Annual Report 2015-16

Fiscal Crisis and Management Assistance Team / Joel Montero, Chief Executive Officer
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http://www.fcmat.org
# Table of Contents

## Foreword

1

## FCMAT

### FCMAT Organization
3

### FCMAT Background
5

### FCMAT Board of Directors
7

### FCMAT Organizational Structure
9

## Fiscal Issues in California Education
11

## FCMAT Strategic Plan
15

## FCMAT Appropriations for Fiscal Year 2015-16
17

## Year in Review

### Partnership with the Educational Community
19

#### Interim Financial Report Certifications
19

### Professional and Product Development
23

#### Professional Development Utilizing FCMAT Staff
23

#### Professional Development Partnering with Outside Agencies
23

#### Leadership Preparation
23

#### Written Resources
24

#### Certificated Salaries and Benefits Project
24

#### Local Control Funding Formula and the LCFF Calculator
24

#### Budget Explorer and Projection-Pro
25

#### FCMAT SharePoint Site
25

## Types of Reviews for Fiscal Year 2015-16
27

## FCMAT Trend Analysis
29

## Client Evaluation Results
31

## Technical Support
33

#### FCMAT Help Desk
33

#### Listserves
34

#### FCMAT Website
34

#### Education Audit Appeals Panel
34
CSIS

CSIS Organizational Structure .............................................................. 35
CSIS Strategic Plan .............................................................................. 37
CSIS Appropriations for Fiscal Year 2015-16 ....................................... 41
CSIS Training ....................................................................................... 43
  CALPADS ................................................................................................. 43
  Ed-Data .................................................................................................. 44
CSIS Technical Support ........................................................................ 47
  CSIS Service Desk Activities ................................................................. 47
  California Longitudinal Pupil Achievement Data System .................. 47
  CSIS Website ............................................................................................ 49
  SharePoint Collaboration Sites ............................................................. 49
Foreword

Thank you for your interest in the Fiscal Crisis and Management Assistance Team's 2015-16 Annual Report. This report presents an overview of the activities of the FCMAT/CSIS organization for the past fiscal year. The Annual Report also gives the FCMAT/CSIS staff an opportunity to reflect on the accomplishments of the past year and establish services and priorities for the years ahead.

As discussed elsewhere in this report, FCMAT is revamping its Budget Explorer multiyear financial projection (MYFP) application. Projection-Pro will be introduced in mid 2017, and will help local educational agencies (LEAs) to align their budget with their local control and accountability plan. An up-to-date MYFP tool is essential to assist districts with their understanding of the impact of current decisions on future years.

Our professional development offerings continue to expand. There is an ongoing demand for workshops on Associated Student Body (ASB) management and charter school management. FCMAT also receives frequent requests for our workshop on mastering the basics of the Local Control Funding Formula and local control and accountability plans. Most FCMAT staff members are involved with the CBO Mentor Program and USC’s Certificate in School Business Management program, whether as curriculum leaders, presenters or facilitators. Enrollment in these programs is always at capacity, and they are essential to providing California’s LEAs with skilled personnel who can lead business operations in a K-12 school district or charter organization.

FCMAT continues to grow its services in the charter school and community college sectors with the introduction of a charter school authorizer manual and expanding work with colleges. We have also partnered with the new California Collaborative for Educational Excellence (CCEE) to serve LEAs. This includes a seat on the FCMAT board for the CCEE, collaboration on professional development and co-locating some staff to foster communications.

CSIS offers a wide array of trainings in the California Longitudinal Pupil Achievement Data System (CALPADS), including instructor-led, self-paced, and online tutorial classes.

Data management is increasingly important in public education, and CSIS staff work with LEAs to help them build good data management practices that yield quality data for local decision-making as well as state and federal reporting. FCMAT/CSIS also continues to be an active partner in the Ed-Data website, which offers educators, policy makers, the Legislature, parents and the public quick access to timely and comprehensive data about K-12 education in California.

Change is a constant in the fiscal and operational workings of California’s LEAs. FCMAT constantly monitors these changes and the ongoing needs of the field to determine how best to provide assistance. The support of the FCMAT board and our public- and private-sector partners is essential to the success of our endeavors.

Joel Montero
Chief Executive Officer
FCMAT Organization

In 1992, county offices of education were invited to apply to be the administrative agent for the Fiscal Crisis and Management Assistance Team. Four county offices submitted responses, and the Kern County Superintendent of Schools was chosen to be the administrative agent of FCMAT. A 25-member Board of Directors has statutory responsibility for a variety of decisions related to the Team, and is an active, engaged and important component of FCMAT.

FCMAT Agency

The team is headed by a Chief Executive Officer. All FCMAT staff members are employees of the Kern County Superintendent of Schools Office. FCMAT also provides oversight of the California School Information Services project, which is based in Sacramento.

Joel Montero has served as the Chief Executive Officer of FCMAT since March 2006. He has 41 years of experience in California public education. Beginning in 1975 as a high school teacher, Montero has been a school principal, deputy superintendent, superintendent of a unified school district, and has worked for FCMAT for 18 years in a variety of roles. He served as the Deputy CEO before his appointment to the position of FCMAT CEO.

Montero works closely with numerous public education organizations, and is often called on to speak to those organizations and to committees of the state Legislature.

Administrative Agent

The FCMAT Administrative and Fiscal Agent is the Kern County Superintendent of Schools Office, led by Christine Lizardi Frazier. Frazier joined the Office of the Kern County Superintendent of Schools in 1996 and became Kern County Superintendent of Schools in 2009. Her appointment came after working in public education more than 30 years as a teacher, school principal, assistant superintendent and school district superintendent. Frazier was elected to a new four-year term in 2010 and to another four-year term in 2014. As superintendent of schools, she oversees and provides leadership to more than 2,000 employees and 47 school districts in Kern County.

A native of Arizona, Frazier obtained her undergraduate degree from Arizona State University, a master’s degree from California State University, Bakersfield and a doctorate in educational leadership from the University of the Pacific.

Some of her community service activities include serving as a board member with the Kern Economic Development Corporation, the Workforce Investment Board, the California State University Bakersfield President’s Advisory Council, the Greater Bakersfield Chamber of Commerce Governing Board, the California Living Museum Foundation and Ready to Start. She also is a member of the Selective Service board, North Bakersfield Rotary, and holds leadership posts in several professional organizations, which includes serving as the President of the California County Superintendents Educational Services Association (CCSESA).

Frazier provides direct supervision of the FCMAT CEO. The role of the administrative agent is to ensure independent fiscal oversight, including an independent/external audit of the FCMAT business operations.
**FCMAT Board**

Assisting FCMAT is a 25-member Board of Directors, composed of county and district superintendents representing 11 county office of education service regions, two community college representatives, a representative of charter schools, a representative from the California Collaborative for Educational Excellence, and an administrator from the Department of Education. The board meets quarterly to set policies and billable rates and to monitor FCMAT’s progress.

FCMAT Board Chair Mary Jane Burke began her career in education as an instructional assistant and has gone on to serve as a teacher, principal, special education director, assistant superintendent and deputy superintendent. In 1994, she was elected Marin County Superintendent of Schools and continues to serve in that office. Burke is known for her enthusiastic championing of all students in public and private schools. She is a voice for equity and opportunity and is committed to seeing that all students are given a strong start so that they possess the knowledge, skills and values needed for success in school and in life.

Burke strives to involve every segment of the community in the education of young people and has built strong ties with business, local government and community organizations. She serves on the School/Law Enforcement Partnership, School to Career Partnership and the Marin Early Childhood Education Partnership. She has led efforts countywide to develop shared and collaborative services maximizing efficiency and the effective use of resources. Her office operates schools and a variety of programs for students as well as vital services to school districts and the community.

Burke currently serves as chair of the Marin County Treasury Oversight Committee for the county of Marin and previously served as president of the California County Superintendents Educational Services Association (CCSESA). She is a longtime member of the FCMAT Board of Directors. She is also a member of the Board of Trustees of Dominican University of California.
FCMAT Background

FCMAT’s Mission

The mission of the Fiscal Crisis and Management Assistance Team is to help California’s local educational agencies fulfill their financial and management responsibilities by providing fiscal advice, management assistance, training and other related school business services. The Kern County Superintendent of Schools office exists as the administrative and fiscal agent for FCMAT, which operates within the context of several areas of the California Education Code, primarily those sections having to do with AB 1200 and AB 2756 oversight (EC 42127.1-.8, EC 41326, EC 41327).

Assembly Bill 1200 (AB1200) created FCMAT in 1991. The team can assist county offices of education in understanding their fiscal monitoring duties as required by AB1200, sometimes suggesting specific methods of carrying out the oversight responsibilities. FCMAT also provides management studies for school districts, county offices of education, charter schools and community colleges that request them. FCMAT coordinates statewide professional development efforts for school business officials.

The Role of FCMAT

Those who contributed to the formation of AB1200 recognized that expanding the responsibility and authority of monitoring agencies was not enough. A statewide resource focusing on fiscal and management guidance was needed to assist monitoring agencies in the performance of their tasks and to assist educational agencies that request help in school business management and related areas. Therefore, AB1200 called for the creation of a Fiscal Crisis and Management Assistance Team.

