



**Napa County  
Grand Jury**

**2007-2008**

**Final Reports on**

**CALISTOGA JOINT UNIFIED  
SCHOOL DISTRICT**

**DRUG ABUSE RESISTANCE  
EDUCATION PROGRAM  
(D.A.R.E)**

**Final Report on  
Calistoga Joint Unified School District**

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## NAPA COUNTY GRAND JURY

P.O. BOX 5397

NAPA, CALIFORNIA 94581

March 31, 2008

The Honorable Francisca P. Tisher  
The Honorable Raymond A. Guadagni  
Presiding Judges 2007/2008  
Superior Court of the State Of California  
County of Napa  
825 Brown Street  
Napa, CA 94559

Dear Judges Tisher and Guadagni,

Pursuant to Section 933(a) of the California Penal Code, the 2007-2008 Napa County Grand Jury submits to you its Final Report on the Calistoga Joint Unified School District. Our investigation of the Calistoga Joint Unified School District was conducted in a manner consistent with the California Penal Code, this Court's Charge, and the historic role of the Grand Jury – to protect the interests of the citizens of Napa County.

This is the third in a series of final reports we will be issuing before our term ends. I would like to acknowledge the hard work and dedication of the Grand Jury which this report reflects. It is a privilege and a pleasure to work with them.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "William E. Trautman".

William E. Trautman  
Foreperson  
2007-2008 Napa County Grand Jury



## **NAPA COUNTY GRAND JURY**

**P.O. BOX 5397**

**NAPA, CALIFORNIA 94581**

To the Citizens of Napa County:

The 2007-2008 Napa County Grand Jury is engaged in several comprehensive investigations of various governmental agencies and related matters in Napa County in exercise of its duty under California law. The third report, issued with this letter, is the result of our investigation of the Calistoga Joint Unified School District which has not been the subject of a Grand Jury investigation in a number of years.

As you will see from this report, a major factor affecting the Calistoga Joint Unified School District is the change in demographics experienced by the Calistoga area over the past 20 years. With an influx of non-English speaking students, the District is endeavoring to provide an excellent education to all students while also promoting cross-cultural understanding. The District has developed special programs designed to assist English Language Learners so that they are able to learn in English and, with the rest of the student population, meet the federal "No Child Left Behind" criteria. At the same time, the English Language Action Council is helping the parents of these students to understand what District resources are available to them.

The Grand Jury has some concerns related to the expenditures of the funds that Calistoga Joint Unified School District has received from the State of California on-going Art and Music Block grant and the Art, Music and PE grant. The Grand Jury found that there were some inappropriate expenditures of these funds and could not determine if a monitoring system for the intent or expenditure of these funds exists.

The Grand Jury commends the Superintendent and all of the people who are working together to achieve the goal of providing an environment conducive to the educational process and the success of their students following graduation.

Napa County Counsel has reviewed this final report on the Calistoga Joint Unified School District and the Presiding Judge of the Napa County Superior Court has certified that the report complies with Title 4 of the California Penal Code. The report has also been accepted and filed as a public document by the County Clerk.

Copies of this report are available for your review in the Napa City/County Library and online by following the link to Grand Jury at <http://www.napacourt.com/>. It is our pleasure and honor to serve you during the 2007-2008 Grand Jury tenure. We hope you find our third report interesting and informative.

Respectfully submitted,

The 2007-2008 Napa County Grand Jury

# **CALISTOGA JOINT UNIFIED SCHOOL DISTRICT**

## **SUMMARY**

The 2007-2008 Napa County Grand Jury, which is charged with the duty of providing residents of Napa County with information regarding governmental agencies within the Cities and County, conducted an investigation of the Calistoga Joint Unified School District (CJUSD), as this District had not been investigated for a number of years.

In the course of the investigation the Grand Jury found that a major factor affecting the CJUSD is the demographic changes which occurred in the Calistoga area, and therefore the District schools during the past 20 years. Currently the ethnic distribution of CJUSD is 69% Hispanic, 28% Anglo, and 3% other ethnicities. The influx of a non-English speaking population has led the District to establish a language development program to assist all students to understand, speak, read, and write in English. Through this Structured English Immersion program, CJUSD expects that all English Language Learners (ELL) will attain English proficiency as quickly and as early as possible, achieving grade level content standards in English. At the same time, the District believes that this program will promote and support cross-cultural understanding among all students.

As of the beginning of the 2007-2008 academic year, the Calistoga Elementary School (CES) was classified by the Federal "No Child Left Behind" program as a Program Improvement school for the fifth year. CES met 20 out of the 22 required Federal Adequate Yearly Progress (AYP) target goals. ELL was one subgroup which did not meet the target in English language arts. The Grand Jury recognizes that the District has taken significant steps toward achieving the target goals by developing a "restructure plan" for the CES with the goal of increasing the School's test scores. The Grand Jury believes that the addition of a "Literacy Advocate/Coach" at the CES in the 2008-2009 academic year, would assist not only the principal, but also the teachers and students in achieving the goal of meeting the AYP targets.

