 EL DORADO	LAKE TAHOE USD
11 FRESNO	SANGER UNIFIED
12 GLENN	WILLOWS UNIFIED
13 IMPERIAL	SAN PASQUAL VLY USD
14 KINGS	CORCORAN JOINT USD
15 LOS ANGELES	ARCADIA UNIFIED
16 LOS ANGELES	BELLFLOWER UNIFIED
17 LOS ANGELES	BURBANK UNIFIED
18 LOS ANGELES	COVINA-VALLEY USD
19 LOS ANGELES	CULVER CITY UNIFIED
20 LOS ANGELES	MONROVIA UNIFIED
21 LOS ANGELES	NORWALK-LA MIRADA SD
22 LOS ANGELES	ST MONICA-MALIBU USD
23 LOS ANGELES	TORRANCE UNIFIED
24 LOS ANGELES	WEST COVINA UNIFIED
25 MENDOCINO	FORT BRAGG UNIFIED
26 MENDOCINO	UKIAH UNIFIED
27 MERCED	HILMAR UNIFIED
28 MERCED	LOS BANOS UNIFIED
29 MONO	MAMMOTH UNIFIED
30 MONTEREY	MONTEREY PEN USD
31 NAPA	NAPA VALLEY UNIFIED
32 NAPA	ST. HELENA UNIFIED
33 ORANGE	PLACENTIA-YRBA LINDA
34 RIVERSIDE	ALVORD USD
35 RIVERSIDE	CORONA-NORCO UNIFIED
36 RIVERSIDE	JURUPA UNIFIED
37 RIVERSIDE	MORENO VALLEY USD
38 RIVERSIDE	RIVERSIDE UNIFIED
39 RIVERSIDE	VAL VERDE UNIFIED
40 SACRAMENTO	ELK GROVE UNIFIED
41 SACRAMENTO	RIVER DELTA UNIFIED
42 SAN BENITO	AROMAS/SAN JUAN USD
43 SAN BERNARDINO	COLTON JOINT UNIFIED
44 SAN BERNARDINO	RIALTO USD
45 SAN BERNARDINO	SAN BERNARDINO CITY

46 SAN DIEGO	OCEANSIDE CITY USD
47 SAN JOAQUIN	ESCALON UNIFIED
48 SAN JOAQUIN	LINCOLN UNIFIED
49 SAN JOAQUIN	LINDEN UNIFIED
50 SAN LUIS OBISPO	SHANDON JOINT USD
51 SAN MATEO	CABRILLO UNIFIED
52 SAN MATEO	SOUTH SAN FRANCISCO
53 SANTA CLARA	GILROY UNIFIED
54 SANTA CLARA	SANTA CLARA UNIFIED
55 SANTA CLARA	MILPITAS UNIFIED SD
56 SISKIYOU	BUTTE VALLEY UNIFIED
57 SONOMA	SONOMA VALLEY USD
58 SONOMA	WINDSOR UNIFIED
59 SONOMA	HEALDSBURG UNIFIED
60 SUTTER	YUBA CITY UNIFIED
61 TEHAMA	LOS MOLINOS UNIFIED
62 TULARE	VISALIA UNIFIED
63 VENTURA	MOORPARK UNIFIED
64 YOLO	ESPARTO UNIFIED
65 YOLO	WINTERS JOINT USD

