

PRESENTATION TO THE SAN MATEO-FOSTER CITY SCHOOL DISTRICT BOARD OF TRUSTEES

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February 13, 2020

AUDIT PROCESS: JUNE 2019-JANUARY 2020

- **INITIATION OF STUDY**

- The study was initiated at the request of the Superintendent and the Assistant Superintendent, Student Services

- **PURPOSE OF STUDY**

- Identify programmatic and fiscal needs
- Develop recommendations to serve as a basis for a three to five-year improvement plan

- **RECOMMENDATIONS**

- Vision Procedures/Compliance
- Staffing Fiscal
- Communication
- Curriculum/Professional Development

- **REVIEW OF SPECIAL EDUCATION EXPENDITURES AND REVENUE**

INTERVIEW PROCESS

The information utilized for this report was compiled from 6 site visitations and 69 interviews completed over 10 days. Staff included:

- Superintendent
- Assistant Superintendent of Student Services
- Assistant Superintendent of Education Services
- Assistant Superintendent of Human Resources
- Director of Human Resources
- Chief Business Officer
- Director of Business Services
- Director of Special Education
- Program Coordinator of Special Education
- Program Specialists (5)
- Certificated Union Representative
- Classified Union Representative
- SELPA Director
- Principals (6)
- Assistant Principals (3)
- Special Day Class Teachers (SDC) (6)
- Resource Specialists (RSP) (8)
- General Education Teachers (7)
- Speech Language Therapists (3)
- Occupational Therapists (3)
- Physical Therapist
- Psychologists (5)
- Paraprofessionals and Administrative Assistants (4)
- Parents (6)
- Special Education Leadership Team Members (6)

RECOMMENDATIONS

VISION

- Continue work of the Special Education Advisory Committee SEDAC in developing a mission and vision for the collaborative work with the District
- Develop a vision and plan for implementation of inclusionary practices including representatives from all teaching and administrative levels as well as parents
- Develop and review with staff of each school site an action plan to increase inclusion

RECOMMENDATIONS

STAFFING

- Consider adding another Administrative Assistant and assigning one of the 4 to the Director of Special Education to be her Administrative Assistant
- Evaluate caseloads of psychologists as well as how many open assessments each psychologist has to complete
- Consider establishing a lead Occupational Therapist and Speech Language Pathologist
- Utilize District mentor programs or “buddy” systems for new teachers/administrators
- Move the offering of private agency contracts from the Special Education department to Human Resources

RECOMMENDATIONS

STAFFING CONT'D

- Consider providing additional staff, with special education knowledge, at sites with ADA less than 600 which house a larger than average number of SDC programs
- Analyze assignments for Program Specialists to determine if assignments need to be re-distributed and equalized
- Review and adjust job description for Program Specialists and share district-wide
- Consider hiring an additional Program Coordinator
- Consider hiring an Inclusion Specialist for the District
- Consider establishing co-teaching classrooms as an inclusion strategy

RECOMMENDATIONS

COMMUNICATION

- Provide paraeducators with background information about assigned students before beginning the work assignment
- Utilize a clear “chain of command” for staff to follow when issues arise
- Utilize the list of “whom to contact” as well as a clear definition of district staffs’ duties and distribute widely
- Establish an agreed upon response time ‘window’ for emails and phone calls
- Make an effort to be more visible in the field by doing more site visitations
- Continue holding district office inter-departmental, “discipline” group, and Leadership Team meetings with agreed upon agendas and problem solve solutions to concerns expressed by stakeholders
- Establish informal meetings with union representatives to discuss and problem solve issues which are not negotiation specific

RECOMMENDATIONS

CURRICULUM/PROFESSIONAL DEVELOPMENT

- Provide training to teachers regarding tiered interventions/MTSS
- Have School Nurse Team provide training to paraeducators on medically related procedures, as well as lifting and transferring procedures
- Provide parents with training regarding their rights and the IEP process
- Utilize Sped Leadership Team to evaluate the curricula implemented at sites
- Choose a consistent curriculum and provide training on its implementation; focus on providing explicit reading and language arts instruction
- Provide training on differentiating between language vs. disability issues and develop second language intervention programs which can be implemented prior to referring for special education assessments

