



October 9, 2023

Dr. Fal Asrani
Superintendent
Marysville Joint Unified School District
1919 B Street
Marysville, CA 95901

1121 L Street

Suite 1060

Sacramento

California 95814

TEL: 916 . 446 . 7517

FAX: 916 . 446 . 2011

www.sscal.com

Dear Superintendent Asrani:

Thank you for your interest in having School Services of California Inc. (SSC) support your analysis of fiscal issues related to the Program Transfer being investigated by Marysville Joint Unified School District (District). This memo serves as an overview for the District of information and data points that may influence the transfer activities, planning, or fiscal impacts related to a program transfer for up to six programs and the services provided to students with disabilities (SWDs). Specifically, the targeted items in our scope of work included the following:

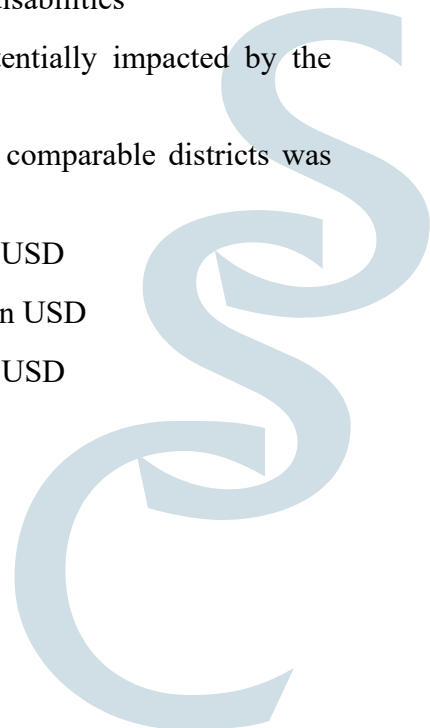
- How does the District compare to similar districts in terms of revenues and expenditures for special education programs?
- How does the District compare to similar districts in demographics, enrollment, eligibility, and services for SWDs?
- Specific to potential Program Transfer considerations, what are the items the District should consider in assigning resources to achieve the desired outcomes of student benefit and fiscally sustainable and responsible Special Education Program (Program) implementation?

This memo provides the District with a comparative analysis of the following:

- Special education revenues and expenditures
- Special education identification rates and incidence of disabilities
- Program staffing analysis for the six classrooms potentially impacted by the proposed Program Transfer

State-certified data and data gathered from the following comparable districts was used in conducting this analysis.

- Chico Unified School District (USD)
- Davis Joint USD
- Rocklin USD
- Western Placer USD
- Yuba City USD
- Washington USD
- Woodland USD



Demographics and Enrollment

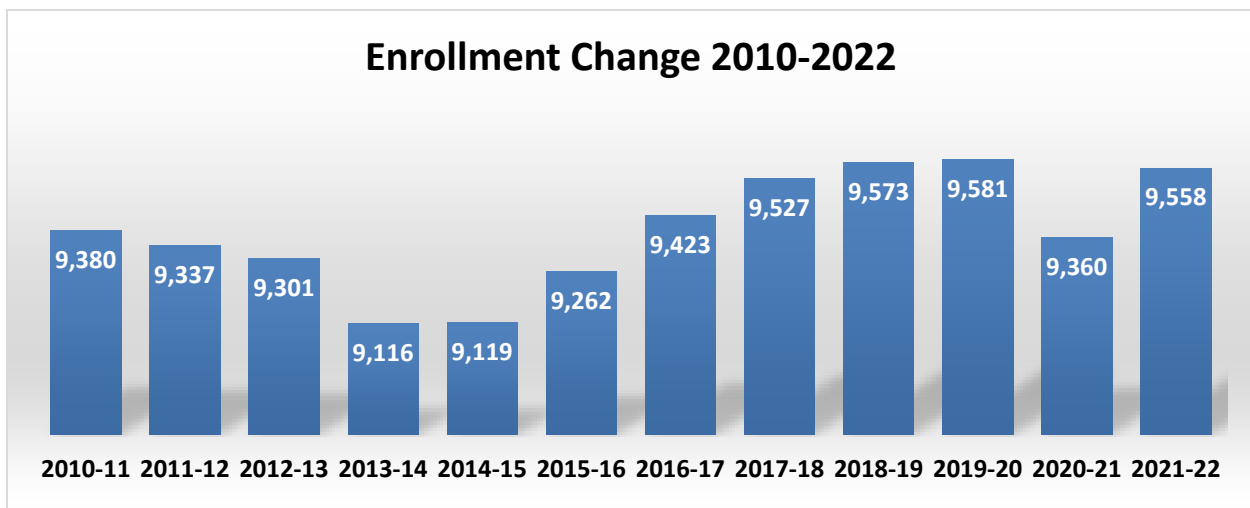
The District has twenty-two schools serving 9,558 students in 2022-23. The District has a broadly diverse population and demographics shown in Figure 1.

