



OAKLAND UNIFIED
SCHOOL DISTRICT

Community Schools, Thriving Students



Community Schools, Thriving Students

A Five Year Strategic Plan

Summary Report • Version 2.0
www.thrivingstudents.org

Oakland Unified School District
June 2011

VISION

All students will graduate from high school. As a result, they are caring, competent, and critical thinkers, fully-informed, engaged and contributing citizens, and prepared to succeed in college and career.

MISSION

Oakland Unified School District is becoming a Full Service Community District that serves the whole child, eliminates inequity, and provides each child with excellent teachers for every day.

GOAL AREAS

Every student in the Oakland Unified School District will:

- Attend a SAFE, HEALTHY, and SUPPORTIVE SCHOOL, that collaborates with civic and community partners to reduce violence in the community and schools, thereby creating secure campuses where a culture of calm prevails.
- Learn the knowledge, skills, and abilities to be PREPARED for SUCCESS in COLLEGE and CAREERS when they graduate from high school, to ensure that they can read, write, speak, think critically, and reason mathematically for post-secondary success.
- Have HIGH QUALITY and EFFECTIVE INSTRUCTION with excellent teachers for every day of the school year.

The Oakland Unified School District will:

- Become a FULL SERVICE COMMUNITY DISTRICT that is in service of and fully supporting the success of community schools and thriving students.
- Be ACCOUNTABLE for HIGH QUALITY for its schools and in its work across the organization.

INITIATIVES & FOCUS

From the engagements of 2010-2011’s task forces and other efforts, OUSD developed a set of recommendations to guide the future work across district departments, community partners, and educational stakeholder and leaders. These initiatives and bodies of work are bold and collaborative, asking all of us to work in right relationships and in new ways to reach our vision.

LANDMARKS

As stakeholders on the Board, in the district, at schools, and in the community, each of us can mark our work and progress by looking at the “landmarks,” key stops in our journey towards our vision and destination.

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Superintendent's Letter to Oakland Community, May 2011

In June of 2010 I invited you to help us craft a five year strategic plan. I am writing now to thank you for your time, work, and leadership that produced the plan that follows this letter.

Our efforts in the Oakland Unified School District (OUSD) are now clearly focused on serving all of our children in every neighborhood by providing high quality community schools where children, adults, and community thrive. We are committed to creating, and sustaining, a district of community schools capable of supporting the unique needs of each child while creating caring school communities that link every Oakland neighborhood. We believe that each child in Oakland must be ready to succeed in college and careers that lead them to healthy and happy lives. The OUSD school board believes that Oakland must become a city known for how well our children are cared for and how well they are educated. We have a great legacy and we acknowledge and honor past efforts to serve children. We also know we have a long way to go to become the public school district and city all our children need today for a secure and healthy future tomorrow.

It's with these beliefs that we engage in creating a Full Service Community District filled with Full Service Community Schools, in which schools act as resource and service hubs that connect with local partners to help build healthy and vibrant schools and communities.

I believe all children are filled with light, fire, and wonder. Every child needs nurturing and care for their light to brightly shine, their fire to passionately burn, and their wonder to continually expand.

The joyful learning and laughter of children woven into focused performance and the achievement of meaningful outcomes must become our common expectation for each child in Oakland. Adults have to see, and expect to see, this from every child.

Fortunately, we have successes to build on. We have thriving children in some wonderful schools in Oakland. OUSD has been improving steadily and has improved faster than all other urban districts in California over the past six years. The growth is good. The work in schools and the support from our community is worth celebrating. OUSD, working with community partners and city programs has produced wonderful places where the academic and social success of children is seen and celebrated locally and across our nation. Oakland is home to distinguished schools, national blue ribbon winners, and individual students who are performing at the highest levels. Oakland's teachers and school staff are leading the way forward to equity and excellence for all. These examples of success come as the result of shared commitment, hard work, and focus on the needs of children.

However, we have not met the needs of all children and we do not have high quality schools in every neighborhood. African American, Latino, and English Language Learning students, as well as our students who live in poverty, do not have access to opportunities that other children in Oakland have. Our city remains divided by predictable patterns of low performance, high incidence of violence, and lack of connection. In our current system some individuals have easy access to opportunity while others in



Oakland have limited access to opportunity due to where they live. This is not acceptable and not healthy for our community as a whole. We must engage in new ways that connect individuals, communities, and institutions together with the understanding that our fates in Oakland are linked. If parts of Oakland are suffering, all of Oakland is suffering.



We are in a time of extreme fiscal and community struggle. The level of funding our public school children receive in California is now among the lowest in the United States. Our efforts to build community and to ensure all children have access to high quality public schools in the neighborhoods where they live is severely limited by current economic conditions. For Oakland to achieve the success we all want for our children, families, residents, community-based organizations, and businesses must engage new work that transforms all of our existing relationships and aligns our efforts toward our shared goal of healthy and educated children.

In July of 2009 OUSD began a seven year, four phase effort to ensure that every child in Oakland has both access to quality schools in every neighborhood and the support the child and family needs to achieve academically and socially. The plan that follows this letter describes our efforts to create a public school system that works with citizens and institutions to coordinate, align, and leverage resources for the well-being of Oakland's children and families. We see a city where people are asking themselves, "As a result of my actions: How many more Oakland children are graduating from high school? How many more Oakland children are attending school 95% or more? How many more students have meaningful internships and/or paying jobs? And, how many more Oakland children have access to, and use, the health services they need?" OUSD sees a city where children are thriving and innovating. Oakland can lead the movement where youth leaders are change agents and community planners. Public education must continue to push for the common good. I believe thoughtful informed young people are the only hope for a healthy democracy and a sustainable future.

Oakland's children need us to see and nurture their light, fire, and wonder! I trust us to do what it takes to see and nurture every child in our city.

Together:

We are focused. We are determined. We will persevere.

For our children,



Tony Smith,
Superintendent

OVERVIEW: Community Schools, Thriving Students

Problem Statement

In recent years, the Oakland Unified School District (OUSD) underwent major transformations, from opening new small schools, to increasing learning opportunities after school and during the summer, to expanding health care offerings to students. Because of these changes OUSD became the most improved urban school district in the state of California.

Important as these efforts and results have been for many students and families, we continue to under-serve a significant proportion of our youth, namely our African American, Latino, and English Language Learning students, as well as our students who live in poverty, as just a sampling of statistics show:

- African American and Latinos graduate from OUSD high schools at a rate of 54% and 56%, respectively, compared with 79% for Asian Americans and 75% for white students.
- According to CST data, only 30% of Oakland's African American 3rd graders score proficient in English Language Arts. By the 8th grade, that rate is only 15%.
- On the California High School Exit Exam taken in 10th grade, only 24% of African American and 26% of Latino students passed the English Language Arts section in 2010, compared with 51% of Asian Americans and 78% of white students. On the same test in math, 17% of African Americans and 27% of Latinos passed, compared with 66% of Asian Americans and 73% of white students.

These inequities prevail outside the school experience, too. As we shared in the Strategic Framework we adopted in June, 2010, we noted that, specifically, an African American child born in West Oakland is:

- One and a half times more likely to be born premature
- Seven times more likely to be born into poverty
- Two and half times more likely to be behind in vaccinations
- Four times less likely to read at grade level by Grade 4
- Likely to live in a neighborhood with two times the concentration of liquor stores and more fast food outlets
- More than five and half times more likely to drop out (or be pushed out) of school

As an adult, he will be five times more likely to be hospitalized for diabetes, two times as likely to die of heart disease, three times more likely to die of stroke, and two times as likely to die of cancer. Born in West Oakland, an African American child can expect to die almost fifteen years earlier than a white child born in the Oakland Hills.

In recognition of the need to intensify our efforts to close the opportunity gap for our students, the district's strategic vision -- unanimously approved by Oakland's Board of Education -- called for OUSD to become a Full Service Community Schools District.

Community Schools — A Model for Change

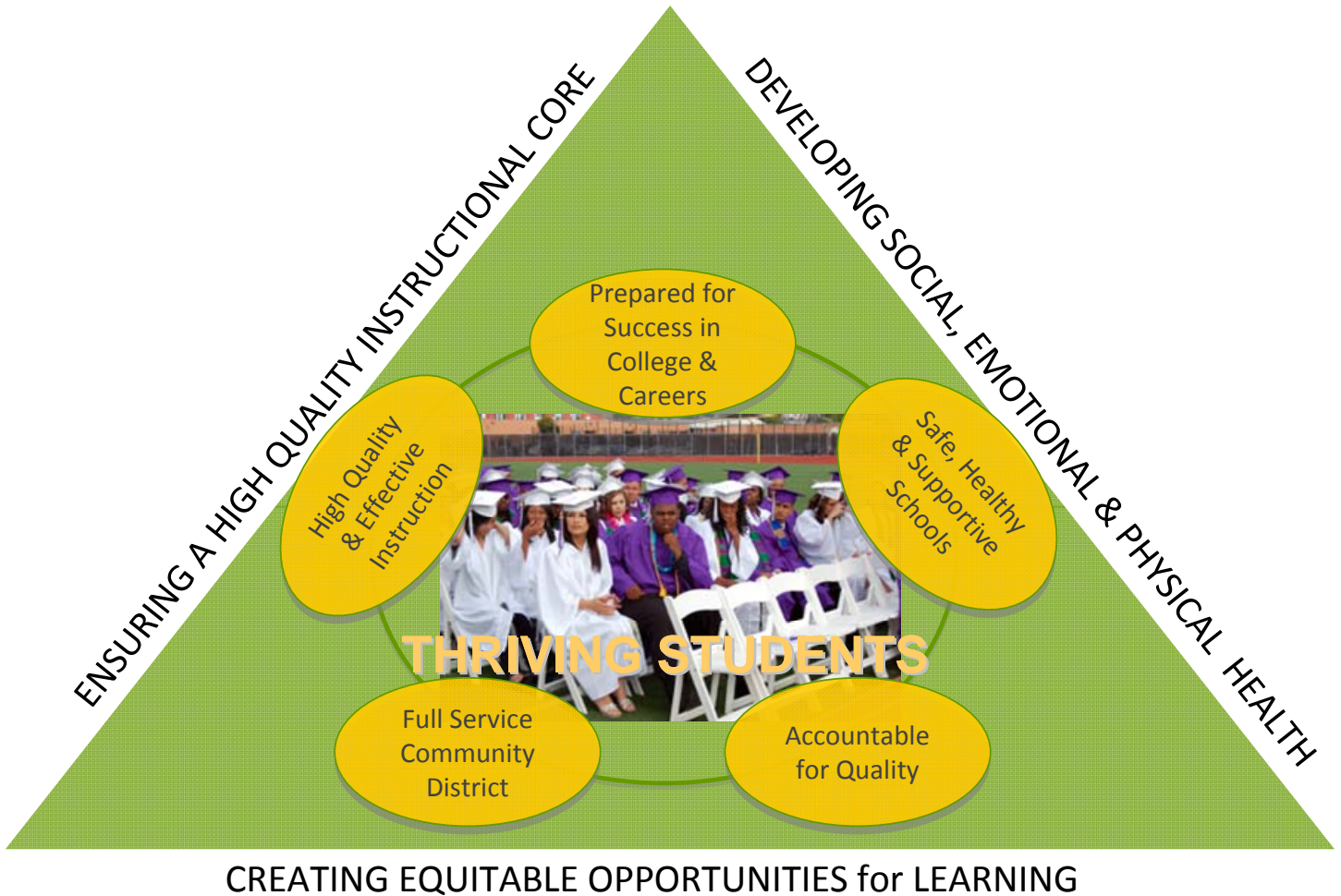
*A Community School is a strategy for organizing the resources of the community around student success. It is both a place and a set of partnerships between the school and other community resources. Its integrated focus on academics, services, supports and opportunities leads to improved student learning, stronger families and healthier communities. Schools become centers of the community and are open to everyone ... These Community Schools are based on a “**developmental triangle**,” which calls for a strong instructional program, expanded learning opportunities through enrichment, and services designed to remove barriers to students' learning and healthy development, so that they can thrive academically and socially.*

—The Children's Aid Society

We want to develop each Oakland public school into a Full Service Community School (FSCS). We built our model by looking at the Children's Aid Society “developmental triangle” to ground the district's strategic planning in the national work of community

schools. To begin, we placed our thriving students at the center to make sure that everything connects back to that vision. As the task forces and community engagement surfaced different ideas and issues, we designed the sides of the triangle to reflect their emerging themes of ensuring a high quality instructional core, of developing social and emotional health, and of creating equitable opportunities for learning. With these “sides” in place, we developed and mapped our major goal areas along these themes – emphasizing our Board’s priorities for children and youth (e.g., Safe, Healthy, and Supportive Schools; High Quality and Effective Instruction; and Prepared for Success in College and Careers) and then added major building and accountability priorities for organization (e.g., Building a Full Service Community District, Accountability for Quality). Altogether, these five goal areas cover the range of ideas, issues, questions, and plans for the work ahead of us.

DIAGRAM 1: OUSD’s Community Schools Model for Change and Action



What are Full Service Community Schools and a Full Service Community School District?

The Oakland Unified School District has taken on a task that few other districts have attempted: the creation of a FSCS District populated by Full Service Community Schools. Oakland Unified School District will create a Full Service Community School District that serves the whole child, eliminates health, social and educational inequity, and provides each child with a caring environment that supports student learning and success.

Effective Full Service Community Schools integrate academic learning with essential supports and opportunities. Using this strategy, cities and counties across the country have developed robust relationships with families and a host of community partners in order to create effective community schools.

Data from a growing number of cities and counties involved in this work over the last 20 years indicates that students in Full Service Community Schools show significantly improved academic performance, especially in reading and math; improved attendance, stay-in-school rates, and graduation rates; and improved student behavior, family health, parent involvement, and youth community involvement. Participating students also show strong gains in youth assets, including gaining confidence in school subjects and teamwork.

A set of general principles guides us in this work:

1. We believe that learning takes place in all contexts and does not privilege one learning environment over another.
2. We believe that families and teachers primarily influence student success and should be supported by the district, schools and community in creating learning opportunities for students during and outside of instructional classroom time.
3. We need to approach students and families in a manner that is strengths-based and rooted in child, youth and human development principles, with the belief that all students and families have the ability to succeed if provided with adequate support.
4. We need to respect and build upon the cultural and linguistic identity of students and their families.
5. We need to actively foster engagement, alignment and collaboration among diverse partners.
6. We need to use valid data to identify and prioritize needs and to measure success.
7. We need to ensure that support services are family-friendly and easy to access.

School leaders see that in order for quality instructional programs to result in high academic achievement, they must address the needs of the whole child. Full Service Community Schools and their partners recognize that children need a variety of coordinated academic and instructional supports in order to succeed in school and graduate college and career ready.

A FSCS in Oakland serves the whole child; it invites the community in and extends its boundaries into the community in order to accelerate academic achievement. Adults at the school and in the community work collaboratively to create a common vision for the school and use data to regularly assess outcomes of academic and learning support services. The school shares responsibility for student, family and community success. As Diagram 3 below illustrates, Full Service Community Schools in Oakland:

1. offer a coordinated and integrated system of academic and learning support services;
2. become a safe and healthy center of the community;
3. foster trusting, intentional relationships and partnerships;
4. build the capacity of adults and students to share responsibility for leadership and decision-making; and
5. tailor the specific approach and mix of services to each community through a process of understanding and addressing inequities.

A Full Service Community School connects the school, family, and community to support student success at the school site and through its partnerships. A Full Service Community School has a **strong academic core** with an integrated focus on **youth development, family support and engagement, health and social services, and community development**.



This creates expanded learning opportunities for students before and after school, during school breaks and summers; comprehensive health and social services which address barriers to learning; and family and community engagement that increases the involvement and contributions of parents to support their children’s education in school and at home. The Full Service Community School also engages residents and community partners in the life of the school, and offers life-long learning opportunities to families.

Collaborative leadership by representatives from all stakeholder groups in the school and community – educators and other school staff, parents, students, funders, community members, community partners and policymakers – must exist to creating a durable and resource-rich

environment for children and families. Collaborative leadership in a FSCS framework involves creating a multi-stakeholder leadership team at the site level and cross-boundary teams in the district and other public agencies, with a special emphasis on leadership opportunities for parents and students. In the early stages, this will involve a cultural shift away from a more hierarchical structure and an understanding that in a FSCS framework, the development of school-community relationships is vital to building a strong and sustainable network of resources for children and their families

The transition to Full Service Community Schools and a FSCS District begins by building understanding and trust in the process; it cannot move forward without community investment. Key figures from across the city, leaders in the school district and at sites, families, community partner service providers, and community members develop a shared understanding of the essential components of the FSCS strategy so that they can support implementation together.



DIAGRAM 2: Graphic Definition of a Full Service Community School and District

What would a Full Service Community School and District do for you?

SCHOOL

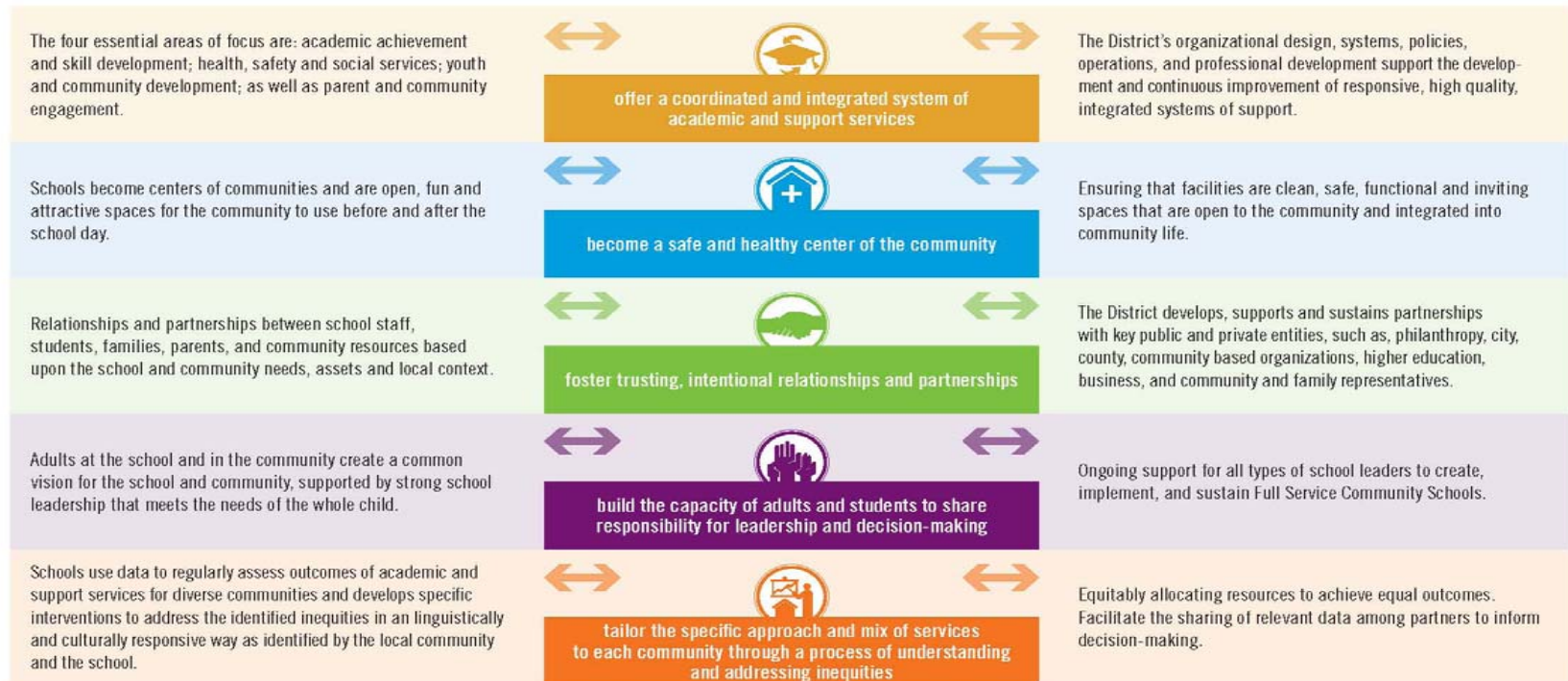
A **Full Service Community School** in Oakland serves the whole child; it invites the community in and extends its boundaries into the community in order to accelerate **academic achievement**; it shares responsibility for student, family and community success.

Full Service Community Schools:

DISTRICT

A **Full Service Community School District** in Oakland provides and implements the infrastructure and systems to support full service community schools including policies, practices, and funding.

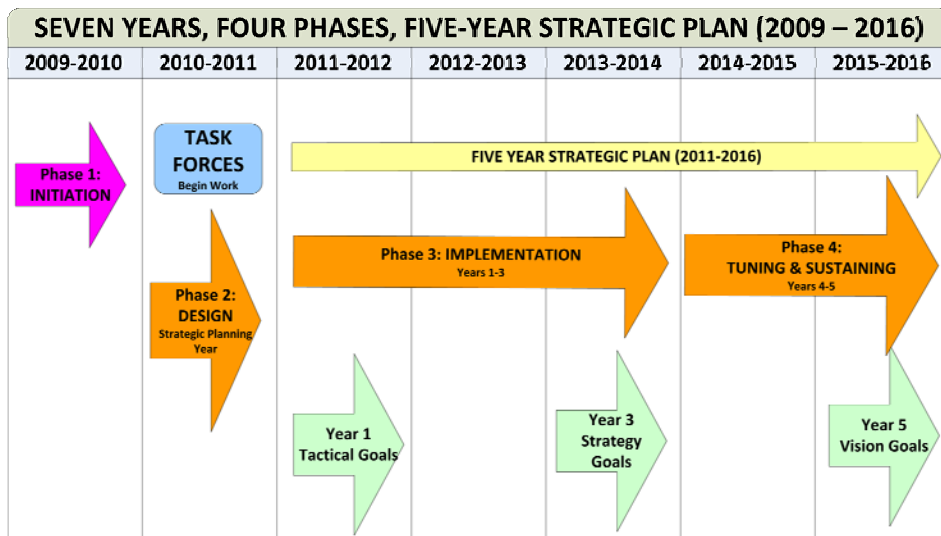
The District creates the conditions for schools to:



Where We Have Been, Where We Are Now, Where We Are Going

When we began our work together following return of local control to Oakland, we embarked on a four-phase, seven-year effort to give our community the public school system that we deserve. The time span for producing high quality durable systems that support high quality schools in every neighborhood is July 2009 – June of 2016. In the midst of the systemic structural change, we place student learning and instruction at the heart of our everyday work. Quality education requires a productive learning relationship between students, teachers, and families.