The mission of FCMAT is to help local educational agencies fulfill their financial and management responsibilities by providing expedient fiscal advice, management assistance, training and other related school business services. This can occur under several different circumstances. For example, if a county office reviews and disapproves a school district’s annual budget, that county office may call upon FCMAT to examine the district’s financial records, develop an approvable budget and/or provide other operational recommendations that will ensure fiscal stability. In addition, FCMAT can respond directly at the request of a school district or county office that may seek advice to improve management practices, business policies and procedures or organizational structure. The state, in its monitoring role, also could ask for FCMAT’s assistance.

How FCMAT was Established

AB1200 specified that one county office of education would be selected to administer the team. In the spring of 1992, all county offices of education were notified of the opportunity to apply to be the administrative agent for FCMAT. The selection, as required by law, was made by the Superintendent of Public Instruction and the Secretary of Child Development and Education.

The office of the Kern County Superintendent of Schools was selected to administer FCMAT and signed a contract with the governor’s office to administer the team in June 1992. Overseeing the establishment and revision of policies for the agency is the FCMAT Board of Directors.
FCMAT Board of Directors

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Fiscal Crisis and Management Assistance Team

Annual Report 2015-16
Fiscal Issues in California Education

FCMAT’s Chief Executive Officer annually delivers a status report to the education budget subcommittees of the state Legislature on the state of fiscal oversight and district solvency. This report focuses on the general fiscal health of local educational agencies (LEAs) and also attempts to identify continuing and emerging issues that will have a fiscal effect on California’s school districts, county offices of education, community colleges and charter schools.

The issues identified below are some of those that may significantly alter the fiscal viability of California’s school agencies both now and in future years. Issues that have been addressed here in previous years are now noted as continuing issues.

Continuing Issues

State Teachers’ Retirement System and Public Employees’ Retirement System Contributions

Assembly Bill 1469 (Chapter 47, Statutes of 2014) increases the contribution rates that employers, employees and the state pay to support the State Teachers’ Retirement System (CalSTRS). The rate for employers is 12.58% for 2016-17. Employer rates will continue to increase until 2020-21 and are expected to bring the underfunded retirement system to full funding in 31 years.

With employer contributions growing to 19.1% in 2020-21, school agencies will have to readjust spending priorities annually to meet this new requirement. This comes at a time when school agencies are attempting to balance slower future revenue increases and implement a variety of new initiatives identified in their local control and accountability plans (LCAPs) designed to close the student achievement gap.

The rates below are advised for use in revising 2016-17 budgets and multiyear projections:

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</tr>
</thead>
<tbody>
<tr>
<td>Employer</td>
<td>8.25%</td>
<td>8.88%</td>
<td>10.73%</td>
<td>12.58%</td>
<td>14.43%</td>
<td>16.28%</td>
<td>18.13%</td>
<td>19.1%</td>
</tr>
<tr>
<td>Member (2% at 60)</td>
<td>8.00%</td>
<td>8.15%</td>
<td>9.20%</td>
<td>10.25%</td>
<td>10.25%</td>
<td>10.25%</td>
<td>10.25%</td>
<td>10.25%</td>
</tr>
<tr>
<td>Member (2% at 62)</td>
<td>8.00%</td>
<td>8.15%</td>
<td>8.56%</td>
<td>9.205%</td>
<td>9.205%</td>
<td>9.205%</td>
<td>9.205%</td>
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</tbody>
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While currently less of a dollar impact, districts, county offices, community colleges and charter schools will also grapple with increasing rates for the Public Employees’ Retirement System (CalPERS). In mid-July, CalPERS reported its preliminary return on investments for the just finished 2015-16 fiscal year as 0.61%. The portfolio has performed poorly over multiple recent years, and missed its earnings benchmark used for actuarial purposes of 7.5%. At the same time, CalPERS is seeing pension outlays rise as its members retire in large numbers and claim benefits. LEAs will feel the impact of the lower investment returns and higher benefit payments through increased employer contribution rates.

CalSTRS rates may only be increased by the Legislature. However, the CalPERS board governs CalPERS rates. The most recent board action was in spring 2016, before the July earnings report was released. The rates below are advised for use in revising 2016-17 budgets and multiyear projections:
The effect of the CalSTRS and CalPERS statutory benefits and their associated dollar increases will fiscally challenge districts in the coming years as growth in Proposition 98 will be inadequate to offset the total new cost of employer contributions.

**Qualified and Negative Certifications (LEA Solvency)**

The number of districts that certified negative or qualified for the second interim reporting period of 2015-16 was half of the respective numbers for the same period of 2014-15. Perhaps as many as 20% of all school districts deficit spent during 2014-15, and that is not expected to change significantly for 2015-16. The number of districts seeking counsel from FCMAT due to deficit spending patterns is increasing, especially those with lower unduplicated student counts and thus a higher dependence on the base grant. Increases in revenue from the Local Control Funding Formula (LCFF) will not completely mitigate potential solvency issues in school districts as they align LCAPs with resources and account for slowing revenue growth, increases in fixed expenses that are not tied to improved or expanded services, declining reserves, impacts from collective bargaining settlements and declining enrollment.

**The Shrinking Pool of Qualified Teachers and Chief Business Officials**

Research consistently shows that the most important factor influencing student achievement is a qualified teacher facilitating the learning. California has a significant shortage of qualified teachers, with projections that the shortage will increase in the short term. Mitigating the shortage and ultimately changing the trend requires a longer term solution. The short-term solutions will impact district budgets through accelerated salary placements, higher paid substitutes, professional development costs and more aggressive compensation settlements that are designed to make a district more competitive and attractive.

The employment pool of experienced, qualified chief business officials (CBOs) is critically thin in California, and retirements from these jobs remains high due to the aging of the workforce. There are many smart and interested candidates for CBO roles, but broad experience is a key missing element. Programs that are intended to prepare new CBOs cannot keep pace with the current need, much less the requirements of the future. The fiscal health of school districts depends on skilled business officials and a system to support their training and preparation. Absent that, the risk of fiscal distress and the potential of insolvency increase.

**Emerging Issues**

**Funding Forecasts**

General economic indicators continue to be strong well past the traditional point of recovery in the economic cycle. Despite continued growth, significant risks are looming and LEAs should approach their multiyear planning conservatively. The first significant outward sign that LEAs need to plan for multiple versions of their out-year forecasts is that state revenues for the last two months of 2015-16 and the first month of 2016-17 were weaker than forecasted in the May Revision. It is becoming increasingly clear that the recent Proposition 98 boom years are over and the best year for revenue growth is no longer in the near future; it is past us.

The 2016-17 fiscal year continues the state’s investment in the LCFF by closing the remaining gap to target by 54.18%. The forecasts for the next two years use similarly large percentages applied to the
shrinking remaining gap. While the percentages themselves are important to the technicians, far more important are the forecasted dollar values behind them. These high percentage values are misleading to community members and many local policy makers. The dollar value behind the gap closure percentage is essentially flat. Smaller cost of living adjustment (COLA) projections add to the dilemma. The LCFF target is adjusted annually by COLA, and smaller COLAs mean a diminished target and thus a smaller gap to be filled. While unlikely to reflect year-over-year negative growth in the near term, weaker state revenues will influence the amount of funds ultimately dedicated to the gap closure and the full implementation of LCFF.

What does this mean practically for LEAs? In very simple terms, revenue growth at the local level will be outpaced by expenditure growth. Expenditure growth will be driven by external variables that the LEA has little control over. These include the aforementioned impacts of the CalSTRS and CalPERS employer contribution rate increases, automatic step and column salary increases, health care cost increases where hard caps don’t exist, the final stage costs of reducing transitional kindergarten through third grade class sizes to 24:1, and impacts from declining enrollments that continue to plague many districts. For the average district, the annual growth in these expenditure elements could easily be double the annual growth in revenue.

A successful passage of Proposition 55 in November 2016 is not likely to change the short-term multiyear forecast significantly. Like its predecessor, Proposition 30 (2012), Proposition 55 holds fewer benefits for education than it does for other state budget priorities. And despite the enormous investment in the state rainy day reserve fund, it represents a fraction of the value of cuts made to education programs during the most recent recession.

Multiyear projections have taken a back seat during the economic recovery and resulting program expansion. So has thoughtful reserve level planning. Now is the time for business offices to reinvest in the time and details it takes to prepare meaningful multiyear financial projections (MYFP). It is also time for LEAs’ executive management and policy makers to pay attention to the MYFP and how their decisions affect the MYFP model. Equally important, now is not the time to bow to pressure to reduce reserves.

LEAs need to be cautious about their current and multiyear projections, keeping all available options open and planning with flexibility in mind. While the commitments made to the community in the LCAP should be retained, adjustments can be made in magnitude and time.

**LCFF Shifts Choices and Challenges to Local Districts**

Implementation of the LCFF has honored the promise of more local control over resources. While the state still sets priorities and defines targets for services, the decisions about the use of funds are local. New systems are often challenged, but when it came to the details of education policy the state was the focus of those challenges in the past. These details were previously embedded in the one-size-fits-all regulations of the various categorical programs. One consequence of shifting the decision-making about detailed program delivery and expenditures from the state to LEAs is a swing in focus to the LEAs by organized groups who advocate for increased accountability relative to targeted groups of students. Whether it is an organized group or a single parent, all it takes to challenge a district’s use of funds or program plan is the filing of a complaint through the standardized uniform complaint process.