Although Calistoga Junior/Senior High School (CJ/SHS) does not receive Federal Title I funding, this school also receives a Federal AYP score. For the 2006-2007 academic year, this school met 18 of 22 criteria, leading the District to restructure some 2007-2008 academic programs to assist in meeting the AYP target goals.

The Grand Jury found that the English Language Action Council (ELAC) is working with the Calistoga Family Center and the District by participating in a Parent Leadership program to assist parents, especially those who are non-English speaking, to participate in the CJUSD activities and to understand what resources are available to them. Each school

also participates in other programs designed to improve communication between parents and the school administration and faculty.

During the Grand Jury review of the 2006-2007 District financial audit, it was found that information regarding the Palisades High School student body accounts was not available as some bookkeeping irregularities had prevented this fund from being included in the annual audit. This situation has been addressed and resolved to the satisfaction of the accounting firm responsible for the annual audit.

It came to the attention of the Grand Jury during the inspection of the CJUSD facilities that there is no kitchen or multi-purpose room on the CJ/SHS campus. In addition, there is no recreation area specifically designed for the Junior High School students. The Grand Jury found that the gymnasium serves for testing, assemblies and other presentations, and as a place for both Junior High School and Senior High School students to eat meals during inclement weather. The CJUSD Student Wellness Policy clearly states that students will be provided a "clean, safe, and pleasant setting" where they can eat. There is no covered area on the campus sufficient for this purpose and, because there is no kitchen, food is transported from the CES on a daily basis. It was also found that the last facilities inspection was conducted in September-October, 2006. The Grand Jury believes it is necessary that a facilities inspection be conducted each year.

The Grand Jury has some concerns regarding safety and security on the District campuses. Although all classrooms have safety blinds on the windows, "Columbine" type safety locks are not yet installed on all classroom doors and telephones are not yet installed in every classroom. In addition, the public has free access to the campuses even though a visitor policy is in effect which requires visitors to check in at the school office prior to entering the campus.

The Grand Jury understands that the CJUSD received a total allocation of \$15,300 from the on-going Art and Music Block grant; and a total one-time, allocation of \$69,127 from the Art, Music and PE grant. These funds were for specific, restricted uses. The Grand Jury found that there were four (4) inappropriate expenditures of these funds and that a large balance remains unplanned and unallocated. Further, the Grand Jury was unable to ascertain if a monitoring system exists as to the intent or expenditure of these funds.

In January 2008, the CJUSD Board of Trustees, following several well-attended public forums and a report and recommendation from appointed members of the Calendar Committee, approved a transition from a two-week winter break to a three-week winter break. This transition, projected to take place over the next three years, will begin in the 2008-2009 academic year. The fall semester will end prior to the winter break.

Finally, the Grand Jury found that the Diversion Officer has no dedicated, private meeting space on the District campuses. As the student population served by this Officer has confidential issues, the Grand Jury believes that it is important for this Officer to have a private place to meet with students in order to protect the confidentiality of the meetings and recommends that space be found and committed to this purpose.



## **BACKGROUND**

The CJUSD is primarily located in Napa County; however, it also serves a small area of Sonoma County classifying it as a “Joint Unified” District. This District is also classified as a “Basic Aid” District in that 81% of the funding comes from local property taxes rather than from the State of California.

The City of Calistoga’s two most significant industries are wine production and tourism. With a population of approximately 5,500 residents, Calistoga is in the position of having the population increase to 10,000 or more on weekends and holidays when tourists visit the numerous wineries, spas and resorts in the area. These industries attract vineyard and service workers to this area as part time and full time residents, many of whom are not native English speakers. This has, within the past 20 years, changed the demographics of the Calistoga area and the CJUSD. This demographic change has had a major impact on all of the schools in the District.

The CJUSD has a student population of approximately 860 students with an ethnic distribution of 69% Hispanic, 28% Anglo, and 3% other ethnicities. CES, the only public elementary school in the District, serves approximately 435 students in grades Kindergarten through 6<sup>th</sup>. Fifty-five percent of these students are classified as ELL. CES class size averages 17 in grades K-3, and 24 in grades 4-6.

CJ/SHS, the only public junior and senior high school in the District, serves approximately 420 students in grades 7-12. Of this number, 120 are in the Junior High School. 153 of the students in the Junior/Senior High School are ELL. CJ/SHS class size averages between 17 and 33 students, depending on the subject.

Palisades High School (PHS), a continuation school, has a small high school student population (currently 7 students) which fluctuates depending on student needs. This continuation program is an alternative means for students 16-18 years of age to earn a high school diploma and/or pass the General Education Development (GED) examinations.

The CJUSD employs 1 Superintendent, 4 site administrators, 55 certificated employees, 53 classified employees and 3 management employees. A 5 member elected Board of Trustees oversees the CJUSD. One high school student represents the student population on this Board.

The District budget for the 2007-2008 school year is 10 million dollars. The reserve account, retained for financial security, is 10% of the budget. Because of the “Basic Aid” classification, there has not been a need for this District to eliminate or reduce any programs, curriculum or instructional staff. However, some faculty members reported that they purchase their own supplies because of a limited amount of money budgeted to them.