DIAGRAM 3: OUSD Strategy Timeline for 2009-2016



In **Phase 1: Initiation (2009-2010)**, we set about establishing a shared positive identity for OUSD. We were not, as some said, “a failed district.” Nor were we simply a debtor or “trustee” district just out of state administration. The story of OUSD’s many successes was not completely told in the Most Improved, Charter Friendly, Small Schools, Options, Results Based Budgeting, or any single strand narrative. OUSD drifted into a system of schools with independent and competitive practices and lost a collective identity as a school system serving each Oakland child in each neighborhood well. Naming the truths, clarifying Oakland’s children’s realities,

and calling for change came as a call to action.

Listening to people tell the many stories of Oakland, the versions of successes and the feelings of loss drove us. We heard from families, business leaders, faculty, community leaders, and Board members about a deep sense of separateness and a longing for real connection in service of children. So we crafted a framework that put children and schools at the center of our community. In that framework there is a commitment to belong and to serve. We know our children need to live in safe neighborhoods and go to schools that know them well, that provide effective teachers, and allow them to thrive on their way to success in college and career. In June 2010, our School Board codified these ideas and set out a new course and established a clear identity for OUSD: *Community Schools, Thriving Students*.

In **Phase 2: Design (2010-2011)**, The strategic framework, identity, and priorities developed in Phase 1 provided the basis for our work in this second phase. Making this plan real required making the work real, including community members in making a Community Schools District emerge from an institution that previously prized individual impact. Ten strategic initiatives transformed into **Fourteen Task Forces** that engaged the community and experts in a process of inquiry, research, analysis, and recommendations. These efforts are essential to making new engagement systems and processes that will support our long-term efforts to produce durable quality systems that produce trusting relationships and belief in the public school system’s ability to care for and educate Oakland’s children.

In order for OUSD to be the best first public option for families in Oakland we have to behave in ways that families and citizens can believe in. The task force work is designed to require people to work in new ways that will produce new beliefs over time. This new way of working together will produce a culture of shared purpose and relational accountability.

Phase 3: Implementation (2011-2014), begins with coordinating, aligning, and leveraging all resources in service of “year-one goals.” The organization will use these goals to organize all fiscal, human, and physical assets. In an environment of limited resources, the strategies and changes in this plan must be implemented with smart allocation and reorganization rather than adding unnecessarily. With the development of a scorecard and performance management tools, we will implement a new accountability structure that uses the goals as a measure of performance and guide for professional and personal development. In this phase, we engage the significant work of making human resources match the goals and organizational needs.



In many ways this is the hardest phase of the seven years. Most efforts get derailed as the “new” shine wears off. We must learn to implement well and work well together. Staff and community have to develop the disciplined commitment to “make the path by walking.” This is the fulcrum of the new organization.

In **Phase 4: Tuning & Sustaining (2014-2016)**, we move forward from the “year-three goals.” We mark our progress towards our aspiration to move the organization. We use the year-one and year-three goals to measure progress and reveal where the strengths, weaknesses, opportunities, and threats lay in our original theory of action. We are almost entirely done with any major retooling or redesign work. The organization works in a “way” that is commonly known and well-understood. We shared definitions of what we do and why. We use shared principles to ground the tuning and sustaining work. We bring creativity and optimism to new problems. We do not protect our own projects; instead, we create and extend opportunities to benefit all our students. We ask ourselves what we learned. We do this in ways that are sustained for as long as the service is needed.

One of our five-year goals is to produce a new five year plan for our School Board to consider for adoption in June of 2016. That plan will build on the work of the preceding six years and begin the next chapter of OUSD. This thoughtful consistency will allow us to maintain leadership continuity and improve our capacity as a stabilizing and catalyzing force for Oakland’s healthy future.



Building Together, Engaging the Community

One of the hallmarks of this strategic planning process has been community engagement. Rather than going into a closed room with a few folks to analyze data, we kicked off the planning with **Fourteen Task Forces** to bring together district/school staff, families, topical experts, community members, education leaders, and other stakeholders to learn, frame, ask, answer, argue, and recommend. We began the year developing standards and principles for meaningful engagement with the Task Forces.¹ Since the beginning of this endeavor, we held almost 350 *different* meetings, convenings, and engagements (e.g., task forces, working groups, public presentations) that drew almost 5500 participants. This significant effort continues today, generating the considerable amount of material for the strategic plan.

Task forces anchored a larger global engagement approach for strategic planning including the online portal, public Board sessions, youth engagement projects, targeted outreach, and regional events. With a beta-version in Fall 2010, the **Thriving Students Website** (www.thrivingstudents.org) launched in full force in January 2011 with pages for each Task Force and updates that include research, meeting materials, videos, and recommendations. Throughout the year, the Board of Education held periodic committee meetings, retreats, and study sessions to discuss key strands of the strategic planning with the staff and public.

In addition to the 350 different task force meetings, we held three city-wide global engagement events (one in each region) with over 500 parents, students, community members, and staff (i.e., 88 in Region 2, 206 in Region 3, and 248 in Region 1). The goals for these **Regional Convenings** were to: 1) introduce the community to Full Service Community Schools (FSCS) and the Strategic Planning Process; 2) integrate community feedback into each task force's critical questions; 3) provide additional opportunities for involvement; and 4) model our principles for meaningful student, parent, and community engagement. From the surveys collected², participants overwhelmingly felt the events were meaningful based on five themes: 1) they felt their voices were heard, 2) the meetings were accessible, 3) they gained new knowledge, 4) the events were diverse, and 5) they left feeling hopeful.

We also completed three **Youth Engagement Projects on the Strategic Plan**: 1) the district-wide *YouthTruth* high school student survey, with 3,824 students participating across thirteen schools; 2) four *All City Council High School and Middle School* workshops on Effective Quality Teaching with 240 students; and 3) three *high school engagement events* on the Strategic Plan with 115 students.³ The results of the YouthTruth survey⁴ highlight the need for FSCS, as 70% of all respondents indicate life outside of school as the top barrier to graduation and attendance, specifically, home life, crime and violence outside of school, and family responsibilities. Students also reported having inconsistent support to meeting their graduation and post-graduation goals, mixed (positive and less positive) relationships with teachers, lack of access to "rigorous classes that make them think," and little to no knowledge of Restorative Justice as a discipline practice at their school.

When asked what their schools could do to help them do their best, students said "small classes, personalized extra help, high expectations, and supportive teachers and administrators." These results reiterate the specific student recommendations from the ACC workshops and engagement events. The specific youth engagement recommendations on peer academic advising, student leadership, restorative justice, ethnic studies, social-emotional support, and quality teaching have been submitted, in some cases already integrated, into the goals of the corresponding change initiatives.

In an effort to include voices of youth and families not typically engaged, we conducted **Language Community Focus Groups** with Spanish, Chinese, Vietnamese, Cambodian, and Arabic speaking families. As with our other engagement efforts, parents requested more consistent communication and opportunities for engagement at the site and district level. Another common theme across groups was the need for community schools to offer parent education and activities for parents to learn English, become oriented to

¹ Global Engagement Principles were outlined in the Strategic Work Update to the Board on December 11, 2009: Meaningful Student, Parent, & Community Engagement means 1) Learning and building together with primary stakeholders, 2) Building trust, mutual accountability, shared responsibility, 3) Sharing leadership for full service community schools, 4) Creating conditions for student & family access, 5) Modeling transparency with power and decision making, 6) Providing opportunities for continued engagement and leadership, and 7) Building district capacity & structure for on-going student and parent voice.

² One-hundred and seventy-five of the 500 participants completed and returned their evaluation surveys. Survey participants identified themselves as 42 students, 80 parents, 24 community members, 8 teachers, 10 classified staff, 7 administrators, 2 security officers, and 2 policy makers.

³ The three events include the ACC High School General Meetings on December 16, 2010 (34 students) and January 20, 2011 (65 students) and the Meaningful Student Engagement Youth Planning Retreat January 7-9, 2011 (16 students).

⁴ YouthTruth Report for Oakland Unified (2011) is available upon request.

school protocols, and learn how to communicate with school staff. Parents and students also said community schools need to offer a main parent point of contact, to build relationship with, and coordinate opportunities for parent interaction and support in their own language.⁵

At the start of the strategic planning process, we convened an ad hoc advisory team with some of our key engagement partners including Youth Together, Oakland Kids First, OCO, GO! Public Schools, PLAN, and Oakland Parents Together. Together, we defined **Meaningful Student, Family, and Community Engagement Principles** to model in our global engagement meetings:

- 1) learning and building together with primary stakeholders
- 2) building trust, mutual accountability, shared responsibility
- 3) sharing leadership for Full Service Community Schools
- 4) creating concrete conditions for student & family access
- 5) modeling transparency with power and decision making
- 6) providing opportunities for continued engagement and leadership, and
- 7) building district capacity & structure for on-going student and parent voice.

We must also create standards and supports for parent engagement and leadership programming for use in all district and site meetings. Oakland has a Meaningful Student Engagement (MSE) model we can build upon, learn from, and align with, as we build out our engagement strategy.⁶

Ensuring systemic accountability, meaningful student, family & community engagement is one of our Seven School Quality Standards (see Goal 5). These Quality Standards are the standards of practice and essential conditions that each school is expected to achieve as a Full Service Community School.

Through the work of our Regional Governance, Full Service Community Schools, QCSD, and SEAN task forces, we heard the importance of intentionality around **Building Capacity and Infrastructure for Engagement**. The spirit of this plan is not about more money, but about coming together to best meet the needs of our children. We are in the process of looking at our central office structure to provide regional staffing for both parent and student engagement, as well as looking to our city and CBO partners to align our parent and student engagement vision, strategy, and implementation. Members of our Regional Governance Task Force developed clear recommendations for an internal staff structure to support engagement, including Regional parent meetings and interdepartmental staff training⁷. We will also be using recommendations from FSCS, QCSD, and SEAN to inform engagement work of Year 1.⁸ In Year 1 we will convene the Family Engagement Collaborative, parallel to the MSE Collaborative, to conduct an assessment of family engagement in each region. We must have a clear a picture of best engagement practices, and where each school community falls in the spectrum of family and student engagement. Through this process, we will learn the history of engagement and organizing in each region, and learn from those who came before us. This project is also an opportunity to build relational trust and alliance across race, class, and language.

In Year 1 we also will create a student and parent **Leadership Development Pipeline** with clear entry points, from the school site and neighborhood to the Regional Advisory Council.

The following diagrams illustrate foundational programming to be created or polished to create clear entry points for student and parent leadership and engagement:

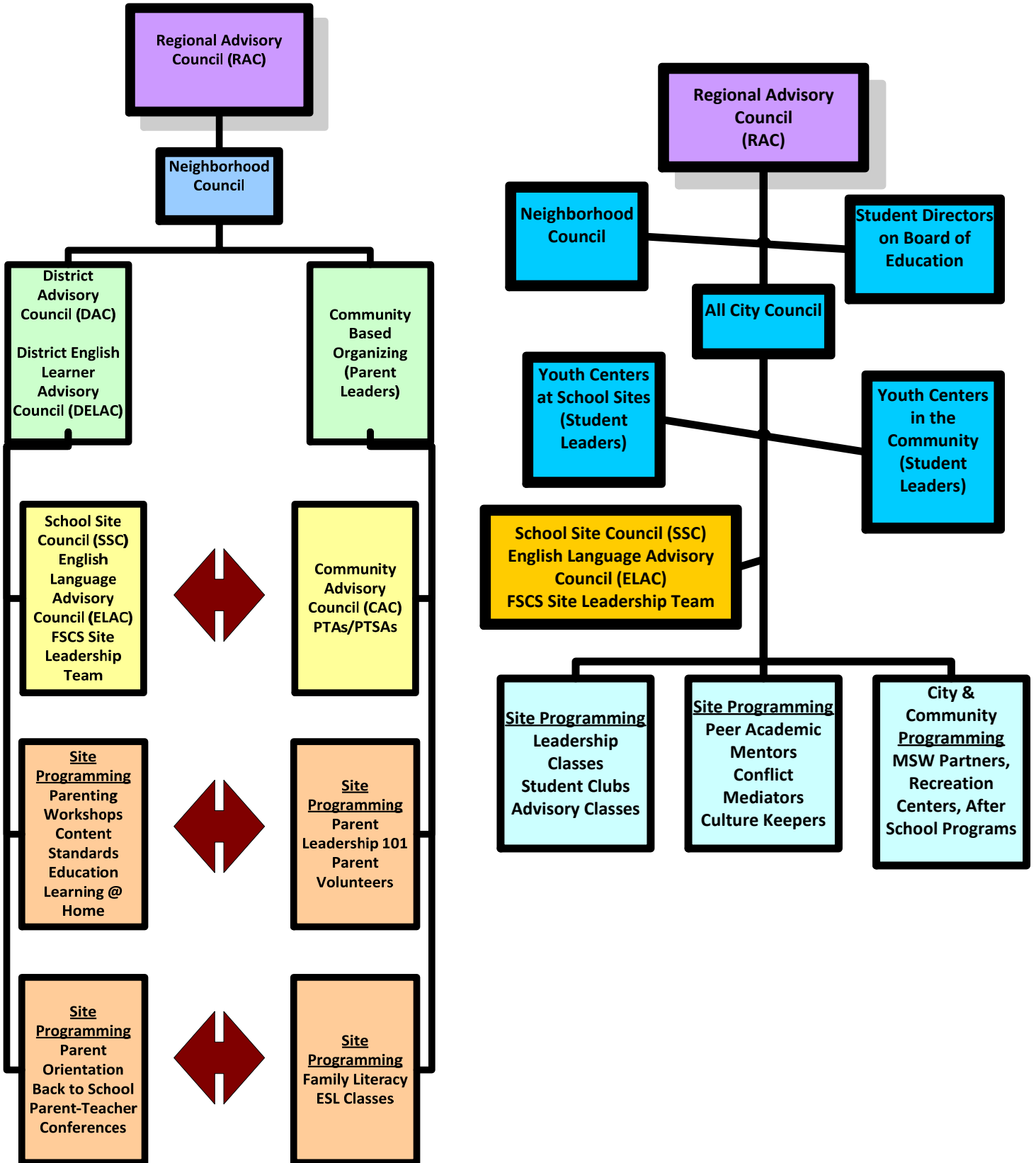
⁵ All feedback from the language focus groups was coded and integrated into goal areas one through five, including feedback about providing safe space and preventing ethnic harassment of Arabic speaking children, general bullying, and support to parents on how to support their children after being harassed.

⁶ The MSE work can be found at www.thrivingstudents.org, in the Strategic Planning reference materials section.

⁷ The intent is to create a parallel or complementary parent leadership structure to All City Council monthly youth leadership meetings and trainings.

⁸ For full Regional Governance, FSCS, QCSD, and SEAN task force reports and goals for student and family engagement in Years 1, 3, and 5, please download from www.thrivingstudents.org

DIAGRAM 4: Relationships for Meaningful Engagement Structures & Programming



Site-based parent and student engagement programming such as literacy classes, parent workshop on content standards, back to school parent orientation, parent leadership, student leadership, student clubs are entry points. Parents and students will then be recruited from these basic activities, to serve on SSC and/or ELAC, and become familiar with FSCS model. These bodies will develop the site plan (SPSA), the site's strategic plan to become a Full Service Community School. The SSC and ELAC will be supported by regional staff to become the site FSCS Leadership Team.⁹

Student and parent members from the site leadership team will then be encouraged and supported to transition into the next level of leadership, after serving on the SSC/FSCS site leadership teams. The neighborhood councils will inform the neighborhood service areas, or school clusters, of the Full Service Community District, informed by the regional assessments. The neighborhood councils will be defined in Year 1.

Finally, students and parents who have served extensively and are ready for increased leadership will be selected by the neighborhood councils. The RAC has direct decision-making power about resource allocation in their respective regions. The RAC Selection process will be defined in Year 1, and the first council meeting will be convened at the end of Year 1.

One clear immediate **Next Step** is to create a student- and parent-friendly guide to the strategic plan to answer "What does the plan mean for me?"

We also need to convene our MSE Collaborative and youth leaders to celebrate, reflect and evaluate the past four years in our implementation of the MSE standards. We need to bring in additional organizing partners, and work with the city and youth serving agencies in new and different ways to implement the MSE standards, and support student leadership, youth development, and create an empowered peer organizing culture at every middle and high school site.



⁹ As with SSC, the FSCS Leadership Team will be comprised of students, parents, and staff and community partners. Intentional outreach will be conducted to community partners who provide direct services to the school site.

How to Read & Use the Strategic Plan

In the strategic plan package, several pieces work together to provide you with a picture of our future work.

SECTIONS & STOPLIGHTS: At the top of each major section, we ask these critical questions:



What Do We Want For Students?

We need to “stop” and ask ourselves the most important question. What is it about this goal area and its initiatives that will help our students to thrive? *(Instructional)*



What Must Change?

We often look at something that has not worked for everybody. Why do we need something new or different? *(Transformational)*



What Do We Need To Build?

Most of our future work and plans are in this question – what do we need to build collectively to help all students to thrive? Across the big-picture goals, we highlight initiatives (brief descriptions, next steps) that span across our district departments, community partners, and educational leaders. These initiatives grew out of the recommendations from Task Forces and other ongoing work. *(Structural)*

TASK FORCE REPORTS: This summary report provides you with an overview of the planning, engagements, and work. Behind the goal areas, initiatives, projects, and bodies of work, there are the significant community engagements and explorations that captured the thoughts, opinions, and ideas of many participants. The Task Force Reports detail this work in much greater breadth & depth.

LANDMARKS: In this report’s appendices, we look at the sets of milestones that we want to accomplish in each of these goal areas over the next five years. For each year and for each of our major stakeholder groups, we present some key landmarks to own and monitor. As we “build together” over the years, these are the landmarks that we will pass along the way to our destination.

WEBSITE INFORMATION AND MATERIALS: www.thrivingstudents.org

GOAL 1: Safe, Healthy, and Supportive Schools



What Do We Want For Students?

We want every student to attend a Full Service Community school that creates a safe and supportive environment where they can thrive academically, socially, and emotionally. We want each student to go to a school that offers a comprehensive and integrated approach to education, a hub of partnerships that organizes the resources of the community.



What Must Change?

We need to change the notion of schools as places of instruction separate from the family, community, and neighborhood. We must work together with families and community to break down the barriers to learning. We must evolve the idea of school-community partnerships from simply after school programming or sharing space or visiting campuses into true and authentic collaborations in service of thriving students.



What Do We Need To Build?

We need to build a system of Full Service Community Schools. In this model schools will act as resource and service hubs, connecting with local partners to help build healthy and vibrant schools and communities. We need to organize our central district structures so that the financial operations, human resource efforts, and overall culture of OUSD fosters Full Service Community Schools and thriving students.

◆ INITIATIVE 1: Building Oakland's Community Schools

Key Task Forces for Reference: *Full Service Community Schools*. See also: *Quality Community Schools Development*; *Effective Principal Leadership*; *African American Male Achievement*.

In recent years, the Oakland Unified School District (OUSD) instituted changes making it the most improved urban school district in the state of California. Over five years, OUSD opened 31 new small schools in low-income neighborhoods, expanded summer school services from 2,000 to 8,000 students, increased after school programs from 34 to 91 schools, serving more than 17,500 students, and opened nine new school-based health clinics with an additional six opening within the year. We now ensure that chronically ill students can participate in after school and summer programs by providing school nurses to address needed health care and now provide dental care at many of our elementary and middle schools. We also started to dispense glasses at school after learning that almost 30% of the 3rd graders attending our summer programs needed further vision care and glasses.

While the district's reform efforts yielded encouraging results, too many students are not being equally well-served. African American, Latino, English Language Learning students, and students who live in poverty suffer an opportunity gap. Therefore, the district proposed Full Service Community Schools to be OUSD's model of change, and Oakland's Board of Education unanimously approved this plan.

The Full Service Community School Implementation Process

Full Service Community Schools are supported by strong multi-stakeholder leadership teams at the site, regional and district levels. These teams operate to strengthen the connection between the school community's desired outcomes and its programs and services, and to create a multi-directional system of communications – at, across and between sites and the district – supporting finely-tuned service integration and resource distribution. With technical support and professional development, these leadership teams can effectively support an implementation process rooted in collaboration, data-driven self-assessment, and continuous improvement.

In order to prepare for the transition to and operation as Full Service Community Schools, we recommend that schools:

1. **Honor and learn from the work already underway** throughout the city to build community schools (school-based health clinics, small schools, after school programs, early childhood, family engagement, and summer programs; transitions to elementary, middle and high school, etc.) and use their platforms and existing tools as foundations for building FSCS in all OUSD schools.
2. Develop a **representative, collaborative leadership body** at each school – the Community School Site Leadership Team - and empower it with decision-making responsibility and authority. The team includes the Site Director and principal.
3. Create and secure funding for a **Community School Site Director position** for each site that is responsible for management, integration and coordination of all student and family support services at the school.
4. The Community School Site Leadership Team effectively uses **district-provided data and community engagement to plan for and measure desired outcomes.**
5. Staff, instructional leaders and community partners at all sites participate in **professional development and capacity building** that cultivates leadership and ownership of the FSCS framework (see Year One Goals).