In most cases the LEA, organized advocacy groups and parents are on the same page relative to the goal to be accomplished. Differences may exist with respect to how to accomplish it, the timing to do so, and the metrics used to measure progress. All agree that the tension experienced in this regard is driven primarily by an inadequately funded base grant in the LCFF.

LEAs should take great care to ensure that their LCAPs are rooted in the engagement process and research.
New Accountability System Relies on Data

The last step in the implementation of the LCFF is adoption of the rubrics used to measure performance across the eight state priorities. The State Board of Education (SBE) has established the initial criteria – called performance indicators – with which to populate the rubrics and evaluate progress on the eight priorities.

For the past 15 years the state of California used the Academic Performance Index (API) to rank schools and districts based on standardized test results. The API was long criticized as a one-dimensional perspective focused solely on a less than perfect exam. A new framework was created through the LCFF and the state’s establishment of eight priorities, only one of which was student achievement as measured by the state’s assessment.

The adoption of the rubrics appears to be planned in multiple phases. The October approval of the initial rubrics will include performance indicators necessary to meet the recently enacted federal Every Student Succeeds Act (ESSA). The next steps will include indicators for college and career readiness, an English learner composite indicator, and a school climate indicator. The challenge to create a meaningful set of rubrics and performance indicators has been great, and there is still concern over how intuitive and understandable the indicators will be, especially to parents and community members who engage in the LCAP accountability process.

The non-state accountability measures will be based on a yet-to-be-determined self-assessment, with results reported out during the annual LCAP review process.

ESSA also requires the state to evaluate schools using multiple performance measures. The alignment between the new state accountability system and the requirements in ESSA is still being ironed out. This ultimate decision around this alignment affects the use of federal Title I and II funds, including if any set-aside requirements will be controlled at the state level through statewide programs or if set-aside funds will be allocated on the local level. All of this also affects how technical support is provisioned to districts and schools using the regional system of district and school support and the new California Collaborative for Educational Excellence.

In addition to the final decision on how federal Title I and II funds are allocated and prioritized, the SBE’s adoption of the initial performance indicators and the subsequent expansion of those indicators to all eight state priorities will influence LCAP plans and priorities for funding. All elements of the accountability plan depend on quality data, leading FCMAT to repeat its constant reminder that emphasis on data quality has never been more important. It drives LEA funding and the discussion surrounding LEA performance more than ever before.

Local Control and Accountability Plan Templates and Regulations are Changing

The LCFF is in its fourth year and is maturing. Part of the continuous improvement process for any new finance and accountability system is listening and adjusting. The SBE has been attentive to input received from the field on the LCAP template and regulations governing LCAPs. To this end, expect changes in the coming year. Based on discussions to date, those changes will improve the overall process and presentation. As part of this effort, FCMAT is in the midst of revamping its Budget Explorer multiyear financial projection application. The new application, called Projection-Pro, will help LEAs to align LCAP and budget details to enhance out-year projections for LCAP items, tracking and transparency.
Fiscal Crisis and Management Assistance Team

FCMAT Strategic Plan

The 2013-14 State Budget Act included the Local Control Funding Formula (LCFF), which significantly changed the way LEAs are funded. The LCFF replaced revenue limits and most state categorical program funding with grade span adjusted base grants and supplemental and concentration grants determined by the number of students who are English learners, foster youth, and/or eligible for free or reduced-price meals. The state anticipates it will take eight years to fully implement the LCFF.

Due to ongoing budget reductions from prior years, LEAs throughout the state continue to struggle to eliminate deficit spending, maintain a balanced budget in the current and subsequent fiscal years, and sustain the recommended reserves for economic uncertainties and the cash balances necessary to maintain financial solvency. Educational services necessary for the state's K-14 student population have become more complex and costly, and experienced chief business officials and central office staff are essential for LEAs.

As these issues continue to confront LEAs, FCMAT is positioned to provide efficient, cost-effective assistance. The FCMAT organization continues to evolve to meet the increased demand for services. Management assistance, consisting of LEA reviews and written reports for numerous operational areas, continues to be a fundamental FCMAT responsibility and will remain an integral service. At the same time, FCMAT has increased its offerings to LEAs for professional and product development opportunities.

FCMAT’s clientele urgently need the hands-on skills and tools to construct and maintain a solid operational infrastructure to support the best possible environment for student learning. FCMAT staff members possess top-level skills in school finance and other specialized operational areas and provide high-quality support to K-14 education. As public education changes and evolves through the legislative process, FCMAT endeavors to anticipate these changes and adjust its services accordingly by positioning its resources and setting goals to meet the needs of LEAs.

The Kern County Superintendent of Schools (KCSOS) operates as FCMAT’s administrative agent, and FCMAT endeavors to support and enhance the goals of KCSOS and K-14 education statewide. This is evidenced in FCMAT’s efforts to address its primary mission of assisting K-14 public school agencies in identifying, preventing, and resolving their financial and operational issues while providing an array of core services. The leadership and guidance of the FCMAT board also helps to shape and define FCMAT’s goals and objectives.

FCMAT participated in the KCSOS 2015-18 strategic planning process and developed its objectives and action steps to align with the following KCSOS goals:

1. Improve student growth, achievement and accountability
2. Maximize service to clients and improve access to resources
3. Maintain a cohesive, productive and stable workforce
4. Maintain fiscal stability, integrity and accountability
5. Provide responsive leadership as a community partner
The following FCMAT objectives and action steps that support the goals were presented to KCSOS in June 2015:

**Objective:** Develop and implement updated software products to continue to support staff and local educational agencies.

**Action Steps:**
- Develop and implement Microsoft SharePoint Office 365 to improve staff productivity and efficiency.
- Develop specifications and a request for proposals to update Budget Explorer MYFP software and provide access to all K-12 local educational agencies.
- Update or replace the Job Management System (JMS) to meet current needs.

**Objective:** Update FCMAT’s comprehensive review process and standards as necessary, for use with local educational agencies that require a future emergency state appropriation, to ensure the most beneficial process for clients and that the standards are current and relevant.

**Action Steps:**
- Obtain input from staff regarding potential changes to the comprehensive review process.
- Provide information to the state administration and FCMAT board regarding potential changes to the comprehensive review process.
- Obtain input from staff regarding necessary changes to the comprehensive review standards.
- Provide information to the state administration and FCMAT board regarding potential changes to the comprehensive review standards.

**Objective:** Provide professional development opportunities that equip both FCMAT staff and those we support in the educational field with the skills, knowledge, and strategies needed to assist in maintaining fiscal solvency and accountability, as well as maximize knowledge of emerging topics.

**Action Steps:**
- Make decisions about FCMAT’s professional development offerings through needs assessments, feedback and evaluations.
- Encourage broad-based ownership of professional development by involving all FCMAT staff in both internal and external trainings.
- Integrate additional professional development opportunities into FCMAT’s structure by including responsive trainings as the needs of our staff and LEAs continue to evolve.
- Partner with outside agencies whenever possible to offer professional development in a way to expand our audience.
### FCMAT Appropriations for Fiscal Year 2015-16

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>FCMAT Appropriations</td>
<td>$4,123,000</td>
</tr>
<tr>
<td>FCMAT Flow-Through</td>
<td>$802,000</td>
</tr>
</tbody>
</table>

#### FCMAT Services and Operations
- Audit Appeals Panel
- COE Reimbursement for AB 1200 Oversight
- Product Development, Professional/Staff Development and Training

### Table of Appropriations

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>FCMAT Services and Operations</td>
<td>$2,944,000</td>
</tr>
<tr>
<td>Product Development, Professional/Staff Development and Training</td>
<td>$1,137,000</td>
</tr>
<tr>
<td>Audit Appeals Panel</td>
<td>$42,000</td>
</tr>
<tr>
<td>COE Reimbursement for AB 139</td>
<td>$687,000 (flow-through)</td>
</tr>
<tr>
<td>COE Reimbursement for AB 1200 Oversight</td>
<td>$115,000 (flow-through)</td>
</tr>
</tbody>
</table>
Year in Review

Partnership with the Educational Community

FCMAT provides proactive and preventative management assistance to districts, county offices, charter schools and community colleges in managing their operations. Management assistance requests from these entities represented approximately 87% of FCMAT’s work in 2015-16. Additionally, the state Legislature and county superintendents of schools can assign FCMAT into a local educational agency (LEA). These assignments are typically for fiscal crisis intervention and AB 139 (fraud audit) work and represented approximately 13% of FCMAT’s studies in 2015-16. FCMAT’s primary charge with these assignments is to avert emergency state loans. Legislation in 2006 made FCMAT services available to charter schools and community colleges, expanding FCMAT’s role in providing assistance to local educational agencies, K-14.