RECOMMENDATIONS

CURRICULUM/PROFESSIONAL DEVELOPMENT CONT'D

- Offer in-house courses or units to help teachers become certified and provide test preparation for teachers to be able to pass certification exams
- Provide staff development for site principals and general education teachers regarding special education issues
- Utilize Sped Leadership Team to conduct a needs assessment and develop staff development training on: Section 504, accommodations, modifications, Universal Design for Learning, tiered interventions, behavior management, social skills instruction (e.g., Circle of Friends, facilitated play groups)
- Plan staff development activities for general education and special education staff regarding special education issues especially those related to Inclusion
- Train staff to calculate minutes of general education inclusion which could impact LRE findings

RECOMMENDATIONS

CURRICULUM/PROFESSIONAL DEVELOPMENT CONT'D

- Provide training for teachers on how to accommodate and modify programs for students with exceptional needs
- Provide de-escalation training as well as analyze the need for additional support staff who can develop behavioral management systems, conduct Functional Behavioral Assessments and develop Behavioral Intervention Plans
- Plan time for general education and special education teachers to collaborate, discuss differentiation of instruction, and ways to prepare students for assessment
- Consider two additional days for mandatory training for teachers and paraeducators
- Conduct disability awareness training for students and establish a “peer buddy” system to assist included students
- Consider contacting an inclusion expert to provide training in Inclusion
- Plan training on a variety of Alternative Dispute Resolution strategies particularly Facilitated IEPs

RECOMMENDATIONS

PROCEDURES/COMPLIANCE

- Develop a Special Education Procedural Manual to address the need for consistency in procedures in all disciplines, as well as compensatory services
- Work with middle school RSPs to ensure that provision of service is based on child's needs rather than age of student or periods of service needed
- If RSP caseload goes above 28 make sure a CDE waiver is filed
- Closely monitor caseloads to make sure they do not surpass contract limits and if so, respond in a timely manner
- Provide careful review of paraeducators' timesheets and ensure that they are paid appropriately for extra time
- Share "all call" process District-wide to deal with elopement issues at school sites
- Clarify when 'in-house' suspensions are considered reportable suspensions
- Develop desk manuals for all Administrative Assistant positions
- Have Districts' attorney develop a template for developing compliant IEPs

RECOMMENDATIONS

PROCEDURES/COMPLIANCE CONT'D

- Develop procedures as well as Administrative and Teacher Procedural Manuals for key issues in Special Education
- Monitor the implementation of the PIR Plan to address the non-compliant findings in ELA and Math achievement as well as the disproportionate findings of identification of Hispanic students with ED
- Maintain district policies and procedures that reflect LRE requirements
- Analyze the assessments of Hispanics for ED eligibility to determine if the finding of eligibility is appropriate and whether the primary language has interfered with appropriate eligibility decisions
- Develop a continuum of services including additional supports for students with ED needs
- Ensure a full continuum of services is available, regardless of changes in service delivery models
- Have District's attorney continue to provide training on developing compliant IEPs and review common procedural and timeline mistakes
- Develop policy and procedures related to Parentally Placed Private School students as well as a tracking system for students and fiscal expenditures

RECOMMENDATIONS

FISCAL

- Conduct periodic salary comparison studies with surrounding districts
- Consider creating a separate pay schedule for Related Services Personnel (i.e. Speech/Language, OT, PT)
- Establish a tuition-service program for Speech/Language Specialists with colleges/universities
- Utilize the District reimbursement process for materials/supplies for staff
- Consider possibility of providing signing bonuses to new teachers as well as allowing new staff members to apply all work experience (both public and private) to salary schedule upon hiring
- Compile successful strategies for full inclusion and complete fiscal analysis for implementation

STUDENTS SERVED IN SPECIAL EDUCATION

Table 1 Calculation of December 1 Special Education Pupil Count as a Percentage of SMFC CALPADS Count