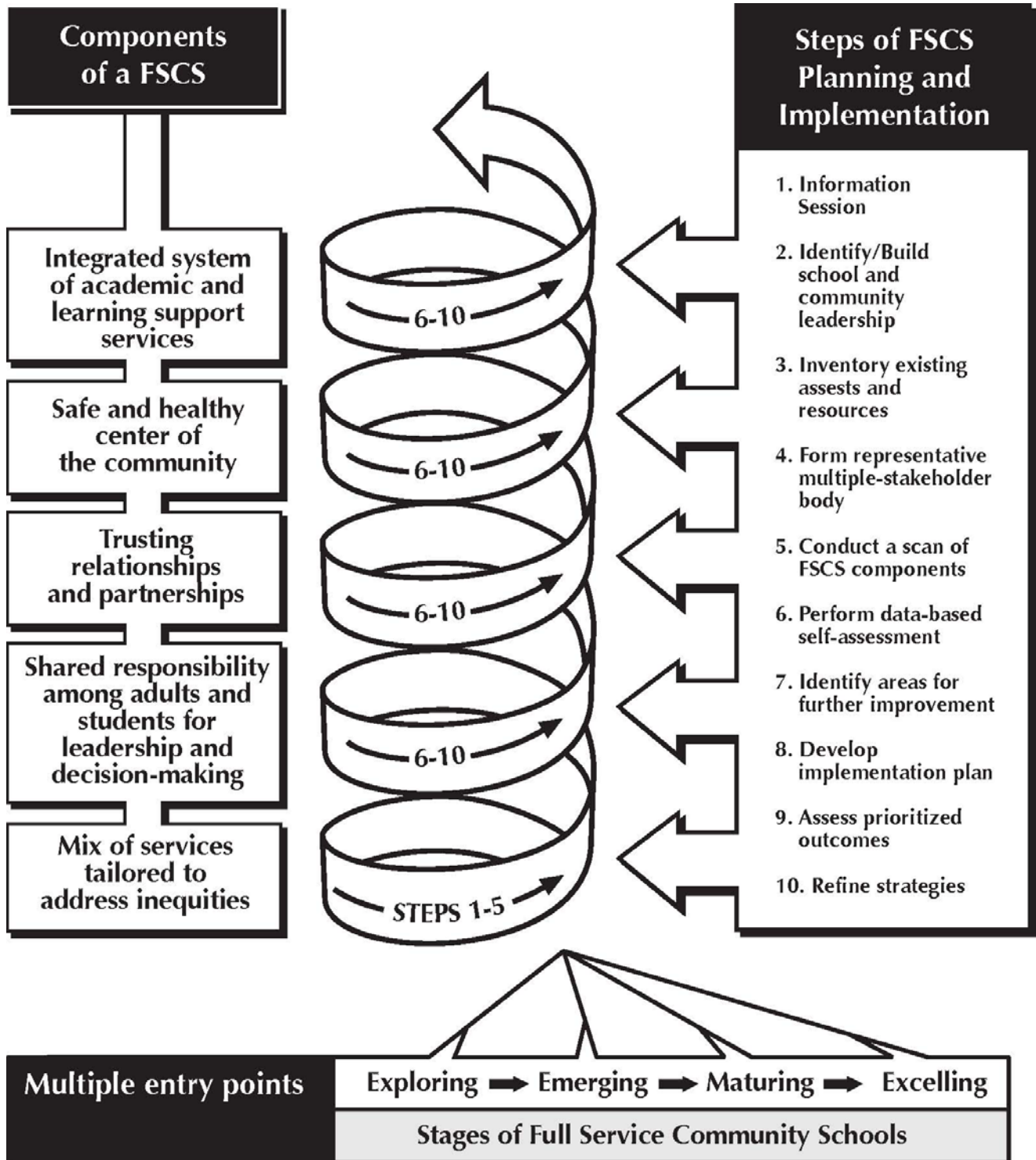
Once schools assemble a site leadership team, they can prepare a general inventory of existing assets and resources. As they form a comprehensive multi-stakeholder team (Community School Site Leadership Team), they can begin the more formal process of using an assessment tool to scan their site for major FSCS components and, later, using a detailed data-based tool for a full self-assessment (see FSCS Task Force Report). The results of that assessment – along with community engagement – will guide the development of a site mission, goals, and an implementation plan.

Once the implementation plan is in place, a Full Service Community School will regularly assess its progress towards achieving the desired outcomes, assess barriers and strategies to effectively meet its goals, and refine its programs in response to results, changing needs, and community feedback.

We envision the process of site implementation as a road with several lanes, with schools moving at the pace appropriate to their readiness. For instance, by end of the first semester, all schools should complete a scan and inventory of their assets and resources, but some also will have conducted a complete qualitative assessment.



DIAGRAM 5: Implementation Cycle for Becoming a Full Service Community School



Other schools, with many FSCS supports already in place, will begin by completing an assessment, then identify gaps and programmatic needs, and work with the district to begin piloting as a FSCS. We envision more than one entry point at each stage of the implementation process, since schools will begin at different points in the developmental path and may progress at different rates as they continuously assess and refine their programs and strategies according to how effectively they are meeting Board results and community-identified needs and outcomes. Diagram 5 (above) lays out the planning, implementation, and assessment cycle for becoming a high performing Full Service Community School.

Many schools have already begun addressing the needs of the whole child by developing, adopting and collaborating on a few or many components of a Full Service Community School. Across the district, schools already fold in varied and different services such as afterschool literacy programs, farmers markets, community computer and technology tutors, dental services, library programs, salad bars, and gardens. These services meet different needs at different levels. We envision the FSCS implementation cycle as not prescriptive; with guidance from the Family, Schools, and Community Partnerships department, each school enters the process at its appropriate stage, as long as it has already accomplished the steps leading up to that stage.

Diagram 4 also refers to the stages of transition to a Full Service Community School. The first stage, **exploring**, involves learning, understanding and preparation for the transition; in the second stage, **emerging**, collaborative leadership bodies formally organize, and develop a vision, goals and an implementation plan. These plans should align with other reflection and planning processes like WASC (Western Association of Schools and Colleges) and SPSA (Single Plan for Student Achievement). In the third stage, **maturing**, academic and learning support programs and services integrate and the school, parents and community recognize a high level of accountability. The fourth and final stage, **excelling**, sees sites offering a full complement of school and community services, and engaging in regular outcome evaluation and adjusting program and process based on evaluation data.

It's important to note that not all successful Full Service Community Schools in Oakland will look the same; the FSCS model means that each school responds to their community's specific needs and resources.

Structure to Support the Implementation of Full Service Community Schools

Traveling the road to creating a Full Service Community Schools District populated with Full Service Community Schools involves establishing a series of partnerships with community-based organizations, other public systems and major community institutions. We will ask these partners to align their policies, practices and resources with those of the FSCS District, and to invest in the operational tenets of a FSCS District, which include a results-based vision tied to data and evaluation; alignment and integration of FSCS norms in the policies and practices of systems across the community and at sites; professional development that transmits and teaches FSCS norms and skills; and broad community engagement to hear and respond to the voices of youth, families, staff, partners and residents.

This process requires internal district reorganization to develop frameworks for collaborative leadership and decision-making at every level of the organization and within the community. It also calls for sustainability strategies that coordinate and expand human and financial resources: human resource development, including leadership and community support; and ongoing technical assistance and professional development necessary for continuous improvement.

We recommend the following organizational and operational steps for the District to create a support system for Full Service Community Schools:

1. Reorganize existing departments to create a **Family, Schools, and Community Partnerships Department** with an executive level position **to lead the Family, Schools, and Community Partnerships Department**. This Department provides leadership of FSCS development and implementation.
2. Create a **Resource Development Unit** (stand alone department or office within the Family, Schools, and Community Partnerships Department) to coordinate and support securing government, philanthropic, corporate, and other funding and resources to support FSCS and other district resource needs.
3. Develop systems for **data-driven decision making and accountability** for outcomes in collaboration with Healthy Kids, Healthy Oakland.

4. Support site, regional and central office staff and community partners from the beginning and throughout the implementation process with **professional development and capacity building** that cultivates leadership and ownership of the FSCS framework.
5. Develop standards and build supports for **parent and student engagement and leadership** that are culturally and linguistically appropriate to ensure the participation and development of parents and students as resources and assets for the FSCS.
6. **Form an Interagency Leadership Team for FSCS** out of the Family, Schools, and Community Partnerships Department that brings together public systems, major institutions, business and community-based organizations to work on interagency, cross-sector planning and coordination to support the school sites in their transition to and development of FSCS.
7. Engage the services of and secure funding for **a community intermediary** to support OUSD and coordinate the community side of the development of Full Service Community Schools; enlist the services of an **external coach and problem-solver** to support the entire community in its efforts to implement effective Full Service Community Schools and the district.

The Family, Schools, and Community Partnerships Department coordinates with all Central Office departments and units to provide seamless systems of services and supports to school sites and community partners engaged in FSCS development. It facilitates cross-boundary relationships between sites, regions, and school district departments to support integration, effectiveness and efficiency of academic and learning support services.

The Family, Schools, and Community Partnerships Department works with the leadership of public systems, major institutions, community-based organizations, the business sector, philanthropy and other stakeholders to align everyone around a common set of outcomes for youth in the city. The department also executes partnership agreements for human, financial, and program resource sharing at the district and site levels.



The department works with the Executive Cabinet to link sites to internal and external capacity-building resources and is responsible for establishing a minimum level of services at each school and – with the assistance of regional officers –defining the geography for other services (hub-based, regional, district-wide). The Family, Schools and Community Partnerships Department, working with regional officers and sites, also develops strategies for improving academic outcomes. It works with schools at all stages in the FSCS development process, determining what level of support schools need/qualify for, and their progress in the process of becoming a high quality Full Service Community School.

Preparation Underway for Transition to Full Service Community Schools and FSCS District

Much of the District's recent success came from the decision to enter into a formal partnership with other local jurisdictions and community-based organizations (CBOs) to share the responsibility of advocating for children, youth, and families in Oakland. The district currently has a Master Agreements with Alameda County, a data-sharing agreement with the Oakland Housing Authority where about 15% of our students reside, and an agreement with the City to jointly evaluate the after school programs we co-fund for students. We have already begun the collaborative work necessary to align policy, strategies and outcomes.



Foundational pieces for building community schools exist already: agreements with partners, a department that has brokered relationships between schools and systems players, and several sites that have already begun the work of aligning strategies and outcomes for schools. All agree on the need to better serve our students and their families. Now, we must leverage all of the existing cross-agency collaborations to ensure that schools serve as resource centers for communities that respond to the changing needs of students and families.

GOAL 2: Prepared for Success in College and Careers



What Do We Want For Students?

We want our students to be prepared to succeed in college, pursue successful careers, be active in Oakland's cultural and civic opportunities, and live healthy lives. We want OUSD students to read, write, speak, think critically, and reason mathematically for success in college and careers. All students deserve excellent teachers who can inspire life-long learning while helping students develop the knowledge and skills for future success. We want students to have multiple pathways to meet graduation standards and fulfill their interests and aspirations.



What Must Change?

While OUSD has shown big improvements over the last few years, we must change the current reality about OUSD results today: too many students graduate unprepared to complete college and succeed in a global economy. Most schools don't have all the tools necessary to prepare all students for career and college readiness. In 2010, only 35% of OUSD's 12th grade students completed the college eligibility requirements by graduation (also known as the A-G requirements). Those statistics get worse when we look at our African American and Latino populations.



What Do We Need To Build?

We need to build Full Service Community Schools which develop partnerships throughout the community to ensure all students succeed. We need to build a core curriculum that prepares students for college and career success, aligning it with state guidelines, designing a literacy framework, and building off of our successes in science and math instruction. We need to develop learning pathways – from Pre-K to high school graduation – with increased personalization, curricular links, community involvement and college and career pathways. We need to close the achievement gap through targeted approaches, focusing on literacy development, African American Male Achievement, targeted inquiry, English Language Learners, and Students with Disabilities, and Programs for Exceptional Children. In all of these efforts, we will focus on high expectations of the students in our system and the adults responsible for their success.

◆ INITIATIVE 2A: Core Curriculum

Key Task Forces for Reference: *Core Curriculum; Literacy.* See also, *STEM.*

It is time to create rigorous experiences and opportunities to address all students and prepare them for success in college and a satisfying career. To ensure a high quality instructional core, we need to shift from isolated strategies and programs to systemic responses. OUSD must develop Pre-K through 12 core curriculum aligned to college and career-ready standards (21st Century Skills, OUSD Board Results Policies) and to the Common Core State Standards as they develop.

In August 2010, California adopted the Common Core State Standards (CCSS) in English Language Arts and mathematics. Designed by a state-led effort and coordinated by the National Governors Association Center for Best Practices and the Council of Chief State School Officers, the CCSS are internationally benchmarked and crafted to ensure that students will experience success in college and careers. Additional CCSS will be developed for other content areas.

Teachers and administrators will define a coherent set of experiences that develop the skills, knowledge, dispositions and capacity students need to be college and career ready. At each grade level and for each content area the course of study that guides teachers as they design, instruct and assess students will be defined in the core curriculum. It will include guiding principles for disciplinary teaching and learning, syllabi, scope and sequence, instructional units (model lessons), assessments and Response-to-Intervention resources. With teacher leaders, we will develop a set of tools and resources to build understanding and capacity aligned to the new standards. To prepare students and schools for the 2014 assessments aligned to the California Common Core State Standards we will employ a phase-in strategy as described in the table below:

TABLE A: English Language Arts and Mathematics Common Core State Standards (CCSS)

Year	Phase	Central Working with Teacher Leaders & Principals	School Sites
2011-12	Awareness	Develop aligned assessments; design and deliver professional development on new standards; develop literacy framework; develop core curriculum components; select and adopt aligned instructional materials to include classroom libraries representative of student diversity	Use items in spring after CST; on-site professional development by teacher leaders on new standards, aligned assessment items and literacy framework
2012-13	Implementation	Complete assessment; purchase aligned materials and provide professional development on core curriculum and new materials; develop additional core curriculum components	Administer an Oakland-CCSS aligned assessments in spring after CST; on-site professional development on core curriculum and new materials
2013-14	Implementation	Create additional supports and provide professional development on implementing core curriculum and new materials: expand classroom libraries	On-site professional development on core curriculum and new materials with attention to Oakland-CCSS assessment results
2014-15	Implementation	Create additional supports and provide professional development on implementing core curriculum and new materials: expand classroom libraries	On-site professional development on core curriculum and new materials with attention to CA-CCSS assessment results
2015-16	Assessment	Evaluate additional needs: expand classroom libraries	On-site professional development on core curriculum and new materials with attention to CA-CCSS assessment results

We will develop and employ a similar cycle for science and social science as Common Core State Standards come on-line for these content areas.

FOCUS 2A.1 Literacy

We want Oakland students to relish reading, writing and speaking, to become joyful as well as competent around literacy. To reach that goal, we need to develop a clear and common OUSD Literacy Framework, and we believe a Full Service Community Schools approach will accelerate our work.

The Pre-K-12 Literacy Framework will focus on college and career literacies. It will include strategies to increase literacy for African American males, English Language Learners and Special Education students. Informed by research, we will teach and implement strategies, resources and capacity for developing access to and use of academic and disciplinary discourse for all students. In addition, we will develop and implement a balanced literacy framework (explicit instruction using authentic texts, using various modalities) for Pre-K-5 classrooms that addresses all of the skills and competencies required for effective and joyful readers.

A major priority involves building on the work we've started to develop a system for a robust reading assessment. This system includes universal screening, yearly reading diagnostics and progress monitoring tools, as well as developing a network of early literacy leaders focused on strengthening teacher capacity to help students become strategic readers by the end of third grade. In addition, we will analyze multiple data sources (CST, Reading Diagnostics, Focal 15) to identify effective reading development practices. We will identify and disseminate successful family literacy resources and supports.

Focusing on the values of FSCS, we will accelerate the development of strong reading skills for middle and high school students reading four years below grade level by developing strong and engaging reading classes that embed ethnic studies, designed and delivered by a team of secondary literacy specialists. Since we have very few secondary literacy specialists, OUSD will work over a number of years to develop cohorts of secondary literacy specialists with multiple partners including Dr. Alfred Tatum from the University of Illinois (accelerating secondary literacies), Mills College (certification and core competencies) and WestEd (strategic literacy and academic literacy). The specialists will report centrally and be assigned to work daily with classes of middle or high school students who read four years below their grade level. The specialists will participate in a learning network to acquire and

master reading strategies and share challenges and successes. They will also lead strategic reading workshops for colleagues at their assigned schools.

FOCUS 2A.2 Science Technology Engineering and Mathematics (STEM)



In the past three years, students exhibited steady achievement gains in science and mathematics. More elementary teachers have scheduled science instruction into students' school day and are using the district-adopted science materials with integrity. In 2009-10, the Board adopted a policy mandating weekly science minutes in elementary programming. These foundational efforts created a strong infrastructure for the work ahead.

While we celebrate the academic gains in science and mathematics, we also recognize their inadequacy and unevenness when we delve deeper into the results for student populations (African American, Latino, English Language Learner), grade spans (middle and high school math) and schools. We are committed to accelerating science and mathematics gains and supporting robust teaching and learning.

We plan not only to improve science and mathematics learning dramatically but also to create a deep understanding of Science, Technology, Engineering and Mathematics (STEM) careers as well as opportunities for linked learning both in school and the workforce. To accomplish this, we must shift from a programmatic to a systemic approach.

We will improve mathematics and science education throughout the system over the life of the strategic plan. Each year we will identify targeted mathematics and science improvement areas and create strategic and systemic solutions to accelerate student

performance gains. The work will be informed by the analysis of multiple measures that examine the work and its impact. We will take a Full Service Community Schools approach, regularly turning to the expertise of teacher leaders, local and national experts in the field including Dr. Uri Treisman (STEM, Urban Mathematics Leadership Network), Strategic Education Research Partnership, and BaySci (Lawrence Hall of Science, Exploratorium). We plan to call on them to help us refine yearly plans, evaluate the work, design and deliver the professional development, and design and refine curriculum aligned to the Common Core State Standards.

Each year principals -- in partnership with their teacher leaders, district leadership and STEM partners -- will target improvements in STEM education informed by comprehensive data analysis of both student gains, as well as shifts in classroom and school-wide practices. Principals and teacher leaders will learn how to plan, implement and evaluate high quality instruction in the STEM disciplines. All principals will understand what to look for in classrooms that deepen students' understandings and accelerate mathematics gains for all students. On a yearly basis, district leadership will support some summer work (1-3 days) with the principals and their leadership teams. We will use five principal development days to increase site leaders' capacity to design, plan, implement, monitor, and evaluate improvement efforts in STEM education.

The targeted focus for 2011-2012 is K-5 science and 6-8 mathematics which allows us to develop deeper understandings and skill development for students by building stronger teacher instructional delivery in the targeted grade level spans over the year. District leadership will require principals to evaluate their science (K-5) and mathematics (6-7) program, including the effectiveness of teacher practice. The Regional Executive Officers (REXOs) who evaluate principals will include science and mathematics instruction in the principals' performance evaluations. REXOs will participate in the professional development offered to principals and will attend monthly planning meetings with the Deputy Superintendent, the science and math leadership team, and STEM partners. Monthly meetings will be devoted to planning the principals' professional development in addition to the development of tools and resources to support and evaluate principals throughout the year on science and mathematics improvement targets.

INITIATIVE 2B: Pathways from Pre-K to Graduation (Schooling)

Key Task Forces for Reference: *Secondary Experience & Achievement Network. See also, Early Childhood Education; Corridors; Pathways and Linked Learning; Office of Transformation.*

Too many of OUSD's schools work in isolation with limited attention to where students have been and where they are going. Yet we have evidence of good schools in Oakland to fuel the next phase in our growth. We cannot afford to ignore the wonderful work in schools where children succeed, where staff is cohesive and reflective, where families and community share in the life of the school, and where leadership is humble and relentless. Some of these schools have thrived for decades and others have grown up in recent years; each provides us with lessons to learn. Students in every region of the city should have access to the resources they need to be college and career ready.

FOCUS 2B.1 Early Childhood

Early childhood programs need to be aligned to the K-5 continuum and expanded to serve more students. Principals at K-5 schools with early childhood programs will supervise the programs, and help integrated them into the culture. Central as well as school sites will include early childhood practitioners in curriculum and professional development opportunities. We will develop and disseminate developmentally-appropriate practices in Pre-K, and strategies to address a more seamless transition to K-5. We must develop transitional Kindergarten programming to include curriculum and professional development. The Options process will be revised by 2013 to include a feeder option priority for students attending an Early Childhood Center on the elementary school.

FOCUS 2B.2 Kindergarten to 8th Grade

College and career readiness doesn't begin in high school. In OUSD, the elementary and middle academic core must be aligned to what students must know, understand and be able to do to succeed in college-preparatory courses in high school. Elementary and middle schools will continue to network to create strong and coherent educational experiences for students. The regions will focus on improving the academic and social supports in elementary and middle schools so that each neighborhood has high quality choices. In addition, school communities in regions will collaborate to share high yielded practices and to develop robust feeder options. More K-5 schools will transform into K-8 schools. Across K-8 schools, communities will work to improve programs aligned to the strategic plan. By prioritizing and aligning resources, we plan to expand the school day for middle (and high) school students, providing them with instructional supports to ensure they achieve grade-level standards. All middle grade students will have the opportunity to explore career pathways and start the process of college and career planning. We also plan to create a Middle School Implementation Team to develop a middle school improvement plan for the district.