CJUSD’s facilities are clean, well maintained and up-to-date. All of the school grounds are landscaped and in good condition without graffiti. One goal of the District’s 2007-

2008 Strategic Plan is to become compliant with the Americans With Disabilities Act (ADA) standards over the next 10 years. The restrooms inspected on each campus were ADA compliant. A letter from Disability Access Consultants, Inc., dated December 18, 2007, confirms that the District is achieving its goal of meeting ADA standards.

## **METHODOLOGY**

Over a period of several months beginning in September 2007, members of the 2007-2008 Grand Jury conducted an investigation of the CJUSD. The Grand Jury toured the campuses of the Calistoga Elementary School, the Calistoga Junior/Senior High School and the Palisades High School, and met with District representatives at each school site.

### **Documents Reviewed**

- CJUSD:
  - 2006-2007 Strategic Plan
  - 2007-2008 Strategic Plan
  - 5-Year Strategic Plan
  - Strategic Action Plans and Objectives Mid-Year Progress Reports
  - Mission Statement
  - Job Description/Evaluation Criteria – Superintendent
  - Job Description – District Coordinator of Special Education Services
  - Administrative and Management Organization Chart, 2007-2008
  - Salary Schedule – Management Positions:
    - Elementary School Principal
    - Elementary School Vice-Principal
    - Junior/Senior High School Principal
    - Junior/Senior High School Vice-Principal
    - Director of Business Services
    - Director of Maintenance
    - Director of Food Services
    - Psychologist/Special Education Coordinator
  - 2005-2006 Annual Financial Report
  - 2006-2007 Annual Financial Report
  - Purchase Orders & Spreadsheet, Art/Music Block & Art/Music/PE grants, 2007-2008
  - Emergency Operations Plan for Calistoga Junior/Senior High School, Release 1.1 August 2007
  - Joint School District Emergency Operations Plan, Napa County, CJUSD, Napa County Office of Education
  - Business and Non-instructional Operations
    - Contracts
    - Food Service/Child Nutrition Program
    - Other Food Sales
    - Student Wellness
    - Junior/Senior High School Lunch Menu – August-September, 2007
    - Food Service Operations/Cafeteria Fund
  - Alternatives to Using Food as a Reward

- Food Safety Manager Certifications – California Department of Education, Nutrition Services
- Dress and Grooming Policy
- Discipline Policy
- Language Development Program for English Learners and English Speaking Students Policy
- Inter-District Attendance Policy
- 2006 Accountability Summary
- Recent (last 12 months) Major Changes
- Safety Assessments
  - Earthquake Hazards
  - School Fire and Safety Reports
  - School Security Checklists
- Follow-up Reports (2) on Status of Safety Assessments
- Columbine Door Hardware Status – Email from Maintenance personnel
- 2007-2008 Calistoga High School Master Schedule with Current Class Sizes
- 2007-2008 Budget Summary by Percentage of Income and Expenditure Categories
- Art and Music Block Grant Expenditures Invoices
- Academic Performance Index Scores – Historical View
- Board of Trustees Meeting Agendas & Minutes, 2007-2008
- Special Education Procedure Manual
- CES Site Strategic Action Plan/Single School Plan 2007-2008
- CJ/SHS Strategic Action/Single School Plan, Mid-Year Progress Report
- PHS Mid-Year Progress Report Strategic Action Plan and Objectives for 2007-2008
- GASB45 Solutions Program (Irrevocable Medical Trust) Annual Plan Review 6.21.2007
- CES Suspension and Expulsion Rates – 2005-2006, 2006-2007
- CJ/SHS Suspension and Expulsion Rates – 2005-2006, 2006-2007
- PHS Suspension and Expulsion Rates – 2005-2006, 2006-2007
- Safe Schools Report, CJUSD website
- 2006-2007 School Report, Superintendent's Message
- 2006-2007 School Fact Sheet
- Excel & Encore Enrichment Program Descriptions
- CES Art Docent Program Description
- *The Right Lock*, Government Security Website
- *Calistoga Tribune*, December 7, 2007 – “*Calistoga Elementary School, Learning for the Future*”
- *The Blackboard* – Newsletter of the Calistoga Education Foundation, Fall 2006
- Calistoga Education Foundation – Information
- *The Napa Valley Register*, October 11, 2007, “*Upvalley Schools Get Funds to Battle Drug Use*”
- *Our Children, Our Future*, Parent, Educator, and Community Action Guide, Napa County, California, May 2007

- 2007 CALIFORNIA *healthy kids* SURVEY
- Disability Access Consultants, Inc., December 18, 2007
- City of Calistoga Municipal Ordinance (cmc) 647

### **Interviews Conducted**

- Members and representatives of the CJUSD

### **Facilities Inspected**

- Calistoga Elementary School  
1321 Berry Street  
Calistoga, CA 94515
- Calistoga Junior/Senior High School  
1608 Lake Street  
Calistoga, CA 94515
- Palisades High School  
1507 Grant Street  
Calistoga, CA 94515

## **DISCUSSION**

This report contains information gathered by the 2007-2008 Grand Jury in its investigation of the CJUSD.



