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**Napa Valley Unified School District**

2425 Jefferson Street, Napa, CA 94558

**Response to the 2004-2005**

**Grand Jury Report**

**Introduction**

Clerk of the Napa Superior Court

By: *C. Brannan*  
Deputy

The Napa Valley Unified School District's Board of Education and staff members have reviewed the 2004-2005 Grand Jury Report related to student health and safety. We acknowledge the extreme importance of health and safety practices and appreciate the Grand Jury's commitment to ensure these practices are in place. Safety has always been a priority for the district, and many of the Grand Jury's recommendations and concerns have helped us identify systemic improvements that we have already begun to implement. These areas are detailed in our response.

However, the report also includes a number of inaccurate assumptions and assertions of fact based on misunderstandings of policies and procedures. It is unfortunate that the responsible individuals were not given an opportunity to correct or clarify these details before the report was completed. In some cases they were surprised that an issue was even under investigation.

In this context, the Board of Education recommends a procedural step for the members of future Grand Juries. This will strengthen the credibility, accuracy, and ultimately the effectiveness of these reports. When criticism of an individual, a program, or an organization is being contemplated, the responsible individual should be given an opportunity to set the record straight on any of the facts or allegations.

Meanwhile, we will strive to implement appropriate recommendations. We have identified the following core interests related to these issues:

- Safeguard the safety and well being of students, staff and community members.
- Sustain an educational program that holds high expectations and maximizes learning for students and adults.
- Ensure fiscal solvency and exercise prudent stewardship over district resources.
- Maintain a high level of public trust and confidence related to the total operations of the district.

We expect the changes discussed in the report and our response to effectively address these interests and to allow us to continue our core mission—the education of our students K-Adult—in the safest possible environment.

The district has used a budget action team to support the Board of Education's efforts to make critical resource allocation decisions. Many of the suggestions of the Grand Jury would require the district to make deep cuts in other vital areas. Restricted accounts also mean that the finances of the district are not necessarily transferable from one area to another. We appreciate the caring and concern behind the Grand Jury report, and will do everything possible to work with our families and community members to continuously improve our efforts in this critical area.

**Contributors to This Response**

Individual	Title	Individual	Title
Jackie Dickson	Board Trustee	John Glaser	Superintendent
Michael Douglas	Board Trustee	Sharyn Lindsey	Assistant Superintendent, Human Resources
Jose Hurtado	Board Trustee	Deborah Brenner	Assistant Superintendent, Business Services
Thomas Kensok	Board Trustee	Don Evans	Director, General Services
Linda LaForge	Board Trustee	Stan Smart	Director, Student Services
Alan Murray	Board Trustee	Michael Mansuy	Principal, Silverado Middle School
Frances Ortiz-Chávez	Board Trustee	Jeff Marc	District Manager, Sodexo School Services
Napa Valley Unified School District's Management Team and Employee Association Leaders			

# # 1 CAMPUS SECURITY AND SAFETY

## 1. School Resource Officers (SROs)

*Grand Jury: All Napa city secondary schools, except one, had full-time SROs until two years ago when SRO staffing was cut in half for unexplained reasons even though the program grants were fully funded.*

**Clarification:**

The below table illustrates School Resource Officer (SRO) staffing history in our secondary schools.

1994-95	1 SRO for all secondary schools with the majority of time spent at Napa, Vintage, Redwood and Silverado.
1995-96	1 SRO for Napa High (primary responsibility) and Redwood 1 SRO for Vintage High (primary responsibility) and Silverado
1996-00	1 SRO for Napa High 1 SRO for Vintage 1 SRO for Redwood and Silverado
1/2000-6/2000	1 SRO for Temescal, Redwood and Silverado
2000-02	1 SRO at Napa 1 SRO at Vintage 1 SRO for Temescal, Redwood and Silverado
2002-03	1 SRO for Napa 1 SRO for Vintage 1 SRO for Valley Oak, Redwood and Silverado
2003-04	1.5 SRO for Napa and Valley Oak (Reduced to 1 SRO mid-year with retirement) 1 SRO for Vintage and Silverado 1 SRO for Harvest and Redwood
2004-06	1 SRO for Napa and Valley Oak 1 SRO for Vintage and Silverado 1 SRO for Harvest and Redwood
2005-07	1 SRO for American Canyon

New Technology High School has never requested or received a SRO. As you can see from the above data, we did not have one SRO in each secondary school two years ago.

*Grand Jury: In a positive development in early 2005, the Napa County Sheriffs Department, partnering with Solano County, obtained funding for a full-time SRO at American Canyon Middle School.*

**Clarification:**

This past year Napa County Office of Education received a grant for Safe Schools and Healthy Students. We included in the application a request for funding one-half a SRO at American Canyon Middle School, Donaldson Way and Napa Junction Elementary Schools (and soon to include Canyon Oaks Elementary School). While the grant covered a half time SRO, the City of American Canyon matched that amount. The district has no control over what level one city or another chooses to support the SRO program, and we believe the decision should be made by each city in consultation with the district and based on the unique needs of the community, rather than being driven by what the other community is doing.

*Grand Jury: These trends are supported by findings reported from a Student School Safety Survey conducted by the Dean of Students at one of the high schools...260 replies is a modest sample of student response. The Grand Jury believes that the survey results remain significant.*

**Clarification:**

The 260 replies of approximately 2,300 students represent a response rate of roughly eleven percent (11%). The information provided by this small percentage of the total student body may be questionable regarding statistical significance and reliability. Neither the survey nor the results were shared with the district's Student Services Department for consideration.

*Grand Jury Finding 1: Full-time SRO staffing on every secondary school is crucial to student health and safety.*

**RESPONSE: We are in partial agreement with this statement.**

We currently do not have one full-time SRO at each of the secondary schools as explained above. We do not have the funding necessary to provide a full-time SRO at each secondary school at this time.

*Grand Jury Recommendation 1: Both NPD and NVUSD must restore full-time SRO staffing for every secondary school.*

**ACTION: The recommendation will not be implemented because it is not warranted and is not reasonable.**

While the Board is in agreement with the grand jury that full-time SRO's would be positive, it is our belief that the current SRO staffing is cost effective and adequate to meet the needs of the program which is to ensure a presence on the school campuses, to support the schools in emergencies, and to engage in preventative community policing. The SRO presence can be augmented at any time that is needed by a call to 911. The district is very committed to the safety of our students, but we do not agree that with our current financial constraints, additional district resources should be allocated to police officers.

We do not have the funding to provide such service at this time, without making severe cuts into other programs. The current cost of one (1) SRO is approximately \$135,000. For 2005-2006 we are paying the City of Napa Police Department \$201,000 for roughly half the cost of three (3) SROs. Our portion is coming from state Safe Schools carryover funds. The cost for one (1) SRO at each secondary school, excluding Napa Valley Alternative School and Napa Valley Adult School, would be for seven (7) SROs at approximately \$945,000 (our cost would be approximately one-half at \$472,500 per year). We will continue to search for potential funding sources.