In addition to their primary work of educating students, California’s LEAs handle business services, purchasing, technology, facilities, food services, transportation, and personnel. These various functions or services all affect the delivery of educational programs and are essential for success. The challenge for districts, county offices and other LEAs is to minimize the cost of these services to maximize the resources available to support instruction.

During 2015-16 FCMAT handled 62 fiscal crisis intervention or management assistance reviews (including two comprehensive assessments) for districts, county offices, charter schools and community colleges throughout the state. The types of reviews performed in each of 13 major categories in the 2015-16 fiscal year is shown on page 27.

FCMAT has been assigned to a number of school districts that required emergency state loans to continue to operate, and has been required to conduct comprehensive assessments of these districts in five operational areas: Community Relations and Governance, Pupil Achievement, Personnel Management, Financial Management and Facilities Management. FCMAT has developed recommendations and a recovery process to assist these districts in their return to local governance and fiscal solvency, and continues to be engaged with several of these districts in monitoring and reporting on the long-term recovery process.

Many monitoring agencies and the state Legislature continue to call on FCMAT as a statewide resource to assist in providing cost-effective services and products to California’s public schools.

FCMAT continues to develop and/or update a number of publications and software tools to assist and guide LEAs in conducting their operations more effectively, and provides numerous training workshops to assist them in fulfilling their oversight responsibilities.

Interim Financial Report Certifications

Each LEA is required to file two reports during a fiscal year indicating the status of its financial health. The first interim report is due December 15 for the period ending October 31. The second interim report is due March 17 for the period ending January 31.

The interim reports must include a certification of whether or not the LEA is able to meet its financial obligations. These certifications are classified as positive, qualified, or negative. A positive certification indicates that the district will meet its financial obligations for the current and two subsequent fiscal years. A qualified certification is assigned when the district may not meet its financial obligations for the current or two subsequent fiscal years. A negative certification signifies that the district will be unable to meet its financial obligations for the remainder of the current year or for the subsequent fiscal year.

As indicated in the chart on the following page, qualified certifications decreased nearly by half in the first reporting period for 2015-16. During the second reporting period, they decreased by two. Negative certifica-
tions remained at four from the second reporting period in 2014-15 to the first reporting period in 2015-16. They then decreased to two in the second reporting period, the lowest level in at least 13 years. This can be attributed largely to the state’s stable fiscal position and increased funding to LEAs.

FCMAT has monitored interim certification status since its inception, and will continue to do so as an integral part of its efforts to assist LEAs in preserving their fiscal stability.
Certifications of Financial Reports
California School Districts – 2002 to Present

Education Code Section 42130 (Reports by District Superintendents)

1st Interim covers period ending October 31st and Board approved by December 15th
2nd Interim covers period ending January 31st and Board approved by March 16th
3rd Interim covers period ending April 30th and filed by June 1st (required if 2nd Interim is Qualified or Negative)

Positive Certification: Shall be assigned to any school district that, based upon current projections, will meet its financial obligations for the current fiscal year and subsequent two fiscal years.

Qualified Certification: Shall be assigned to any school district that, based upon current projections, may not meet its financial obligations for the current fiscal year or two subsequent fiscal years.

Negative Certification: Shall be assigned to any school district that, based upon current projections, will be unable to meet its financial obligations for the remainder of the fiscal year or the subsequent fiscal year.

Projected results are based on an informal survey of educational agencies.

Fiscal Crisis & Management Assistance Team 6/17/16
Professional and Product Development

FCMAT continues to offer a variety of useful professional development opportunities and products to California’s K-14 local educational agencies. The team annually enhances its offerings to keep pace with the many changes experienced in education finance as well as to assist those new to the field. These opportunities include training by FCMAT staff and in partnership with other agencies, leadership preparation in partnership with other agencies, written resources, and product development. FCMAT receives an annual state appropriation that allows professional development to be offered at no charge or for a minimal fee. FCMAT continues to increase the financial and staff resources used for product and professional development as we continue to strive to provide responsive leadership as a community partner to the field.

In 2014-15, FCMAT introduced the option of payment by credit card for its workshops and publications, making it easier for clients to obtain these resources. This option was widely used and will continue to be used in the future.

Professional Development Utilizing FCMAT Staff

FCMAT offers a number of workshops utilizing its staff in a variety of subject areas, including Associated Student Body (ASB), Local Control Funding Formula (LCFF) and Local Control and Accountability Plan (LCAP), Fraud Prevention, Budget Explorer, LCFF Calculator, Charter School Finance, and Effective Communication. These workshops are offered at minimal fees to recover costs, and all workshop materials are developed and produced in house.

Professional Development Partnering with Outside Agencies

FCMAT sponsors and partners with outside agencies and the private sector to provide training and information to California’s educational agencies. These include the following, with the partnering agency in parentheses: Accounts Payable workshop (California Association of School Business Officials – CASBO), CBO Boot Camp (CASBO), Data Management (includes LCFF, LCAP and CALPADS) (California Charter Schools Association – CCSA), Charter Oversight (Charter Authorizers Regional Support Network – CARSNet), May Revision Workshop (School Services of California – SSC), Unraveling the Mystery of School Finance for Administrators (SSC), Associated Student Body Training (California Association of Directors of Activities and ASB Works), and the Chief Business Officials Annual Conference (California County Superintendents Educational Services Association – CCSESA and the Business and Administration Steering Committee – BASC).

Leadership Preparation

FCMAT recognizes the importance of leadership preparation so that those in district administrative positions, including chief business officials, can better understand and perform their jobs. These comprehensive preparation courses include the USC (University of Southern California) School Business Management Certificate Program (partnering with USC and SSC), and the CBO Mentor Project (CASBO, SSC, CCSESA/BASC). In addition, two FCMAT/CSIS staff members sit on the Steering Committee for the Chief Technology Officer Mentor Program that is provided by the California Educational Technology Professionals Association (CETPA). One FCMAT staff member is the director for the School Business Academy provided by the Association of California School Administrators (ACSA).
Written Resources

A portion of the professional development state appropriation is used to prepare written resources that help expand overall knowledge and provide guidance on legal issues and protocols. These include the Associated Student Body Accounting Manual, Fraud Prevention Guide and Desk Reference; the Fiscal Procedural Manual for Business Officials in California County Offices of Education; the Fiscal Oversight Guide; and the Common Message. In 2015-16 development began on a Charter Finance Manual, with release planned in 2016-17.

Certificated Salaries and Benefits Project

This annual survey, commonly known as the J-90, is designed and collected to publish salary and benefits information for certificated employees, and continues to be supported by FCMAT. Some of the issues that are evaluated and reported as part of this survey include average salary schedule, amount of and total salary expense, prior versus current year, total health benefit expense as a ratio to total salary expense, and total number of service days versus instructional days. FCMAT partners with SSC, the California Department of Education (CDE), California Federation of Teachers (CFT) and California Teachers Association (CTA) in this effort.

Local Control Funding Formula and the LCFF Calculator

In October 2013 FCMAT partnered with members of the Business and Administration Steering Committee to help guide the educational community in estimating state funding under the governor’s new Local Control Funding Formula (LCFF), which became effective July 1, 2013. Although the 2015-16 fiscal year again did not yield many significant statutory changes to the LCFF, FCMAT continued to update the LCFF Calculator with current assumptions and added functionality to prefill prior year certified data to make it easier to use. Additionally, new graphs and charts were introduced to assist school districts and charter schools in conveying the impact of the LCFF transition on their local LEA.

One new chart, comprised of eight pie graphs, demonstrates the advanced implementation funding levels experienced through 2016-17 and the expected slowdown projected for the remaining four transition years. Each pie graph depicts the relationship between the floor, gap and target funding levels calculated for a single fiscal year for a specific LEA. Another new chart tracks the allocation of new transitional funding to supplemental and concentration grants. Together, these graphs help identify any future concerns with the LEA’s transition to full LCFF from the slowing economy.

The basis of the LCFF transitional formula is 2012-13 certified data. LEAs that did not exist in the 2012-13 fiscal year, such as reorganized school districts, were unable to use the LCFF Calculator to develop LCFF revenue budget projections without a specially adjusted version of the calculator. In early 2016, the calculator was expanded to function for reorganized school districts that have received an estimate of reorganized assumptions from the local county office of education or the CDE. This modification provides reorganized school districts access to the multiyear tool they have come to rely on to provide critical funding information.

The FCMAT development team continues its efforts to enhance the calculator to meet the ongoing needs of the education community.
**Budget Explorer and Projection-Pro**

Although no significant improvements or changes occurred in 2015-16, FCMAT continues to support Budget Explorer by providing updated assumptions and task specific instructions to create reliable multiyear projections.

In June 2016, FCMAT kicked off a software development project titled Projection-Pro. Projection-Pro will combine and improve the multiyear projection and cash flow functionality of Budget Explorer and the revenue projection functionality of the LCFF Calculator. It will add new functionality to align an LEA’s LCAP with the multiyear projection.

While development is still in its infancy, improvements are planned for the multiyear projection component to assist users of all experience levels to create better financial projections. Significant new functionality will be added in the projection areas of LCFF revenue, salary and staffing, one-time revenues and expenditures and negotiations, and in LCAP alignment. The cash flow component will be redesigned to make it easier for LEAs to develop 12-month to 60-month projections. The new software is being designed for use by charter schools, charter management organizations, school districts and county offices of education.