Calistoga Elementary School

### **Facilities**

The CES, located on approximately 8 acres near the center of Calistoga, was originally built in 1954. The Administration building and the multipurpose room were constructed in 1978. The original school buildings were renovated in the mid-1990's and 13 new classrooms were added in 1998. The 8 remaining older classrooms were renovated in 2003. The campus grounds are clean and well maintained. The buildings are modern and in good repair and the classrooms are of adequate size. Most of the buildings' walls have bright, colorful murals painted by the students with assistance from the Art Docent program. Multiple water fountains with colorful mosaic surrounds of tile, also made by the students with assistance from the Docent program, are ADA accessible. Restrooms are clean and in good repair with tile floors and walls for easy cleaning.



Murals and Mosaics at Calistoga Elementary School (part of the Art Docent Program)



The playground is well maintained and 2 student gardens serve educational purposes and provide fresh produce for use in the cafeteria. The community uses the playing fields for soccer games and other sports. There are plans to construct a walking track around the playing field in the near future. A large and spacious multipurpose room also functions as the cafeteria, with a seating capacity of 244/533 standing. This area is clean and well maintained. It was apparent to the Grand Jury that thorough cleaning is a priority. There are tables with benches in the cafeteria/multipurpose room and chairs are available for additional seating. Food may be taken outside.

The Calistoga Family Center is located on the campus of the CES. Established in 1999, this Center was created to provide integrated health and family services for those families in the community who otherwise are unable to secure services of this kind. The Center works collaboratively with community partners to improve family life. It provides State mandated student scoliosis screening and eye testing services for the District in addition to providing student health care after school hours.



Calistoga Junior/Senior High School

Located on almost 14 acres near the center of town, CJ/SHS was originally constructed in the 1930's. New classroom buildings were added in 1964 and 1978. During the 1990's this school was entirely renovated and a new Junior High School area was constructed in 1998. The 2 remaining temporary classrooms will be removed during the summer of 2008, to be replaced with new permanent classrooms. Although the students of the Calistoga Junior High School (CJHS) and Calistoga Senior High School (CSHS) share

the same campus, they are separated for the school day with the exception of overlapping for a short time at breaks or lunchtime.

The CJ/SHS facilities appear to be well maintained, clean and up-to-date. There are plans to replace the campus heating system in the near future. The restrooms are clean and no graffiti was seen. There is an ADA compliant toilet in each restroom. There is no kitchen on this campus. Each day food is transported in hot and cold containers from the CES in a van driven by the Elementary School cafeteria workers. These workers serve the food and clean up before returning to the Elementary School. Food for lunches and breaks is served from two windows that face the SHS outdoor eating area. There is no indoor place for students to eat.

The library is adequate, if somewhat dated. A number of computers are set up in the library for student use.

The gymnasium, built as a temporary structure in 1970, and upgraded in 2004, appears to be in good condition. The gymnasium floor has recently been refinished and all restroom facilities and showers are ADA compliant. This facility receives heavy use during the evening hours from the City of Calistoga community sports programs. Adjacent to the gymnasium is a room with a well-lighted stage for small drama productions and band presentations. The playing fields appear to be in good condition and are utilized by the community as well as the school. There is no area specifically set aside for a Junior High School recreation area.

There is no auditorium or other room for large groups of students to assemble for special presentations or testing, a fact noted by several faculty members. The gymnasium is frequently utilized for testing sizeable groups of students. Occasionally students are bussed to the Napa County Fairgrounds for testing.



Palisades High School

The PHS facility, completed in 1998, is located on the southeast corner of the CJ/SHS campus. This continuation school has a separate student population.

In addition to the above-mentioned properties, CJUSD owns a 16-acre plot of land, the Gallis property, to the north and west of Calistoga. Originally projected as the future site

of a new Junior High School facility, this plan is on hold due to decreasing enrollment. Currently there are no other plans for this site.

### **School Administration**

The principal of the CES is serving her first year as principal. She previously taught at CES before leaving the District to teach in Santa Rosa. This principal's stated long-term goal is to focus on preparation for reading in grades K-2 and by grade 4 to have a strong, established reading program in place so that between Kindergarten and grade 6, all students are learning in English.

One principal serves as the administrator to both the CJHS and CSHS and was the former principal at the Elementary School. This principal's stated goal is to place more ELL students into higher-level classes and to institute more English language development classes.

The Superintendent is the principal/school administrator at PHS with one teacher, designated as the "lead" teacher, who is responsible for teaching all subjects and handling discipline at this school. The "lead" teacher's stated goal is to help students successfully complete a high school education, or a GED certificate, with the ability to continue on to an adult school, community college, or secure a decent job. The teacher also assists students who choose to go back to the regular high school once they have caught up with their credits/skills. One continuation school student following graduation attended a community college then transferred to the University of California at Davis and Columbia Medical School, earning a medical degree.