The SRO in American Canyon is funded for three years (2005-2007) by the Napa County Office of Education grant for Safe Schools and Healthy Students. The grant did not allow for funding any existing SROs in the City of Napa. Officials in the City of American Canyon have expressed hope that they will be able to support a full-time SRO into the future, anticipating that officer will support all the schools in the city, including the new high school once it is opened.

It should also be noted that the Board of Education met in January of 2003, holding a budget study session to discuss the fiscal year potential for mid-year cuts and to be proactive in looking at the 2003-04 budget year. The result of the meeting was the formation of a Budget Action Team (BAT). The BAT membership included bargaining units, staff and administration from all levels, community and Board. The BAT began meeting in March 2003 with the goal of establishing and prioritizing a list of cost cutting ideas to present back to the Board of Education. Several of the interests generated by the BAT participants were fiscal solvency, long term solutions, employee involvement, avoid layoffs where possible, maintain safe schools and community, and others.

The BAT submitted its recommendation based on four levels that represent programs on a continuum, ranging from those closely affecting classrooms to those perceived as furthest from the classroom. The recommendation entailed the reduction to one SRO being shared at the high schools, and to maintain the SRO being grant funded at the middle schools.

*Grand Jury Finding 2: Funding to support each secondary school having a full-time SRO is in jeopardy.*

**RESPONSE: We agree that additional funding is necessary to continue current staffing needs.**

*Grand Jury Recommendation 2: NPD and NVUSD must make obtaining adequate funding for a full-time SRO in every middle and high school a top priority.*

**ACTION: The recommendation will not be implemented because it is not warranted and is not reasonable.**

We agree that funding to support the SROs is in jeopardy, and that the district and city must continue to look for grant funding to support the program into the future, as we did this year when we sought and obtained funding for the SRO position in American Canyon. Neither the school district nor the City of Napa has adequate general funds to pay for this staffing with diminished revenues and deficit budgets. It should also be noted there is a shortage of trained sworn police officers to fill positions.

## **2. Campus Staffing**

*Grand Jury: The one high school without an SRO is also without a campus supervisor. Just a few years ago, for a student body of about 1,200 students, two deans of students supported campus supervision.*

### **Clarification:**

During the last twelve years there has been only one (1) Dean of Students responsible for student discipline on Napa and Vintage High Schools respectively. Both schools have had three (3) campus supervisors to assist the Deans with keeping safe campuses.

*Grand Jury: Next year deans may be required to spend a quarter of their time teaching further limiting their availability to oversee an increased number of students.*

### **Clarification:**

This change in assignment reflects a tighter budget and a greater focus on the district's core mission, which is delivering powerful teaching and learning. The Deans will not be teaching, but may be responsible for supervising and evaluating some classroom teachers. Each school is planning for how the discipline and related safety functions will be addressed.

*Grand Jury: "NVUSD statistics show that both student suspensions and expulsions have increased. In two schools suspensions have doubled, increasing from 273 to 469 and from 251 to 514."*

*Grand Jury Finding 3: While the yearly student enrollment has increased dramatically, causing significantly overcrowded campuses, NVUSD secondary schools have had a decrease in both Campus Supervisors and SRO staffing, and an increase in violence and vandalism. One school has never had either an SRO or Campus Supervisor.*

**RESPONSE: We are in partial disagreement with this statement.**

An examination of suspension and ordered expulsion data for 1995-96 through 2004-05 does not necessarily indicate that "violence and vandalism are significantly increasing (refer to Suspensions, Attachment A and Expulsions, Attachment B). For elementary school students there has been little change in suspensions and expulsions over the ten year period, with fewer suspensions in 2004-05. Note that in 2002-03 the sixth graders moved to the middle schools, decreasing the enrollments at the elementary level and increasing the enrollment at the middle schools.

At the middle school level (grades 6-8) suspensions have moved up and down with a noticeable decrease last year (2004-05) and expulsion numbers have been trending upward for the last three years since the sixth grade was added.

At the high school, suspension numbers have trended upward from 1995-96 through 1999-00 and then trended downward from 2000-01 through 2004-05 (less than half the number). Ordered expulsions at the high school have moved up and down three times during the ten year period, with last year being an upward move.

Please note that some of the suspensions and ordered expulsions reflect the administrators doing the suspensions and expulsions. In earlier years, some infractions were handled with counseling at the school in lieu of suspension and expulsion. It could also be argued that more disciplinary activity is the result of better campus policing in which student behavior is more effectively monitored and addressed, rather than the result of a deficiency.

Furthermore, the SRO staffing at the middle schools increased beginning in 2003-04. The ratio of campus supervisors to students has decreased as schools have gotten larger.

***Grand Jury Recommendation 3:** NVUSD must commit to an appropriate ratio of Campus Supervisors to student population at all secondary schools. The Dean of Students position must not be compromised by requiring added teaching duties.*

**ACTION:** The recommendation requires further analysis.

We currently staff with one (1) eight hour Campus Supervisor for approximately 800 students (one hour/100 students) at the secondary level. We will study the campus supervisor staffing during the 2005-2006 school year. If analysis determines additional supervisors are warranted, they will be provided. Having Deans supervise and evaluate teachers has been done in the past and should not detract significantly from the discipline on campus. This instructional supervision role also provides an important opportunity for Deans to participate in the academic functions of the school. It is our expectation that there will be more stability in staff members serving in this position and that there will consequently be a positive impact both on instruction and student behavior.

It should also be noted that we purchased and installed six security cameras and monitors at Vintage High School (\$17,000) and two cameras and monitors at Napa Valley Adult School (\$8,000) in 2004-2005. Security cameras and monitors will be considered for purchase and installation at Napa High School, New Technology High and Valley Oak High School when the imaging and resolution are improved. These cameras tape 24 hours and 7 days a week to assist with keeping the campuses safe and deterring vandalism after school hours.

### **3. Fire Safety**

*Grand Jury – After repeated requests for an explanation by the Grand Jury, staff indicated that insufficient NVUSD budget was the reason for the lack of appropriate fire protective equipment and clothing.*

**Clarification:**

The district does not deny purchases of an essential item that is safety related for budgetary reasons. The general rule is that purchases and work orders that are essential safety items are given highest priority. We need to do a better job communicating this to the schools who may be holding back on requests in deference to budget limitations, because all schools and departments have experienced cuts in budgets for materials and supplies.

*Grand Jury Finding 4:* Annual fire inspections of Napa secondary schools were not conducted for more than 18 to 24 months.

**RESPONSE:** We are in agreement with this statement.

*Grand Jury Recommendation 4:* NVUSD staff must both immediately request fire inspections be conducted and develop a tracking procedure to ensure they are completed annually. Equally, the Napa Fire Department must conduct annual school fire inspections, and work with the NVUSD to ensure they are completed each year.