FCMAT expects to field test the Projection-Pro application in spring 2017 and release it for use as soon as field testing and any required revisions are made and tested. The anticipated release date is approximately July 1, 2017.

**FCMAT SharePoint Site**

FCMAT has employed the use of Microsoft’s SharePoint system for many years to assist in document organization and management. Specifically, SharePoint has allowed for secured archiving and sharing of thousands of documents used to conduct FCMAT’s work by staff, clients, and consultants.

To improve the features, reliability, and accessibility of the system, FCMAT began a project to transition the system from a CSIS-hosted installation to a cloud-based platform hosted by Microsoft. This involves upgrading to the latest version of SharePoint and the migration of all documents from the current system to the Microsoft cloud-based system. The project also includes a significant amount of training of all FCMAT staff, clients and consultants.

Beginning earlier this year, all new jobs have been initiated on the new system, with approximately 50 jobs and associated documents now residing there. The migration of documents to the new system is being done in multiple phases and should be completed later this calendar year. Future enhancements include development of job timeline monitoring and improved mobile access.
Types of Reviews for Fiscal Year 2015-16

<table>
<thead>
<tr>
<th>Topic</th>
<th>Studies</th>
</tr>
</thead>
<tbody>
<tr>
<td>AB 139</td>
<td>6</td>
</tr>
<tr>
<td>Community College</td>
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</tr>
<tr>
<td>Comprehensive</td>
<td>2</td>
</tr>
<tr>
<td>Data Management</td>
<td>1</td>
</tr>
<tr>
<td>Facilities/M &amp; O</td>
<td>5</td>
</tr>
<tr>
<td>Fiscal/Business</td>
<td>7</td>
</tr>
<tr>
<td>Food Services</td>
<td>3</td>
</tr>
<tr>
<td>On-Site Assistance</td>
<td>7</td>
</tr>
<tr>
<td>Organization/Staffing</td>
<td>7</td>
</tr>
<tr>
<td>Special Education</td>
<td>11</td>
</tr>
<tr>
<td>Special Ed. incl. Transportation</td>
<td>2</td>
</tr>
<tr>
<td>Technology</td>
<td>8</td>
</tr>
<tr>
<td>Transportation</td>
<td>2</td>
</tr>
<tr>
<td>Total Studies</td>
<td>62</td>
</tr>
</tbody>
</table>
FCMAT Trend Analysis

A substantial portion of FCMAT’s work in 2014-15 focused on business and fiscal issues, and this trend continued into the 2015-16 fiscal year. These include matters such as budget development, multiyear financial projections, cash flow analysis, and AB 139 extraordinary audits. The number of studies held steady from 63 in 2014-15 to 62 in 2015-16.

During this fiscal year, the organization saw an increase in the number of organizational, maintenance, transportation, facilities and food service related reviews. As districts began to evaluate programs and services they provide through the Local Control Funding Formula (LCFF), there was a renewed focus of districts evaluating the organizational and support structures that were put into place during the challenging fiscal times preceding the passage of the LCFF. During the 2015-16 fiscal year, FCMAT was asked to review the data management processes and procedures at a county office of education. As districts recognize the importance of reliable data for use in such factors as determining LCFF revenue or analyzing outcomes of programs and services to students, there will be a greater need for data management studies.

Over the last two years, FCMAT has made a concerted effort to provide on-site technical assistance to LEAs. This is an opportunity for our team to quickly respond to an urgent need of a district, provide on-site assistance to assist with that need and leave them in an improved condition. It is a time to build capacity of those in our field as well as create meaningful mentoring relationships that can continue beyond the initial assistance. On-site technical assistance is a strength of our organization with our staff being our greatest resource. We anticipate this will continue to be a priority for years to come.

Based on recent trends, another of FCMAT’s priorities will require a continued focus on fiscal issues affecting school districts, county offices, charter schools, and community colleges; multiyear financial projections; cash flow analysis; budget development; AB 139 extraordinary audits; and professional and product development.

Examples of FCMAT’s evolving and shifting workload statewide include the development of Projection-Pro: software capable of projections for LCFF revenue, LCAP expenditures, multiyear financial, and cash flow. FCMAT continues to maintain the LCFF Calculator, Calculator Caveats, LCFF Listserve subscription, LCFF and ASB Online Help Desks, CALPADS Reports and LCFF Self-Paced Training links.

In an effort to provide assistance statewide, in 2015-16 FCMAT staff provided numerous professional development workshops in a variety of areas due to requests from the field as well as staff finding that the need exists. These included 13 workshops to assist K-12 LEAs in understanding the relationship between the LCFF and LCAP, how to use the LCFF calculator, overview of the template, process and timeline for LCAP as well as generating a locally meaningful LCAP. One of those workshops included information on the new Ed-Data website and how to view data at the district and school levels as well as comparing data of multiple schools and districts. Additional trainings included 10 professional development workshops targeted for charter schools on how to run an accountable business office and budget as well as understanding data management, 41 trainings on how to legally account for associated student body funds with appropriate internal controls, various workshops on the new Ed-Data website, three workshops targeted to new superintendents and administrators on how to better understand school finance, three workshops on the accounts payable process, one fraud prevention workshop, and various presentations at conferences around the state on a number of fiscal issues that FCMAT staff deal with daily. FCMAT continues to focus on offering professional development in the 2016-17 fiscal year at the same level, if not more, because of the benefits received by the field.
Client Evaluation Results

Upon completion of each study and workshop, FCMAT sends the client an evaluation form requesting feedback for the services provided. These evaluations help FCMAT to meet its clients’ needs and document areas of service that may need improvement.

For 2015-16, FCMAT received eight completed study evaluations and 26 completed workshop evaluations. An analysis of the evaluations is submitted to the Kern County Superintendent of Schools as FCMAT’s administrative agent, and to the FCMAT Board of Directors.

FCMAT’s Chief Administrative Officer makes personal contact with all clients who provide a performance evaluation score of 3 or lower. Written documentation is maintained as to the nature of the call, the contact, issues raised, and the ultimate resolution.

The responses from the evaluation forms received during 2015-16 are shown in the tables below. This client evaluation summary does not reflect FCMAT’s ongoing fieldwork or legislative assignments to conduct comprehensive assessments.

### Study Evaluations

<table>
<thead>
<tr>
<th>Did the FCMAT team complete the objective of the study as requested?</th>
<th>Yes</th>
<th>No</th>
<th>N/A</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>8</td>
<td>0</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Did you find the FCMAT team to be:</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Qualified</td>
<td>8</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Knowledgeable</td>
<td>8</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Professional</td>
<td>8</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Cooperative</td>
<td>8</td>
<td>0</td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Did the management assistance team provide the following?</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Orientation meeting</td>
<td>8</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>On-site review</td>
<td>8</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Final report</td>
<td>7</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Board presentation</td>
<td>1</td>
<td>7</td>
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<table>
<thead>
<tr>
<th>Was the timeline from request for services to fieldwork satisfactory?</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>8</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>

| How would you rank FCMAT’s overall assistance? (Scale of 1-5, 5 = Excellent) |     |    |
|----------------------------------------------------------------------------|-----|
| Ranking of 5                                                               | 6   |
| Ranking of 4                                                               | 2   |
Comments on Study Evaluations:

- “I was completely happy with the service provided.”
- “Everything was great.”

Workshop Evaluations

<table>
<thead>
<tr>
<th>Did the FCMAT team meet the objective of the workshop as requested?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>26</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Did you find the FCMAT presentation to be:</th>
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</thead>
<tbody>
<tr>
<td>Easy to follow</td>
</tr>
<tr>
<td>At a comfortable pace</td>
</tr>
<tr>
<td>Left time for questions</td>
</tr>
<tr>
<td>Clearly communicated</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Did you find the FCMAT presenters to be:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Qualified</td>
</tr>
<tr>
<td>Knowledgeable</td>
</tr>
<tr>
<td>Professional</td>
</tr>
<tr>
<td>Cooperative</td>
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</table>

Workshop Materials

<table>
<thead>
<tr>
<th>Workshop Materials</th>
</tr>
</thead>
<tbody>
<tr>
<td>Were handouts provided?</td>
</tr>
<tr>
<td>Were the handouts understandable?</td>
</tr>
<tr>
<td>Were the handouts useful?</td>
</tr>
</tbody>
</table>

How would you rank your level of satisfaction with the entire workshop process?

| Ranking of 5 | 25 |
| Ranking of 4 | 1  |

Comments on Workshop Evaluations:

- “They did a great job and really connected with the audience. Folks were very appreciative of the information.”
- The training was provided at a schedule that was requested by us and covered all of the topics which we felt that the club advisors needed to know. Furthermore, the training provided to the directors and other senior staff members covered the areas that were most important to them.”
- “Can FCMAT magically find more ‘Michelles’ so there are more options for dates to hold ASB workshops in the future? That’s the only complaint - she’s so good that it’s hard to come up with dates that work at our locations.”
Technical Support

FCMAT Help Desk

FCMAT continues to provide support to the educational community including K-12 school districts, charter schools, community colleges and county offices by providing a free online help desk to assist those seeking guidance.