School Year	CALPADS	Special Education	Special Education % of CALPADS
2002 - 03	10,087	1,174	11.64%
2003 - 04	10,069	1,314	13.05%
2004 - 05	10,013	1,062	10.61%
2005 - 06	9,935	1,028	10.35%
2006 - 07	9,996	1,090	10.90%
2007 - 08	10,079	1,121	11.12%
2008 - 09	10,342	1,173	11.34%
2009 - 10	10,614	1,126	10.61%
2010 - 11	10,904	1,056	9.68%
2011 - 12	11,204	987	8.81%
2012 - 13	11,456	905	7.90%
2013 - 14	11,705	932	7.96%
2014 - 15	11,858	887	7.48%
2015 - 16	11,977	961	8.02%
2016 - 17	11,970	939	7.84%
2017 - 18	11,837	1,034	8.74%
2018 - 19	11,724	1,089	9.29%
Difference	1,637	-85	
% Difference	16.23%	-7.24%	

Table 2 Comparison of December 1 SMFC Significant Disability Counts and Autism Counts to Total Special Education Pupil Count

School Year	Total Special Education Count	Total Significant Disability Count	Significant Disability %	Autism Count	Autism % of Total Count
2002 - 03	1,174	98	8.35%	33	2.81%
2003 - 04	1,314	122	9.28%	54	4.11%
2004 - 05	1,062	120	11.30%	58	5.46%
2005 - 06	1,028	159	15.47%	76	7.39%
2006 - 07	1,090	173	15.87%	90	8.26%
2007 - 08	1,121	210	18.73%	119	10.62%
2008 - 09	1,173	227	19.35%	125	10.66%
2009 - 10	1,126	215	19.09%	126	11.19%
2010 - 11	1,056	211	19.98%	117	11.08%
2011 - 12	987	213	21.58%	116	11.75%
2012 - 13	905	243	26.85%	132	14.59%
2013 - 14	932	255	27.36%	152	16.31%
2014 - 15	887	249	28.07%	152	17.14%
2015 - 16	961	283	29.45%	166	17.27%
2016 - 17	939	267	28.43%	171	18.21%
2017 - 18	1,034	302	29.21%	199	19.25%
2018 - 19	1,089	334	30.67%	218	20.02%
Difference	-85	236		185	
% Difference	-7.24%	240.82%		560.61%	
Significant disability count includes all disabilities except language & speech, other health impaired and learning disabilities.					

- The district is somewhat unique in that the percentage of students served in special education declined over the 17-year period from 11.64% to 9.29%. During the same time period, the total state special education percentage of students served increased from 10.81% to 12.85 %.
- During the same period, the count of students with significant disabilities increased by 236 and the percentage of total count increased from 8.35% to 30.67%. Statewide the percentage of total increased from 14.67% to 28.39%.

SPECIAL EDUCATION EXPENDITURE AND REVENUE COMPARISON

- There are three sources of special education funding: State, Federal and General Fund
- State and Federal funds are a fixed sum allocated each school year. The General Fund always covers the remaining cost
- Total SMFC special education costs increased by \$7.68M over the nine-year period
- Total State and Federal revenue increased by only \$1.24M
- The general fund contribution increased by \$6.45M
- The SMFC general fund percentage of total expenditures in all school years was higher than the statewide percentage