### **School Schedules**

The CJUSD academic year contains 180 student days and 187 teacher days. Holidays and Minimum school days are listed in the CJUSD Calendar on the District website. This information is also given to students and parents at the beginning of each academic year in the student handbook.

Students attending PHS must attend school for 20 hours a week and are required to be in class 4 hours a day. A time clock is used to guarantee that students meet this requirement. Students are responsible for turning in their time cards to the teacher.

### **Budget**

The CJUSD budget for the year 2007-2008, is 10 million dollars. 81% of the 2007-2008 District General Fund revenue comes from local property taxes; 11% from the State of California; 4% from federal sources; 3% from local sources and 1% from the Napa County Office of Education (NCOE). General Fund expenditures for 2007-2008, include 46% certified salaries; 14% classified salaries; 14% books and supplies; 10% employee benefits; 9% services; 6% other; 1% unbudgeted reserve account and 0% capital outlay.

### Audit

In the Annual Financial Report dated June 30, 2006, the accounting firm Goodell, Porter and Fredericks, LLP states that there were "no findings or recommendations considered reportable conditions determined as a result of the audit of the CJUSD for the year ending

June 30, 2006". In a report from the same accounting firm dated June 30, 2007, there were "no findings or questioned costs considered reportable conditions determined as a result of their audit dated June 30, 2007". However, the PHS student body account, which was unavailable and could not be included in the auditing process, was excepted and recommendations were made for the reorganization of the accounting procedures of this account.

Goodell, Porter and Fredericks, LLP recommended that the District review the accounting procedures for the PHS associated student body accounts and make the following changes:

- Segregate duties so that the person collecting cash for deposit does not also write and sign checks.
- Obtain and retain documentation that supports each deposit and payment.
- Maintain an accurate bank balance that is reconciled to the monthly bank statements each month on a timely basis.

The Grand Jury understands that corrective measures have been instituted and the PHS accounting practices are now up to standard; that the person responsible for the account was replaced and an accounting system with double signatories is now in place; and that the accounting firm's recommendations have been instituted. All other findings in the audit were considered minor and not remarkable.

The Grand Jury was given information that the CJUSD is in the process of updating their accounting systems via a migration from the current DOS to Windows financial accounting software, and that the software is not ready for full integration. Under the auspices of the NCOE, the CJUSD is a member of the California Educational Computer Consortium (CECC). The CECC develops the financial and other database software used by the NCOE school districts. The General Ledger portion of the program is under development at this time. The first release of the Windows based software was due to be released by (CECC) on July 1, 2001, however as of the writing of this report, CJUSD is still waiting for the new software release. The new technology is supposed to bridge several different technical worlds (Cobol, HP 3000, Credentials application in Allbase database, and compatible with both PC and MAC platforms).

#### Calistoga Education Foundation

The Calistoga Education Foundation is a major contributor to the District and provides \$70,000 in grants each year to fund special projects. Grants are awarded following requests submitted by faculty members to the Education Foundation Board of Directors. Requests must be approved by the District administration. The money for these grants is raised through donations from the Calistoga community and through an annual wine tasting and auction held at the Napa County Fairgrounds.

#### Proposition 98

Another source of funding comes to the District from the Arts in Education support of the Visual and Performing Art Framework for California Public Schools, provided under Proposition 98. In 2006, State Assembly Bill 1811 set aside \$105 million for an Arts and Music Block Grant. This grant was to create classrooms in which arts instruction would



be integrated/embedded in all subjects across the curriculum. Senate Bill 1131 provided \$500 million in a one-time disbursement to Arts, Music, and Physical Education programs throughout the State for equipment and supplies.

Both sources of funding prescribe five specific intentions of sustainability for arts education during the class day, and on which funding is to be spent. They are:

1. professional development for teachers
2. professional development for administrators
3. effective assessment
4. curriculum design and implementation
5. supplies and equipment on that which is to be instructed (intended for all “standards-based instruction” in the visual and performing arts and physical education. This means that a new football field, gym floor, or bleacher seats are an inappropriate use of funds. Also “new chairs for the computer room” are an inappropriate use.)

The funds from these two grants are paid from the State budget to the NCOE, and then distributed to the CJUSD and other Napa County school districts. A total of \$15,300 and \$69,127 has been or is to be paid to CJUSD this year. The Grand Jury investigation revealed that each of the principals at CES, CJ/SHS and PHS was given the discretion as to how the funds were to be spent. Beyond this the Grand Jury was unable to ascertain whether teachers and/or principals were given direction as to what the restricted funds were to be spent on, or if a monitoring program (as to use of restricted funds) was in effect at the NCOE and/or CJUSD level.

In mid-April 2007, the CJUSD received the allocations for the Art and Music Block Grant, and a partial allocation for the Art/Music/Physical Education Grant. The first allocation of the ongoing Art and Music Grant was evenly divided between CES and CJ/SHS, with each instructor having the discretionary authority to use it to further the instructional goals of the specific program, subject to the approval of the site principal. An additional \$3,832 is to be received. The anticipation is that these amounts will be received annually and will be divided as noted.