Ticket submission focused on the activities of Associated Student Body continued to be a hot topic of school site staff, with notable increases of ticket submissions with the start of each new school year. While questions pertaining to the Local Control Funding Formula and the LCFF Calculator have further decreased, the need for continued education and support continues throughout the state, particularly with regard to the LCAP minimum proportionality percentage calculation. General business, accounting practices, and various interpretations of Education Code sections continue to keep pace with historical submission levels, while a variety of other topical requests related to FCMAT services, including listserve subscriptions and management assistance, generally increased over previous years.

FCMAT responded to a total of 804 questions submitted through the online help desk during the 2015-16 fiscal year. A five-year history of FCMAT help desk activity is provided in the table below.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>ASB Organizations &amp; Booster Clubs</td>
<td>311</td>
<td>258</td>
<td>269</td>
<td>305</td>
<td>422</td>
</tr>
<tr>
<td>Board of Education</td>
<td>0</td>
<td>1</td>
<td>6</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Budget Explorer</td>
<td>*</td>
<td>*</td>
<td>97</td>
<td>63</td>
<td>41</td>
</tr>
<tr>
<td>Charter Schools</td>
<td>12</td>
<td>6</td>
<td>9</td>
<td>13</td>
<td>16</td>
</tr>
<tr>
<td>Community Colleges</td>
<td>5</td>
<td>2</td>
<td>5</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>County Office of Education</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Facilities / Food Service / Transportation</td>
<td>0</td>
<td>10</td>
<td>6</td>
<td>9</td>
<td>13</td>
</tr>
<tr>
<td>Human Resources</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>LCFF - Districts</td>
<td>N/A</td>
<td>N/A</td>
<td>280</td>
<td>185</td>
<td>121</td>
</tr>
<tr>
<td>LCFF - Charter Schools</td>
<td>N/A</td>
<td>N/A</td>
<td>90</td>
<td>74</td>
<td>66</td>
</tr>
<tr>
<td>Other - FCMAT Services</td>
<td>16</td>
<td>19</td>
<td>23</td>
<td>50</td>
<td>61</td>
</tr>
<tr>
<td>School Business-CBO / General</td>
<td>97</td>
<td>70</td>
<td>62</td>
<td>45</td>
<td>45</td>
</tr>
<tr>
<td>Total</td>
<td>444</td>
<td>367</td>
<td>850</td>
<td>753</td>
<td>804</td>
</tr>
</tbody>
</table>

* Support requests were not managed and tracked through the Numara help desk system.
Listserves

FCMAT maintains confidential listserves for various job-alike groups. These listerves are a vital communication link between professional colleagues and are a fast, free, and secure method for sharing information. K-12 professionals may connect with their colleagues throughout the state to share documents and obtain relevant and timely information.

FCMAT maintains these active job-alike listerves:

<table>
<thead>
<tr>
<th>Job-alike Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Charter School Administrators</td>
</tr>
<tr>
<td>County Office CBOs</td>
</tr>
<tr>
<td>District Office CBOs</td>
</tr>
<tr>
<td>District Office HR Administrators</td>
</tr>
<tr>
<td>Facilities Professionals</td>
</tr>
<tr>
<td>Purchasing Professionals</td>
</tr>
</tbody>
</table>

FCMAT hosts several other specialty listserves, such as Budget Explorer user group, Budget Explorer Announcements, LCFF Calculator Announcements, two LCFF Calculator testing groups, CSIS listserve, and the K-14 News Headlines.

FCMAT Website

FCMAT’s website, www.fcmat.org, is continually updated and revised as needed to ensure that school districts and COEs have access to the latest tools and information. The updates reflect FCMAT’s purpose and mission, helping districts and COEs remain fiscally astute and stable. In recent times, that has included a particular focus on helping LEAs understand their LCAP and LCFF responsibilities.

The website’s professional development calendar reflects the increase in FCMAT’s professional development offerings and provides user-friendly details and payment methods for various workshops. The LCFF Calculator resides on the website, as do major publications such as the Associated Student Body Accounting Manual, COE Fiscal Procedural Manual and others. These and other downloadable resources continue to be offered free of charge, with more interactivity for an easier user experience.

The website continues to feature its popular daily links to education news articles, as well as FCMAT’s free Budget Explorer software and other fiscal tools.

Education Audit Appeals Panel

Education Code Section 41344 provides an opportunity for a local education agency to appeal a finding contained in a final audit report. This code section established an audit appeals panel consisting of the Superintendent of Public Instruction, the Director of the Department of Finance, and the Chief Executive Officer of FCMAT, or their designees. Joel Montero serves in his capacity as CEO of FCMAT and is the chairperson; Jennifer Whitaker represents the Director of Finance; and Nick Schweizer represents the Superintendent of Public Instruction. The panel meets at least monthly; its meeting schedule and other information may be found on its website: www.eaap.ca.gov.
CSIS Organizational Structure

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CSIS Strategic Plan

Improving the California Longitudinal Pupil Achievement Data System (CALPADS) and increasing access to and use of high-quality data continue to be the focus of CSIS’ strategic work. CALPADS has become a strategic asset to the state and to LEAs and grows in importance each year. The CDE continues to expand CALPADS to include additional data and data collections consistent with the original intent of CALPADS, and FCMAT/CSIS fully supports the CDE’s efforts to reduce redundant data collections and leverage the use of CALPADS data. The Ed-Data website (http://ed-data.org) makes data from CALPADS and other sources accessible to the public and available for use in planning and decision making.

Strategic CALPADS activities for FCMAT/CSIS included:

- Providing training and assistance to LEAs on CALPADS submissions and good data management practices.
- Completing requirements, development, database maintenance and support, testing and configuration/deployment tasks associated with implementing enhancements and resolving identified defects in CALPADS per direction set by the CDE. In 2015-16, this work included implementing the snapshot redesign project to more efficiently generate the snapshot reports reviewed and certified during each of the five CALPADS submission windows.
- In collaboration with the CDE, continuing to improve the processes used to support and maintain CALPADS.

In 2015-16, FCMAT/CSIS supported LEAs in completing the CALPADS submissions listed below. These submissions require LEA staff time to upload the data, resolve errors, verify reports and certify the data.

<table>
<thead>
<tr>
<th>Submission Name</th>
<th>Data Submitted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fall 1</td>
<td>Student enrollment, graduates, dropouts, English Language Acquisition Status, Title III Eligible Immigrants, eligibility for free or reduced price meals and foster youth</td>
</tr>
<tr>
<td>Fall 2</td>
<td>Student course enrollment, staff demographic, staff assignments, highly qualified teachers and English Learner services</td>
</tr>
<tr>
<td>End of Year 1</td>
<td>Course completion and career technical education</td>
</tr>
<tr>
<td>End of Year 2</td>
<td>Program participation</td>
</tr>
<tr>
<td>End of Year 3</td>
<td>Discipline</td>
</tr>
</tbody>
</table>

FCMAT/CSIS’ Ed-Data work leverages the data collected in CALPADS as well as other data collected by the CDE to provide educators, policymakers, the Legislature, parents, and the public quick access to timely and comprehensive data about K-12 education in California. In 2013-14, the Ed-Data partners – CDE, EdSource, and FCMAT/CSIS – began a multiyear effort to redesign the Ed-Data website, with the overarching goal of the redesign to maintain or improve the existing features while replacing the outdated technology and user interface. Strategic activities for Ed-Data in 2015-16 included:

- Continuing to collaborate with CDE and EdSource to complete the Ed-Data redesign and to add data elements requested by users.
- Completing requirements, design, development, database maintenance and support, testing and configuration/deployment tasks associated with implementing the redesign and planned enhancements.
Along with FCMAT, CSIS participated in the Kern County Superintendent of Schools (KCSOS) 2015-2018 strategic planning process. CSIS developed objectives and action steps to support KCSOS goals. The KCSOS goals and objectives as well as CSIS action steps and a summary of work completed by action step in 2015-16 are:

**KCSOS Goal: Improve student growth and achievement & accountability**

Specific Objective: Improve Ed-Data and CALPADS functionality and/or use in support of improved student achievement and accountability.

CSIS Action Steps:

1. Modify CALPADS to support accountability.
2. Increase the number of five-year trend charts with assessment and/or accountability data on the Ed-Data website.
3. Support LEAs in their reconciliation of accountability data and use of assessment or accountability data in CALPADS.

Summary of Work Completed in 2015-16:

Action step 1: In 2015-16, FCMAT/CSIS assisted CDE in analyzing the impact of the new Every Student Succeeds Act (ESSA) to identify and plan changes in CALPADS needed to support the implementation of the ESSA requirements scheduled for FY 2016-17. Key changes needed in CALPADS included:

- Collection of data on parent or guardian who is a member of the Armed Forces (Army, Navy, Air Force, Marine Corps, or Coast Guard) on active duty or full-time National Guard duty.
- Collection of data on chronic absenteeism.
- Collection of data on Golden State Seal Merit Diploma and State Seal of Biliteracy.
- Elimination of Highly Qualified Teacher (HQT) data.