Districts Included in the % AFDC Comparison Group

COUNTY	DISTRICT
1 ALAMEDA	BERKELEY UNIFIED
2 ALAMEDA	HAYWARD UNIFIED
3 BUTTE	BIGGS UNIFIED
4 BUTTE	CHICO UNIFIED
5 BUTTE	PARADISE UNIFIED
6 CONTRA COSTA	JOHN SWETT UNIFIED
7 DEL NORTE	DEL NORTE COUNTY USD
8 FRESNO	COALINGA/HURON JUSD
9 FRESNO	FOWLER UNIFIED
10 FRESNO	KINGS CANYON JUSD
11 FRESNO	LATON JOINT UNIFIED
12 FRESNO	PARLIER UNIFIED
13 FRESNO	SANGER UNIFIED
14 FRESNO	SELMA UNIFIED
15 FRESNO	FIREBAUGH-LAS DELTAS
16 FRESNO	CENTRAL UNIFIED
17 FRESNO	KERMAN UNIFIED
18 FRESNO	MENDOTA UNIFIED
19 FRESNO	GOLDEN PLAINS USD
20 FRESNO	RIVERDALE JUSD
21 HUMBOLDT	SOUTHERN HUMBOLDT SD
22 HUMBOLDT	MATTOLE UNIFIED
23 IMPERIAL	HOLTVILLE UNIFIED
24 KERN	MOJAVE UNIFIED
25 KINGS	CORCORAN JOINT USD
26 KINGS	REEF-SUNSET UNIFIED
27 LAKE	LAKEPORT UNIFIED
28 LASSEN	BIG VALLEY JOINT USD
29 LASSEN	WESTWOOD UNIFIED
30 LASSEN	FORT SAGE UNIFIED
31 LOS ANGELES	AZUSA UNIFIED
32 LOS ANGELES	BALDWIN PARK UNIFIED
33 LOS ANGELES	BASSETT UNIFIED
34 LOS ANGELES	BELLFLOWER UNIFIED
35 LOS ANGELES	DUARTE UNIFIED
36 LOS ANGELES	EL RANCHO UNIFIED
37 LOS ANGELES	MONROVIA UNIFIED
38 LOS ANGELES	NORWALK-LA MIRADA SD
39 LOS ANGELES	SAN GABRIEL UNIFIED
40 MADERA	MADERA UNIFIED
41 MENDOCINO	UKIAH UNIFIED
42 MENDOCINO	WILLITS UNIFIED
43 MENDOCINO	POTTER VLY COMM USD
44 MENDOCINO	LAYTONVILLE UNIFIED
45 MERCED	LOS BANOS UNIFIED

46 MERCED	DOS PALOS ORO LOMA
47 MERCED	DELHI USD
48 MODOC	SURPRISE VALLEY JUSD
49 MODOC	MODOC JOINT UNIFIED
50 MODOC	TULELAKE BASIN JOINT
51 ORANGE	GARDEN GROVE UNIFIED
52 RIVERSIDE	ALVORD USD
53 RIVERSIDE	BEAUMONT UNIFIED
54 RIVERSIDE	DESERT CENTER USD
55 RIVERSIDE	DESERT SANDS USD
56 RIVERSIDE	HEMET UNIFIED
57 RIVERSIDE	JURUPA UNIFIED
58 RIVERSIDE	MORENO VALLEY USD
59 RIVERSIDE	PALM SPRINGS UNIFIED
60 RIVERSIDE	RIVERSIDE UNIFIED
61 RIVERSIDE	COACHELLA VALLEY USD
62 RIVERSIDE	VAL VERDE UNIFIED
63 SACRAMENTO	ELK GROVE UNIFIED
64 SACRAMENTO	FOLSOM-CORDOVA USD
65 SACRAMENTO	SAN JUAN USD
66 SACRAMENTO	NATOMAS USD
67 SAN BERNARDINO	BARSTOW UNIFIED
68 SAN BERNARDINO	BEAR VALLEY UNIFIED
69 SAN BERNARDINO	COLTON JOINT UNIFIED
70 SAN BERNARDINO	FONTANA UNIFIED
71 SAN BERNARDINO	REDLANDS UNIFIED
72 SAN BERNARDINO	RIALTO USD
73 SAN BERNARDINO	HESPERIA UNIFIED
74 SAN DIEGO	MOUNTAIN EMPIRE USD
75 SAN DIEGO	SAN DIEGO CITY UNIFI
76 SAN DIEGO	WARNER UNIFIED
77 SAN FRANCISCO	SAN FRANCISCO USD
78 SANTA BARBARA	LOMPOC UNIFIED
79 SANTA CLARA	SAN JOSE USD
80 SHASTA	FALL RIVER JOINT USD
81 SOLANO	VALLEJO CITY UNIFIED
82 STANISLAUS	CERES UNIFIED
83 TEHAMA	LOS MOLINOS UNIFIED
84 TULARE	CUTLER-OROSI/JNT UNI
85 TULARE	LINDSAY UNIFIED
86 TULARE	VISALIA UNIFIED
87 YOLO	WOODLAND JOINT USD

Districts Included in the Comparison Group Matched on % Minority, LEP, & AFDC

COUNTY	DISTRICT
1 MERCED	LOS BANOS UNIFIED
2 RIVERSIDE	ALVORD USD
3 RIVERSIDE	JURUPA UNIFIED
4 RIVERSIDE	RIVERSIDE UNIFIED
5 SACRAMENTO	ELK GROVE UNIFIED
6 TULARE	VISALIA UNIFIED