Figure 1: Demographics for 2021-22 on the Dashboard

Student Group	Total	Percentage
English Learners	1,918	20.1%
Foster Youth	49	0.5%
Homeless	117	1.2%
Socioeconomically Disadvantaged	6,869	71.9%
Students with Disabilities	1,282	13.4%
Race/Ethnicity	Total	Percentage
African American	350	3.7%
American Indian	188	2%
Asian	851	8.9%
Filipino	50	0.5%
Hispanic	4,450	46.6%
Two or More Races	474	5%
Pacific Islander	28	0.30%
White	3,077	32.2%

Source: California School Dashboard

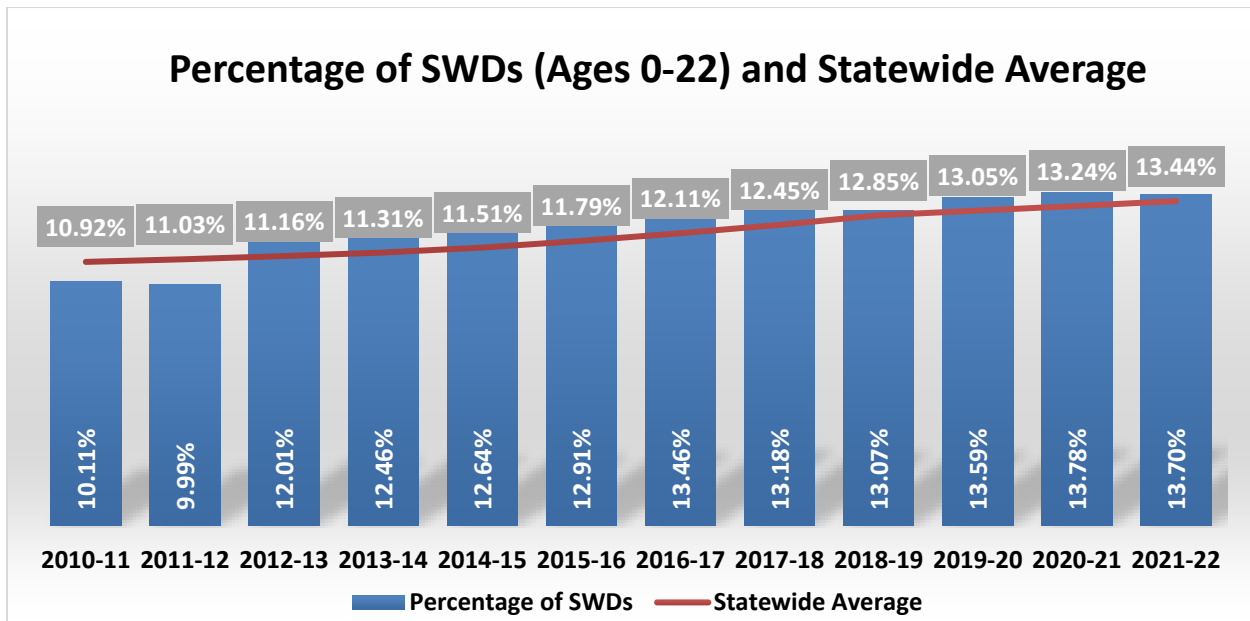
Figure 2: Enrollment Stability 2010-2022



Source: State-certified data, 2022

- The District has experienced fluctuations in enrollment for the past decade.

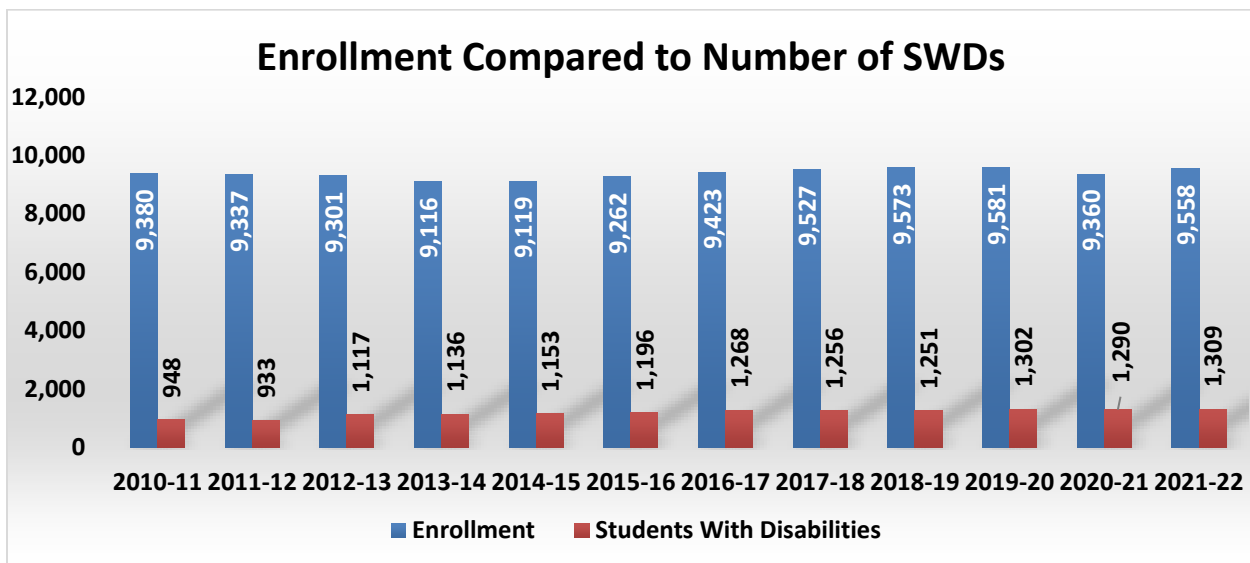
Figure 3: Percentage of SWDs and Statewide Average



Source: State-certified data, 2022

- The number of students served by the Program has been consistent, with the percentage of SWDs around 13% for many years. Figure 3 shows the percentage of SWDs compared to the statewide average from 2010 to 2022.