FCMAT/CSIS also completed work to transition Special Ed discipline reporting to CALPADS to improve the quality of data used for federal reporting. CALPADS became the official source for the collection and reporting of the special education discipline data in May 2016.

Action step 2: Eight new five-year trend graphs were added to Ed-Data in 2015-16 to provide access to suspension and expulsion data to support using this data as a measure of school climate in district LCAPs and/or the state’s emerging accountability system. Subgroup data by race/ethnicity was also added to cohort graduate and dropout trend graphs and the comparisons.

Action step 3: FCMAT/CSIS continues to support LEAs in reconciling their accountability data and using data locally. For example, in 2015-16, FCMAT/CSIS helped LEAs reconcile their CALPADS data with the CDE’s private preview of cohort graduate and dropout data. As necessary, FCMAT/CSIS helped LEAs identify how to correct errors in data they submitted to CALPADS and how to improve local practices to improve data accuracy and timeliness.

**KCSOS Goal: Maximize service to clients and improve access to resources**

Specific Objective: Improve service and/or access to resources in 100% of CSIS services (CALPADS and Ed-Data).
CSIS Action Steps:

1. Increase the number of CALPADS trainings that stress the relationship between errors and data quality.

2. Increase the number of five-year trend charts on the Ed-Data website.

3. Decrease the average wait time for CALPADS snapshot reports.

4. Increase the percentage of LEAs and/or CALPADS administrators receiving CALPADS recognitions.

Summary of Work Completed in 2015-16:

Action step 1: In 2015-16, FCMAT/CSIS added emphasis on reconciling the English Learner Services in the Fall 2 trainings to improve data quality. FCMAT/CSIS continued to stress the relationship between errors and data quality in its regular course offerings and in question and answer sessions.

Action step 2: In 2015-16, FCMAT/CSIS increased the number of five-year trend graphs by adding:

- Eight staff demographic graphs, including data on teachers, administrators, pupil services and classified staff members.
- Four teacher salary graphs.
- Eight new five-year trend graphs containing student suspension and expulsion data.

Action step 3: The snapshot redesign project was created to streamline the nightly processes so they did not exceed the eight-hour window; ensure CALPADS was available to LEAs during the posted hours of operation; and decrease the wait time for LEAs to access their reports, ideally making them available the same day LEAs made changes. Although the generation of snapshot reports is not always completed as quickly as originally envisioned, the snapshot redesign successfully reduced the time required for the nightly processes, increased CALPADS availability to comply with posted hours of operation and reduced LEA wait time for snapshot reports.

Action step 4: In October 2015, 296 individuals received the 2014-15 Training Recognition award, an increase of 308% above the 96 individuals recognized the prior year.

KCSOS Goal: Provide responsive leadership as a community partner

Specific Objective: Promote effective use of technology, CALPADS and Ed-Data in multiple settings each fiscal year.

CSIS Action Steps:

1. Engage CCSESA's Technology and Telecommunications Steering Committee (TTSC) in discussions to increase awareness and effective use of CALPADS and Ed-Data.

2. Support the CTO Mentor Program in its efforts to train current and future chief technology officers.

3. Promote increased awareness of the role of CALPADS and Ed-Data in accountability, improved student achievement and closing the achievement gap.
Summary of Work Completed in 2015-16:

Action step 1: FCMAT/CSIS actively participated in TTSC and regularly shared current information about CALPADS and Ed-Data to keep the group informed and engaged in these efforts.

Action step 2: Two FCMAT/CSIS representatives contributed to the Steering Committee for the CTO Mentor Program throughout the fiscal year and participated in the subgroup of members who scored student portfolios. The CSIS Chief Operations Officer was one of two trainers for the CTO Mentor Kickoff.

Action step 3: FCMAT/CSIS promoted the role of CALPADS and Ed-Data accountability, improved student achievement and closing the achievement gap in charter school workshops, LCAP workshops, CCSESA workshops, the Title I conference and professional development workshops in county offices of education.
CSIS Appropriations for Fiscal Year 2015-16

| CSIS Appropriations | $6,182,000 |

| CSIS Operations | $5,808,000 |
| Ed-Data Partnership | $374,000 |
CSIS Training

CALPADS

In fiscal year 2015-16, the California Longitudinal Pupil Achievement Data System (CALPADS) continued to be the focus of FCMAT/CSIS trainings. The overarching goal was to help LEAs collect, maintain, certify and use high-quality data.

FCMAT/CSIS trained LEAs through 20 different online and data management classes, including basic data management training for new LEA CALPADS administrators and advanced trainings for experienced administrators. In addition, FCMAT/CSIS provided 16 different self-paced trainings. The submission-based online and self-paced trainings were updated as necessary during the year to ensure the content was current.

Two special courses were added in 2015-16 for LEAs and student information system vendors to introduce the major system changes and a new file format. A mini self-paced course was created for the new Foster Youth manual matching functionality. The full catalog of FCMAT/CSIS trainings, including course descriptions and target audience, may be found at https://csis.fcmat.org/Pages/Course-Catalog.aspx.

FCMAT/CSIS also provided face-to-face trainings on CALPADS data and the Local Control Funding Formula (LCFF) at six county offices of education and participated in three student information system vendor user conferences. These presentations were in response to county offices of education requests for more information on CALPADS and details regarding the LCFF reporting requirements. The content from the K12 Educational Data Management and K12 State Reporting Overview for Administrators courses was covered in the onsite trainings.

The sessions FCMAT/CSIS conducted at vendor conferences and onsite sessions were well attended and provided FCMAT/CSIS with another method to support LEAs in their CALPADS work. Chief business officials and LEA CALPADS administrators indicated the training was very helpful and they appreciated the opportunity to interact in person with FCMAT/CSIS staff. FCMAT/CSIS also presented a session at CASBO and CASBO Shasta.

The CDE and FCMAT/CSIS also hosted two CDE-CSIS CALPADS Information Meetings during the fiscal year, with approximately 850 individuals attending the October meeting and 750 attending the April session. CDE and FCMAT/CSIS staff shared the responsibility for presenting and responding to questions. FCMAT/CSIS also posted meeting materials and recordings of the October session on the FCMAT/CSIS website so the content could be obtained by those who could not attend.

In February 2014, the CALPADS Training Recognition Program and CALPADS Data Management Recognition Program were launched. The Training Recognition Program provides a certificate to individuals who complete the nine core CALPADS training courses to acknowledge an individual’s effort in learning how to use CALPADS and to encourage more individuals to attend the complete set of CALPADS trainings to increase their proficiency.

The Data Management Recognition Program was established to acknowledge an LEA’s effort to meet the CALPADS submission certification deadlines. The FCMAT/CSIS website was updated to host the CALPADS data management and training recognition awards. Both recognition programs have been well received. The training recognition was awarded to 96 individuals and the data management recognition was awarded to 1,719 LEAs. Superintendents expressed appreciation for the state’s acknowledgement and the staff indicated they appreciated the recognition for their hard work as well.
Ed-Data

The Ed-Data website, found at http://ed-data.org, is operated through a partnership of the California Department of Education (CDE), EdSource, and FCMAT/CSIS. CSIS hosts and maintains the site. Ed-Data provides educators, policymakers, the Legislature, parents, and the public quick access to timely and comprehensive data about K-12 education in California.

In the 2015-16 year, Ed-Data completed the redesign of its site by adding comparison functionality and staff data. The redesign included both new features and functionality to make data more accessible and easier for site visitors to understand, while also upgrading the underlying architecture to current technology.

In October 2015, the new comparison functionality was introduced. Users can now design their own comparisons of districts or schools by:

- Selecting the data elements to be included from each of the following data categories:
  - Summary (e.g. county, district, city, type of school or district)
  - Student Demographics
  - Student Performance
  - Student Suspensions and Expulsions
  - Staff
  - Finance
- Selecting a specific range of data to be included, if desired. For example, the race/ethnicity subgroup data can be filtered to find comparison schools or districts with a similar student population to the user’s school or district. Or, users can filter to limit results to the schools in their district.
- Sorting data elements as desired to see the schools or districts with the highest or lowest values.
- “Pinning” schools or districts in the left-most columns of the comparisons so that the schools or districts the user wants to compare to other districts/schools are always visible.

The comparisons functionality also allows users to export data for local use or to share a link to their comparison. The new Ed-Data website provides far more flexibility and a greater range of data elements to compare than the old site.

In February 2016, staff data and teacher salary data were added to Ed-Data, completing the redesign. Data were added in 12 new five-year trend charts and as new data elements available in the comparisons. Following this release, the partnership surveyed users to obtain feedback on the revised site. User response to the redesigned site has been very positive. Feedback received includes comments such as:

- “Ed-Data is best state site I’ve been on -- and I’ve looked at a lot of states’ data!”
- “I really love Ed-Data -- thank you for making lots of information readily available with clarity.”
- “This is much more user friendly. The graphics make it easier to understand more quickly.”
- “It is more fun to come to the site now -- data is much better arrayed.”