**ACTION: Portions of the recommendation have been implemented, and the others will be implemented throughout the coming school year.**

After receiving the Grand Jury report the General Services and Facilities Office conducted a review of in-house records and found that the schools identified by the Grand Jury had not been inspected within 12 months. A meeting was scheduled with the Napa City Fire Department who had jurisdiction over the schools and a plan was put in place to inspect the schools by September 1, 2005. Additionally, Napa Valley Unified School District put in place a procedure and record-keeping process that will ensure annual inspections are brought to the attention of both the District and the Fire Department with jurisdiction prior to the expiration of an annual inspection.

The District's new procedure will apply to the three fire agencies (City of Napa, City of American Canyon, Napa County Fire Department) that have responsibility for the schools within Napa Valley Unified School District. The District has asked the three fire jurisdiction agencies to review their inspection reports in the hopes of developing a report that would be similar in terms of its requirements throughout Napa Valley Unified School District. Napa City Fire Department has taken the lead and the Chief has indicated that he has had favorable response from American Canyon Fire Department and Napa County Fire Department in developing a report that would be consistent with all three agencies and our schools. While the responsibility for this process lies with other jurisdictions, it is our hope that this process will be completed during the 2005-2006 school year. It is also our expectation that various fire agencies will also be monitoring our classrooms for safety deficiencies which will be addressed immediately when identified. All these procedures will be written into our safety plans and accountability will be monitored by the Director of General Services and Facilities and the Director of Student Services.

*Grand Jury Finding 5: Fire extinguishers were found outdated and missing from their designated locations. Critical fire prevention equipment was missing from classrooms, including fire blankets, protective clothing and eyewear, and appropriate type fire extinguishers.*

**RESPONSE: We are in partial disagreement with this statement.**

A survey was conducted of all fire extinguishers at the schools identified by the Grand Jury and it was found at Vintage and Napa High Schools with over 85 extinguishers each, 3 needed recharging and 1 was missing. The other sites were deemed adequate. During an annual inspection and recharging at Vintage High School last summer, 8 extinguishers in the science building were overlooked. The recharging of the extinguishers took place during the spring 2005.

*Grand Jury Recommendation 5: NVSUD must ensure that all outdated extinguishers are recharged now and annually, and that they are maintained in their designated locations. NVUSD must obtain classroom-specific safety equipment and enforce policies requiring the use of protective equipment by students.*

**ACTION: The recommendation has been implemented.**

All Head Custodians have now been asked to identify on school site maps the locations of each extinguisher to reduce the possibility that extinguishers are missed during annual inspections. Additionally, after meeting with the Napa City Fire Department, Head Custodians were directed by the District to inspect monthly each fire extinguisher and indicate the inspection by dating and signing the back of the inspection tag on each extinguisher.

After talking with the Napa Fire Department, it was determined that there is no recommended fire extinguisher that can be used to spray an individual who is on fire. A 5-pound ABC fire extinguisher, which is a standard fire extinguisher, is in place at all of the schools of Napa Valley Unified School District. The extinguisher has the ability to put out all types of fires at the source of the ignition. The Napa City Fire Department recommended that an individual on fire be laid on the ground and a fire blanket or other material be used to smother the flames. Shops that have more likelihood of a fire such as a metal shop or welding shop have had fire blankets installed and the Napa City Fire Department

will be providing training in the use of the fire blankets. The installation of a fire blanket is not a required regulation but it was agreed that it provides improved safety in the event of fire. The District will work with the individual shops to ensure that proper protective clothing is made available for all who work in these shops. These procedures will be implemented during the 2005-06 school year.

*Grand Jury Finding 6: Inoperative and/or inaudible fire alarms exist on some campuses.*

**RESPONSE: We are in disagreement with this statement**

The School District hired CPC Technologies, a certified fire alarm installation and maintenance company, to inspect all seven schools identified in the Grand Jury report. CPC Technologies, Inc. found in every case that the fire alarm systems were functional. They did find devices such as a strobe light, a horn or signal circuit "in trouble." Fire alarm systems are designed with redundancy to ensure that if a horn has failed, a close-by horn has the capacity to give an audible signal that can be heard. When a signal circuit is in trouble due to a ground fault (which is what existed in two of the cases), the fire alarm system will function and if a pull-station is activated, the fire alarm signal will go out to all locations on the campus. Ground faults are generated as a result of ground water seeping into the conduit in which the fire alarm signal is transmitted over copper wire. Usually, if the copper wire has had a small nick or because of the electronics within the fire alarm system, ohms drop and the main panel board indicates a loss of signal strength. Such ground faults normally appear as systems age and the plastic conduit under the ground develops a crack through ground shifting and/or earthquake activity. Several of the seven schools reviewed by the Grand Jury have fire alarm systems that are ten years or older and are due to be replaced in the next few years. The District will schedule replacement of fire alarm systems as necessary. The replacement of a typical fire alarm system for one of our high schools could range between \$275,000 and \$400,000 depending on whether the system was manual or automatic. The cost to replace a middle school system could range between \$150,000 and \$200,000 and in elementary schools between \$100,000 and \$175,000. System panels are visible in all schools and monitored daily.

*Grand Jury Recommendation 6: NVUSD must immediately repair or replace non-functioning fire alarms.*

**ACTION: The recommendation will be implemented wherever appropriate. Please see the above analysis.**

## #2 EMERGENCY/DISASTER SAFETY PLANS

*Grand Jury Finding 7: NVUSD and all its schools are non-compliant with California Government Code, Section 8607 requiring schools to respond to disasters using the Standardized Emergency Management System (SEMS).*

**RESPONSE: We are in partial agreement with this statement.**

Bel Aire and El Centro Elementary Schools have been trained by the City of Napa Fire Department in SEMS and organized their safety plans accordingly.

*Grand Jury Recommendation 7: With highest priority, NVUSD must work with Napa Fire Department Prevention Bureau to implement SEMS in every school and the district's safety plan within the 2005-2006 school year.*

**ACTION: Implementation of the recommendation has begun, and will be completed during the recommended time frame.**

The General Services & Facilities and Student Services Departments held meetings with the City of Napa Fire Department on August 5<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> of 2005. Implementation of SEMS emergency plans and training were discussed, in addition to establishing regular school fire safety inspection schedules and monitoring of fire extinguishers. A SEMS-based Crisis Management Plan template was shared and three-hour training sessions for each school site were discussed.

The Student Services Department will request that all school sites revise their current crisis management plans to be compliant with the SEMS template by the end of October 2005, and arrange for three hours of staff SEMS training by the City of Napa Fire Department, to be completed no later than June 2006. While the Napa Fire Department currently has only one trainer available, there have been discussions about creating a "training-of-trainers" model to ensure that every school gets the information needed by the end of the school year.

*Grand Jury Finding 8: Inconsistent alarm and code signals in different schools put students at risk.*

**RESPONSE: We are in disagreement with this statement.**

Bell and alarm systems vary from school to school depending on the age and the type of equipment in place. Recent years have found new bell and alarm systems that are electronically driven sounds rather than the traditional bell and horn. The electronic sounds create a chirp and tones rather than traditional horns or bell sounds. Standardizing systems throughout the 30 plus sites would require an expenditure of millions of dollars. Each year technology changes and those changes result in differences in how horn, bells and alarm systems generate sound. Monthly fire drills are meant to acquaint those who inhabit a campus with knowledge of alarm tones, thus enabling individuals to react properly in the event of an emergency.