Figure 4: Percentage of SWDs and Statewide Average



Source: State-certified data, 2022

- While District enrollment has remained consistent, the number of SWDs has increased over the past ten years.

LCAP and District Goals

The District has strong partnerships with parents and the community, and provides regular communication regarding community activities, services, and wellness resources. The Local Control and Accountability Plan (LCAP) outlines the active support for students and families and highlights the successes and areas of focus for the final year of the 2021-24 LCAP, with six goals for 2023-24:

1. Improve Academic Performance within an equitable system that addresses the various identified needs of all District students
2. Create an environment that addresses the physical, emotional, and safety needs of all students and staff
3. Prepare every student with the skills needed for college and career readiness
4. Build a system of specific support for our EL (English Learner), foster, and low SES students
5. Improve the meaningful school-to-home relationships
6. Improve access and inclusion opportunities for special education

The LCAP update for 2022-23 highlights an extensive variety of resources, support, and early interventions are available at school sites, as well as targeted activities, programmatic initiatives, and commitments to support the students of the District. Goal six in the LCAP specifically calls out the importance of access and inclusive opportunities for the SWDs in the District. This goal aligns with the plan to consider program transfers and/or program development to ensure local service delivery by District employees to the students who belong to the District.

Revenue and Expenditures

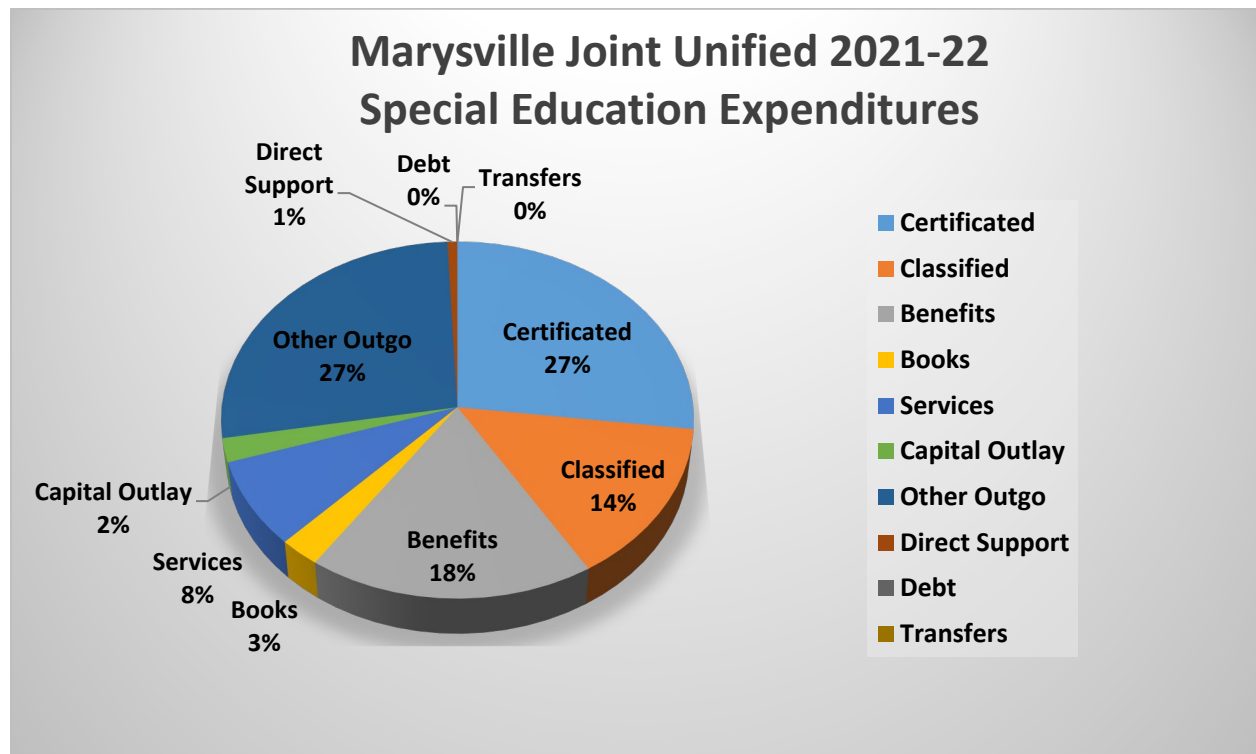
Figure 5: 2021-22 General Fund Revenue by Funding Source