To aggressively drive the improvement effort in elementary and middle schools, we will establish a set of indicators with targeted benchmarks, such as the following:

Academic Proficiency and Progress

Principals and regional staff will be trained to specifically work with teachers to steadily move all students from where they are to where they need to be to reach academic gains. Students in our district five years or longer will meet grade-level standards in core academic subjects as measured by proficiency on the California Standards Test in: English Language Arts, Math, Science and Social Studies

Students in OUSD will steadily progress towards meeting grade level standards in core academic subjects as measured by the California Standards Test and demonstrated yearly as:

TABLE B: Academic Progress Chart

PROGRESS FROM	TO
Far Below Basic	Below Basic
Below Basic	Basic

PROGRESS FROM	TO
Basic	Upper Basic
Upper Basic	Proficient
Proficient	Advance

English Language Proficiency and Development Progress

English Learners in our district five years or longer will meet the English Proficient level as measured by proficiency on the California English Language Development Test

English Learners in our district will steady progress toward developing English Language proficiency as measured by the California English Language Development Test and demonstrated as:

TABLE C: Academic Progress Chart with Time

BY THE END OF	FROM	TO
Year 1		Beginning
Year 2	Beginning	Early Intermediate
Year 3	Early Intermediate	Intermediate
Year 4	Intermediate	Early Advanced
Year 5	Early Advanced	Advanced
Year 6	Advanced	English Proficient

Reading Proficiency and Progress

Students will progress 1.5 or more grade levels yearly in reading to meet or exceed grade level proficiency.

FOCUS 2B.3 Secondary Education

In order to make sure that more students graduate, and our graduates are ready for college and career, OUSD will make a significant investment in strategies, structures and resources to implement core elements of the secondary reform. High schools will continue to provide personalized learning environments by creating or sustaining multiple structures such as small schools and pathways. Through targeted site-based and centralized professional development the district will build high school teacher proficiency in academic literacy, differentiated instruction, interdisciplinary teaching, and mathematics instruction. Through strategic student recruitment and teacher professional development, high schools will increase the number of students successfully completing A-G requirements, taking Advanced Placement (AP) classes and passing AP exams. The district will support innovations in the development of strategies to accelerate learning and build skills for students who enter high school with below grade level reading, writing and math skills. Each curriculum group will identify innovative strategies and take them to scale. We will set up resources for academic acceleration for step-up-ninth grade summer sessions. We will also prioritize resource commitments to focus district level math support in the ninth and tenth grades. Each high school will ensure that all students receive effective academic advising and counseling to support completion of “A-G” requirements and college and career readiness. The High School Office will establish structures for the monitoring of transcript for progress towards graduation and equitable course enrollment opportunities. Each high school will provide systematic and comprehensive support to empower student leadership and peer assistance programs, specifically, Restorative Justice and Peer Academic Support Systems. Each high school will develop systematic and consistent strategies to provide social-emotional support and physical well being for all high school students. High schools will implement consistent and comprehensive practices and standards for parent and community engagement.

An early warning system for middle and high school students will be developed and employed that identifies students that require additional supports for success in high school. Schools will establish a site team to increase the success of students transitioning back

into high school from the Juvenile Justice Center or having “dropped-out.” A set of specific strategies to better serve at risk youth will be developed by teacher leaders working with the Leadership Curriculum and Instruction (LCI). A comprehensive at-risk student support matrix to prioritize additional services needed for youth will include components such as: paid employment, mentors and specialized counseling. OUSD will decrease district-wide demand for continuation school placements by developing a uniform referral process for continuation schools that prioritizes students who are most at risk of not graduating.

¹⁰

Building on existing programs, OUSD will seek additional funds to develop a comprehensive "Careers Pathways" approach to preparing our young people to be successful in college and careers. Career pathways will connect strong academics, Career Technical Education (CTE), work based learning experiences and support services so that students are prepared for college and career success within the context of a specific, high demand industry sector. Building on the number of Career Pathways that exist in high schools now, we will increase the number of well-developed and effectively-implemented pathways, which include certificates linked to occupations. These certificates have value to employers and also build toward higher level technical diplomas and degrees. OUSD's "Career Pathways" approach will lead to a full range of postsecondary and career opportunities and keep all options open after high school. In addition to high school programs, district staff will work with curriculum specialists to imbed college and career readiness skills in Pre-K through 8 curricula.

To expand and enrich linked learning opportunities aligned to career readiness OUSD will merge departments, creating a Workforce and Economic Development Office with responsibility to:

1. Develop and coordinate partnerships between OUSD, City of Oakland, the Workforce Investment Board, the Private Industry Council, Chambers of Commerce and industry-related boards and unions.
2. Significantly increase work-based learning opportunities through development of business and industry partnerships.
3. Develop career placement capacity to connect OUSD high school graduates to pathway employment opportunities.
4. Develop career-ready certification for OUSD high school graduates.
5. Develop business and industry class sponsors for each graduating class at each high school.

We want the high school improvement effort to be aggressive. As such, we will establish a set of indicators with targeted benchmarks, such as the following:

- 50% of the class of 2016 will graduate with at least one college credit.
- Participation rates in Advanced Placement and dual credit programs will match the demographic profile of each OUSD high school.
- A-G completion rates will increase by 10% each year.
- California High School Exit Exam success rate will increase by 10% each year.
- The % of students graduating in four and five years will increase cohort graduation data by 5% each year.
- The number of students with meaningful internships and/or paying job will increase by 10% each year.

FOCUS 2B.4 Corridors

To attract and hold students and families we will use the FSCS model to create corridors, networking Pre K-12 schools in targeted areas in new, innovative ways. These corridors will offer coherent and continuous learning in high demand areas aligned to globalization and local industry areas. In the next five years we will develop dual immersion, academic literacy and STEM corridors. For example, a STEM corridor of schools would drive educational and economic revitalization in a targeted neighborhood. These schools would receive intense support and development – of teachers, curriculum, STEM opportunities, leadership, and community infrastructure around STEM. The initiative would ensure more science, mathematics, and integrated project-based learning with a STEM focus. Over time, this corridor of schools would serve as incubator/laboratory for instructional development and regional hub for teacher attraction and induction. In addition strong academic support in afterschool, summer and family classes will have a STEM focus.

¹⁰ OUSD Continuation Schools will modify its programming in order to support the district goal of graduating more students who are college and career ready while providing educational options for students who have not been successful in our comprehensive high schools. Year 1 plans include structural changes with target population, referral process, career technical education offerings, GED options, and special education.

FOCUS 2B.5 Transformation

Informed by preliminary work this spring, OUSD is raising money to establish a robust Office of School Transformation to support schools we know we need to have, but which are in need of redesign. The Office will facilitate a thoughtful and purposeful design process for a specific set of Oakland schools that face urgent challenges. The Office will implement a broader, systematic and comprehensive intervention model that brings positive and sustainable change. It will lead the transformation of the district’s most challenged schools into high quality learning centers by: realizing and understanding past failures, maximizing internal capacity, developing and executing coordinated programmatic strategies, developing embedded relationships within the communities served, and establishing funding and “think” partners within the nonprofit and corporate communities. The Office will collaborate with the Quality Community Schools Development Group (QCSD), a central OUSD department that develops, monitors, and evaluates standards for school quality. An alignment between the school quality standards created by QCSD and the redesign plans will ensure that schools do not simply carry out improvement efforts in isolation, but rather that they gain from the district-wide movement toward innovative and powerful reform aimed at high quality schools. Furthermore, the office will also utilize its strategic position to build systems and structures that allow for sharing lessons across schools both vertically and horizontally. The Office of School Transformation will work to ensure that the redesign plans of individual schools are aligned to OUSD’s *Community Schools, Thriving Students Strategic Plan*.

INITIATIVE 2C: Accelerating Students Through Targeted Approaches

Key Task Forces for Reference: *African American Male Achievement (AAMA); Literacy. See also, OUSD Focal 15; English Language Learners; Programs for Exceptional Children.*

OUSD has one of the most diverse student populations – one that speaks over 44 different languages. This is significant when overlaid with the fact that it also experienced the largest API growth in comparison to comparable districts in California and is the most improved California school district in growth over the last five years. Remarkable strides of improvement have occurred and we must keep the momentum going for this community with great need.

However, there remains a significant disparity in educational achievement among our different groups of students. For example, OUSD students at 3rd, 5th and 8th grades have improved significantly in their ELA CST performance by almost doubling their percent of Prof/Adv students between 2004-05 and 2009-10 (21% to 40% at 3rd Grade, 33% to 54% at 5th Grade, 20% to 36% at 8th Grade). However, except for African American students at grade five, the achievement gaps between the general population and African American students, English Learners and students with disabilities across these three grades have either persisted or in some cases even widened. The table below details the gap size in the percent of reaching Prof/Adv in ELA CST in each year.

TABLE D: Difference in % of Students Reaching Prof/Adv in ELA CST between Populations

Year	ELA Achievement Gap-Grade 3			ELA Achievement Gap-Grade 5			ELA Achievement Gap-Grade 8		
	All vs. AA	All vs. EL	All vs. SWD	All vs. AA	All vs. EL	All vs. SWD	All vs. AA	All vs. EL	All vs. SWD
2005	4	14	6	8	24	21	6	18	18
2006	5	19	17	10	23	22	5	23	23
2007	7	22	18	9	28	27	9	23	19
2008	6	17	21	8	26	27	10	26	22
2009	8	18	20	9	27	25	9	27	21
2010	10	17	24	6	28	22	7	31	24

Similarly, OUSD students in general have also shown great progress in math CST performance over the past six years at grade three and grade five between 2004-05 and 2009-10 (from 44% to 61% at grade three and from 38% to 63% at grade five). However, only the group of English Learners managed to steadily catch up with the general population (even if they are not quite there yet). The achievement gaps between the general population and the African American students and students with disabilities again have either persisted or widened. The table below details the gap size in the percent of reaching Prof/Adv in Math CST in each year.

TABLE E: Difference in % of Students Reaching Prof/Adv in Math CST between Populations

Year	Math Achievement Gap-Grade 3			Math Achievement Gap-Grade 5		
	All vs. AA	All vs. EL	All vs.SWD	All vs. AA	All vs. EL	All vs.SWD
2005	10	9	14	12	15	23
2006	11	13	23	15	17	25
2007	13	14	20	13	25	29
2008	12	6	30	13	13	29
2009	16	8	25	11	18	21
2010	15	7	21	16	11	27

Over the past five years, OUSD students at 5th and 8th grades improved significantly in their science CST performance by doubling the percent of Prof/Adv students between 2005-06 and 2009-10 (20% to 44% at 5th grade, 22% to 46% at 8th grade). However, none of the three studied subgroups—African American students, English Learners and students with disabilities— narrowed their achievement gaps with the general population. The table below details the gap size in the percent of reaching Prof/Adv in science CST in each year.

It is worth noting that EL students have been the lowest performing group of the three subgroups, and they are the only group who has had a *slowly widened* achievement gap at both grade levels. We also recall that EL students are the only subgroup *narrowing* the achievement gap in math (but not in ELA) for the same time period. Therefore, in OUSD, while the language issue does not seem to have a negative impact on students' math performance, it does appear to be a barrier for students' science learning. We need more attention paid to science vocabulary acquisition and understanding.

TABLE F: Difference in % of Students Reaching Prof/Adv in Science CST between Populations

Year	Science Achievement Gap-Grade 5			Science Achievement Gap-Grade 8		
	All vs. AA	All vs. EL	All vs. SWD	All vs. AA	All vs. EL	All vs. SWD
2006	10	12	12	7	18	19
2007	8	21	15	10	20	19
2008	10	21	17	13	23	27
2009	9	21	12	13	23	22
2010	12	24	16	11	26	22

On the narrow measure of test scores we have failed to close the achievement gap. The patterns of academic performance we see in our district, schools and classrooms are evidence of a system that is horribly inadequate. We need to differentiate supports and strategies for populations of students.

FOCUS 2C.1 Collaborative Innovations

The Full Service Community School model rejects the systems of isolation that failed to supported students and their teachers. We intend to make sure that educators participate in ongoing forums for professional development and reflection that support student engagement and achievement. Educators will collaborate within and across subject areas and grade levels to offer students learning opportunities and pathways that offer joyful, robust and rich aligned, integrated and engaging learning opportunities. Professional learning communities, coaching, inquiry, walkthroughs, action research, lesson design and planning will facilitate implementation of new and effective practices. Educators will design and implement lessons which inspire students to make connections within and across subject areas. Educators will have access to internal and external resources and expertise for their professional learning communities. Central office will seek grants for research studies and innovations to enrich learning and address equity. Multiple teacher leadership networks will be established and support to build out collaborative innovations.

FOCUS 2C.2 Academic Language and Literacy Development

In order for students to be college and career ready, educators need to have a strong understanding of the academic language needed for future success. Language mediates all learning and thus all teaching will involve the intentional teaching of language within the subject matter and across disciplines. Educators will understand the interplay between the development of academic content and language and will be explicit in the development of academic language and literacy as a tool required to understand, express, and give rise to novel ideas. Academic language and literacy development institutes will be offered to teachers. Teacher leadership networks will collaborate to create, test, refine and disseminate learning experiences that effectively integrate academic language and literacy development goals. By year five at least 50% of the teachers will exhibit strong integration of academic content and language. Educators will design and enact coherent, aligned and coordinated curriculum, instruction and services for students that will prepare them for college and careers. Educators will plan carefully-designed lessons to build and extend learning. Educators will increase intellectual rigor, create opportunities for integration and creativity, as well as for interpretation, evaluation, analysis and synthesis.

FOCUS 2C.3 Focal 15

In 2010-2011 each school was asked to establish an inquiry team for fifteen students focused on ELA or mathematics performance data. The specific student cohort shared a set of instructional challenges. The team of educators on the inquiry team included the principal, a facilitator and teachers that shared these students. With consultation from instructional specialists from the region and/or Central Office as needed. Team members examined student work and data. Some used reading diagnostics. They examined teacher practice and strategies exercised to meet student needs. They engaged external resources as needed for research, high yield resources, professional development on practices novel to them and explored other questions. The team defined the instructional strategies they employed with the specific student cohort and set goals. The team made decisions related to curriculum, instruction and assessment for each child. Appropriate strategies and interventions were identified to accelerate achievement and ensure use of rigorous and relevant curriculum, instruction and assessment. The team then implemented the identified strategies with the specific cohort of students. They monitored the progress of students using site determined assessments. The team analyzed outcomes, made revisions and shared knowledge the Focal 15 Forum.

Inquiry Teams at school sites will continue to identify fifteen students outside of the "sphere of success" for intensive support to accelerate their academic achievement in a target area, and will promote strategies that produce significant documented gains throughout the district on the promising practices site. The cycle will be repeated each year, with work continually refined and best practices shared. School may opt to continue the work with the first Focal 15 or identify a new group of students. High-yield practices from this inquiry work will inform both school site and district work.

FOCUS 2C.4 African American Male Achievement (AAMA)

To accelerate achievement in academics and address the disparities in educational and social outcomes for African American males, OUSD launched the foundation-funded Office of African American Male Achievement (AAMA), a true model of a Full Service Community District office. Over the next several years, AAMA will launch and execute a set of focused initiatives that will audit the district's systems, institutionalize new processes, collect research and best practices, and implement innovations at high-need sites to increase academic opportunities and success.

We will conduct an in-depth examination and audit of instructional departments and schools within OUSD to determine how they contribute to or exacerbate the state and conditions of African American male students. Concurrent with an audit of district systems, AAMA will develop strategies, structures and guidance regarding "how to improve the conditions and outcomes of African American male students." AAMA staff will develop inter-departmental recommendations, models, best practices, and feedback loops to ensure that all the parts of the organization are moving together to interrupt institutional oppression.

AAMA will support successful pilots and practices that yield outstanding results for and with African American males. AAMA has started to build multiple collaboration structures for local talent, creating a specific task force comprised of the best minds and people already taking action. The teams are working to transfer the best thinking and actions in formats for adoption across schools. For example, three high schools are currently piloting a course designed for African American males. We will refine best practices from the work to include curriculum, strategies and mentorship development, and implemented these in additional schools for

males at risk. The curriculum specialists will identify and develop resources to accelerate African American male literacy rates and success in academics.

The AAMA department will also serve as a clearinghouse for innovative research and successful practices from around the state and country. The State and National Practices team is conducting comprehensive and up-to-date research. Additionally, the team will bring state and national experts and consultants to Oakland, both to learn practices that get real positive results and to share our stories for a true exchange. AAMA staff, with the support of all central services, will evaluate the performance and condition of African American students in schools. AAMA will track the progress in sites, report out findings and provide on-site technical assistance. School leaders will examine the impact of site practices on African American males. AAMA has identified a preliminary set of indicators that can be used to evidence the impact of site practices on African American males. Those indicators include the achievement gap, graduation rate, literacy rate at grade level, suspension rate due to defiance, and attendance impacted by chronic absence. A set of protocols will be developed to help school teams facilitate examination of data and the practices that influence positive/negative results. Professional development on high-yield strategies to engage, support and hold African American males will be codified and disseminated. AAMA has also determined that there are a set of transition years for African American males that demand significant support and attention from educators, families and community. We will develop a tool for early identification of students struggling at 1st, 3rd, 6th and/or 9th grades. Best practices and supports to intervene at these critical points will be identified and disseminated to schools along with identified students for immediate implementation.

FOCUS 2C.5 English Learners

English Learners will receive instruction aligned to the Common Core State Standards. Students will have access to core curriculum and core instructional materials. Oakland will build students' language assets by developing classroom libraries for the dominant languages aligned to the Literacy Framework. Professional development for teachers of English Learners will include: academic language and literacy development, literacy development in English and dominant home languages, language transfer, assessment and family engagement. We will develop a Language Allocation Policy for language use by 2012 and each school with English Learners will implement a plan aligned to the policy by 2013. We will recruit teachers that serve English Learners to participate in English Language Arts teacher leadership cohorts. Families of English Learners will be introduced to standards and graduation requirements each year through a city-wide conference with sessions in English and dominant home languages. Dual immersion programs will be enhanced and expanded to capitalize on English Learners assets and offer more language learning opportunities for all students.

FOCUS 2C.6 Students with Disabilities & Programs for Exceptional Children

In Full Service Community Schools, school and community resources merge so that all children receive high quality instruction and social development. This approach is especially apt when it comes to students with disabilities and exceptional children, and its implementation gives Oakland an opportunity to assess how OUSD and the community have served these students up to this point. OUSD will do a focused analysis of Special Ed programs in the district. It is important that students with disabilities can attend school and participate in school communities close to their homes; therefore each region will create coherent and continuous service offerings.

OUSD will provide comprehensive training for principals to be the leaders of special education on their campuses. Students with disabilities will receive instruction aligned to the Common Core State Standards. All identified special education students will have maximum opportunities for meaningful mainstreaming as measured by mainstreaming logs maintained by general and special education teachers/staff. Schools will build the capacity of staff to increase the level of inclusion in general education classes for students with disabilities to 20%.

The Programs for Exceptional Children will implement a process that will ensure that programs are placed at schools that reflect an equitable representation of students with and without disabilities in order to maximize existing resources in a fair and equitable way; creating an environment that is conducive to learning for all students. The Programs for Exceptional Children will develop and implement systems that will foster positive relationships and communication between parents, community and agencies in an effort to decrease the number of litigious and non-compliant cases. The Programs for Exceptional Children will reorganize the department into three regions to align with the district's overall organizational structure. The Programs for Exceptional Children will continue to develop and strengthen its collaborative efforts with the general education staff to decrease the disproportionate number of students, specifically African American males, who are identified and placed in special education programs.

GOAL 3: High Quality & Effective Instruction



What Do We Want For Students?

We believe in classrooms with engaged adults and students, with current content rooted in historical context, with groups and individuals who are well known, where the newest understanding of human development pairs with the practice of great teaching, where people use community assets as resources, and where students demonstrate what they know in many ways. We want teachers, principals, and other leaders who make this possible.



What Must Change?

We want to recruit, retain, and reward high quality teachers, principals and other leaders to ensure that all students learn in classrooms like these. OUSD must become a highly-sought-after place of employment where educational leaders know they will be challenged and supported by colleagues, supervisors, and community members with high expectations. We need to make sure that all educators, parents and partners understand and share a clear framework for effective instruction, and hold each other accountable.



What Do We Need To Build?

We need to develop aggressive strategies to recruit and retain the best and brightest talent in OUSD. We need to develop and nurture partnerships, streamline operations, and develop systems of recognition and incentives to sustain effective teachers and leaders committed to Oakland's children. We need to build on our developing frameworks for effective teaching and school leadership, and build teacher and principal capacity to ensure all educators adhere to rigorous standards.

◆ INITIATIVE 3A: Effective Teaching — Framework & Practices

Key Task Forces for Reference: Effective Teaching.

As students travel through an educational system the most important determinant for them is the quality of their teachers. High-quality, effective instruction for every child, every day in OUSD requires highly effective teachers in every classroom. We need to develop an Effective Teaching Framework that will drive recruitment, preparation, support, evaluation and retention decisions. We need to develop protocols, video clips, rubrics, walk-throughs, as well as other tools and processes to build a common understanding of high-quality instruction in each subject area aligned to an Effective Teaching Framework. We need to attract, recruit, develop and retain excellent teachers by executing a set of strategies that empower teachers to create rich and dynamic professional cultures in schools and the district. In addition, we need a culture that values and rewards teacher expertise and knowledge, and offers professional and career opportunities for the sharing of excellent practices. Effective teacher voices and leadership, both at the site and district, need to inform decisions related to teaching and learning.