*Grand Jury Recommendation 8: NVUSD must establish identical alarm and code signals in all schools.*

**ACTION: The recommendation will not be implemented because it is not warranted and is not reasonable. Please see above explanation.**

The General Services and Facilities Department has put in place a procedure and system to ensure that monthly drills are performed. Those records will be available at the school and the Office of General Services and Facilities for inspection upon request.

*Grand Jury Finding 9: External classroom door locks pose an unacceptable risk to students and staff in a lockdown emergency.*

**RESPONSE: We are in agreement with this statement.**

*Grand Jury Recommendation 9: NVUSD must change classroom door hardware to allow for safe lockdown in case of emergency.*

**ACTION: Portions of the recommendation have been implemented, and the others will be implemented throughout the coming school year.**

The District identified in Measure M the desire to provide door hardware that would allow a teacher or staff person to lock the door from the inside. Schools that have been modernized since the Columbine incident have had hardware installed that has this inside locking capacity. A survey was conducted that identified those doors and the hardware that would be necessary to provide them with inside locking capacity. It was planned as a Phase 2 project within Measure M and the work will begin in the fall of 2005. Completion is expected prior to the end of the 2005-06 school year. It is estimated that it will cost approximately \$250,000 to convert the identified doors.



## #3 FOOD SAFETY

### **Clarification:**

Napa Valley Unified School District strives to provide its students with food that is both healthy and nutritious. In doing so, it faces many challenges. Several of these challenges were already being addressed at the time of the Grand Jury Report.

One of the challenges the district faced this past year was to provide service to a high school that was growing in size. As a small high school situated on a previous elementary site, the facility was stretched to provide all the necessary services within the confines of the space. Previous kitchen facilities had been renovated to accommodate the numerous activities on the site. With the addition of 100 students, there was a need to provide a more diverse menu. As the program grew, the items offered required more on-site preparation. County regulations require stainless steel counters, additional prep sinks, and separate hand washing sinks for food handling. Because these items were not available, the County Environmental Health Inspector felt it was necessary to shut down the kitchen until these issues could be addressed. Administrators have since met with the County Health officials and are in the process of installing all the necessary items to permit the program to function on that campus in the new school year.

On another high school campus, collaboration between two instructional programs provided the students with an opportunity to experience the end results of their labor. Site personnel had been in contact with the Health Department and were under the impression that all regulations had been met. The District has since met with the County Health Department and is in the process of determining the cost of renovating the area to make the changes necessary to continue the program.

Every site has food service personnel who have been trained and are "serve safe" certified. The temperature of the food is taken when it is delivered and again when it is served to make sure that it is safe.

*Grand Jury Finding 10: The Grand Jury found non-compliance with food safety standards and missing Napa County Environmental Health permits on two high-school campuses.*

**RESPONSE: We are in partial agreement with this statement.**

We acknowledge that there were problems on two campuses as described above, and once identified by Napa County Health Officials the two programs were immediately closed and work began to resolve the problems and reopen the programs.

*Grand Jury Recommendation 10: All NVUSD schools must comply with all food safety standards. District staff responsible for food operations, and staff responsible for completion of annual inspections, must develop policies and tracking systems to ensure legal compliance. School administrators and staff must be trained in basic food safety standards to recognize and ensure compliance on campuses.*

**ACTION: Most elements of the recommendation have been implemented and the balance should be implemented by the end of the 2005-2006 school year.**

We are in agreement that we must comply with, or exceed, all food safety standards. The District takes food safety seriously and works hard to comply with all safety standards. Food Service personnel are trained in food handling. There are certified personnel on every campus to ensure all requirements are being met. The District and the Food Service Director work with the County Environmental Health Department to make sure that every site is in compliance. The District will work with the County Environmental Health Department to develop a tracking system to ensure that all regulations are being met. It will also make sure that all school administrators are aware of food safety regulations so that instructional projects involving food preparation are in compliance with such regulations.

## **1. Staffing for Student Health Services**

### **Clarification:**

The secondary schools are serviced by three of five credentialed nurses employed by the District. The other two nurses support elementary schools. The credentialed nurses visit at least one school a day and sometimes two. The monthly schedules for servicing assigned schools are maintained in the Student Services Department. With the increased enrollment at New Technology High School (they will have approximately 400 students in four grade levels in 2005-2006; previously 200 students in two grade levels), one LVN will be assigned as of Fall 2005, and will also serve Valley Oak High School.

With the launch of the Children's Health Initiative (CHI), all students enrolled in NVUSD will have some form of health insurance within two years funded by various grants. The process of enrolling non-insured students will begin in January 2006. As part of the CHI program, NVUSD Bilingual Community Liaisons will be trained to assist families with the acquisition of health insurance for their children.

*Grand Jury Finding 11: FA and CPR certified staffs are not always readily available on campuses when students are present, risking students' health and safety.*

**RESPONSE: We are in agreement with this statement.**

*Grand Jury Recommendation 11: Implement SEMS, which requires that FA and CPR certificated staff be available on campus when students are present.*

**ACTION: The recommendation has not been implemented, but will be implemented in the future, as discussed below.**

The Student Services Department will arrange with the Napa Valley Adult School to provide First Aid and CPR training for staff certification. School sites will have an appropriate selection of staff members trained and certified by the end of May, 2006. Records of FA and CPR certification will be maintained by the Student Services and Human Resources Departments.

## **2. Medications**

*Grand Jury Finding 12: Unsafe storage of student prescription medications was found on several campuses, and NVUSD policy allows for non-trained staff to assist students with medication, as well as with monitoring, testing or providing medical treatment. NVUSD lacked records of required annual training in auto-injector medication and anaphylaxis reactions.*

**RESPONSE: We are in partial agreement with this statement.**

While we believe medications were stored safely on campuses following district guidelines, we will train and monitor these practices to ensure that this is the case. The annual training in the use of Epi-Pens will be logged in the Student Services Department.

*Grand Jury Recommendation 12: NVUSD must provide new written policies and procedures to be implemented immediately:*

1) *Credentialed School Nurse or Licensed Nurse must:*

- *annually train the health clerks and designated staff to store and dispense student medication safely.*
- *oversee the health clerks and designated staff to ensure policies and procedures are followed.*
- *train the health clerk and designated staff to assist students as needed with any individual specific monitoring, testing, or medical treatment.*

2) *Documentation of all required training will be maintained in both district records and in individual employee files.*

**ACTION: The recommendation has not been implemented, but will be implemented in the future, as discussed below.**

A credentialed/licensed school nurse will provide annual training for health clerks and any designated staff on the proper storage and dispensing of medication. (Board Policy 5141.21, Administering Medication). The training will be completed by the end of November, 2005.