RANK	DISTRICT	LCFF Revenue per ADA	Federal Revenue Per ADA	Other State Revenue per ADA	Other Local and Prior Year Revenue Per ADA
1	Yuba City Unified	14,070.41	1,638.93	2,448.67	564.10
2	ALL UNIFIED DISTRICTS	13,000.43	2,367.87	2,918.65	851.54
3	Marysville Joint Unified	12,548.62	1,953.04	2,751.44	846.86
4	Woodland Joint Unified	12,371.34	1,720.93	1,842.78	846.12
5	Washington Unified	11,963.51	1,391.21	2,205.67	792.96
6	COMPARATIVE GROUP	11,557.91	1,564.77	2,024.47	1,121.81
7	Chico Unified	10,843.83	2,218.03	2,155.00	957.14
8	Rocklin Unified	10,610.62	1,126.99	1,939.97	984.20
9	Western Placer Unified	10,482.02	1,499.66	1,375.18	823.70
10	Davis Joint Unified	10,253.16	1,149.40	1,996.61	3,253.48

Source: State-certified data, 2021

- The District received \$12,548 per average daily attendance (ADA) in Local Control Funding Formula revenue, while the comparative district average was \$11,557.91 per ADA.
- The District received \$1,953 per ADA in federal funding compared to \$1,564 per ADA.
- The District received \$2,751 per ADA in other state funding compared to \$2,024 per ADA for the comparative group funding.
- The District received \$846 per ADA in local funding compared to \$1,121 per ADA for the comparative group funding.
- There is a long list of potential impacts on revenue sources per ADA, including attendance percentages, unduplicated pupil percentages, home-to-school transportation, etc.

Figure 6: 2021-22 Special Education Expenditures



Source: State-certified data, 2021

- For 2021-22, the District’s Program expenditures were primarily for personnel.
- Other Outgo, reflecting costs for out-of-district programs such as the Yuba County Office of Education (YCOE) program and Sutter County Infant and Deaf and Hard of Hearing Programs, represented 27% of the spending.
- Services, representing spending for the provision of special education supports by contracted providers, was 8%.

Figure 7: Goal 5000 Expense by Object Code Group per ADA

Goal 5000 Expense by Object Code Group per ADA					
Object		2020-21 Prior Year	Prior Year Statewide	2021-22 Current Year	Current Year Statewide
1000	Certificated	700.21	936.93	811.56	1,102.64
2000	Classified	336.99	485.53	430.76	575.39
3000	Benefits	446.09	696.15	552.87	836.16
4000	Books	10.82	21.13	78.08	27
5000	Services	148.61	400.82	236.84	557.24
6000	Capital Outlay	57.58	2.72	64.85	3.38
7000-7200	Other Outgo	562.69	48.98	813.88	54.29
7300	Direct Support	76.67	53.73	21.98	67.93
7400	Debt	0	0.28	0	0.24
	Transfers	0	0.23	0	0.23
	Expenses	2,339.66	2,646.51	3,010.83	3,224.48

Source: State-certified data, 2021

- While the District has had lower expenditure on personnel compared to the statewide average, in reality, the District is paying for the special education programs operated by the YCOE personnel.
- The District’s overall special education expenditures have been dramatically impacted by the high cost of Other Outgo tuition for the YCOE programs.
- The District’s Other Outgo costs have been substantially higher than statewide averages, due to the high costs for programs provided by agencies including YCOE and Sutter County.
- Other Outgo represents the tuition paid to the YCOE and Sutter County for the county programs providing services to special education students.

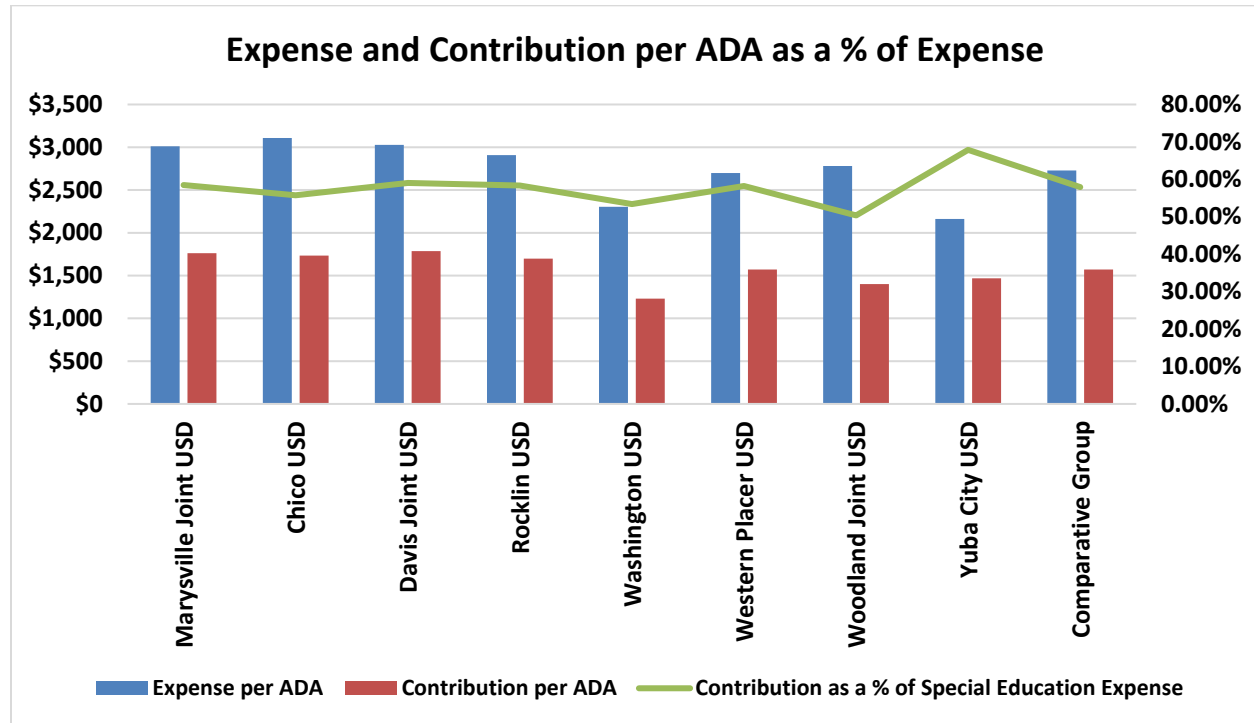
Figure 8: 2021-22 Special Education Program Expense per ADA