We want empowered and effective teachers in OUSD classrooms, teachers who design and deliver lessons that draw on student interests and actively engage them in the construction of knowledge and skills. They should understand students' prior knowledge, skills, culture and linguistic backgrounds, and they should create a balance between purposeful direct instruction and collaborative learning for strategic outcomes, thereby deepening students' knowledge and skills while heightening their levels of motivation and engagement. Teachers should strive to increase students' preparation for college and career, and ready them to participate actively and productively in society. We want, in effect, Full Service Community *Teachers*, who use every possible resource to sustain their students' success and their own career.

In October 2010, the Effective Teaching Task Force was convened to design a Teacher Convention that invited teachers to design an Effective Teacher Framework and identify the optimal teaching conditions in alignment to our vision of thriving students. The Task Force charged faculty at each OUSD school to select at least two classroom teachers for the **Effective Teaching Convention**. The California Professional Standards serve as one of the basic resources for developing the Effective Teaching Framework. Over two and a half days teachers had the opportunities to weigh in on the framework design and conditions. OUSD will continue to draw on the

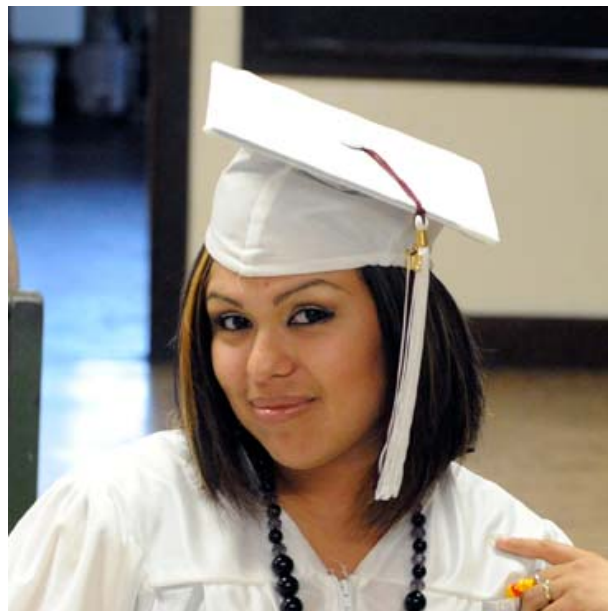
wisdom of effective teachers to improve instruction. Recommendations from effective teachers will inform multiple instructional improvement initiatives.

The teaching and learning conditions differ school-to-school and impact opportunities for high quality effective instruction. In partnership with the district, each school needs to improve on the teaching and learning conditions to include: time, professional development, family engagement, new teacher support, school leadership, facility and resources, instructional supports, management of student conduct, teacher leadership, community involvement and supports. Following the convention, we distributed a "Conditions Survey" to all teachers and site administrators, developed by the New Teacher Center in collaboration with the National Education Association (initial findings released in June 2011). We need to use the results of the survey to prioritize improvements in conditions at schools and the district.

A team of teacher leaders will continue the work initiated at the convention to develop OUSD's Effective Teaching Framework by the end of the summer. Each year, we will organize two teacher conventions to bring teachers together to share effective practices from classrooms and schools. Both site-based and centralized professional development will increase the level of teacher-led learning aligned to district improvement goals and teachers' needs and interests.

To sustain the work, we will facilitate monthly task force meetings to respond to challenges and opportunities based on teacher feedback. The task force will identify tools and resources the district should procure or develop to improve teaching conditions and increase the recruitment, retention and development of effective teachers. The "Conditions Survey," which generated baseline data on conditions, will be administered again in year three and five to evaluate progress.

We will examine organizational policies and practices for alignment with *High Quality Effective Instruction (HQEI)*. Recruitment, retention, evaluation and compensation will shift to increase HQEI. Professional development focused on HQEI in subject areas will integrate knowledge and resources to address diverse learners amplifying the repertoire of all teachers. Leaders will grow in their capacity to share in leadership and improve conditions as well as support, coach, and evaluate for HQEI. Classrooms that evidence HQEI will be identified using processes generated by the Task Force. Incentives will be provided to those practitioners recognized as delivering HQEI and who design structures and processes that open their classrooms for collegial learning across the school, region and/or district. Over time we will develop a rich bank of processes, and classroom tools germane to Oakland that support and evidence HQEI to on-board new teachers and accelerate their effectiveness and to expand the repertoire of seasoned teachers. What HQEI looks like, and how it impacts student outcomes in multiple contexts, will become transparent and readily available across the district.



Educators in OUSD will practice purposeful learning by collaborating at multiple levels. Specific professional learning networks will be established in priority areas. Each principal will identify math, science and literacy teacher leaders. Centrally, OUSD will take responsibility of building the capacity of these teacher leaders through workshops with the Leadership, Curriculum and Instruction office on topics such as inquiry, action research, lesson study and innovative collaborations. The teacher leaders will take what they've learned in district sessions and present professional development workshops to their colleagues at their school sites. The first group of teacher-led networks will focus on developing college and career readiness literacies in alignment with the recently adopted Common Core State Standards. On-site professional learning communities will continue throughout the system and regions will provide them with support to increase their effectiveness to include teacher leadership. OUSD will establish subject matter teacher leadership teams in strategic improvement areas such as Ethnic Studies. Initiatives with institutions of high education and informal learning institutes will generate additional learning opportunities for staff in alignment to priorities.

INITIATIVE 3B: Effective Principal Leadership — Framework & Practices

Key Task Forces for Reference: *Effective Principal Leadership, Core Curriculum, Financial and Operations Readiness, Full Service Community Schools, Results Based Budgeting, Regional Governance.*

Successful schools need great principals, and principals are essential for the successful transition to Full Service Community Schools. We see principals as key leaders who will:

- Lead Full Service Community Schools
- Lead the efforts of schools to have effective teachers who prepare students for college and careers
- Lead school transformation and their schools' work in corridors
- Lead the use of information on how we can best serve the whole child
- Lead communities towards common goals for our students.

Today, OUSD principals sit at a nexus of recent reforms, both local and national (e.g. *Expect Success*, small autonomous school movements, charters). The principals' roles have been shaped to include working with RBB and Options, creating market models for school services, and participating in various leadership recruitment pipelines (like New Leaders for New Schools and PLI). Principals wear many hats, from instructional leader to budgeting manager to community and family contact. They also contend with work that can distract from these "hats," namely managing IT, troubleshooting facilities, and dealing with compliance and labor work, much of which is distributed from the central office. Finally, as the task force found from its focus groups: "Not unlike many districts, we have multiple interpretations of 'effective leadership.' The expectations, foci, and goals for leaders change frequently and vary across the district. Leaders experience these inconsistencies as barriers to their learning."

Clearly, in transitioning to Full Service Community Schools, some elements of the principal role will change, and expectations for principals must be clarified. We must have a common definition of what a Full Service Community School leader embodies, and we must sustain a focus on leadership development over a series of years. The Effective Principal and Leadership Task Force developed *Dimensions of Effective Leadership*, a framework for the hiring, development, support and evaluation of school leaders. This document helps insure transparent processes, and reinforces the belief that every level requires effective leadership. *Dimensions of Effective Leadership* can evolve into a comprehensive rubric for guidance. A second document, *Principles for Leadership Development*, will provide clarity and focus for professional development and leadership support.

To carry out this work, we need to have a shared vision of OUSD leadership and Full Service Community Schools. We need to develop the capacity of all leaders to carry out Full Service Community Schools, with differentiated leadership professional development aligned for adult learning. We need to build strong systems and structures for collaboration between central office and school sites. Some such structures may include non-evaluative inquiry-based coaching, *in situ* inquiry projects, and a Buddy School system (such as the one already instituted in Region 3).



Throughout *Community Schools, Thriving Students* we detail new or changed initiatives that rely on principal leadership. This plan also reflects work done to reduce bureaucracy in the support of principals.

- In Goal 4, we explain efforts for Central Office reform to reduce the bureaucracy that "steals" time from administrators and teachers, especially time that can be spent in service of students and schools. This requires that the central office move from simply improving its service standards to be a "service organization" ... to truly improving all services and orientation to be an "In Service Of..." organization. In practical terms, this widespread initiative will help principals by reducing the number of hats they wear, or at least the amount of time associated with those hats.

- Two big efforts in the plan have impact on the leadership and decision-making roles at school sites: FSCS (Goal 1) and Regional Governance (Goal 4). While these proposals around structure may seem like a “sea change,” in many cases these are shifts and refinements to practices already in place. The FSCS model talks about a transformation in how schools and community interact, but many Oakland schools already do this work (in health centers, in after school programs, with CBOs). The principal will hire and oversee the Site Director – similar to how Principals currently work with roles such as After School Coordinators, Community Liaisons, and TSAs. With regards to Regional Governance and its impact on resource decision-making, thinking about the work that Principals currently do with SSCs and CBOs is a good guide for how they may interact with Community School Site Leadership Teams. The Regional teams will look more at needs and resources on a macro-level – e.g., what the assets within the region, how can they better match to the places of high-need, and what grant opportunities they should leverage with a neighborhood cohort.
- Much of the content in Goal 2 (Prepared for Success in College and Career) relates to the rigor/relevance of what we teach in schools (Core Curriculum, STEM), the innovations to turn schools around (Transformation, Corridors), and targeted approaches for many of our students (AAMA, SPED, Focal 15). In all these cases, we look to principals for central and critical leadership.
- In Goal 3, we talk about developing frameworks of effective practices for teachers and principals, and also about how to re-design our human resources systems to improve the pathway of recruitment to retirement. Principals will be intimately involved in both of these tracks, how we can shape the best system for excellent and effective teaching, and how they can help to design the system that brings the best of their own to our schools.
- Many principals focus on RBB because it represents a key path for school site leadership and decision-making. The RBB Task Force and Working Group both have significant representation of principals, and they have laid out a road map for examining a set of allocation formulas. This work will lead to recommendations for the next cycle, in the context of how past reforms have performed and how the new plan initiatives will change the landscape.

Principal leadership preparation and professional development for Full Service Community Schools will integrate rich experiences focused on collaborative leadership practices, accelerating improvements for high quality instruction in targeted content areas, addressing equity, and growing a Full Service community School. A team of leaders (principals and centralized) will convene regularly to continue the work initiated by the Effective Principal Leadership Task Force. We will refine and fully develop the framework to include a rubric and resources that anchor/illustrate the dimensions (vision, equity, instruction, relationships, resilience, accountability, management and partnership). We will use the framework to recruit, hire, develop, support, and evaluate leaders.

All school leaders will organize and design for quality and equity. In doing so they will examine the policies and practices employed at the school site and determine areas where quality and /or equity needs attention. Some of the areas of focus are resource deployment, funding, programming, core curriculum quality, support for acceleration, leadership practices, teachers’ preparation, placement and professional development, accountability, and parent and community engagement. Principals will inquire as to their effectiveness in allocating funds based on student needs. Do traditionally underserved students have access to the core curriculum? Are they supported with additional time and materials including high yield technology supports? Is their allocation of resources matching high needs to high levels of supports? Are high quality and experienced teachers hired, scheduled, and retained to teach high need students? Are decisions related to budget allocation making a difference for all students? Principals will implement observable practice shifts toward effective decision-making that accelerates the quality of instruction for all students and the building of a Full Service Community School.

INITIATIVE 3C: Supporting Leadership and Talent Development

Key Task Forces for Reference: Effective Teaching; Effective Principal Leadership.

We need Full Service Community Leaders for OUSD classrooms, schools, regions and the central office. These leaders have to juggle many tasks: they need to manage operations effectively, they need to become highly effective instructional leaders, and they need to build relationships and strategic collaborations with parents and community members. Leaders will need to assess their own levels of expertise with leadership practices, operations, instruction and community engagement and work together to share tools, knowledge and strategies in these areas to accelerate everyone's capacity to deliver on the promise of high quality effective instruction and Full Service Community Schools.

OUSD will establish a Talent Development Office that will collaborate with Human Resources and all the instructional departments to attract, recruit, develop, support and retain effective teachers, principals and other leaders. It will work to establish career ladders for teachers and succession plans for principal and centralized leadership positions. The office will ensure that policies, infrastructure and practices are informed and crafted based on strong principles, research, analysis of current student and organizational performance data and the recommendations from task force members. The office will develop a blueprint for action that challenges all adults in the Oakland community to step-up their game in the interest of children. It will focus on children receiving high quality effective instruction within high quality Full Service Community Schools. To deliver high quality effective instruction, OUSD will increase the number of effective teachers in every classroom and high quality principals in every school.

Oakland needs to enhance partnerships with local universities and other human resource development organizations to augment high quality learning opportunities in schools, the district, community, and institutions of higher education. In addition, we must enhance and align the operations for on-boarding, evaluating and rewarding teachers and leaders to have a positive impact on children. Critical to this is the establishment of practices that value all humans and treat them with respect and dignity throughout their careers in the service of Oakland's children.

Programmatic central office staff and regional team leaders will need to examine their current roles and make the shifts necessary to support FSCSs. A Full Service Community District calls for a culture of collaboration and interdependence. Leaders will need to bolster the quality of services while learning to become highly effective in the leveraging, coordinating and aligning of community resources to meet student learning and social needs. Each leader needs to create structures for data analysis and inquiry as to how institutional practices in their sphere of influence impact the education and well being of students. They need to analyze multiple data sources to inform students' instruction, program and services. Beyond the traditional assessments (diagnostic, formative, summative) and student data (attendance, suspensions, drop-outs) they need to examine how community resources, budget allocations and staff programming impacts education and students' lives. Leaders need to identify inefficiencies and their impact on students and families. Each year leaders need to decide on improvement targets in alignment to district goals.

Centralized leaders will develop a yearly needs and asset assessment based on an understanding of the students and families served by region and in schools. A bank of local educational and service resources will be identified and posted. They will engage in the identification or development of local, state and/or national resources in the interest of their students and families. Centralized leaders will collaborate to oversee the coordination and deployment of resources. Leaders will be responsible for communication and collaboration with CBOs, IHEs, philanthropic organizations, city and county services, faith-based organizations, and others. They will collaborate with colleagues to ensure efficiencies of scale and effective collaboration across the schools and regions. Centralized leaders will align staff and resources to support the success of the schools as they work to establish Full Service Community Schools.

GOAL 4: Building the Full Service Community District



What Do We Want For Students?

We need to build supportive systems and structures within our Central district organization to achieve these goals for our students. What links Central departments to students? We want students to have teachers and principals focusing on instruction, not spending large amounts of time overwhelmed by inefficient and bureaucratic red-tape. We want students served in a “whole child way,” benefiting from the most efficient and effective combination of our available resources, regardless of good times or bad.



What Must Change?

We must change the way we do business. We must re-orient the way that we gather and use information to make decisions that impact our children, youth, and families. We must interrupt patterns that end up causing inequity, intentional or not. We need to anticipate what community schools will need, and we must prepare smooth processes to make it happen, removing inefficient obstacles to getting things done. We want every district employee to understand how their job impacts schools and students. Finally, we must get smart about how we coordinate, align, and leverage to make the most of our resources.



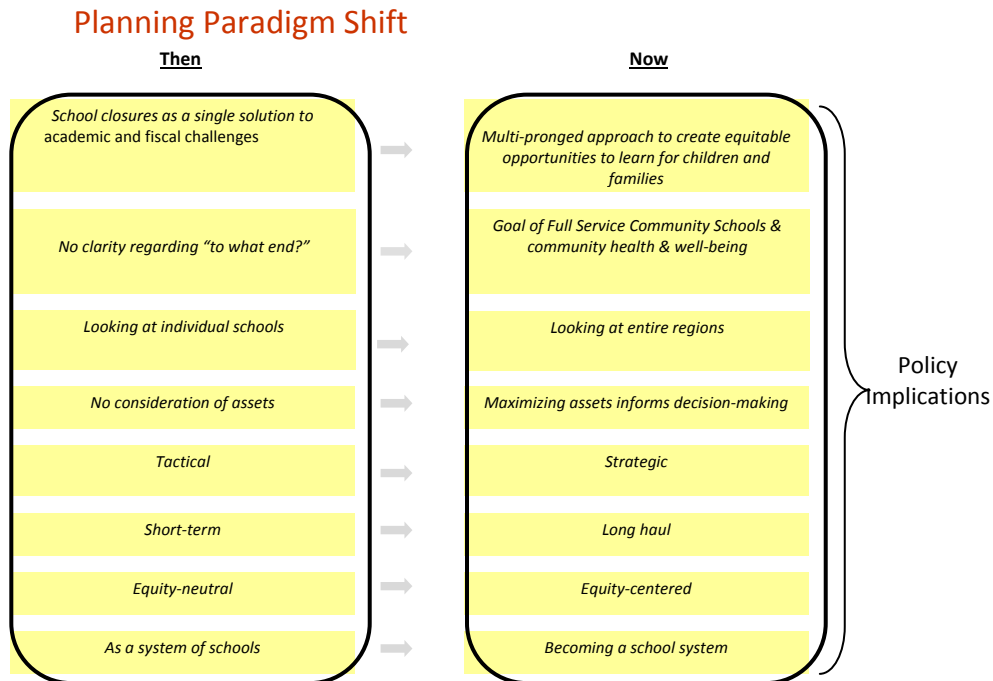
What Do We Need To Build?

For this goal, we look at four initiatives that address how the district can support community schools and thriving students from a Central position. We begin with plans for reinventing the Central organization (e.g., reducing red-tape frustration, connecting Central staff to schools and students), and then discuss refining specific processes that can create greater equity (e.g., funding schools, choosing schools). Next, we look at how the compass point of “serving the whole child” requires the reinvention of two anchor departments (data, facilities). Finally, we detail our blueprints for regional and neighborhood governance and leveraging the resources within.



To begin, let's consider a re-thinking how the district does business:

DIAGRAM 6: OUSD Facilities Strategy Model for Planning Paradigm Shift (March 2011)



This model, designed in partnership with the OUSD Board of Education for facilities master-planning, provides a summary of the types of changes we want to make across the organization. In each of the following initiatives, we “shift the paradigm.”

INITIATIVE 4A: Central Organization “In Service Of...”

Key Task Forces for Reference: *Financial and Operations Readiness.*

See also, *Full Service Community Schools; Regional Governance; Quality Community Schools Development.*

The Central District Organization (“Central”) is often placed at the heart of Full Service Community District development. Many people think of Central as the pieces of the district not in front of students in the classroom, but absolutely essential to running schools and serving kids (payroll, supplies, human resources, curriculum development, custodial services, and information technology). How do the organization’s support systems and processes transform themselves into not just a “service organization,” but an “organization in service of...” schools and students? And how do we connect all of OUSD’s team members and their important work to ensuring that students are safe, protected, and thriving?

Several task forces have considered these questions with significant depth and concrete recommendations. The *Full Service Community Schools* Task Force developed asset inventories and rubrics for Central to consider how to become a Full Service Community District. *Regional Governance* proposed re-organization recommendations that locate more of the Central departments and employees in closer relationships with schools and students. *Quality Community Schools Development* has developed a set of “quality standards” specifically for Central, used to evaluate us as a Full Service Community District. All of these pieces will impact how we change. Over the next five years, the Central office will embark on three phases to reinvent itself:

PHASE 1 (2011-2012):

Reduce Inefficiency, Direct More Money to Classrooms, and Learn How to support Community Schools

Both the community and schools have often seen the Central office as a drain on resources and an obstacle to education. Despite improvements resulting from Expect Success!, inefficiencies endemic to public institutions remain throughout the district and dealing with the “district” is often challenging for teachers, parents, site administrators, and the greater community, distracting them from serving students. These distractions can result in site leaders not fulfilling compliance tasks, thus creating many gaps in site operations that leave the district vulnerable to audit findings and fines. The Central office must re-invent itself in order for the district to achieve its vision of “Community Schools, Thriving Students.”

Currently, Central Staff appears not to have frameworks that are directly connected to work at school sites or engaged directly with students. This lack of connection undermines commitment to children as the foundation of all work done in the district. In addition, without understanding the actual challenges and complexities of schools sites, Central office work can become disconnected and actually hinder the progress at sites. And given that state education funding probably won’t increase anytime soon, one of the few ways to increase money for the classroom is to decrease the funds needed for Central business operations.

How will we reduce bureaucratic frustration, while decreasing the non-educational budget, and enable staff to connect more to community schools? Providing quality service to minimize bureaucratic frustration can cost; we cannot reduce resources for business operations and automate services so much that schools and the community are unhappy.

Over the next five years, Central departments must re-invent themselves to serve Full Service Community Schools. We will achieve this transformation in two steps.

During the first one to two years (Phase 1), the focus will be on perfecting the basics, such as always paying employees correctly and on-time, seamlessly on-boarding new employees, providing powerful, reliable technology, getting through financial audits without findings, securely managing employee data and processing vendor payments promptly. We will achieve these outcomes through a combination of process redesign, the implementation of technology, organizational redesign, professional development, and strengthening the ties between the Central Office and schools (see Financial & Operations Readiness Task Force report for details on specific implementation projects).

While the Central Office departments perfect the basics, they will learn what it will take to support the new model of Full Service Community Schools.

1. Using Technology to Enable Self-Service, Reduce Lead-Times, and Generate Performance Metrics

Technology usually yields the greatest gains in productivity, especially by enabling users to do much of the work themselves, without dealing with paper forms. OUSD staff could change their details on their W4, onboard a new hire, submit a payable for reimbursement, request a consultant, and myriad other services from their computer. Technology enables lead-times and processing times to dramatically shorten, giving greater flexibility and convenience to OUSD employees. Target areas will include: on-boarding new employees; archiving and retrieving documents; payroll; creating full online system for professional services contracts; developing customer service portal; input and distribution of individual employee data.