Our health clerks are organized in teams with a credentialed nurse as the supervisor of each team. We currently have five teams that are assigned to schools. One credentialed nurse is also the lead nurse who assists the Director of Student Services with health issues and assignments. District Board Policies and Administrative Regulations are discussed and reviewed at monthly meetings with credentialed nurses and health clerks.

Our credentialed nurses currently train health clerks and designated staff with any specific monitoring, testing, or providing medical treatment for students.

Documentation of all required training will be maintained in the Student Services Department and the employee's personnel file located in the Human Resources Department.

## # 5 ADMINISTRATIVE MANAGEMENT

### 1. Napa Valley Unified School District

**Clarification:**

The goal of a multi-tiered and collaborative approach to our organizational structure, as opposed to one of a purely hierarchical design, is to encourage individual initiative and ownership by school staff of instructional improvement strategies to ensure that capacity is being built throughout the organization to improve and sustain student learning over time.

NVUSD's current management structure is also intended to foster an inclusive approach for all of our employees and to provide better communication, easier access to district level administrators, a more efficient and timely flow of knowledge both to and from school sites, direct support, and oversight of management. All employees of the district have a certain level of autonomy; however, coupled with that is the need and expectation for strict adherence to district policies and procedures. Every principal reports directly to the superintendent for the purpose of evaluation and accountability.

Each site administrator also has a formal and structured relationship with a "learning support partner" and direct access to administrators at the District Office who have differing areas of expertise. Support and supervision are based on the individual needs of site administrators; and, school administrators report to either their "learning support partner" or appropriate district level administrator. The structure is research based and designed to deliver excellent educational results. Current data are suggesting that it is working well in supporting our educational mission.

The district has no evidence of the assertions of the Grand Jury that administrators are working "in almost total isolation from one another, devoid of effective oversight, communication, and management." The entire management team has frequently debriefed our team structure and while problems are continually identified and addressed, this is the first time that this concern has been raised. The Grand Jury committee also had two opportunities to interview the Superintendent, and to his recollection committee members did not seek to clarify how the administrative structure operates or how district and school site administrators communicate.

The District does acknowledge that it may be necessary and appropriate to exercise more centralized control on health and safety issues, and we are scrutinizing all of our management systems to ensure that our structure maximizes accountability on all issues, including health and safety.

Regarding the financial management issues, the district has at this point collected \$250,000 of the \$700,000 in debts mentioned in the Grand Jury Report. \$100,000 of this total came in from the state of California on a past due grant the very same day the district received the Grand Jury Report. When our auditors identified the systemic nature of this problem, steps were immediately taken to improve financial control mechanisms, including more frequent notices to our accounts payable, and follow-up of uncollected debt.

*Grand Jury Finding 13: NVUSD staff at both the district and school levels are placing students at significant health and safety risk, as evidenced by the lack of communication, supervision, management and accountability. Equally, lack of management and accountability over NVUSD rests with the NCOE.*

**RESPONSE: We are in disagreement with this statement.**

*Grand Jury Recommendation 13: NVUSD management must thoroughly examine their organization on all levels to review, update, develop and implement policies and procedures. Following this, district administrators must establish and maintain clear, concrete mechanisms of accountability for improving communication, oversight, and management and for implementing these ideas. Both NCOE and NVUSD must supervise and hold all staff accountable for their assigned responsibilities.*

**ACTION: The recommendation will be implemented on an on-going basis.**

Annually, the management team of Napa Valley Unified School District takes the opportunity to reflect on the past year in order to plan for systemic improvements. The Grand Jury report provided a document that has served as an impetus for discussions. Although we may not be in agreement in some areas, certainly there is room for improvement within any organization, and most every participant acknowledged that we can strengthen our administrative organization as it relates to safety. Statements throughout the report, either directly or through implication, suggest that the current organizational structure is ineffective as it relates to accessibility, accountability, safety and support. We intend to address those specific areas to ensure that we are maximizing our effectiveness in addressing both our safety and our instructional concerns. We do not believe that these are incompatible, nor that our current organizational structure needs to be overhauled in order to ensure the desired accountability.

We concur with Recommendation 13 that we must establish and maintain clear, concrete mechanisms of accountability for improving communication, oversight, and management in all areas, including safety and finance. We continually strive to identify areas that need strengthening and communication is critical. The District is considering the purchase of accounting software that will assist with financial control of accounts payable, in addition to the control mechanisms already implemented as a result of the auditor recommendations.

Education of the whole child (academically, physically, emotionally, and socially) is our first priority. Regular review of data is critical to any problem solving or decision making process that we utilize when determining what is best for our students. Student test results are not an end in themselves, but rather are seen as a very useful tool in determining student progress and in designing and implementing excellent programs that meet our students' varied needs.

The safety of our students is also a priority in the Napa Valley Unified School District and, as described elsewhere in this response, we are currently reviewing with a critical eye safety plans at both a district and site level. Developing a comprehensive, consistent, and coherent district-wide plan that is clearly communicated is essential in safeguarding our students' safety. It will include clear accountability, effective communications mechanisms, and procedures for auditing and improving how

we perform these functions. Current discussion has focused on formalizing and broadening the role of the “learning support partner” at each site in an effort to balance support and oversight, as well as clarifying the role of the Director of Student Services in maintaining accountability and oversight for implementation of our safety systems. Most management team members agree that, while they value the autonomy the structure provides them in the context of instructional leadership, they welcome the opportunity to clarify health and safety procedures and expectations.

## **2. Safety First Policy**

*Grand Jury Finding 14: NVUSD secondary-school students are at risk because their health and safety are not top priorities of district administrative staff and the Board of Trustees.*

**RESPONSE: We are in partial disagreement with this statement.**

*Grand Jury Recommendation 14: The NVUSD must adopt an unbending “Safety First Policy” that would demand first priority for funds, staffing, and implementation of programs and policies to ensure student safety.*

**ACTION: The recommendation has and will continue to be implemented as described below.**

Board and staff members are in agreement with the concept of a “safety first policy.” We cannot fulfill our educational mission if students are at risk or in harm’s way. As we are learning on a national scale, it may not be possible to guarantee that our students, staff, and parents are 100% safe when they are on a school campus, but we must ensure that our planning and resource allocations are as efficient and effective as possible in providing these safeguards. While we always wish that we had more resources to spend on all our programs, the Board of Education believes that it has effectively balanced priorities in allocating our very limited resources.

## **STUDENT SAFETY ADDENDUM: CITIZENS’ COMPLAINTS**

*Grand Jury Finding 1: Although procedures were followed with appropriate authorities notified and responding, the decision not to evacuate the campus while it was being searched is the universal concern. If the level of threat required police and NVUSD participation, then it also should have required the highest level of student safety precautions. Also, if the threat were legitimate, how could anyone trust that the bomb would explode at exactly the prescribed time and thus wait to evacuate until just prior to the 3 p.m. deadline?*

**RESPONSE: We are in partial agreement with this statement.**

The Principal indicated that the note did not indicate the location of the explosive device. He considered the possibility that the threat was a hoax, that there could be an explosive device inside a building or outside on the school grounds (where students would be evacuated), or it could have been a ruse to evacuate the students for a potentially more dangerous situation of exposure to gun fire. The Principal conferred with police and district staff on next steps.