Expenditure Comparison							
Goal	5001	5060	5730	5750	5770	7141 - 42	
	Program		Severe		Program		Total
School Year	Unspecified	Specialist	Preschool	Low Incidence	Nonsevere	Payments	Expenditures
2018 - 19	\$ 2,143,551	\$ 611,300	\$ 1,779,202	\$ 2,736,990	\$ 16,488,576	\$ 998,315	\$ 24,757,933
2017 - 18	\$ 4,518,910	\$ 603,122	\$ 1,540,782	\$ 2,700,707	\$ 15,645,194	\$ 1,208,581	\$ 26,217,297
2016 - 17	\$ 3,110,973	\$ 511,644	\$ 1,360,257	\$ 3,487,763	\$ 13,523,263	\$ 1,433,822	\$ 23,427,722
2015 - 16	\$ 4,814,247	\$ 480,877	\$ 1,025,830	\$ 4,473,288	\$ 11,262,881	\$ 1,235,106	\$ 23,292,230
2014 - 15	\$ 2,929,194	\$ 473,390	\$ 948,471	\$ 4,431,352	\$ 10,009,433	\$ 1,651,628	\$ 20,443,468
2013 - 14	\$ 2,403,312	\$ 337,493	\$ 772,589	\$ 3,516,204	\$ 9,425,212	\$ 1,717,236	\$ 18,172,046
2012 - 13	\$ 1,638,561	\$ 316,575	\$ 793,680	\$ 3,403,538	\$ 9,335,345	\$ 1,611,310	\$ 17,099,010
2011 - 12	\$ 1,552,301	\$ 106,144	\$ 680,494	\$ 3,203,196	\$ 9,614,263	\$ 1,554,553	\$ 16,710,950
2010 - 11	\$ 2,034,598	\$ 8,535	\$ 769,585	\$ 3,560,828	\$ 9,432,617	\$ 1,274,452	\$ 17,080,614
Difference	\$ 108,953	\$ 602,765	\$ 1,009,617	\$ (823,838)	\$ 7,055,959	\$ (276,137)	\$ 7,677,319
% Change	5.36%	7062.42%	131.19%	-23.14%	74.80%	-21.67%	44.95%
Revenue Comparison							
School Year	AB 602	Mental Health	Local Assistance	Local Asst Private School	Local Staff Development	Federal Preschool	Preschool Local Entitlement
2018 - 19	\$ 5,568,527	\$ 249,326	\$ 1,940,058	\$ 31,897		\$ 60,217	\$ 187,560
2017 - 18	\$ 5,602,680	\$ 249,489	\$ 1,938,308	\$ 37,156		\$ 60,217	\$ 187,560
2016 - 17	\$ 5,590,663	\$ 192,935	\$ 1,973,880	\$ 16,432		\$ 61,084	\$ 193,008
2015 - 16	\$ 5,529,516	\$ 26,775	\$ 1,956,680	\$ 13,326		\$ 57,728	\$ 116,690
2014 - 15	\$ 5,305,757	\$ 31,611	\$ 1,863,304	\$ 14,101		\$ 77,047	\$ 143,291
2013 - 14	\$ 5,142,728	\$ 5,601	\$ 1,847,690	\$ 10,265	\$ -	\$ 70,859	\$ 131,784
2012 - 13	\$ 4,791,469	\$ 55,256	\$ 1,888,981	\$ 13,493	\$ 4,005	\$ 74,498	\$ 151,241
2011 - 12	\$ 4,724,374	\$ 54,849	\$ 1,872,355	\$ 19,709	\$ 3,975	\$ 79,206	\$ 151,666
2010 - 11	\$ 4,679,602		\$ 1,856,612	\$ 18,566	\$ 4,037	\$ 80,974	\$ 154,360
Difference	\$ 888,925	\$ 194,477	\$ 83,446	\$ 13,331	\$ (4,037)	\$ (20,757)	\$ 33,200
% Change	19.00%	354.57%	4.49%	71.80%	-100.00%	-25.63%	21.51%
School Year	Preschool Staff Development	One-time Preschool	Total State & Federal Revenue	General Fund Contribution	General fund % of Total Expenditures	State Percentage	
2018 - 19	\$ 692		\$ 8,038,277	\$ 16,719,656	67.53%		
2017 - 18	\$ 692		\$ 8,076,103	\$ 18,141,193	69.20%	65.88%	
2016 - 17	\$ 688		\$ 8,028,689	\$ 15,399,033	65.73%	64.45%	
2015 - 16	\$ 682		\$ 7,701,396	\$ 15,590,833	66.94%	61.80%	
2014 - 15	\$ 897		\$ 7,436,008	\$ 13,007,460	63.63%	58.92%	
2013 - 14	\$ 825	\$ 5,601	\$ 7,215,353	\$ 10,956,693	60.29%	55.85%	
2012 - 13	\$ 816		\$ 6,979,758	\$ 10,119,251	59.18%	52.52%	
2011 - 12	\$ 967		\$ 6,907,101	\$ 9,803,849	58.67%	52.15%	
2010 - 11	\$ 1,810		\$ 6,795,961	\$ 10,284,653	60.21%	52.71%	
Difference	\$ (1,118)	\$ -	\$ 1,242,316	\$ 6,435,003			
% Change	-61.76%		18.28%	62.57%			