Technology will facilitate the generation of performance metrics, so that both the customers and the providers can monitor the quality of service. This transparency will establish the foundations for greater accountability. The performance metrics will drive continuous improvement.

2. Technical Support and Professional Training for School Operations

Each school will receive guides, training and ongoing coaching to help improve the operations skills of site administrator's target areas and projects will include: Centralized Operations/Departmental Calendar; Central Operations Handbook (“Hot Pink Book”); August Operations Workshop for Principals; Ops Induction for New Principals; Operations Coaches; Regional Classified & Clerical Training (monthly).

3. Locate Selected Central Staff Closer to Schools and Students

Staff will be located closer to the work – in some cases, within schools themselves. Through reciprocal relationships with schools, Central Office staff will develop a deeper understanding of the challenges and needs of administrators and teachers, and strengthen a culture of service to schools. This measure is also recommended by *Regional Governance*.

4. Strengthen Ties between Schools and Departments

Every department explicitly partners with a specific school and every department member commits a day of service every month to that school. Every principal takes on one organizational responsibility (e.g. experienced-new principal mentoring, QCSO leadership role, on-going Advisory Members of task force, and Departmental input/reviews/feedback).

5. Learn the Community Schools Model for the Central District

While the Central Office improves efficiency and service quality, a parallel effort will explore how Central departments must be re-invented to support quality, Full Service Community Schools.

Financial Landscape: Status after State Control

OUSD regained complete local control on July 1, 2009 after six years of state control. The educational programs had been redesigned under state control, but many financial issues remained. Under state control, the district used one-time monies, such as private funding from Expect Success!, to balance the budget; there was limited investment in accounting, and no audited financials for several years. In 2008-09, the last year under state control, recurring expenses were exceeding expected ongoing revenues by approximately \$40 million.

The Board of Education made eliminating this “structural deficit” one of its budget priorities. Ongoing expenses include approximately \$6 million in interest payments to service the loan from the state, which had risen from \$65 million to \$100 million from when the state took over the administration to when local control resumed. While the district’s enrollment declined from a high of 55,000 in 1999-00 to its current enrollment of 38,540, the district still maintains a portfolio of approximately ninety-seven schools.¹⁰

Budgeting for 2011-12

Going into the budgeting process for 2011-12, the district anticipated what was thought to be a realistic scenario: the district would assume that the temporary state tax increases enacted a few years ago would not be extended. This would result in a \$19 million gap, including the \$7 million structural deficit. The district intended to use one-time money to off-set some of the shortfall and budget for a \$12 million reduction from the current year. All schools and most Central Office departments completed their budgeting against targets set by this scenario.

However, when the governor failed to get the extension of the tax extensions on the ballot by late March 2011, the district started preparing for a scenario that would be much worse: instead of a \$349 decrease in funding per student, it was estimated that the district would have to adjust to \$844 less state funding per student compared to the prior year. This gap would grow from \$12.6 million to \$30.5 million.

Having largely completed the budgeting process, the district intends to honor the commitments the schools made during their budgeting process (RBB), make some additional small adjustments, and fund most of the incremental \$18 million gap from additional flexing of Adult Education Tier 3 funds, excess reserves held by the district and other one-time funds. Having exhausted these reserves, no such funds would be available should a shortfall occur the following year, but the one-time measure would allow the district time to complete developing the strategic plan and to use it as the guide to restructure, should such action be necessary in the future. Beginning in the fall of 2011, OUSD will use a program-based prioritized budgeting process to ensure long-term academic and fiscal solvency. Year 1, we will determine a sustainable number of schools and staff for our student population and budget, while maintaining a focus on equity. By Year 3, we hope to achieve this. We also will explore ways to attract and retain excellent staff through responsible and sustainable compensation programs.

Financial Strategy Going Forward

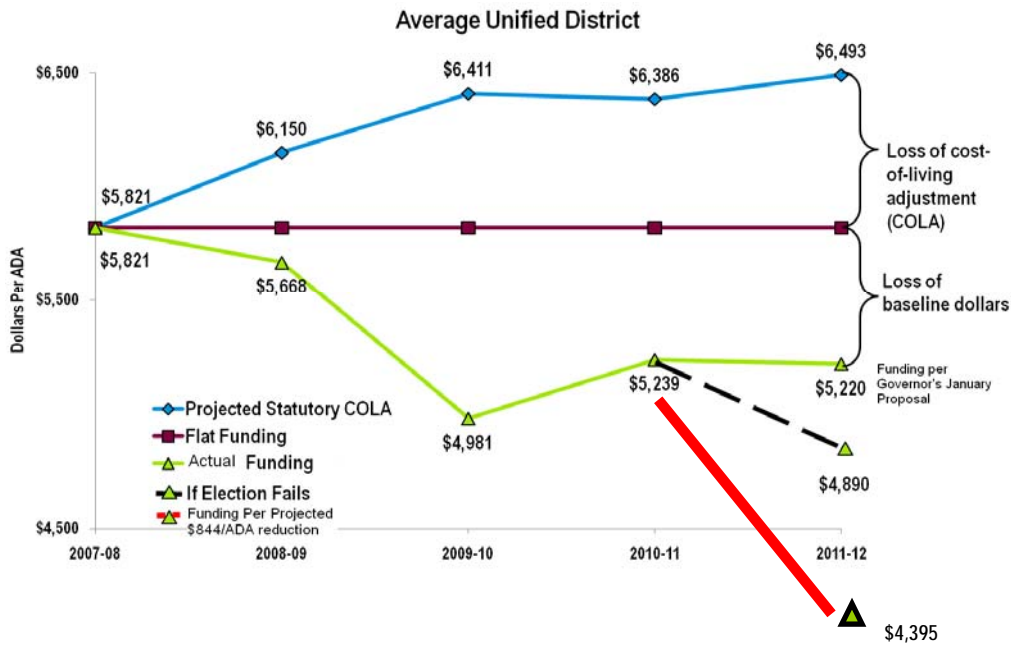
State funding represents over 80% of the district’s unrestricted revenues. Given recent history, OUSD must prepare for the unpredictability of state funding to continue, and cannot rely on funding from the state to increase anytime soon. If the state funding remains at projected 2011-12 levels in 2012-13, the district would have to dramatically restructure. Closing the structural deficit must continue to be a priority.

¹⁰ Current enrollment for K-12 including charter schools is 45,269.

Changes to OUSD will be consistent with the strategic plan: developing operating quality, fostering community schools and maintaining a commitment to equity. OUSD is a service organization; its most valuable assets, and most of its cost, are people. OUSD employee compensation remains among the lowest of any school district in Alameda County and even in this challenging economic climate, the Board of Education continues to make increasing employee compensation a high priority to help retain employees.

DIAGRAM 7: Changes in State Funding

**Unrestricted General Fund
Budget Development 2011-12**



PHASES 2 AND 3 (2012-2016)

Reorganizing and Prioritizing

At the end of Phase 1, we should have transformed the Central Office to an efficient organization in service of schools. In Phases 2 and 3, the Central Office must transform itself into an efficient organization in service of Full Service Community Schools.

To achieve this outcome, the Central Office will:

1. Expand the reach of existing resources through realignments and partnerships

Central will realign its resources, modify processes, and establish partnerships to share labor, funding, technology, data, and facilities with other agencies in support of Oakland’s students.

2. Place particular Focus on Students with the Highest Need

We will modify the delivery of services so that priority and focus is given to the schools serving the students with the greatest need (as identified by the systems implemented through the *Healthy Kids, Healthy Oakland* Task Force). The challenges facing the staff in the schools serving the highest-need students are immense. The consequences of failure for these students are much greater than for students in other schools, and the cost of distracted, frustrated adults is much higher. When there are competing requests for the same services, the schools serving the highest need students will get priority (rather than always prioritizing service strictly according to “first come, first served”). This service model resembles the service model for many commercial enterprises.

This service model can only work without damaging the rest of the district if the Central has transformed into a high performance organization in service of the schools. Phases 1 and 2 are prerequisites because they are universal. Only then can we move to the “targeted universal” approach in Phase 3, an approach coined by John A. Powell which says that needs of the disenfranchised must be specifically addressed.

INITIATIVE 4B: Processes for Greater Equity

Key Task Forces for Reference: Systems Equity Reform – Results Based Budgeting; Options and School Choice.

Targeted universalism also drives two other Central district processes that could create greater fairness and equity for schools and students of high need – (i) how we fund schools; (ii) how families choose schools.

While there are many components to funding schools fairly and providing equitable school choice, this plan focuses on making refinements to Results-Based Budgeting (RBB) and Options. Both of these processes were designed to bring higher levels of equity to a historically bifurcated district (e.g., hills, heartlands), with other simultaneous reform effort such as building “two high quality school options in every neighborhood.” Taken together, this bundle of strategies would yield greater equity and quality. Looking back over several years of RBB and Options, we can now see that there have been significant successes with outstanding “heartland” schools and significant progress in closing the disparity between hills and heartlands. However, with the intersection and compounded effect of many different reforms operating at difference rates, we now have some unintended inequities that need attention.

FOCUS 4B.1 Results-Based Budgeting (RBB)

The Results-Based Budgeting (RBB) task force set its vision that in five years, all students in every school have access to a well-resourced, quality school program with additional resources designated to support students with the highest needs aligned with district-wide and school site strategies.

Traditionally, schools had been staffed based on a formula that allocated teachers based on the number of students enrolled in a particular school. While this system provided an equitable *number* of teachers, it did not necessarily provide for equitable funding because individual school sites have staffing costs that vary significantly due to the seniority of teachers. The disparate staffing costs most severely impacted Title I eligible schools because they had a disproportionate share of lower-salaried new teachers, resulting in Title I schools paying for the non-Title I schools’ teacher salaries, instead of having the additional funding available to support their own programs.¹¹ Though some Title I schools have large proportions of veteran teachers, the majority do not.

Results-Based Budgeting (RBB) introduced a district-wide process based on a per-pupil formula allocation and on structures to support accountability for school-site decision-making centered around four key tenets: **transparency, equity, accountability,** and **site-based decision-making**. The purposes of this reform included creating opportunities for new and experienced teachers to learn and mentor each other, maintaining fiscal responsibility, promoting more effective and efficient decision-making for using funds in support of student achievement, and addressing systemic inequities in funding allocations.

1. Impact of Multiple Reforms on RBB Results

The impact of RBB on student achievement goals have been interpreted in several ways. Some school communities with historical challenges with student achievement attribute their significant gains to their new ability to manage their budgets under RBB. Other

¹¹ OUSD’s 2011-12 RBB Handbook

school communities report little impact or negative impact on student outcomes. Across the district, the impact of RBB is inextricable from its *intersections* with several other key reforms implemented in OUSD at the same time. The combined and compounded impact of these reforms and factors has determined our current situation and creates challenges for evaluating what has led the impact:

- *Small Schools Movement* (e.g., since RBB uses actual [rather than average] salaries for school personnel, small schools staffed largely by veteran teachers face greater resource constraints than schools with balanced faculties¹²)
- *Options and School Choice* (e.g., with many choices for families, needs might change wildly between budget development (in the winter/spring) and the start of school in the fall as families seek out their best options; for schools serving transient student populations, or located in neighborhoods perceived as less desirable than others, the challenge of funding a consistent program often requires interventions and subsidies, increased family engagement and investment in schools where it was once scarce).
- *Expect Success* (e.g., provided critical funds to support the initiation of RBB in the form of transitional support for the system, subsidies for different kinds of needs at different school sites, and training)
- *Shrinking CA State Resources* (e.g., over the last five years, some OUSD administrators have noticed that they simply cannot afford to simultaneously staff their school sites and provide the necessary supplemental services to their students and families due to rising costs and diminishing resources,¹³ increased pressure to do more with less, and to lead school communities through difficult decision-making processes where few of the options serve the best interests of children)

Other concurrent factors with RBB implementation include: Site-Based Decision-Making and Theory of Action (e.g., making financial decisions accordingly); Operational Dexterity and Service Excellence for Central; and Evaluation and Staff Performance (e.g., using the evaluation process to manage performance to create and nurture a results-driven culture and consequences).

2. **Criteria for Refining the Allocations Formula**

Looking ahead, we recommend designing an allocations formula focused on the outcomes we hope to attain. In that formula will be certain criteria. To develop criteria we will synthesize feedback from community members, principals and other staff, and the Board of Education on the principles and mechanics of implementation. We will also study successful systems. The working criteria will be used to evaluate several potential systems prior to the beginning of the 2012-13 Budget Development Cycle in November 2011. These criteria are also designed to integrate with the work of strategic initiatives. For example, as the School Quality Review process identifies a need for additional resources to support a programmatic student need at a school, the allocations formula must provide for a process of allocating resources to do so. Or, as Regional Governance generates increased attention to resource allocation in some areas, the allocations formula must promote the transparency and accountability for results necessary to ensure effective strategic planning in each region. We worked to develop criteria for the formula that could test out whether a potential allocations formula would meet our needs and flex with changing conditions. The current criteria have three core elements, though each element represents a wide range of opinions and perspectives and will continue to develop:

- Ability to Fund an Adequate Core Program at Every School:** The critical factors of enrollment and teacher salary and benefits do not universally allow for a balanced budget, requiring subsidies based on school size and salary/benefit costs, rather than student needs. While the definition of an adequate core program may change as district-wide priorities and financial position change, it is the main responsibility of the school district to provide a basic educational program to all students.
- Ability to Equitably Fund Differentiated Student Needs at Every School:** Recognizing that the diverse needs of students across Oakland demands a differentiated approach, the Task Force worked to identify factors that could determine what factors could be used to differentiate funding for students (see forthcoming RBB Task Force report appendix). However, the allocations formula must be facile enough to allow for additional resources required to support students with the highest needs.
- Ease of Implementation:** In a time of shrinking resources for administration, a successful allocations formula must be simple to implement. We intend for the system to relieve bureaucratic frustration, not create it.

¹² Vasudeva, A., Darling-Hammond, L., Newton, S., & Montgomery, K. (2009). Oakland Unified School District new small schools initiative evaluation. Stanford, CA: School Redesign Network at Stanford University

¹³ OUSD's 2011-12 RBB Handbook

3. **Analyze Examples of Allocations Formulas**

In early Fall 2011, the task force will continue to evaluate potential allocations formulas for implementation. To date, there are three types of allocations formulas to review, though additional types or hybrid formulas may emerge over time.

a. *District-Wide Staffing Allocations Formula*

In this allocations formula, a Central group comprised of program-focused and operational-focus leaders will determine appropriate staffing for each school site program, based on a set of constraints and priorities. This formula may accommodate differentiated student needs through directed allocations of staff and other supports, though its primary function is to ensure an equal, basic core program at every school.

b. *Weighted Student Allocations Formula*

In this allocations formula, students will generate resources for schools based on a base allocation amount and additional allocations earned by different factors of achievement and social needs. This formula may accommodate differentiated student needs depending on the degree of flexibility with which the allocations may be used. This formula uses *equity*, not *equality* as the primary basis for determining allocations, meaning that some students will generate fewer resources than others with more needs.

c. *Enrollment-Based Allocations Formula*

In this allocations formula, students generate resources for schools based on an equal base allocation amount for all students. Most similar to the current RBB formula, we would augment this formula with specific utilization requirements to accommodate differentiated student needs.

4. **Identifying Critical Conditions to Support Implementation**

Each of the potential allocations formulas requires some critical conditions to support successful implementation. As the specific formula designs are further detailed, additional conditions may surface. However, we anticipate two primary conditions will persist regardless of the allocations formula design:

- a. Engagement & Communications
- b. Clear Roles & Responsibilities (with accountability for results, and tools and training to support effectiveness)

The RBB Task Force has prioritized transparency and regular feedback as a critical practice for all budgeting decisions. The realities of the current state of funding for public education create new challenges in decision-making and communications, and the task force will continue its engagement through the summer and fall, ensuring a successful launch of the recommended allocations formula for the 2012-13 cycle.

FOCUS 4B.2 Options & School Choice

The Options process for school enrollment has been in effect since the 2005-2006 school year, and since that time enrollment patterns across the district have changed. As of November 2010, only 49% of OUSD students attended the school in their neighborhood attendance area.

It was the charge of the Options & School Choice Task Force to conduct an inquiry to explore the breadth of such changes, and study, research and analyze the positive and negative impacts of Options on various stakeholder groups in the district. Once the outcomes of the current policy were fully understood, the task force would put forth recommendations to create a more equitable, effective and efficient enrollment policy.

Over the past five years, several questions – many focused on equity, communication, and access – regarding the implementation and impact of Options were raised by Board Members, OUSD Central office and school site staff, parents and community. The Options Task Force used the themes of these questions to drive their inquiry. They had a diverse membership which went through multiple stages – knowledge development, evidence gathering, mission and vision development, review of recommendations – before establishing a mission and vision and goals (see forthcoming Options Task Force report).

The two main areas of focus for the Options Inquiry were:

1) Enrollment Policy – Is having an intradistrict open enrollment policy/Options right for OUSD?

For Example: Has allowing families and students to select schools outside of their neighborhood caused sharp declines in enrollment at OUSD high schools such as Fremont and Castlemont, and in neighborhoods such as West Oakland, leading to less investment of resources in schools which have already been struggling to serve disadvantaged students?

2) Implementation of the Policy – Should there be changes to the way that Central Office implements Options?

For Example: Has Central Office failed to provide families and students with equitable access to Options due to issues such as:

- *lack of communication,*
- *lack of transparency,*
- *poor customer service, and*
- *preferential treatment?*

KEY FINDINGS

1. Enrollment Policy

In response to the question of whether Options/intradistrict open enrollment is right for OUSD:

When looking at data the Inquiry Team found: During the timeframe allotted for the Inquiry, the team was unable to find sufficient evidence that Options was the sole cause of declining enrollment at certain schools and in certain neighborhoods. Instead, evidence showed that enrollment across the entire district was in steady decline until the 2010-2011 school year. While we know that Options does impact enrollment, it could not be proven that ending the OUSD Options/intradistrict open enrollment policy would solve enrollment problems at our schools.

When talking to families and students the Inquiry Team heard: Families and students feel that OUSD schools are currently unequal. Many of those who utilized Options to move their children away from their neighborhood school stated that they would have liked to have sent their children to school in their neighborhood, if the educational offerings, physical appearance, and safety in and near all of our schools were equal. Families expressed excitement at the prospect of having quality schools in every neighborhood as the Strategic Plan is implemented in the coming years, but with our current offerings they appreciate and need choice.

Based on these and other findings, the Inquiry Team recommends: Due to the fact that elimination of Options would not solve OUSD’s complex enrollment issues, and due to the feedback we heard from families and students the Inquiry Team does not recommend elimination of the Options policy at this time. However, in acknowledgement of the impact that Options does have on enrollment in many of our schools, and because there was not sufficient time, data, or expertise to explore the impact of open enrollment on issues such as gang activity, the committee also recommends that we form an Enrollment Advisory Board to continue studying Options, and make ongoing recommendations regarding its future.

2. Implementation of the Policy

In response to the question of whether there need to be changes in Central Office/school site implementation of Options:

When looking at evidence the Inquiry Team found: The Inquiry Team reviewed information about the original intent of Options when it was in development, and found that a mission and vision statement for the program did not exist. The team also found that Options was conceived in conjunction with other OUSD initiatives which are no longer operating or did not fully come to fruition in every neighborhood (i.e. Expect Success and the School Portfolio Management vision of two quality schools in each neighborhood – in reference to the small schools that were being developed in locations such as the Cesar Chavez Educational Complex). In addition, there had been no review of Options to make sure that it was meeting an enrollment vision for OUSD. Finally, the team reviewed the current lottery priorities, outreach methods that are and have been in use, procedures and customer service in the Student Assignment Office, and communication from Central Office and school sites to families regarding Options.

When talking to families and students the Inquiry Team heard: Families and students question whether Options is a true “choice” process because many students are not assigned to the school(s) they have selected. Families acknowledge that they often make choices based on perceptions instead of facts, but they feel that the district and schools do not do a sufficient job of getting needed

information out to the community. There is also a strong public perception that preferential treatment based on relationships, address, socioeconomic status, and ethnicity affect student assignments. In addition, although Options has been in place for over five years, many community members remain unclear about the program, who it's for, and how to fully participate.

Based on these and other findings, the Inquiry Team recommends: The Inquiry Team has developed, and recommends approval of, its mission and vision statements for OUSD enrollment, which will help guide future decision-making in this area. In addition, the team has made several recommendations regarding outreach, customer service, transparency, and the development of an Enrollment Advisory Board to provide consistent reviews of the program and its implementation.

These recommendations aim to both correct challenges caused by the current system and address on-going needs:

- Continue to review and revise OUSD's enrollment system over the coming years to make sure that it is achieving its vision and to check for any inequities that we might not see from our current vantage point.
- Identify the needs of the community and the resources necessary to provide useful information to families before they make enrollment decisions, and implement an initial outreach toolkit and plan.
- Begin compiling data, initiating studies, and conducting community surveys regarding school safety perceptions and concerns.
- Implement Kindergarten and middle school cohort lottery priority for students attending OUSD Early Childhood Education (ECE) Centers and OUSD elementary schools.
- Create systems for families to participate in identifying resources at school sites and make suggestions for community facility use.
- Provide families with access to information that OUSD collected through its facility asset mapping.
- Communicate with families about existing special programs and high school pathways so they can provide input on potential future programs.
- Conduct research to identify Program Improvement (PI) transportation funds that exist to help families attend non-PI schools.
- Publish revised enrollment timeline that allows more time for families and students to participate.
- Implement new Student Assignment Office hours and customer service standards.
- Conduct Regional Options fairs and roving enrollment opportunities.
- Ensure that each school site and ECE center has a designated and trained point person who understands and handles enrollment.
- Revise assignment letters and regularly publish and update list of schools with open spaces in order to provide families with more information and increase the sense of transparency and fairness with the process.
- Review and calibrate enrollment policy and Student Assignment Office operations for alignment with goals of Full Service Community Schools.