Of the total funds received from the on-going Arts and Music Block Grant to CJUSD, CES and CJ/SHS were each budgeted \$5749. To date, CES has spent \$0; CJ/SHS has spent \$5202, of which \$2107 paid for guardrails and risers to the choral stage; Palisades spent \$20 on personalized graduation medal key chains. The Grand Jury understands that the unspent \$5749 budgeted to CES is to go toward the Art Docent Program.

One-time funding for Art, Music, and Physical Education, also a part of the State budget approved in 2006, was allocated to school sites based on enrollment. The intent provided by the law was that they be site-based and follow the above stated five intentions. The District has to date received \$61,188. An additional \$7,939 is listed in the District budget under “accounts receivable” as it has not yet been released by the State. This funding may or may not arrive during the 2007-2008 school year. The oversight of these funds is

charged to each school principal with the understanding that it is to be divided between the art, music and physical education programs.

Of the total, one-time disbursement Art, Music, PE Grant received, CES was allocated \$36,234, CJ/SHS was allocated \$22,247, PHS was allocated \$259, and \$2448 was allocated for “indirect costs”. Of those amounts, CES has spent \$583 for PE equipment, with a balance remaining of \$35,651; CJ/SHS has spent \$21,209, of which \$6160 paid for 80 chairs and \$1100 for 4 chair carts for the choral department, \$2525 for a Califone Wireless Pro PA system, and \$50 for a ladder for the PE department (among other things), with a remaining balance of \$1038; PHS purchased \$229 in art supplies, with a remaining balance of \$30.

Percentages for the amount spent to date of the Art, Music, PE Grant are: Art - \$5846 at 24%; Music - \$8199 at 34%; PE - \$7975 at 32%; Indirect - \$2448 at 10%. The Grand Jury understands that the unspent CES balance of \$35,651 is to go toward assemblies, supplies, conference costs, equipment, etc. The Grand Jury finds it difficult to believe that this amount of funding has not been planned for and/or allocated to a specific use at so late a date in the academic year.

A complete accounting of the Arts and Music Block Grant and the Art, Music, PE funding to date, may be found in Appendices A & B at the end of this report.

#### Other Funding

District booster clubs, including the Calistoga Wildcat Athletic Boosters and the Calistoga Music and Arts Boosters, conduct other fundraising activities contributing “tens of thousands of dollars each year to ensure that our students have the ‘extras’ necessary for a fully enriched educational experience”. The Parent Teacher Association is very active in the District supporting art and field trips. It has also donated play structures to the Elementary School campus.

#### **Retirement Medical Trust Fund**

In the 1970’s, the CJUSD began to put away funds each year to cover the future cost of retiree medical expenses. These funds were in addition to the “pay-as-you-go” costs of retiree medical expenses. Because of the national concern with the handling of retirement funds, the Governmental Accounting Standards Board (GASB) recently established specific reporting requirements for retirement health benefit programs, GASB45. These requirements become effective between 2007 and 2009, depending upon District revenue. In July of 2004, the California School Boards Association entered into a partnership with Public Agency Retirement Services (PARS) to establish an irrevocable exclusive benefit trust program to comply with the GASB45 requirements.

The Grand Jury was advised that in April of 2006, the CJUSD became the second school district in the State of California to join the PARS GASB45 program (the effective date of the plan is January 1, 2006). At that time the District made an initial investment of \$267,569.70, which represents the funds which the District had accumulated for retiree medical expenses. On April 30, 2007, the account balance was \$273,358.61. The District will continue to fund retiree medical expenses on a “pay-as-you-go” basis for

approximately 17 years, at which time it is anticipated that the retirement fund will be able to cover retiree medical expenses.

This plan is medical only and covers retired certificated employees over age 55 with 10 years' service and retired classified employees, over age 55 with 15 years' service. The benefit duration is 5 years for certificated employees and 3 years for classified employees.

### **Demographic Changes**

An element that has had a major impact on the CJUSD in the past 20 years has been the change in demographics. The Calistoga Family Center website states that close to 40% of the population of the City of Calistoga is now Hispanic. The CJUSD Hispanic student population has increased from 20% in the 1980s to 69% in 2007. One CES classroom has 5 English-speaking students and 15 native Spanish-speaking students.

Another factor affecting the community and the District is that property values have increased dramatically with many people from outside the area purchasing or building weekend residences. Although these weekend residents pay local property taxes, they do not have children in the District schools. It is difficult for teachers to afford to purchase a residence in Calistoga, or for that matter, in Napa County. Approximately one-third of the faculty, most of them long-time teachers in the CJUSD, live in Calistoga. The remaining two-thirds of the faculty members live out of the County and commute to work. This situation has the potential to affect the District more dramatically in the future, when faculty members retire and entry-level teachers find it difficult to secure housing and raise families in the community.