By all indications, the incident was a prank, but a decision was made to take additional precautions. The easiest place to initially search for any explosive was within the school’s buildings. All the classrooms were searched within 15 minutes. The most difficult areas to search were outside, especially the evacuation areas. The exterior search took more time. Eventually the areas were cleared and the Principal decided to evacuate the students as a safeguard measure. Additional law enforcement personnel had arrived on campus to assist with supervision.

The decision not to evacuate the school was made in consultation with officials from the Napa Police Department and the NVUSD district office. During several different after-the-fact debriefings, the district has been advised by police officials that the incident was handled appropriately. Some of the concern from parents may have resulted because they were unfamiliar with the school's procedures. Protocols will be developed for addressing foreseeable circumstances, parents will be involved in their development, and the protocols will be communicated to parents.

*Grand Jury Recommendation 1: The NVUSD and individual school safety plans must be written to minimize student risk and always to implement procedures that ensure the highest level of student safety.*

**ACTION:** The recommendation has not been implemented, but will be implemented in the future, as discussed below.

The SEMS protocols will be implemented during 2005-2006 school year as described elsewhere in this report response.

*Grand Jury Finding 2: Parents' confidence is shaken not only in school safety policy and procedures, but also in the school and NVUSD's ability to listen and respond to their concerns. To ensure action, parents found it necessary to contact the Grand Jury. The parents' confidence was also eroded when the principal claimed that at no time was the student's safety jeopardized, when in reality, no one could guarantee the threat was a hoax.*

**RESPONSE:** We are in disagreement with the statement.

The Principal followed school safety procedures for handling a bomb threat. He notified the Napa Police Department, Napa Fire Department and NVUSD officials. He had the school searched and evacuated prior to the stated time on the threat as an additional precaution.

*Grand Jury Recommendation 2: In order to re-establish parent dialogue and confidence, increased opportunity for parental participation in the planning and review of the revised school safety program must be provided. Ongoing opportunities for direct communication must also occur regularly throughout the school year.*

**ACTION:** The recommendation has and will continue to be implemented, as discussed below.

The school safety plan was shared with parents at the monthly Parent Faculty Club and School Site Council (SSC) meetings, and approved by SSC which has parent membership. However, as we indicated in our response to Finding 1, we agree with the interest expressed in the finding and the recommendation that parents need to be more directly involved with development, implementation, and dissemination, not only of safety plans, but also with procedures that clarify system wide how we respond to certain kinds of incidents. While it is not possible to plan for every eventuality, the District will call on the assistance of public safety officials to help us standardize as many of these practices as possible during the 2005-2006 school year and to work with parents to ensure that our systems are improved. We share the interest of the Grand Jury that parents should feel confident when they approach school officials that their concerns will be understood and addressed.

*Grand Jury Finding 3: In both the serious student safety issues investigated by the Grand Jury, this bomb threat and the welding student who was severely burned, NVUSD did not provide opportunity for debriefing of students and/or parents following these incidents.*

**RESPONSE:** We are in partial agreement with this statement.

The bomb threat incident happened on a Friday afternoon when students were dismissed for the weekend. The following Monday teachers in each class debriefed the students on what happened and the Principal sent a letter home to parents summarizing the incident. The recommendation for a parent debriefing meeting following any similar incident will be considered.

*Grand Jury Recommendation 3: NVUSD must recognize that students need post-event support and education to dissipate fear and anxiety and reinforce safety. Parents also need to be reassured and to have questions answered. The district and school must provide follow up support services and opportunities for direct communication.*

**ACTION: The recommendation has not been implemented, but will be implemented in the future, as discussed below.**

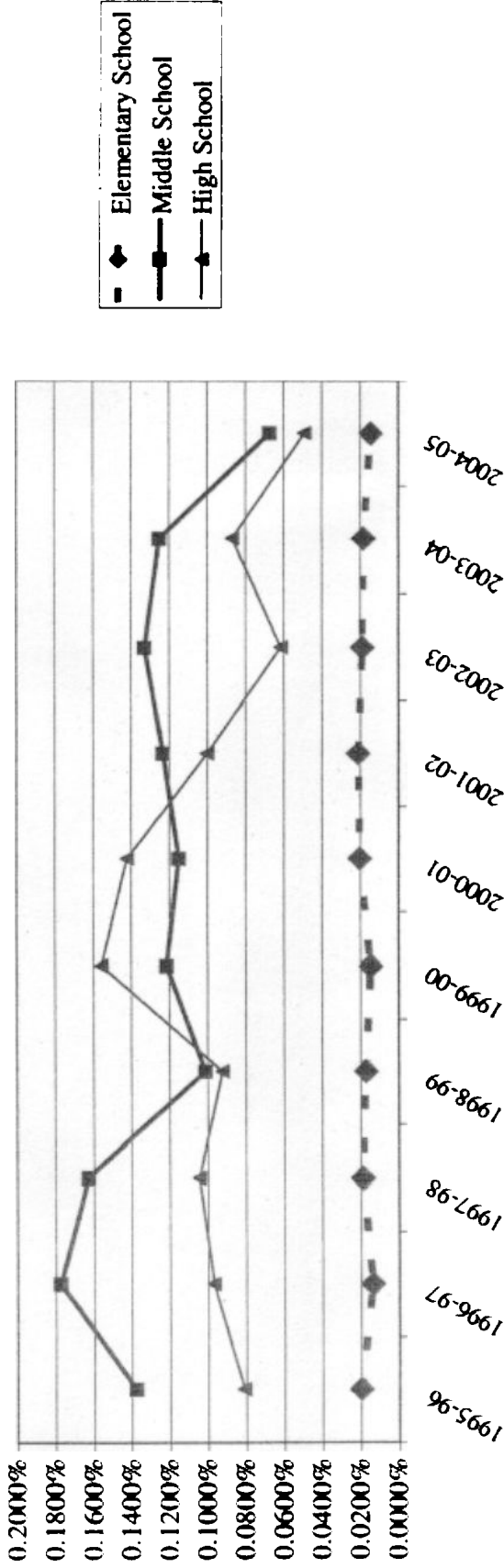
The Grand Jury recommendation has merit and will be explored as we modify our safety plans this year. Post-event debriefing and reflection with all appropriate stakeholders, including a parent debriefing meeting following any similar incident when appropriate will be added to our safety plan procedures, and managers will be trained to implement this practice during the 2005-06 school year.