(Total of Goals 5000 - 5999)						
RANK	DISTRICT	Revenue per ADA	Expense per ADA	Contribution per ADA	Contribution as % of Special Ed Expense	Contribution as % of Total Expense
1	ALL UNIFIED DISTRICTS	1,352.64	3,224.18	1,871.54	58.05%	10.26%
2	Davis Joint Unified	1,240.81	3,027.80	1,786.99	59.02%	10.94%
3	Marysville Joint Unified	1,249.47	3,010.83	1,761.36	58.50%	9.67%
4	Chico Unified	1,376.44	3,109.31	1,732.88	55.73%	11.06%
5	Rocklin Unified	1,210.66	2,908.40	1,697.75	58.37%	12.34%
6	COMPARATIVE GROUP	1,157.43	2,728.82	1,571.39	57.58%	9.94%
7	Western Placer Unified	1,127.64	2,698.33	1,570.69	58.21%	11.24%
8	Yuba City Unified	694.68	2,162.80	1,468.13	67.88%	8.37%
9	Woodland Joint Unified	1,380.27	2,780.89	1,400.62	50.37%	8.68%
10	Washington Unified	1,073.55	2,303.76	1,230.22	53.40%	7.00%

Source: State-certified data, 2021

- For overall expenses, the District ranked the second highest at \$3,010.83 per ADA (when excluding all unified districts), and the comparative group average was \$2,728.82 per ADA.
- For local contribution per ADA, the District was the second highest at \$1,761.36 per ADA (excluding all unified districts), and the comparative group average was \$1,571.39 per ADA.
- Figure 8a shows similar expense and contribution per ADA comparisons in a visual manner.