REVIEW OF EXPENDITURES

Table 5 Comparison of SMFC Expenditures by SACS Object Code							
	<u>1000-1999</u>	<u>2000-1999</u>	<u>3000-3999</u>	<u>4000-4999</u>	<u>5000-5999</u>	<u>6000-6999</u>	
	Certificated	Classified	Employee	Books &	Services	Capital	Total
<u>School Year</u>	<u>Salaries</u>	<u>Salaries</u>	<u>Benefits</u>	<u>Supplies</u>	<u>Expenditures</u>	<u>Outlay</u>	<u>Expenditures</u>
2018 - 19	\$ 6,134,527	\$2,722,264	\$3,112,570	\$ 84,308	\$ 11,697,594	\$ 8,355	\$ 23,759,618
2017 - 18	\$ 5,742,787	\$2,800,688	\$3,271,733	\$ 47,484	\$ 10,717,984		\$ 22,580,675
2016 - 17	\$ 5,496,881	\$2,544,491	\$3,153,253	\$ 47,196	\$ 8,208,299		\$ 19,450,120
2015 - 16	\$ 5,529,298	\$2,631,411	\$3,062,849	\$ 41,495	\$ 6,432,216		\$ 17,697,269
2014 - 15	\$ 5,639,832	\$2,509,963	\$2,712,914	\$ 98,960	\$ 5,113,331	\$ 175,157	\$ 16,250,157
2013 - 14	\$ 5,004,046	\$2,288,171	\$2,394,577	\$ 149,532	\$ 4,649,598		\$ 14,485,924
2012 - 13	\$ 4,983,869	\$2,212,237	\$2,298,449	\$ 111,352	\$ 4,717,715		\$ 14,323,623
2011 - 12	\$ 4,611,496	\$2,109,596	\$2,409,175	\$ 136,557	\$ 4,835,504		\$ 14,102,328
2010 - 11	\$ 4,718,793	\$2,414,107	\$1,983,238	\$ 98,400	\$ 4,929,927	\$ 14,652	\$ 14,159,115
Difference	\$ 1,415,734	\$ 308,157	\$1,129,333	\$ (14,092)	\$ 6,767,667	\$ (6,296)	\$ 9,606,799
% Change	30.00%	12.76%	56.94%	-14.32%	137.28%	-42.97%	67.85%

- The SACS object field classifies expenditures according to the types of items purchased or services obtained.
- Expenditures were compared by Object code for the nine-year period.
- The largest increase in cost was for the 5000 Services Object series with an increase of \$6.77 million.
- Object 5000 expenditures capture non-salary costs and include contract services.
- In 2018-19 Object 5000 expenditures were 49.23% of total special education expenditures.

REVIEW OF EXPENDITURES

	Travel &	NPS/NPA	Transportation	Special Ed	Other	Psychologist			
	Conference	Contracts	Contracts	SDC RSP	Special Ed	Nurse	School	Instructional	Total
<u>School Year</u>	<u>Conference</u>	<u>Contracts</u>	<u>Contracts</u>	<u>Classes</u>	<u>Services</u>	<u>Services</u>	<u>Administration</u>	<u>Supervision</u>	<u>Expenditures</u>
2018 - 19	\$ 18,455	\$ 2,673,579	\$ 1,786,426	\$ 4,065,171	\$ 1,680,307	\$ 1,171,725	\$ 291,955	\$ 9,975	\$ 11,697,594
2017 - 18	\$ 18,616	\$ 5,119,871	\$ 1,623,342	\$ 1,448,183	\$ 1,533,548	\$ 672,715	\$ 301,110	\$ 600	\$ 10,717,984
2016 - 17	\$ 16,514	\$ 3,757,862	\$ 1,443,827	\$ 590,795	\$ 1,303,882	\$ 782,644	\$ 312,164	\$ 610	\$ 8,208,299
2015 - 16	\$ 17,009	\$ 2,630,795	\$ 1,358,089	\$ 263,269	\$ 1,326,520	\$ 661,039	\$ 174,895	\$ 600	\$ 6,432,216
2014 - 15	\$ 17,616	\$ 3,682,491	\$ 1,239,755	\$ 700	\$ 10	\$ 35	\$ 172,724		\$ 5,113,331
2013 - 14	\$ 11,512	\$ 3,247,766	\$ 1,171,835	\$ (108,920)	\$ -	\$ -	\$ 327,405		\$ 4,649,598
2012 - 13	\$ 10,989	\$ 3,094,260	\$ 1,155,533	\$ 1,183	\$ 70,721	\$ -	\$ 385,029		\$ 4,717,715
2011 - 12	\$ 10,502	\$ 3,238,654	\$ 1,059,973	\$ 20,546	\$ 31,000	\$ 19,657	\$ 455,172		\$ 4,835,504
2010 - 11	\$ 14,034	\$ 3,381,058	\$ 1,152,125	\$ 81,523	\$ 80,000	\$ -	\$ 221,187		\$ 4,929,927
Difference	\$ 4,421	\$ (707,479)	\$ 634,301	\$ 3,983,648	\$ 1,600,307		\$ 70,768		\$ 6,767,667
% Change	31.50%	-20.92%	55.05%	4886.52%	2000.38%		31.99%		137.28%