###

Napa Valley Unified School District  
 Suspensions 1995/96-2004/05

	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05
Elementary School	0.0198%	0.0136%	0.0190%	0.0172%	0.0147%	0.0203%	0.0211%	0.0189%	0.0183%	0.0145%
Middle School	0.1377%	0.1774%	0.1629%	0.1012%	0.1216%	0.1150%	0.1233%	0.1329%	0.1251%	0.0673%
High School	0.0811%	0.0969%	0.1045%	0.0922%	0.1557%	0.1422%	0.1001%	0.0615%	0.0869%	0.0491%

Napa Valley Unified School District  
 Suspensions 1995/96-2004-05

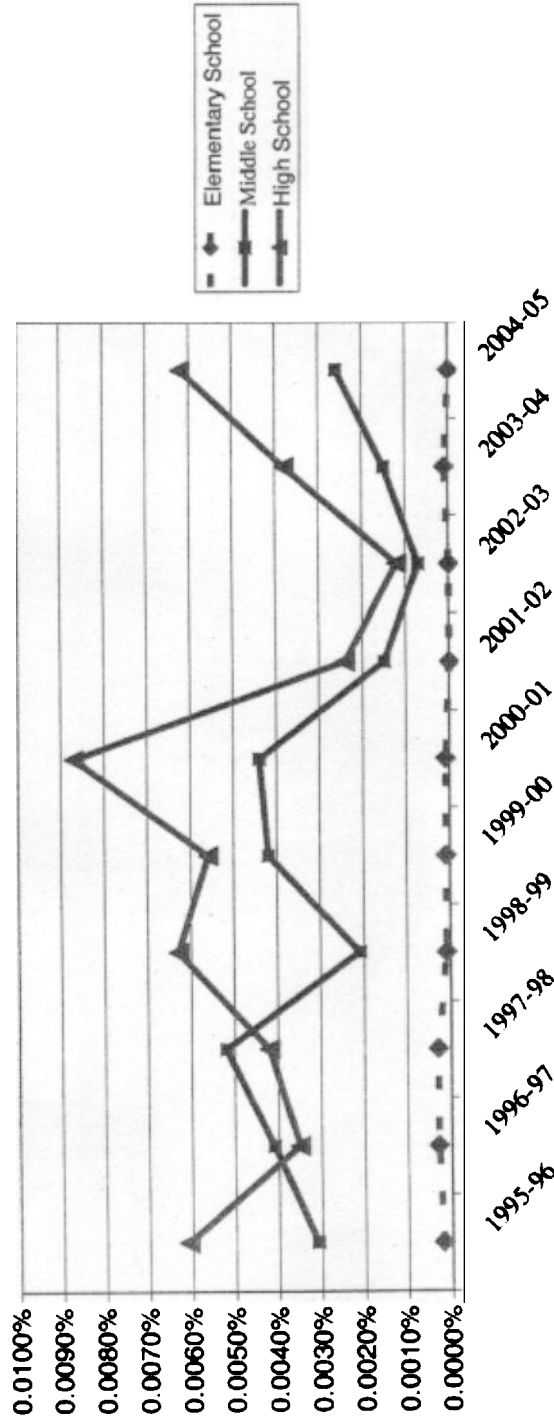




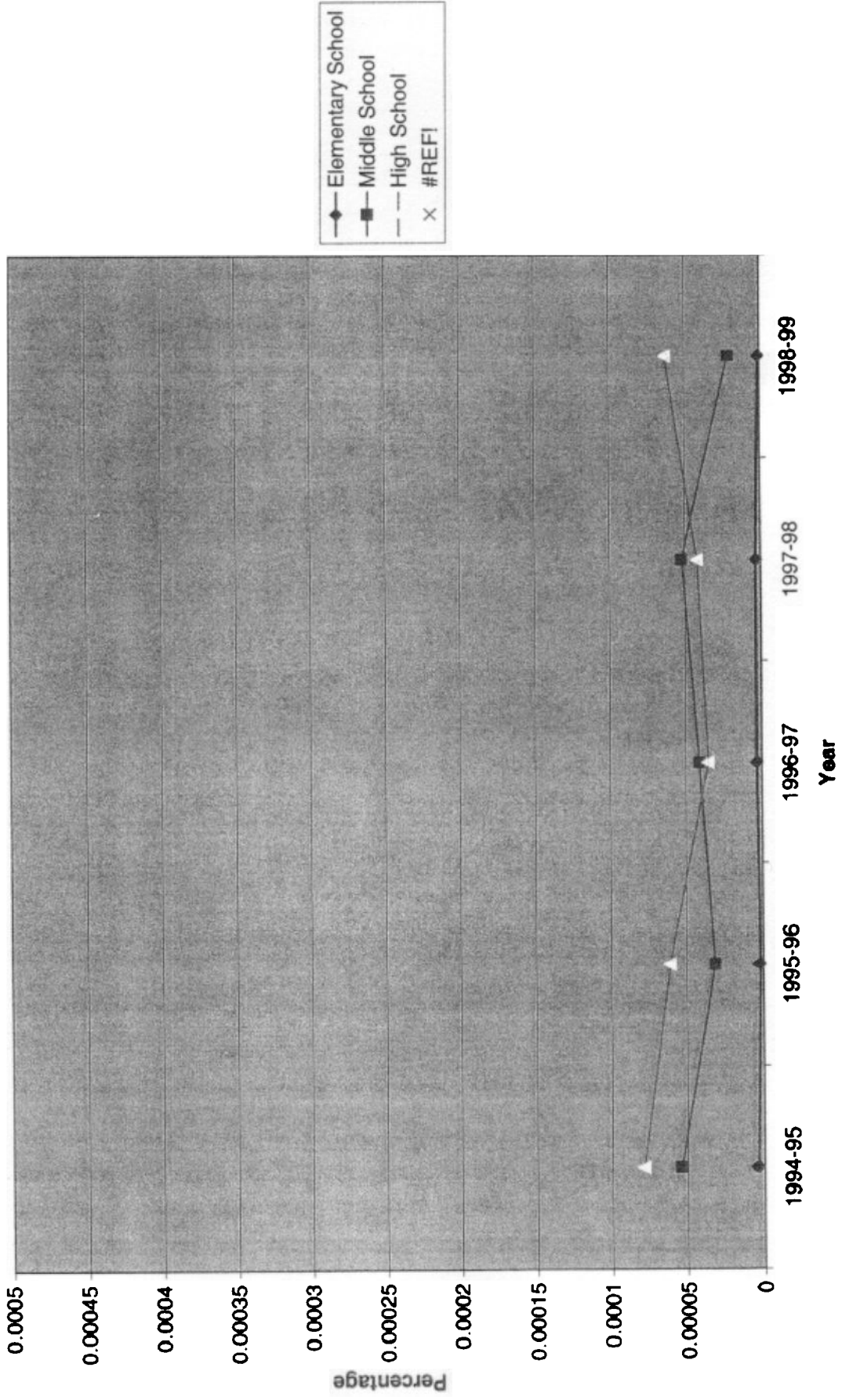
Napa Valley Unified School District  
**Expulsions 1995/96-2004/05**