Figure 8a: Special Education Expense and Contribution per ADA as a % of Expense

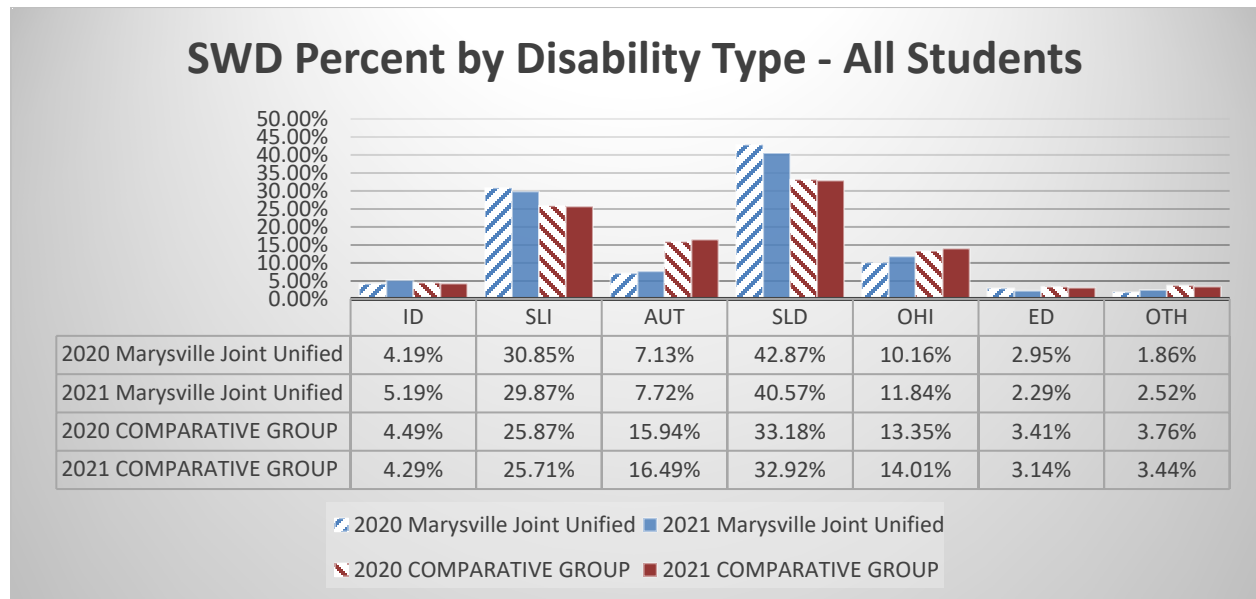


Source: State-certified data, 2022

Special Education Demographics

As shown in Figure 9, the District served more students with Speech and Language Impairment (SLI) and with a Specific Learning Disability (SLD) than the comparative districts. The District was serving a dramatically lower percentage of students with Autism (AUT), which tends to be a high-cost disability. The rates for students served identified with Intellectual Disability (ID), Other Health Impairment (OHI), Emotional Disturbance (ED), and Other Disabilities (OTH) were approximate to the comparative group. The District may want to investigate the differences between SLI and SLD and monitor referrals, assessments, service delivery, and exits for students with these needs, as there may be general education support and services that could be provided as supplemental resources under the LCAP or Multi-Tiered System of Supports to align with the needs of students identified as SLD and SLI.

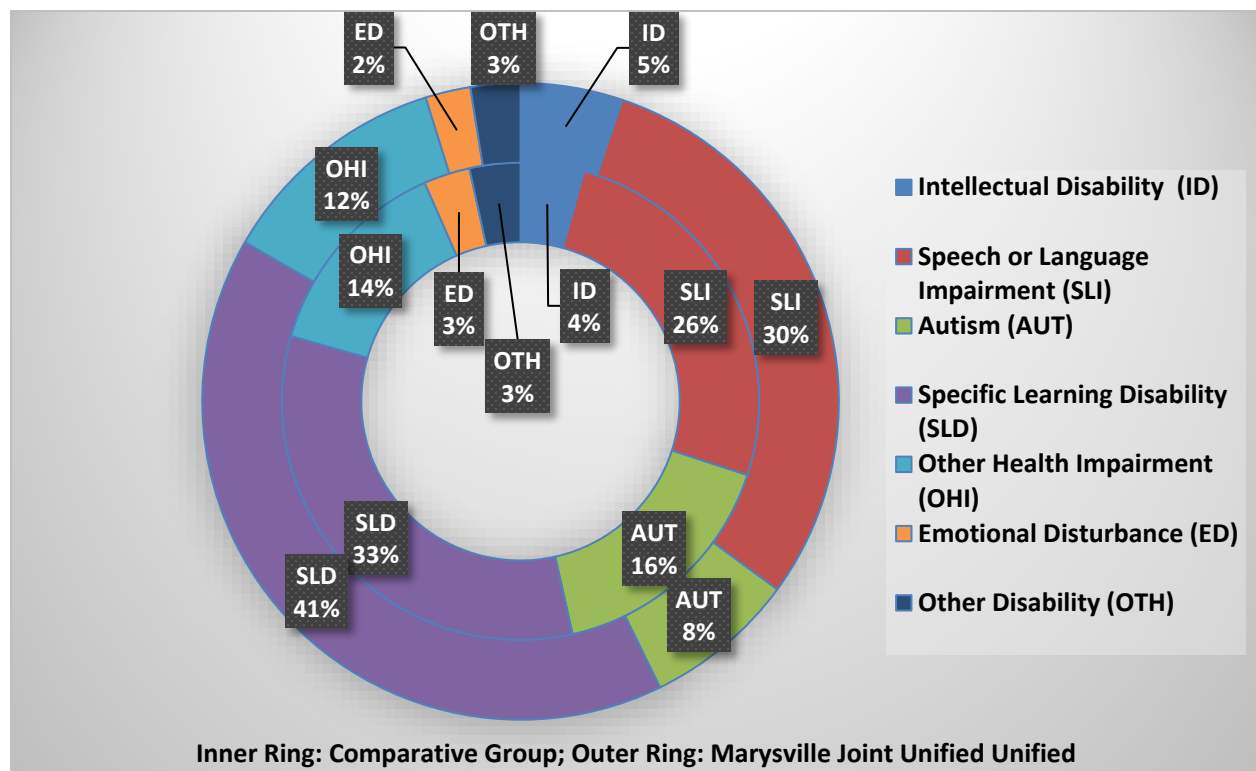
Figure 9: SWDs Percent by Disability Type—All Students



Source: State-certified data, 2022

Figure 10 shows the incidence of disability by type compared to the comparative group. The inner ring is the comparative group information, while the outer ring is the District.

Figure 10: 2021-22 Incidence of Disability



Source: State-certified data, 2022

Program Transfer Analysis

Program transfers are in the District’s future. The goals of the LCAP, the Program, and District leadership are clearly aligned with the priority of providing increased inclusive practices and access to students currently served by the YCOE programs.

Preliminary analysis indicates the programs currently operated by YCOE can be effectively and efficiently run by the District after a program transfer. An additional benefit for the Program will be the flexibility and discretion to allocate staff, maintain ratios aligned with the collective bargaining agreement, and focus on the needs of students and the District.

The process for a program transfer can be lengthy, complicated, and is often emotional for interest holders impacted by changes. Clear communication, opportunities for providing input, and clarity of plans and timelines are critical to ensure a successful implementation of any program. The team should anticipate year-one challenges and opportunities that may impact existing structures, personnel, and administrative support. Executing a program transfer well ensures students and families are informed and well served; the District is prepared and confident in its capacity to support implementation of the transfer and continuation of successful programs; and all Education Code, human resources (HR), personnel, and other requirements are met.