The District estimates that 10-13% of the student population of Calistoga attends private schools or schools in other districts. Traditionally there have always been a certain percentage of students from CJUSD who attended St. Helena Catholic School, Justin-Siena and Ursuline-Cardinal Newman High Schools, or Sonoma Day Academy. Some students from the District attend the Art Quest program in Santa Rosa while others attend specialty schools in Napa. CJUSD high school students may also attend Santa Rosa and Napa Community College classes. Larger school districts in larger communities are able to establish special curriculums and programs to attract and hold these students. CJUSD, aware of these programs, offers Advanced Placement classes and also adopted the "CHOICES" program utilizing former students, college "coaches" and teachers to help build a "culture of college". This program encourages students to take college preparatory classes, thus providing an option of higher learning after high school. At a recent "College Day", a young man with a doctorate degree spoke to students about his college experience encouraging them to continue their education after high school graduation.

The District is experiencing less parental participation and volunteerism in the classrooms. There is a decrease of participation in the Parent Teachers Association, and a deficit of volunteers for various fundraising activities. The reluctance to participate, particularly in grades 4-12, may be exacerbated in households with two working parents. The English Language Action Council (ELAC) is working with Hispanic families

through a Parent Leadership program established by the Calistoga Family Center and the District to encourage these parents' active participation in and support of their children's education.

### **Winter Break**

The CJUSD currently has a two-week winter break during the winter holidays. Several nearby school districts have established a three-week break in order to accommodate families who wish to travel for the holiday season. It is also not uncommon for some Hispanic families to return to their hometowns in Mexico for extended periods of time when the fieldwork is finished for the year, taking their children out of school to travel with them. These families return to Calistoga when work is once again available. This has a negative affect not only on the students' academic performance, but also on the District's Academic Performance Index. When these students return to school they may be as much as a month or more behind in their class work and unable to catch up prior to the standardized testing period in the spring. This affects not only their own, but also the District's scores. Because of the small student population, "two or three" students' scores could make a difference in the scores of the entire District.

The CJUSD Board of Trustees and the District have, for several months in the current academic year, been involved in discussions related to the winter break schedule. Discussion topics included: whether or not to end the semester before the winter break, leaving the families free to travel without concern of interrupting their students' education; to have a three week winter break and ask that all District parents arrange to return at the end of that time; or to leave the break at two weeks and emphasize to all District parents and students the importance of being back in school immediately after the break.

A Calendar Committee, composed of members of the faculty, a parent representative and a student representative, surveyed other districts; investigated attendance records; researched instructional hours and solicited opinions at public hearings. This provided opportunities for parents and the general public to express their opinions. ELAC members were notified of the public hearings. The Calendar Committee met twice with ELAC members, submitting a petition to the CJUSD Board signed by 53 ELAC members. The recommendations of the Committee were:

- In the 2008-2009 school year, the semester ends before the winter break giving the District a 2 ½ week winter break
- In 2009-2010, the semester ends before the winter break, giving the District a 3 week winter break

After two well-attended community forums, the CJUSD Board of Trustees voted to adopt the recommendations of the Calendar Committee. The District will monitor attendance and student performance during the next 3 years to review the results of this decision.

### **Language Development Program**

The CJUSD Board of Trustees Policy 6174(a) states:

1. All students will become proficient in understanding, speaking, reading and writing in English.

2. All English learners will attain English proficiency as quickly and early as possible and will achieve at grade level content standards in English.
3. Our Schools will promote and support cross-cultural understanding among all students.
4. Our district will provide all students with the opportunity to begin learning a second language.

A major emphasis in the CJUSD is the ongoing challenge of closing the achievement gap between ELL and English proficient students. In response, the District has effected a transition from a Bilingual language program to an English Immersion program. It is a requirement of state law that parents have a right to choose the type of literacy program in which their children are enrolled. The Board of Trustees, after reviewing all the information relating to the Bilingual program, determined that there were insufficient requests from parents for Bilingual instruction (20 are necessary) to require the District to offer this program. Therefore, the Board of Trustees approved a Structured English Immersion program in all District schools, a policy which took effect in the 2000-2001 academic year.

Currently there is a group of students in the CJHS who began school in the Bilingual program and are now in 7<sup>th</sup> and 8<sup>th</sup> grades. These students are reported to be reading at a 3-4<sup>th</sup> grade level due in part to the English Immersion transition. The Grand Jury understands that native Spanish-speaking students who enter the school system in Kindergarten do not have the same difficulties learning in English as older students who enter the school system having never been exposed to an English only program and/or who may already be below grade level when entering the school. According to District information, ELL have improved their academic performance over the past four years. However, some students are unable to read math and science books at the Junior/Senior High School level.

The Grand Jury found that some parents are not receiving information necessary to support students and teachers in academic situations because of the language barrier. In order to improve communication, both the CES and the CJ/SHS principals participate in monthly informal morning meetings with parents. These meetings, "Second Cup of Coffee", are designed to help parents learn what is happening in the schools and what resources are available to them. There is also a monthly evening meeting, "Third Cup of Coffee", for working parents. A suggestion was made at a recent "Second Cup of Coffee" that a Spanish version of the District website be developed. According to the Mid-Year Progress Report, this is being considered. ELAC is also working with parents through the Calistoga Family Center to assist Hispanic parents in learning how to participate in their children's education and in the District's activities.