	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05
<b>Elementary School</b>	0.0002%	0.0003%	0.0003%	0.0001%	0.0001%	0.0001%	0.0000%	0.0000%	0.0001%	0.0000%
<b>Middle School</b>	0.0031%	0.0041%	0.0052%	0.0021%	0.0042%	0.0044%	0.0015%	0.0007%	0.0015%	0.0026%
<b>High School</b>	0.0061%	0.0035%	0.0042%	0.0063%	0.0056%	0.0087%	0.0024%	0.0012%	0.0038%	0.0062%

**Napa Valley Unified School District  
 Expulsions 1995/96-2004-05**



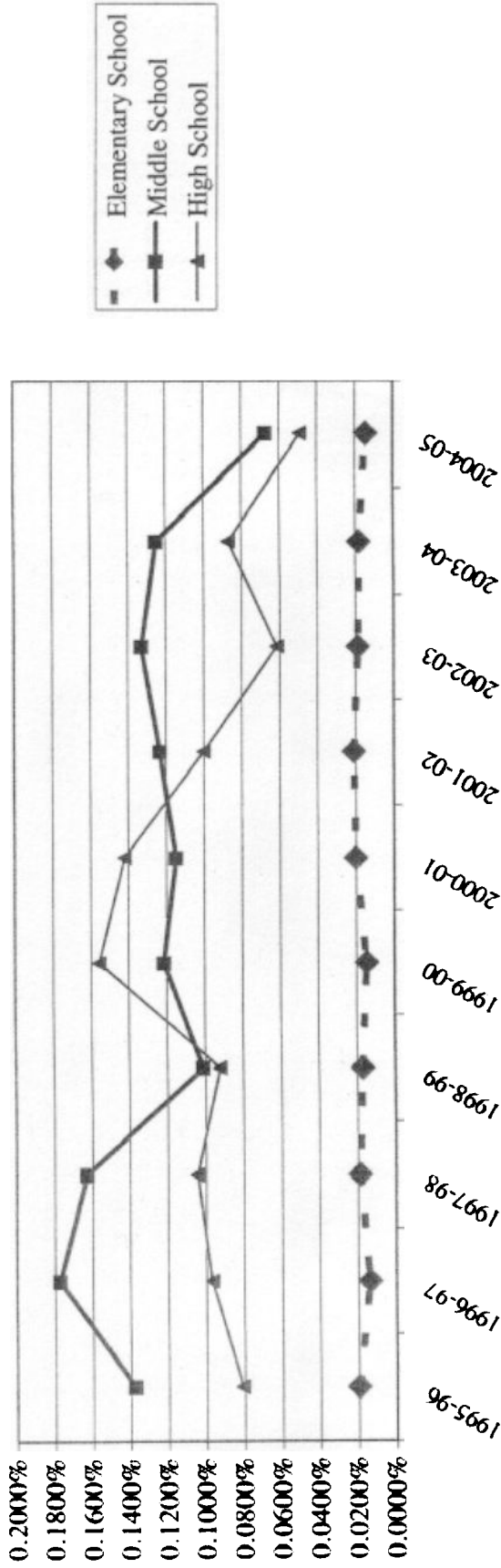
# Expulsions 1994-95/1998-99



Napa Valley Unified School District  
**Suspensions 1995/96-2004/05**

	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05
Elementary School	0.0198%	0.0136%	0.0190%	0.0172%	0.0147%	0.0203%	0.0211%	0.0189%	0.0183%	0.0145%
Middle School	0.1377%	0.1774%	0.1629%	0.1012%	0.1216%	0.1150%	0.1233%	0.1329%	0.1251%	0.0673%
High School	0.0811%	0.0969%	0.1045%	0.0922%	0.1557%	0.1422%	0.1001%	0.0615%	0.0869%	0.0491%

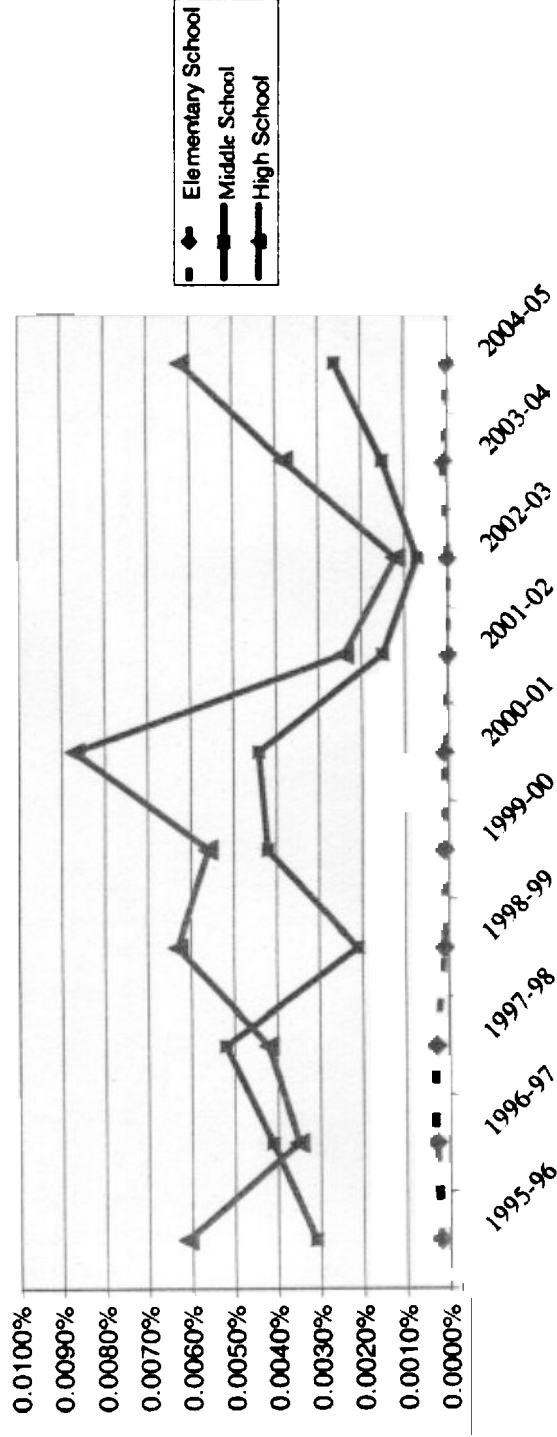
**Napa Valley Unified School District  
 Suspensions 1995/96-2004/05**



Napa Valley Unified School District  
**Expulsions 1995/96-2004/05**

	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05
Elementary School	0.0002%	0.0003%	0.0003%	0.0001%	0.0001%	0.0001%	0.0000%	0.0000%	0.0001%	0.0000%
Middle School	0.0031%	0.0041%	0.0052%	0.0021%	0.0042%	0.0044%	0.0015%	0.0007%	0.0015%	0.0026%
High School	0.0061%	0.0035%	0.0042%	0.0063%	0.0056%	0.0087%	0.0024%	0.0012%	0.0038%	0.0062%

**Napa Valley Unified School District  
 Expulsions 1995/96-2004-05**



### Expulsions 1994-95/1998-99