Successfully transferring programs will require substantial commitment of time, resources, and support over the next nine months, which is quite a short timeline for the number of changes required. Analysis of the capacity, preparation, and confidence of the staff who must execute the tasks of a transfer is something that can be accomplished by involving those staff and considering the necessary steps, action, and needs within the system.

The fiscal analysis indicates program transfers make sense for the District long term, especially when considering the positive impacts to students and their access to inclusive practices and programs. In the short term, the District team will need to prioritize and determine how much can be accomplished on what timeline, and where to begin.

The interest in implementing program transfers for as many students and programs as fast as possible is strong. Motivation by the Board of Education and District leadership is high. Confidence that programs can be effective and fiscally responsible is high. Ensuring the special education Department, other District systems, and the parents and students are well prepared will be a greater challenge than solving the checklist of to-dos and ensuring appropriate facilities, materials, and resources. The question is not whether to complete program transfers, but when and on what timeline to ensure transfers are made thoughtfully, compliantly, and into a system with the appropriate capacity to support the needs of the students, families, sites, and administrators who will ensure the programs are successful.

Cost analysis and estimates into 2024-25 are provided below, along with several documents demonstrating the details, allocations and ratios for programs, and the personnel that would be impacted by transfers of the existing six programs in question.

Marysville Joint Unified School District

Special Education Memo

October 9, 2023

2023-24 Estimates (Including COLA ¹) Using YCOE Salary	McKenney (MK)	Marysville High School (MHS)	Yuba College (YC)
Type of Cost			
Object 4000-5900	\$27,024.70	\$26,494.42	\$37,015.86
Related Services	\$151,895.49	\$151,895.49	\$151,895.49
Custodial	\$4,126.19	\$0.00	\$0.00
Classified Staff	\$143,752.51	\$207,973.41	\$190,825.96
Certificated Staff	\$162,829.94	\$210,152.99	\$81,964.69
Total	\$516,024.78	\$596,516.31	\$461,702.01
Admin rate—YCOE	\$26,696.85	\$26,696.85	\$26,696.85
Total cost for YCOE program- known staffing, related services, and object costs increased by COLA of 8.22%	\$542,721.63	\$623,213.17	\$488,398.86
Total YCOE cost: \$1,654,334			
2024-25 projection with 3.94% COLA	\$564,104.86	\$647,767.77	\$507,641.78
Projected total 2024-25 YCOE cost to run all six programs:	\$1,719,514		

¹Cost-of-living adjustment

Model Options	Transfer 6 classrooms— YC, MHS, MK	Transfer 4 Classes—2 each at MHS and MK YCOE keeps YC	Transfer 3 classes—one at YC, MHS, MK YCOE keeps one YC/MHS/MK	Transfer 2 classes— one each at MHS and McKenney YCOE keeps YC and one each MHS/MK
District internal costs estimates	\$1,279,383	\$852,922	\$639,691	\$426,461
Estimate YCOE 2024-25 costs to keep programs for each model	\$0	\$507,641.78	\$859,757.20	\$1,113,578

District FTE Ratio and Allocation

This document provides analysis of full-time equivalency (FTE) allocations and the ratios that would potentially be assigned, along with tabs at the end for 2023-24 salaries, cost comparisons, and site-by-site information. This data is based on information and existing data available at the time of this analysis. Strict adherence to ratios and allocations based on collective bargaining agreement limits or Fiscal Crisis Management Assistance Team (FCMAT) industry standards may

not be sufficient to meet the needs of the students enrolled in these programs. Information about students, Individualized Education Program (IEP) needs, and the make-up of the classroom and program should always be considered when determining allocation and personnel assignment. A description of the tabs is available at end of this document.

Thoughts and Questions:

- Confirm the status of the teachers for MK and YC programs. Some may be interns, long-term subs, out of class, or otherwise not eligible for a transfer job offer.
- What is the plan for staff who may accept transfer job offers if the District determines the staffing ratio for the programs is too high? Will they be provided with the information they could be reassigned or otherwise moved out of the program they have been serving as part of their transfer job offer?
- Are there are implications internally and at the YCOE related to seniority rights, bumping rights, or otherwise as transfer job offers are made and accepted or declined?
- Is HR informed, prepared, and included in the decision-making for the transfer process?
- Has the District investigated obtaining support from legal counsel to ensure all personnel, HR, and Education Code requirements are met?
- What is the timeline for job offers, acceptance/decline, and processing of needed paperwork for either hire or notice of reduction in force?
- What is the timeline for gathering parent input, updating necessary IEP paperwork, and other parent/student communication requirements?
- What are the anticipated needs for administrative support at each site for the District and will this require additional FTE or can it be absorbed by existing FTE?
- What are the anticipated needs for contracted staff for related services, or can this be absorbed within the District related services support (Speech and language pathologist, speech and language pathologist assistant, occupational and physical therapist, licensed vocational nurse, board certified behavior analyst, etc.)
- What are the potential facilities, materials and equipment, information technology (IT) resources, site onboarding and planning required from the various departments within the District and how are these activities being planned and implemented?
- Are there any other items that the District may need to consider as part of the program transfer process that are not tied to either fiscal analysis, personnel needs, or site needs?