- The SACS Function code describes the activities or services performed to accomplish a set of objectives or goal.
- The most significant Function activity increase was \$3.99 million for the cost of employing SDC and RSP teachers from agencies.
- Agency employment for other special education services including language and speech and occupational therapy began in 2015-16 with the cost increasing by \$350,000 over the four-year period. It was the same pattern for employment of nurses and psychologists.
- Transportation costs increased by \$634,000 over the nine years.

REVIEW OF EXPENDITURES

Comparison of Special Education Costs per Pupil and Percentage of Total District Costs				
2018 - 19				
	SMFC	Evergreen School Dist	Roseville City	Fullerton School Dist
Total Special Education Costs	\$ 24,757,933	\$ 14,732,738	\$ 24,528,066	\$ 28,061,969
Pupil Count	1,087	910	1,471	1,568
Average Cost per Pupil	\$ 22,776.39	\$ 16,189.82	\$ 16,674.42	\$ 17,896.66
Total District Expenditures	\$136,681,781	\$ 115,112,630	\$ 112,743,534	\$ 146,916,754
Special Ed Percentage of Total Expenditures	18.11%	12.80%	21.76%	19.10%

- SMFC was compared to three elementary school districts of similar size.
- The average special education cost per pupil was at least \$4,900 higher than the three comparison districts.
- The SMFC special education cost as a percentage of total district cost was higher than one district, similar to a second district and less than the third district.

Comparison of 2018 - 19 SACS Object 5000 Code Expenditures by Function Code									
				Special Ed	Other	Psychologist			
	Travel &	NPS/NPA	Transportation	SDC RSP	Special Ed	Nurse	School	Instructional	Total
District	Conference	Contracts	Contracts	Classes	Services	Services	Administration	supervision	Expenditures
SMFC	\$ 18,455	\$2,673,579	\$ 1,786,426	\$ 4,065,171	\$1,680,307	\$1,171,725	\$ 291,955	\$ 9,975	\$ 11,697,594
Evergreen Sch Dist	\$ 7,784	\$ 868,182		\$ 1,100		\$ 656,535		\$ 51,182	\$ 1,584,782
Roseville City	\$ 38,099	\$ 690,831	\$ 846,675	\$ 10,825	\$ 569,187	\$ 262,796	\$ 17,120		\$ 2,435,532
Fullerton Sch Dist	\$ 48,980	\$ 836,448	\$ 2,162,206	\$ 150	\$ 268,742	\$ 274,966		\$ 230,514	\$ 3,822,006

- A comparison of the special education costs by Object code indicated SMFC had a much higher 5000 Object code cost.
- A comparison of 5000 Object code costs by Function code indicated the difference was due to the large SMFC nonpublic school cost and the cost of hiring teaching staff through agencies.

NEXT STEPS

- **Share Results to Develop Action Plan**

1. **Share with Special Ed Leadership Team, SEDAC Leadership Team, District Leadership, and SELPA**
2. **Prioritize Recommendations with Stakeholders**
3. **Set Timelines, Determine Resources and Assign Responsibilities**
4. **Create Communication Plan for All Stakeholders**
5. **Provide Update to Board in March 2020**

QUESTIONS?