In 2015-16, EdSource and FCMAT/CSIS continued training efforts begun in 2014-15 to increase awareness of the site and its functionality. Ed-Data trainings in 2015-16 included three web-based tours of Ed-Data for 258 people, a presentation at the statewide Title I conference, a session at two FCMAT
LCAP workshops, demonstrations at two CCSESA workshops and 12 presentations at county offices of education. The county office trainings were scheduled upon request from the county office of education. The trainings included a live demonstration of the site functionality designed to help users understand how to use Ed-Data to access and share data for purposes such as informing local improvement plans. Demonstrations included how to:

- Navigate the site to get to county, district and school profile pages.
- View five-year trend graphs with student demographic data, performance and discipline data.
- Access data on teachers, pupil services staff and administrators, including data on teacher salaries and benefits.
- Find and share data on local revenue elections.
- View detailed financial data by year and five-year trend graphs with selected financial data elements.
- Drill into five-year trend graphs to access subgroup data such as enrollment by race/ethnicity.
- Use exporting and sharing features, including copying or saving a five-year trend graph to put in a PowerPoint presentation.
- Locate articles that explain the data or topics such as Understanding the Local Control Funding Formula.
- Subscribe to receive notifications when new data or features are added to Ed-Data.

These presentations were well received and users indicated the training helped them better understand the data and functionality of the site.

The Ed-Data partnership continues to plan further improvements to the site. In response to user requests, suspension and expulsion data were added in June 2016, expanding the dataset in Ed-Data beyond that of the old site. This data is available in five-year trend graphs and in the comparisons. In 2016-17, the partnership will add results from the California Assessment of Student Performance and Progress (CAASPP).
CSIS Technical Support

CSIS Service Desk Activities

FCMAT/CSIS continues to support two external service desks, one for CALPADS and one for other FCMAT/CSIS services that support CALPADS, such as CALPADS LEA Contact Lookup and the Secure Upload site.

CSIS devotes the vast majority of its service desk resources to the CALPADS Service Desk, providing support services to 1,842 LEAs in fiscal year 2015-16, 64 more LEAs than in the previous year. These LEAs had approximately 20,409 CALPADS accounts, an increase of 2,736 accounts from the previous year.

Between July 1, 2015 and June 30, 2016, a total of 19,453 tickets were submitted to the CALPADS Service Desk. CSIS responded to 95% of those tickets and the CDE to 5%. The tickets by classification, as well as a breakdown of service fulfillment requests are shown below.

<table>
<thead>
<tr>
<th>CALPADS Service Desk Tickets by Type - July 1, 2015 - June 30, 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Incident Resolution Request</td>
</tr>
<tr>
<td>Request for New Functionality/Service</td>
</tr>
<tr>
<td>Service Fulfillment Request</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Top 10 CALPADS Service Fulfillment Requests by Category - July 1, 2015 - June 30, 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gaining Access</td>
</tr>
<tr>
<td>Reports &amp; Extracts</td>
</tr>
<tr>
<td>Data - Exit/Enrollment</td>
</tr>
<tr>
<td>Data - Student Language</td>
</tr>
<tr>
<td>Data - Student Programs</td>
</tr>
<tr>
<td>Data - Course</td>
</tr>
<tr>
<td>Certification Errors</td>
</tr>
<tr>
<td>Data - Staff</td>
</tr>
<tr>
<td>Software Functionality</td>
</tr>
<tr>
<td>Information Request</td>
</tr>
</tbody>
</table>

California Longitudinal Pupil Achievement Data System

In 2015-16, CALPADS continued to mature and evolve as FCMAT/CSIS performed the full range of activities to support, maintain and enhance CALPADS per direction set by the CDE. When CDE and FCMAT/CSIS planned the work for fiscal year 2015-16, both agencies agreed the major focus for the year would be the snapshot redesign, a project to more efficiently generate the snapshot reports reviewed and certified during each of the five CALPADS submission windows. When IBM initially created CALPADS, the system generated snapshot reports overnight during the eight-hour nightly process.
window, which required LEAs to wait overnight to access their reports. As the CALPAPS databases grew with data from additional years, the nightly processes could not be completed within the eight-hour window. When this occurred, CALPAPS was not available the next workday until the nightly processes completed, requiring LEAs to wait longer for reports and to complete their other CALPAPS work.

The snapshot redesign was implemented for each major submission, beginning with Fall 1, then Fall 2 and finally the End of Year (EOY) submissions. FCMAT/CSIS created new CALPAPS database structures, extraction processes, 30 certification validation checks and 105 certification reports, as well as making six changes to the CALPAPS user interface to support the changes in the workflow. The snapshot redesign dramatically reduced the time it takes to complete the nightly processes. Since the redesign was implemented, the system availability in the mornings has never been delayed due to long-running nightly processes. Although the generation of snapshot reports is not always completed as quickly as originally envisioned, the snapshot redesign successfully reduced LEA wait time for reports, which are generally available the same day changes are made or the next morning.

FCMAT/CSIS supported LEAs during five CALPAPS submissions by responding to LEA questions and issues, monitoring LEA submission progress and contacting each LEA not on track to certify by the deadline. Each submission required LEAs to reconcile a minimum of three certification reports with many aggregates. All LEAs certified their Fall 1 data by March 18, 2016; 99% of LEAs certified Fall 2 (nine failed to certify Fall 2). The 2015-16 EOY submission window does not close until September 2016 so the final numbers are not available. However, as of the initial deadline of July 15, 2016, 97% of LEAs certified EOY 1 and 98% of LEAs certified EOY 2 and EOY 3. FCMAT/CSIS provided support to LEAs during amendment windows, including both LEAs that did not certify by the initial deadline and LEAs that certified on time and later corrected their data in the amendment window.

Plans for fiscal year 2015-16 also included transitioning special education discipline reporting to CALPAPS. FCMAT/CSIS designed and created three new certification reports to reflect how EOY 3 discipline data will be submitted to meet federal reporting requirements for special education students under the Individuals with Disabilities Education Act (IDEA). CALPAPS became the official source for collecting and reporting special education discipline data in May 2016.

FCMAT/CSIS staff also continued to collaborate with CDE to modify both the collection and reporting of career technical education (CTE) coursework in CALPAPS in support of the Perkins E1 data collection. The objective of this effort is to collect CTE data exclusively within CALPAPS. In fiscal year 2015-16, FCMAT/CSIS requirements staff, in collaboration with CDE, improved reporting of CTE course and CTE Concentrators and Completers data. Additional CTE course attributes were defined to provide a clearer view of LEA implementation of career pathway education. More stringent validations for CTE Concentrators and Completers were established. Criteria for key subgroups needed for federal reporting were identified and report specifications were updated. In 2016, CALPAPS certification reports for EOY 1 were modified to enable LEAs to review and certify their data, including the key federal subgroups. In 2014-15, the CDE collected Perkins data through both the CALPAPS EOY 1 submission and the Perkins data system. The goal was to collect comparable Perkins data between the two systems during the 2014-15 parallel reporting year. Due to systems incompatibilities, which made comparison of the data between the two systems difficult, and additional time needed by the CDE to modify CTE course codes, 2015-16 was designated as an additional parallel year. It is anticipated that in 2016-17 CALPAPS will be the system of record for CTE data collection and reporting.

In fiscal year 2015-16, FCMAT/CSIS performed the full range of activities involved in supporting and maintaining CALPAPS per direction set by the CDE.

FCMAT/CSIS staff provided change and issue as well as requirements management services for CALPAPS, completing analysis on 220 change requests and 65 issues. For approved changes, FCMAT/
CSIS requirements staff created the updated documentation in accordance with the change request, including design specifications excerpts used in development and testing activities and the subsequent final updates to CALPADS technical documentation and end-user manuals. In addition, requirements staff clarified requirements for the development and testing teams as these teams completed their work associated with each change request.

FCMAT/CSIS technical staff supported system operations, developed new functionality and improved the usability and accuracy of CALPADS with additional bug fixes. Between July 1, 2015 and June 30, 2016, CSIS developers completed 139 change requests spanning 1,282 work items. Testers verified the work of FCMAT/CSIS and CDE developers, having tested and closed 1,364 work items during the fiscal year.

The FCMAT/CSIS development and test teams also upgraded the CALPADS codebase to .NET 4.6.1 and build process, and assisted CDE/TSD with upgrading the SQL server databases from SQL 2012 to SQL 2014 as an interim upgrade to the SQL 2016 upgrade planned for 2016-17.

**CSIS Website**

The CSIS program’s website is accessible from the FCMAT site or directly via http://csis.fcmat.org.

The CSIS website offers access to CALPADS training, documentation and information, as well as links to other CSIS services, such as the LEA Contact Lookup, the Secure Upload site, LEA Recognition and Ed-Data. The website includes information and resources in three areas: services, training & events, and support.

**SharePoint Collaboration Sites**

FCMAT/CSIS continues to facilitate information sharing and collaboration by maintaining SharePoint sites for use internally and with partners. The sites are accessible by authorized users. Although the sites contain other features, the most valuable part of each site is the documents library, which allows individuals to access files from any location with Internet access. SharePoint automatically maintains version history and access to prior versions. The sites FCMAT/CSIS maintains are:

- FCMAT SharePoint site
- CSIS Internal Collaboration site
- Ed-Data Collaboration site
- CALPADS Collaboration site