YCOE FTE Ratio and Allocation

This document provides tabs to consider analysis of YCOE FTE allocations and the ratios that exist, along with additional tabs at the end for 2023-24 salaries, cost comparisons, and site-by-site

information. This document follows the same content as the District form, but the parameters and staff are only for YCOE-provided programs and staff, using YCOE salary schedules from September 23, 2023, and anticipating a COLA increase for 2024-25.

Thoughts and Questions:

- On a purely numerical basis, it may be these programs are overstaffed, especially when it comes to classified FTE. However, the individual needs of students and the coverage needs to implement the programs may require the amount of staffing being provided.
- Analysis of whether the numbers in the program, the needs of the students, and projections for future years would be helpful in determining long-term efficiencies and cost parameters.
- Analysis of the administrative support needs at each site would be recommended. The time, supervision, and support for IEPs, discipline, or other daily needs may not be fully captured in the YCOE assigned 0.27 FTE of administrative support.
- Confirmation of assigned staff for the YC and MK programs is recommended—the YC program appears to be staffed by one teacher, who was an intern, while the MK program appears to be staffed by new teachers, and neither program may currently have two certificated FTEs assigned.
- Has the YCOE obtained advice from legal counsel to ensure they handle the HR and personnel requirements of program transfers appropriately?
- What is the timeline for communication, transfer job offers, acceptance/rejection, and preparation for any needed reduction in force notices?
- What are the considerations related to any classified seniority rights, including bumping or transfers internally, given the anticipated changes?
- Are there any staff YCOE does not want to release as part of a transfer due to other instructional needs?
- Are there staff not eligible for a transfer job offer due to credentialing or employment status?
- Does any transfer of this program impact other programs, employees, or contracted agreements the YCOE holds and what are the plans to adjust for those issues?
- Has the issue of space, use of space, equipment, materials, etc., been resolved?
- What are other issues YCOE anticipates need to be addressed as part of the transfer of space, employees, and other support resources?

Cost Comparison Analysis—Tab 5

- The District-provided internal analysis appears to show the programs could be effectively and fiscally efficiently run by the District.

- Program transfer goals of increased inclusive services and access align with the LCAP and are in the best interests of the students.

Thoughts and Questions:

- Do the District's internal estimates include start-up costs for materials, equipment, IT, onboarding, or other internal supports to be provided by site, Department, or District?
- Has analysis of multiple out-years for cost estimates been completed given collective bargaining agreement, step and column rates, and other anticipated costs?
- Has program transfer potential been discussed with site administration, and do they have any relevant information or input?
- How will the District navigate the issue of space transfer and are there implementation requirements to ensure the smooth transition of either ownership or use of spaces?
- Are there other space options that would improve the success of the program, especially with the goal of increased inclusive practices and access for these programs?
- What are the plans for the District if any staff members decline an offer of job transfer?
- Is HR prepared for recruitment, reassignment, paperwork, or other required activities to transfer existing staff and to potentially find new staff if needed?
- Is the current timeline for program transfer implementation reasonable and executable?
- What are the administrative burdens and resources needed to manage and monitor implementation, which will include substantial communication, interest holder engagement, IEP documentation, onboarding of new staff to the District, etc.?
- How does implementation of these program transfers align with other priorities of the Department, including maintaining service delivery to rising transitional kindergarten or kindergarten students, navigating parent engagement and communication, navigating community communication, managing the influx of work and supervisory activities for the most recent program transfers and new program transfers?

Descriptions for Allocation and Ratio Documents:

- Tab 1 is the factors for each site and position type. This includes the limits on caseload and ratios from collective bargaining agreements or existing class sizes/caseloads.
- Tab 2 shows the existing class sizes compared to FCMAT's industry standard.
- Tab 2a is the selected programs by site and the assigned certificated job classification. The enrollment for the class and current assigned FTE is entered, and the formula calculates whether the FTE variance is over or under recommended ratios. Note that for some classifications (related service providers) the existing class size was used rather than how many

students need such services.

- Tab 2c is the alignment of the staff names and contracted FTE.
- Tab 3a reflects the selected programs by site and the assigned classified FTE. The enrollment for the class and current assigned FTE is entered, and the formula calculates whether the FTE variance is over or under recommended ratios.
- Tab 3c is the alignment of staff names and contracted FTE.
- Tab 4 is the salary costs from the position control document provided by YCOE as of September 2023. It also includes the related service providers and contracted providers as of 2022-23. The items in green at the bottom of the page are the Object 4000-5900 costs from 2022-23, which are used to estimate 2023-24 and 2024-25 costs.
- Tab 5 is a cost comparison analysis using known cost factors multiplied by the COLA of 8.22% for 2023-24 and projecting a COLA for 2024-25 at 3.94%.
- Tabs 6-8 are District-provided data from 2022 for program transfer consideration.
- Tab 9 is taken from a District total cost analysis provided by the District.
- Tab 10 is the FCMAT Staffing and Caseload Industry Standards Worksheet.

If you have any questions about this matter, please feel free to contact me at (916) 446-7517.

Sincerely,



Anjanette Pelletier
Director, Management Consulting Services