To garner additional opinions and feedback, and to offer further means of participation for parents, caregivers and school sites, the Inquiry Team of the Options Task Force distributed an Options Survey to every district school in three languages. The survey is also available online through the www.thrivingstudents.com website. The surveys were distributed in February 2011 and are still being returned. A summary of the survey responses was compiled. Year one tactical goals were developed by analyzing this data.

Proposed Enrollment Mission Statement

The mission of the Oakland Unified School District Enrollment Program is to ensure that every Oakland child has equitable access to a quality public education, and encourage and support commitment to Full Service Community Schools. Implementation of the program will be transparent and will focus on partnership among all adults in our community through mutual respect, shared responsibility, and joint accountability, so that ALL Oakland children graduate, and as a result are caring, competent, and critical thinkers, fully-informed, engaged, and contributing citizens, and prepared to succeed in college and career.

Proposed Enrollment Vision Statements

Our vision of the equity needed in each of the following areas as it relates to school selection and the enrollment process.

AREA	Vision
SCHOOLS	All students have access to quality schools and all neighborhoods have quality schools.
SCHOOL SELECTION	Families make informed choices about where they send their children to school and family decisions are based on what is best for their child/children.
OUTREACH AND ACCESS	Families have the information they need to make informed choices and district enrollment services are clear, <u>fair</u> , and accessible to all. School sites and community partners are supporting families in making school selections.
SAFETY	Students feel safe going to and from school and are well cared for inside school.
PRE-K ENROLLMENT	OUSD Pre-K programs are fully integrated and welcomed as part of the school community at the campuses where they are located.
FACILITIES	Improved and equitable school facilities (both interior and exterior) serve as centers for the neighborhood and community across the entire district.
SPECIAL PROGRAMS	All OUSD schools offer special programs that are attractive to families.
TRANSPORTATION	Policies and resources are in place to assist students who are having difficulty with transportation and/or attendance.
ENROLLMENT TIMELINE	OUSD's enrollment process has a clear and sufficient timeline that is well-communicated to all Oakland families.
SYSTEMS AND IMPLEMENTATION	Student assignments are fair, equitable, transparent and consistent. Student Assignment Office staff is family-friendly, offers excellent customer service and is routinely evaluated and held to service standards.
FULL SERVICE COMMUNITY SCHOOLS	Families invest in and participate in Full Service Community Schools. All OUSD schools are able to clearly define and share their vision, focus and unique features.
FULL SERVICE COMMUNITY DISTRICT	OUSD provides clear and accessible data regarding the results of the student placement process and the lottery algorithm.

INITIATIVE 4C: Serving the Whole Child

Key Task Forces for Reference: Healthy Kids Healthy Oakland; Regional Zone Approach – Assets & Facilities Management

Traditionally, we have gathered basic information about students such as test scores and attendance. The student profiles that we create from these data points can tell us whether kids come to school and how they do on annual standardized exams, but what do we know about the rest of their lives? Do they live in public housing? Are their parents employed? Is there healthy food available for their meals? And do we think that all these other factors affect their achievement? Similarly, when we look at information about our schools, we have usually measured things like square footage, portables, and rental possibilities, but not necessarily neighborhood economic impact, specific student & family consequences, or programmatic effects. For these Central organization departments of Research, Assessment, and Data (RAD) and Facilities Planning, we have significant five-year plans for building new Full Service Community District systems:

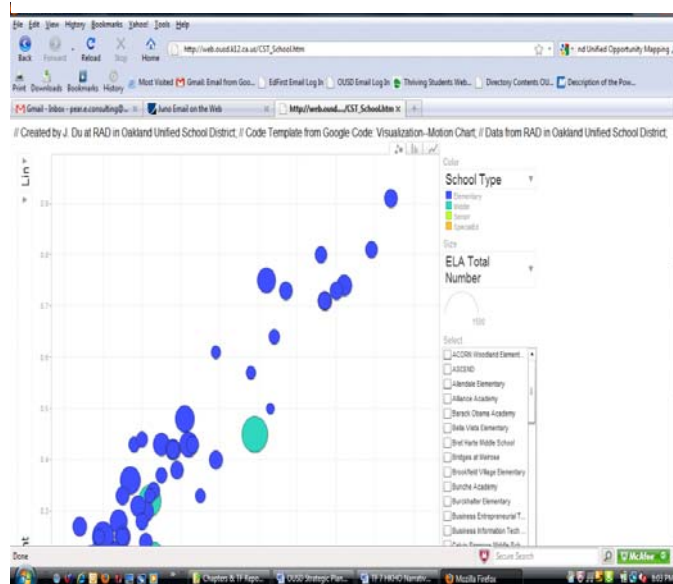
FOCUS 4C.1 Healthy Kids Healthy Oakland (HKHO)

HKHO is a redesign of our RAD department to provide comprehensive information and analysis about the whole child, and new tools for presenting data in actionable ways, in order to address inequities and improve educational outcomes for all Oakland students.

1. ***Expanded Data Framework & Bringing Together Data about the Whole Child***: Gather and share data across OUSD departments and across agencies – e.g., City, County, Oakland Housing Authority, Attendance Works, and Urban Strategies Council. We have begun to expand and simultaneously centralize a wide range of data in service of the Full Service Community District and Schools, and in service of our regional governance approach.

2. **Reorienting How We Frame, Present, and Use Data:** As a district, we are moving away from flat reporting of data to using a Healthy Kids, Healthy Oakland (HKHO) framework to analyze the data and present it in meaningful ways. For example, if we simply created a table showing student scores and percentages on the California Physical Fitness Test (PFT), it would likely just be a report that collected dust. However, by selectively choosing a couple of areas of the PFT and providing explanations about the meaning of the scores in relationship to students' short-term and long-term health, and by presenting the data in visually understandable ways, we hope to change the way we use data to improve students' lives and school outcomes. In addition, data for schools and departments will be framed by their balanced scorecard goals, or by the quality standards for schools, or by the Full Service Community Schools rubric, or by the lens of African American male achievement. Rather than simply being disconnected data points or patterns, we as a district will view and analyze the data, making meaning from the data within these strategic frames.

DIAGRAM 8: Sample RAD Motion Chart for ELA



3. **Providing Comprehensive Academic and Non-Academic Data Analysis, Indicators, and Tools:** Having a Healthy Kids, Healthy Oakland analytical framework allows us to look at a student's life-course and school-course pathway from early childhood all the way to high school graduation and beyond. We bring together what we know about child development and critical life transitions, as well as what we know about critical school transitions, to understand what creation of a protected pathway to graduation for every student requires. For example, we have learned that chronic absenteeism is not just a high school issue. Elementary school chronic absence in Oakland and across the country is highest in kindergarten, and this early chronic absence is associated with lower reading levels in the 5th grade. If we begin addressing the underlying causes of chronic absence at kindergarten or even preschool, we may see improved reading levels at the critical third-grade level, when students move from "learning to read at a basic level" to "learning to read complex subject specific text and reading to learn." We need this fuller picture of each child that HKHO provides to address systemic issues and inequities across the district.
4. **Creating New Tools for New Work:** Interrupting inequity requires new tools. The Opportunity Mapping project serves as a tool for creating equitable systems of resource allocation, something that becomes all the more important during times of scarcity. Motion charts are another new technology and tool, allowing us to view trends in motion over time. These trends can be academic (graduation rates, CST scores, chronic absenteeism rates, indicators of African American male achievement, etc.), health-related (physical fitness scores, etc.), enrollment trends – anything of importance for which we have collected longitudinal data. A new generation academic reporting tool will allow teachers and principals to instantly create their own reports on student learning. Professional development will be provided to principals and teachers. Principals can then view student learning across classrooms or by teacher, subgroup, or individual student. Schools will not have to wait for RAD data analysts to pull their data – it will be at their fingertips. New technologies will allow the academic tool to "talk to" the other tools to provide ways of analyzing data across academic and non-academic indicators and datasets. Predictive modeling analysis and tools will play a critical role in reducing and preventing dropouts and improving graduation rates.

FOCUS 4C.2 Regional Zone Approach – Assets & Facilities Management

Another major data transformation to "serve the whole child" is taking place in the Facilities department, which is preparing its own master plan for our physical assets (i.e., classrooms, school buildings, land). In the past, OUSD facilities planning usually analyzed flat information (e.g., square footage, number of portables, current enrollment) to make critical decisions about how to use space (e.g., closing schools, leasing rooms, tearing down portables). However, as part of our strategic planning, the Regional Zone Approach – Assets & Facilities Management task force presented a renewed vision: "Maximize the quality use of our assets in service of creating equitable opportunities for learning and to support the health, and well-being of all children, families and their communities." Similar

to HKHO, Facilities proposes several new tools and new ways of doing business that will better “serve the whole child” (e.g., expanding the set of data and gathering new information and analyzing through different lenses to consider the program impact on high needs students and the economic impact on high needs neighborhoods).

1. **Assets & Facilities Database:** The new OUSD Facilities Database is a tool for organizing and managing resources across space and time. The database helps stakeholders make informed decisions about sites while providing meaningful information to planners and designers. This database synthesizes data from a broader range of sources (than before) and feeds into a dynamic interface that helps decision makers understand their facilities and evaluate the impacts of alternative plans over time. The OUSD database is fundamentally structured around spatial relationships. Inputs include: maps and plans, schedules, finances, user data, and public/civic data. Outputs include detailed asset profiles, comparison snapshots, aggregate assessments, mapping, and scenario modeling.
2. **Using Programmatic & Equity Lenses in Facilities Planning:** The chart below shows how the new strategic framework takes facilities planning beyond the flat numbers to consider multiple factors that “serve the whole child.”

TABLE G: Physical and Programmatic Elements for Facilities Planning

	PHYSICAL Strategies	PROGRAMMATIC Strategies
<i>Goals</i>	Asset Management: Develop strategies for district asset allocation in line with the district’s strategic initiatives and priorities.	Community Schools, Thriving Students: Create a Full Service Community District that serves the whole child, eliminates inequity, and provides each child with excellent teachers for every day.
<i>Filters</i>	<ul style="list-style-type: none"> • Master Plan Recommendations • Alternative Use Recommendations • Space Utilization • Facility Capacity • Modernization 	<ul style="list-style-type: none"> • Full Service Community School – Readiness • Transportation & Accessibility • Early Childhood and Afterschool Programs • Safety
<i>Outcomes</i>	<ul style="list-style-type: none"> • 3 Regional Zones • Neighborhood Service Areas • Revenue Generating Measures • Best use of assets to create quality spaces for children, youth, and families. 	<ul style="list-style-type: none"> • FSCS/Quality schools development • Holding Power – Graduating/Recovering • Thriving Students • Impacts on API, Equity, Program, Workforce Development • City and School Partners – Programs in Place
<i>Actions</i>	<ul style="list-style-type: none"> • Construction • Renovation • Multi-Use • Lease • Sale 	<ul style="list-style-type: none"> • School Transformation • Quality Programs – Replication • Expansion • Consolidation • Closure

Our strategic plan bridges the physical and programmatic outcomes – changing from a straight-forward flat analysis of space data to a more complex and comprehensive process that uses new lenses to consider all the programmatic, equity, and economic development impacts that a space decision could affect. With this new framework and new database, facilities can look at its scenario modeling for important space decisions and consider more robust pros/cons. The diagram below analyzes one of four “traditional” big-impact options for district-wide facilities i.e., using a mix of *actions* according to: efficiency, removing portables, matching enrollment, and distributing evenly. With the new lenses, we now see the disadvantages more clearly.

Moving ahead, Facilities will incorporate the strategic planning work of the task force into its facilities master plan to start implementation in Summer 2012. This master plan, which is under development, includes significant sustainability goals and policies.

DIAGRAM 9: Facilities Planning with Capacity Mapping Demonstration for “Efficiency” (Pros and Cons)

DECISION based on EFFICIENCY
Consolidate school operations to
fewest numbers of sites

Operate the largest facilities

Advantages

Lower overall operating costs

Disadvantages

Ignores neighborhood distribution of
sites and current preference patterns

Ignores the needs of the neighborhood

Based on a single value – size of
campus

Does not include program details

Does not factor in on-campus
amenities like sports fields or health

Database: Capacity Mapping Demonstration



◆ INITIATIVE 4D: Coordinating, Aligning, and Leveraging our Resources

Key Task Forces for Reference: *Regional Governance; Regional Zone Approach – Assets & Facilities Management.*
See also, *Healthy Kids Healthy Oakland; Full Service Community Schools.*

The regional approach to organizing resources is not new. Most recently, we have seen it promoted in efforts such as the Harlem Children’s Zone and President Obama’s Promise Neighborhoods initiative. At its heart, Regional Governance will help:

- Collect and maintain an accurate inventory of assets, resources, and needs (see Goal 1 and Full Service Community Schools)
- Match and connect resources to needs across neighborhoods and regions
- Build the capacity and reach of assets and resources such as providers and organizations
- Track, monitor, and capitalize on high-leverage opportunities such as grants and partnerships

For our strategic planning, the Regional Governance task force explored how to provide a structure for building relationships among families, community, schools and representatives from the city, CBOs, the district, and others. This structure will lead to collaborative and authentic decision-making about resource allocation and that reflects a shared responsibility for student outcomes with a clear, measurable lens for equity and achievement.

Looking at the sobering statistics on educational attainment in Oakland, it’s easy to point out the barriers to success faced by many of the district’s students and to assume that there must not be resources to leverage for change. However, Oakland is resource-rich in many ways that matter for students. The school district has a long list of physical capital assets that aren’t being used to their full potential. The city has a high density of community- and faith-based organizations ready and eager to administer programs. The question is how Oakland communities can use those resources more effectively to realize the vision of a Full Service Community District with community schools and thriving students.

Budget constraints and differences in needs across Oakland suggest that it would be infeasible and ineffective to flood every school in the district with exactly the same support system and hope for the best. The most authentic way to meet community needs in schools is to involve them in decision-making. However, we cannot stop with engagement. We must make decisions about resources allocation based on evidence and data in order for the district to see measurable gains for students. In order to move toward its vision while holding itself accountable to high standards, OUSD has a need to develop a governance structure proposal that regionalizes decisions about resource allocation, facility use, and programming in a way that allows the district to respond to

neighborhood-level difference but also fits within the regional framework of school site management. There are two major aspects to implementing a regional governance structure:

1. **Relational Principles for Regional Governance:** Through its extensive engagements, the task force emerged with the following community contributions regarding how to create durable, sustainable, and authentic regional governance.

TABLE H: Community Input for Regional Governance

MISSION, VISION, AND VALUES for REGIONAL GOVERNANCE	WHY REGIONAL GOVERNANCE?	CREATING CONDITIONS for REGIONAL GOVERNANCE SUCCESS
<ul style="list-style-type: none"> • Creating a Collective Vision: Getting buy-in from families and youth in realizing a vision of Full Service Community Schools • Being in “Right Relationship” with Each Other: Prioritizing trusting relationships that empower families and that are based on community needs. • Prioritize Programs over Structure: Considering how district departments and other structures will align with regional governance. 	<ul style="list-style-type: none"> • Equity in the Allocation of Resources: Although equity may not mean equality, the governance structure is still responsible for pushing individual families and organizations to take a stake in the success of all students, not just their students. • Accountability through Democratic & Intentional Process: Includes balancing quantity and quality, and intentional outreach to engage people closer to the ground and then working together with them to find power. • Provide a Space for Collaboration in Order to Leverage Existing Resources: The regional governance structure will provide a space for collaboration that allows council member to leverage existing resources in service of youth and families. This will involve making connections between space and place by supporting networks of leaders within neighborhood service areas, bringing groups together by identifying schools as shared spaces. 	<ul style="list-style-type: none"> • Representation <ul style="list-style-type: none"> ○ Prioritize youth ○ Involve people from the neighborhood & respect their contributions ○ Be willing to do continual engagement and organizing work • Sharing Power <ul style="list-style-type: none"> ○ Be clear about lines of authority ○ Make the scope of decision-making explicit • Values <ul style="list-style-type: none"> ○ Action-oriented practices, activity based to make things happen ○ Build relational trust & alliances across race, class, and language ○ Sensitivity to local/neighborhood-level needs and context • Commitments <ul style="list-style-type: none"> ○ Develop a leadership pipeline ○ Invest in capacity-building ○ Provide the data necessary to empower decision-making

2. **Structure – Bodies and Roles:** In keeping with the idea of leveraging existing resources and assets, the actual structure of regional governance will need to map onto the existing leadership and decision-making infrastructure in Oakland.

Regional Advisory Council – As the illustration below indicates, the Regional Advisory Council is at the center of the Regional Governance Structure. As the decision-making body, it generates recommendations for the Board and the district’s leadership team related to resource allocation in the three regions. This body is different from the Interagency Leadership Team referenced in Goal 1, Full Service Community Schools.

Regional Support Staff – Internal district staff that are aligned and leveraged in service to the Regional Advisory Council. A proposal for how to achieve this is included in the following section.

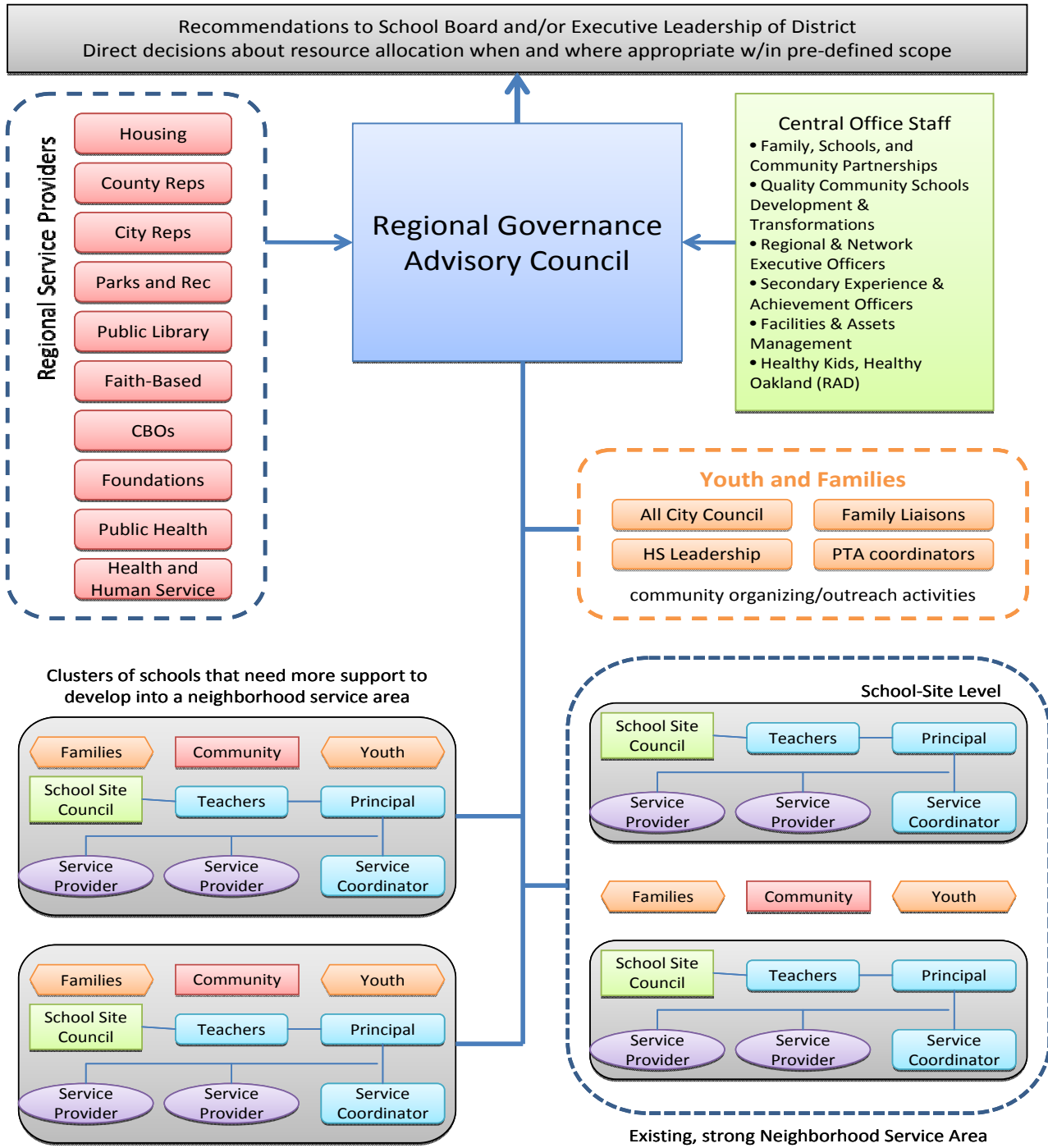
Regional Service Providers – Service providers (or potential service providers) whose service areas encompass more than one neighborhood. Given their positions of power in the community, their participation is also considered to be in service to the Regional Advisory Council.

Youth and Families – Youth and families figure prominently in the structure that extends outward from the Regional Advisory Council, in order to demonstrate their centrality to the work. They are engaged directly by the council through existing groups such

as PTAs or through outreach and organizing. They can also engage through the school-site as reflected in their inclusion there as well.

DIAGRAM 10: Potential for Regional Governance Structure (Proposal)

Regional Governance Structure



Neighborhood Service Areas – Pre-existing networks among schools, community and service providers that exhibit strong leadership and can be leveraged to implement advisory council action plans.

Clusters of Schools That Need More Support to Develop into a Neighborhood Service Area – Not all schools are located in pre-existing networks of support. The regional governance structure will need to work at building up these school sites to develop a network of leaders and service providers at the local level who can meet the needs of students and families in the area in service of equity.

3. Cross Work for Data, Inventory, and Structure:

Regional Governance is working with several other task forces such as *Regional Zone Approach – Assets & Facilities Management* (providing further governance structure research and engagement, and the database of physical capital assets critical to the capacity building and data-driven decision-making processes); *Full Service Community Schools* (aligning and coordinating the different roles and bodies such as the Community School Site Leadership Team, and the inventory process for assets and resources); *Healthy Kids Healthy Oakland* (providing data on indicators of need and opportunity mapping, central to the ability of regional advisory councils to make evidence-based determinations of equitable resource allocation across diverse neighborhoods).

For implementation, these next steps are recommended for moving toward regional organizing:

- A. Internal Staff Structure – Reorganize Central functions in support of a regional approach. Pilot regional approach implementation teams for Full Service Community Schools.
- B. Analysis of Resources & Deployment – A joint effort of analyzing existing regional information to establish priorities for resource deployment and development. Establishing a comprehensive platform to house and share all data.
- C. Establish Process for Regional Advisory Council Membership – Building on stakeholder inventory, involving mix of democratic elections and intentional appointments, transparent and accountable. Link and relate to the Full Service Community Schools proposed structure of Community School Site Leadership Team.

GOAL 5: Accountable for Quality



What Do We Want For Students?

We want students to benefit from the highest quality schools supported by the highest quality services. In order to do so, we must ensure that we have the right set of schools and programs to serve all learners and we must become accountable for quality. We ensure that all education stakeholders accept responsibility and hold themselves and each other responsible for every learner having full access to quality education, qualified teachers, challenging curriculum, a full opportunity to learn, and appropriate, sufficient support for learning.



What Must Change?

Under our current state and federal systems of school accountability, the primary indicator of school quality is standardized test scores. In California these test scores contribute to a school score called the Academic Performance Index or API. Along with educators, many parents and community members are familiar with this system and frequently describe the quality of schools based on their API score. As a result, public schools increasingly focused their curriculum, energy, and resources on preparing students to perform well on the standardized tests that contribute to a school's API score. What is flawed about this system is that:

1. It does not provide a way for those outside of the school to know and understand what is happening inside the school;
2. It does not provide a way for those inside the school to know and understand what is working and not working;
3. It does not inform the school system about what school practices are effective so that other schools can similarly develop and improve;
4. It does not broaden our attention beyond the narrow outcome of students' basic academic skills to include students' emotional health, physical health, social skills, preparation for skilled work, critical thinking, or other qualities.

Accountability systems currently in place work to judge, rank and punish schools; schools lack significant incentives to improve. Additionally, no focus on district organization and the effectiveness of its support and service to schools exist. This must change.



What Do We Need To Build?

The development of quality schools requires a clear understanding of how effective schools and school systems work, and a common definition of "quality schools." We must work backwards from there, creating a balanced scorecard for schools, developing district departments that support quality schools based on this common definition. We need to develop a system of school accountability that:

1. provides all members of the community a window into our schools to see what works and doesn't work; and
2. provides all stakeholders within a school a mirror that reflects the extent to which school quality standards are being met; and
3. provides the school system with a database of which practices generate results and how best to support them.

We call this Radical Transparency.

This requires that we create a school quality review process that looks at both school outcomes, as well as what is happening inside of our schools. In conjunction we must manage our "portfolio" of schools using a broad range of factors to identify the right mix of schools to operate expanding and replicating high quality schools, and significantly restructuring or closing others. We must build a comprehensive system that blends and adapts the practices of a strong school review process with school portfolio management and new school incubation/development. This system must incorporate the tenets and framework of our change model (Full Service Community Schools), and use a Quality Standards approach.

◆ INITIATIVE 5A: Ensuring, Reviewing, and Building High Quality Schools & District

Reference Reports: *Quality Community Schools Development.*

Quality schools make a significant difference in the lives of children and society. More educated people have longer life expectancies, higher incomes, better health, and higher community participation than others. Creating the highest-quality schools must be Oakland's focus. To do so, we must have a common definition of quality and we must continuously review the quality of all of our schools.

In working toward that goal, the QCSD Team analyzed local and national quality standards; conducted a community-wide listening campaign and identified **Standards of Practice**, seven universal key conditions for quality schools:

1. Ensuring thriving students and healthy communities
2. Quality learning experiences for all students
3. Safe, supportive & healthy learning environments
4. Learning communities focused on continuous improvement
5. Meaningful student, family & community engagement/partnerships
6. Effective school leadership & resource management
7. High Quality Central Office that is in Service of Quality Schools

These are called our School Quality Standards.

After conducting the listening campaign, the QCSD Team, with the support of a Technical Assistance team, developed a data base of stakeholder comments and responses, and organized those comments and responses under the seven Key Conditions.

The QCSD Team and Technical Assistance team has also concluded that these standards of practice need to be implemented through a **lens of equity**. In order to do this, we propose a focus on six goals:

1. Comparably high academic achievement and other student outcomes
2. Equitable access and inclusion
3. Equitable treatment
4. Equitable opportunity to learn
5. Equitable resources
6. Equitable accountability

We have set forth questions under each goal that focus the standards of practice on key issues of equity.

We developed the School Quality Standards through a process of bringing together a Technical Assistance team comprised of educators, parents, community members, principals, and youth researchers. Poring over listening campaign results the Technical Assistance team established a set of **Community Expectations** for school quality. Additionally, a team of youth researchers analyzed four years of youth-led policy initiatives in Oakland and conduct a youth-focused listening campaign and establish **Youth Expectations** for school quality.

Through collaborative planning, the QCSD Team incorporated results and recommendations from the *Teaching Effectiveness* task force, the *Effective Leadership* task force, the *Full Service Community Schools* task force, the *Secondary Experience and Achievement* task force, and the *African American Male Achievement* task force. This helped to ensure that the work of these task forces meaningfully informed the School Quality Standards. This included approaches to instruction, characteristics of effective leadership, commitments to partnership with community, and identifying critical supports of the central office. It is also critical that QCSD's work aligns with the FSCS model, template, and identification of school progress.

Ultimately, through a process of conducting weekly work sessions over a series of months, the QCSD Technical Assistance team drafted and refined a set of School Quality Standards that took into account the Community Expectations, the Youth Expectations, the research on local and national quality standards, and the work of our Task Forces.

The following is a brief synopsis of the School Quality Standards that have been developed. For a complete set of the standards please see the full Quality Community Schools Development report.

Key Condition 1: Ensuring Thriving Students & Healthy Communities

1. A quality school sets and achieves clear and measurable program goals and student learning objectives.
2. All students demonstrate progress on academic and social goals each year and across years.
3. All students achieve at similarly high rates and any gaps in achievement are substantially narrowing.
4. All students achieve at levels that compare positively with state and national averages and with similar schools.
5. All students demonstrate critical thinking skills and apply those skills towards solving complex tasks.
6. All students demonstrate skills in and knowledge of the arts and literature.
7. All students demonstrate an ability to understand and interact with people from different backgrounds.
8. All students achieve and maintain satisfactory physical health including diet, nutrition, exercise, and rest.
9. All students demonstrate the attributes and skills of emotional health and well-being.
10. All students demonstrate the skills, knowledge, and dispositions needed in the world of work.
11. All students demonstrate the skills, knowledge, and dispositions of engaged citizens.

Key Condition 2: Quality Learning Experiences for All Students

A quality school...

1. provides students with curriculum that is meaningful and challenging to them.
2. provides safe and nurturing learning environments.
3. ensures that the curriculum follows state and district standards, with clear learning targets.
4. uses instructional strategies that make learning active for students and provide them with different ways to learn.
5. uses different kinds of assessment data and evidence of student learning to plan instruction.
6. ensures that all teaching is grounded in a clear, shared set of beliefs about how students learn best.
7. ensures that students know what they're learning, why they're learning it and how it can be applied.
8. provides academic intervention and broader enrichment supports before, during, and after school.
9. uses leadership and youth development curriculum and extra-curricular content to engage students.
10. provides and ensures equitable access to curriculum and courses that prepare all students for college.
11. has a college-going culture with staff and teachers who provide college preparedness resources.
12. provides opportunities for students to learn career-related skills and to develop 21st century work habits.

Key Condition 3: Safe, Supportive, & Healthy Learning Environments

A quality school...

1. is a safe and healthy center of the community, open to community use before, during, and after the school day.
2. offers a coordinated and integrated system of academic and learning support services, provided by adults and youth.
3. defines learning standards for social and emotional development and implements strategies to teach those standards.
4. adopts rituals, routines and practices that promote achievement so it is "cool to be smart".
5. identifies at-risk students and intervenes early, to help students and their parents develop concrete plans for the future.
6. creates an inclusive, welcoming and caring community, fostering communication that values individual/cultural differences.
7. has staff that is committed to holding students to high expectations and helping them with any challenges they face.
8. has clear expectations and norms for behavior and systems for holding students and adults accountable to those norms.
9. ensures that the physical environment of classrooms and the broader school campus supports teaching and learning.
10. supports students to show initiative, take responsibility, and contribute to the school and wider community.
11. helps students to articulate and set short- and long-term goals, based on their passions and interests.

Key Condition 4: Learning Communities Focused on Continuous Improvement

A quality school...

1. makes sure that teachers work together in professional learning communities focused on student progress.
2. ensures that staff regularly analyze multiple kinds of data about student performance and their experience of learning.
3. has staff that continuously engages in a broad variety of professional learning activities, driven by the school's vision.
4. provides professional development that models effective practices, promotes teacher leadership, and supports teachers to continuously improve their classroom practice.
5. ensures professional learning has a demonstrable impact on teacher performance and student learning/social development.
6. provides adult learning opportunities that use student voice and/or are led by students.

7. provides learning opportunities that build capacity of all stakeholders to give input, participate in, or lead key decisions.
8. provides adult learning opportunities that use different instructional strategies to meet needs of individual adult learners.
9. has a collaborative system, involving all stakeholders, for evaluating the effectiveness of its strategies and programs.

Key Condition 5: Meaningful Student, Family and Community Engagement/ Partnerships

A quality school...

1. builds relationships and partnerships based on the school & community vision/goals, needs, assets, safety and local context.
2. shares decision-making with its students, their families, and the community, as part of working together in partnership.
3. allocates resources equitably to achieve higher and more equal outcomes.
4. partners with students by listening to their perspectives and priorities and acting on their recommendations for change.
5. works with students, their families, and the community, to know how the student is progressing and participating in school.
6. provides opportunities for families to understand what their child is learning; why they're learning it; what it looks like to perform well.
7. builds effective partnerships by using principles of student and family/community engagement.

Key Condition 6: Effective School Leadership & Resource Management

A quality school has leadership that...

1. builds the capacity of adults and students to share responsibility for leadership and to create a common vision.
2. shares school improvement and decision-making with students and their families.
3. provides student leaders access to adult decision-makers and supports them to be strong representatives of students.
4. ensures that the school's shared vision is focused on student learning, grounded in high expectations for all.
5. creates and sustains equitable conditions for learning and advocates for interrupting patterns of inequities.
6. guides and supports the development of quality instruction across the school.
7. develops and sustains relationships based on trust and respect.
8. perseveres through adverse situations, makes courageous decisions, and assumes personal responsibility.
9. collaboratively develops outcomes, monitors progress, and fosters a culture of accountability.
10. develops systems and allocates resources in support of the school's vision.
11. is distributed, through professional learning communities, collaborative planning teams, and select individuals.

Key Condition 7: High Quality Central Office in Service of Quality Schools

A quality central office...

1. monitors each school, provides supports, and holds staff accountable, based on standards for school quality.
2. provides coordinated and integrated fiscal, operational and academic systems that have a demonstrable impact.
3. models the planning and action strategies that result in the greatest improvement in school and system-wide performance.
4. equitably allocates resources to achieve higher and more equal outcomes.
5. ensures that each school is a safe and healthy center of the community, with high quality facilities, open and integrated into community life.
6. governing body and administration are effectively focused on student learning and support the schools' efforts to raise student academic and social outcomes.
7. builds capacity of adults and students to share responsibility for leadership and decision-making, to create and sustain FSCS.
8. facilitates the collection, analysis and sharing of relevant data among partners to inform decision-making.
9. has a clear, collaborative system, involving all stakeholders, for evaluating the effectiveness of its strategies and programs.
10. helps schools manage key student transitions between grades, among levels of schooling, and between schools.
11. develops, supports and sustains partnerships with key public and private entities such as philanthropy, city, county, community-based organizations, higher education, business, and community and family representatives.

School Quality Review

Believing that test scores and other quantitative measures of school performance provide only a partial window into the quality of a school, the QCSO Task Force proposes a **School Quality Review**, financed by the QCSO department. Modeled after work done in other countries, this inspectorate system -- with qualified evaluators and other stakeholders visiting classrooms, interviewing members of the school community, observing instruction and looking at teacher and student work -- would build on some of the work of the OUSD Charter Review Process. SQR should be done in tandem with -- rather than in addition to or in competition with --

other review and planning processes, like WASC and SPSA. All of these processes would be made easily understood for families and the public.

The QCS D Team knows that creating the system recommended in their forthcoming report requires an investment of time and resources, but insists that the alternative – continuing the present accountability policy because it’s cheap and available – is unacceptable.

The school quality review process evaluates the extent to which schools live up to our School Quality Standards. In order to measure this, we must take into account multiple perspectives, and to evaluate both the inputs (schooling process) and outputs (results). The school quality review process will include developing regional review teams, conducting a school self-study, analyzing varied data and results, and conducting an extensive school site visit.

With a **regional review team**, a broad base of the school community will engage in the school quality review process. Additionally, varied perspectives will provide greater insight and will maximize our opportunity for the process to have a broader and more sustainable impact on all schools.

A **school self-study** allows the school to speak for itself and describe its progress towards the School Quality Standards. A school self-study also provides a reflective opportunity for the school to consider its practices to date and to engage in a process of developing a common picture of the school among stakeholders.

Using **varied data and results** helps evaluate the extent to which the outcomes of the school meet standards set to ensure all students are thriving. Data can include student work samples, presentations, assessment results, survey results, and a variety of other sources of information that help to describe school and student performance. QCS D will include data from schools’ Conditions Survey, and with Health Kids, Healthy Oakland for the most useful data.

School site visits provide clearer pictures of the way in which the school supports student learning, supports adults learning, and supports the conditions necessary to fulfill the goals of creating Full Service Community Schools. This will include interviews with key central office leadership and support providers. The result of the school review process will include a comprehensive report detailing the extent to which each school is meeting our OUSD School Quality Standards.

Each year cohorts of selected schools in each region will undergo a comprehensive and balanced school quality review until, over the course of three years, all K-12 schools will have been reviewed. This will include a pilot of fifteen schools in Year One. These cycles of review will continue as a form of ongoing assessment and accountability. Each year, schools identified through this process as struggling will receive follow-up visits to ensure improvements are taking place. Schools identified as high quality will receive support to systematically contribute to improving school quality city-wide through expansion, replication and/or sharing of best practices. Regional teams, in addition to conducting the school review process, will facilitate opportunities for individual school communities to develop action plans for continuous improvement based on the results of the reviews. Possible next steps include:

- The QCS D team, with continued support from its Technical Assistance team, must further develop the School Quality Standards into user-friendly versions for parents and students; as well as develop rubrics that will assist in the School Quality Review process.
- The QCS D team will develop the initial protocols, trainings, and handbooks to conduct the first school quality reviews in Year One
- The QCS D team will integrate its School Quality Review process with the work of various departments such as Leadership, Curriculum and Instruction (LCI), Full Service Community Schools (FSCS), and Research, Assessment and Data (RAD).
- The QCS D team will rally support for, develop, pilot, and implement an inspectorate School Quality Review system.
- The QCS D team will seek additional funds to support this effort.

INITIATIVE 5B: Balanced Scorecard & Performance Management

Where We’ve Been

In last year’s strategic framework, we provided an overview of how we would like to be accountable with this planning and the work of the organization. In order to create and sustain a Full Service Community District composed of high quality Full Service

Community Schools, we need a strategic method for translating strategic direction into action. We need a clear plan that uses multiple measures to showcase our progress that is easily updated and accessible to the whole community. We want a method that helps examine progress on a yearly basis and brings to life the actions that will enable the proposed direction. We want a strategy to examine annual results, share results, learn from high yield practices and adjust plans. To become a Full Service Community District, each and every individual in our schools and in our community will be held accountable for creating Full Service Community Schools that hold more students and graduate students ready for success in college and careers.

We proposed using the “balanced scorecard,” a strategic management system that translates vision into specific metrics (developed by Robert Norton and David Kaplan (1996)). In this system each stakeholder group – from Board and district departments to schools and community organizations & leaders – would have their own “scorecard” comprised of strategic actions that will help achieve the desired outcomes. The scorecards use a “cascading” model where stakeholders describe their actionable goals, and design the objectives and tasks to meet those goals, all rolling up to address the strategic direction and big picture goal areas of the district. The model cascades further to line up multiple measurements and diverse data sets as benchmarks to see the impact and progress of each goal, objective, and task.

What happened during the Design Phase (2010-2011)?

Initially, the *HKHO* and *QCSD* task forces were slated to help develop the balanced scorecard for the district and schools. However, since the purpose of the balanced scorecard is to measure progress toward strategic goals, it cannot be designed (nor can metrics be established) until the strategic plan is in place. The balanced scorecard depends on the completion of the work of all of the task forces. Further, we had planned to develop a performance management tool that would accompany the balanced scorecard. This tool would utilize new technologies to enable central office and regional leadership, as well as school sites, to measure progress toward strategic goals identified in the balanced scorecard. Given the need to have the plan in place, the development of the balanced scorecard and performance management tool have shifted to become a major part of the work for Year One of the implementation phase.

Materials for Balanced Scorecard?

During this design and planning year, the task forces and other departments have been creating the raw materials for the scorecard. For example, each task force has developed draft goals, objectives, and tasks for years one, three and five and distributed them across constituency groups such as the Board, district departments, school sites and staff, families, and city/community partners. This effort has collected hundreds of entries which will populate the scorecard and management tool. Further, we have organized this body of input into the five major goal areas, yielding draft landmarks within each area for various constituency groups. These are captured with this report in the appendices, and provide the big picture frame for the scorecard and management tool. The work of the task forces uncovered critical areas of support and services that to which leadership within the district must be accountable. Altogether, the input (large and small) will push our development ahead expeditiously.

Technical Advice & Support for Balanced Scorecard.

One additional game-changer is the significant multi-year investment from Kaiser Permanente, which includes top-level executive partnership with OUSD in several functional areas. One of these functional areas is the use of the Balanced Scorecard to manage the progress of large institutions and community partners. Beginning in Summer 2011, Kaiser (in partnership with the Taproot Foundation) will provide critical support to OUSD in designing and implementing the Balanced Scorecard.

School Portfolio Management

As part of an ongoing process to ensure that we have the right mix and number of high quality schools and programs to serve all learners, beginning in the fall of 2011, the Superintendent will present school restructuring recommendations based on existing data and information. These recommendations will include expanding programs, consolidating programs, transforming schools, and school closures. The recommendations will be the result of analysis into factors such as quality review findings, school academic performance, enrollment, fiscal sustainability, “opportunities to learn” for all students, location, facilities and other physical assets, as well as how individual school programs fit within a broader portfolio of schools. Members of the community will have opportunities to inform these recommendations as well as contribute to the planning and implementation of these recommendations. Each year, we will engage with stakeholders city-wide to continuously improve and refine this process. As we move from viewing school closure as the single solution for academic and fiscal solvency, we will build systems and structures to provide a multi-pronged approach to create equitable opportunities to learn for children and families. Possible next steps include:

- The QSCD team, in collaboration with the Regional and High School Offices; Healthy Kids, Healthy Oakland; and Deputy Superintendents, will collect and analyze data and information based on a range of factors.
- The QSCD team, in collaboration with the Regional and High School Offices and Deputy Superintendents, will develop a set of Regional Restructuring Recommendations, taking into account the goal of ensuring high quality school options for all learners in every region.
- The QSCD team, in collaboration with the Regional and High School Offices and Deputy Superintendents, will implement a process to engage the broader Oakland community in order to better inform and ultimately implement the proposed restructuring recommendations.



CONCLUSION • Sharing Vision & Building Together

We applaud the hard work it has taken to produce this five year plan that focuses on serving individual children in ways that will transform Oakland! We hope you are as encouraged as we are.

The design phase is closing and the implementation phase is beginning. This plan will guide each step in our pursuit of serving each child in ways that ensure they graduate from high school ready to succeed in Oakland and the world beyond. OUSD is committed to keeping our promise to continually become what our children and families need from us so that each child graduates from high school prepared for college and career. We will embrace new technologies and deepen our investment in effective teaching. We will partner and work in ways that make the biggest and best difference in the lives of children.

We are entering a time when we have named that inequity is everyone's problem and that quality is everyone's responsibility. A time when we acknowledge that serving the whole child requires engaging the whole community. If we continue to deplete the human capital of our city and state we will fail to realize our aspirations for the future. Regional governance and ever increasing civic participation is essential to fully realize a full service community district. To coordinate, align, and leverage all of our resources for each child in Oakland is a massive undertaking. We believe it can be done. We believe it must be done.

The one, three, and five year goals included here will guide work plans and leadership decisions. The goals will also guide how we enter and stay in partnerships in service of high academic and social outcomes for every Oakland student. This plan is a written commitment to be an organization in service of children, families, staff, and schools in every neighborhood in Oakland.

The excitement, energy, and good thinking it took to create this plan are only the beginning. We are looking forward to learning and leading with you over the next five years. Turning towards each other and linking arms to create equitable opportunities for learning, to ensure a high quality instructional core, and to nurture the social and emotional health of each of OUSD's students.