CES supports a tutorial program for grades 3-6. "Think Tank" utilizes volunteer senior members of the community as tutors. It was reported that afternoon tutorial and summer school programs are available to all students who choose to take advantage of them. A part-time Coordinator of Volunteers recruits, trains, assigns and supports the after school tutors at the CES.

## **STAR Test**

The California Standards Tests (CST) is part of the Standardized Testing and Reporting (STAR) program. These multiple-choice tests are administered only to students in California public schools. CST and STAR tests determine students' achievement in relation to meeting the educational goals of the California Content Standards. They also provide feedback on students' success, given the expected knowledge base in each grade level and subject. Students in grades 2-11 take an English language arts and mathematics test. Students in grades 4 and 7 participate in an essay-writing test. History/Social Science tests are given to students in grades 8, 10 and 11. Students in grades 5 and 8-11 take a science test.

These tests are meant to measure how well students achieve standards rather than how well they compare to other students, therefore the results are reported as performance levels. The five performance levels are: advanced (exceeds state standards); proficient (meets Standards); basic; below basic; and far below basic. The Academic Performance Index scores are derived from these tests.

## **Academic Performance Index**

The Academic Performance Index (API) is an annual measure of the academic performance and progress of schools in California. The API is a score on a scale of 200 to 1,000 with 800 set as the statewide target. Schools are ranked in ten categories of equal size from 1 (lowest) to 10 (highest). A school's API rank reflects how a school compares to 100 statistically matched "similar" schools.

API scores are reported for the school as a whole, and for the significant subgroups of the school. This means that if the schoolwide API targets are met, but all of the subgroups in the school do not meet growth targets, the school as a whole is identified as needing improvement. The following 2007 API Summary describes the Academic Performance Index of the CJUSD.

### 2007 API Summary

CES posted slightly higher scores in both mathematics and English language arts. However, after strong gains in 2006, the CES did not meet all aforementioned growth targets, missing the target for ELL in the 2007 test cycle.

- CES Schoolwide: 731
- English Speakers: 831
- Socio-economically Disadvantaged Students: 689
- English Learners: 645

When compared to "similar schools" in California, CES ranks in the 6<sup>th</sup> decile, meaning that the CES scores are higher than 60% of schools with similar demographic factors.

CJ/SHS API scores decreased after several years of steady gains, meaning that the school missed growth targets.

- CJ/SHS School-wide: 670
- English Speakers: 828
- Socio-economically disadvantaged students: 598
- English Learners: 573

### API Growth Summary 2001-2007

Since the beginning of California's Accountability Program, Calistoga students have demonstrated consistent, significant academic growth.

	<u>01</u>	<u>07</u>	<u>Change</u>
CES			
Schoolwide	618	731	+113
English Learners	491	645	+154
Disadvantaged students	488	689	+201
English Speakers	815	831	+ 16
CJ/SHS			
Schoolwide	611	670	+ 59
English Learners	499	573	+ 74
Disadvantaged	506	598	+ 92
English Speakers	731	828	+ 97

### Federal Accountability Standards - Federal Adequate Yearly Progress (AYP)

CES met 20 of 22 required "No Child Left Behind" AYP target goals. Only the socio-economically disadvantaged student subgroup and English learners did not meet AYP targets in English language arts. If three more students had been proficient, the school would have met the AYP criteria. Although there have been significant increases in the performance of this school, CES for the fifth year, is classified as a Program Improvement school for the 2007-2008 academic year. The Board of Trustees recently adopted a revised "Alternative Governance and Restructure Plan" for the Elementary School to provide a new approach to increasing the School's test scores. One method of achieving this goal is the "Step Up to Writing" program initiated at the beginning of this school year to supplement the current textbook's "Writer's Workshop" program.

CJ/SHS does not receive federal Title I funding and is therefore exempt from the "No Child Left Behind" AYP requirements. However, this school does receive an AYP score and for the school year 2006-2007, met 18 of 22 criteria (missing in the percent proficient Hispanic subgroup, in English language arts and the socio-economically disadvantaged subgroup in both English language arts and mathematics). For the first time, the English learner subgroup made AYP criteria in both English language arts and mathematics. The overall scores, after increasing in 2006, showed a decline in 2007. Because of this decline, the Board approved a proposal to restructure the CSHS humanities curriculum, by placing students in discrete grade level classes and also "adopted revised course descriptions aligned to the standards in both social science and English for these grade levels". CJ/SHS math teachers have been asked to continue their current teaching plans and to develop methods by which the mathematics program could be restructured at a future date. As a component of this revision plan, CJ/SHS will reconfigure the school day at the beginning of the 2008-2009 academic year changing from a "block" schedule to a traditional 7-period school day. This change in schedule allows "strategic intervention" classes designed to put underachieving students back into the mainstream. This system will still allow electives in arts, language, music and honors classes as well

as Advanced Placement courses while providing assistance for students who are struggling with academic course material.

There is a strong belief throughout the District that the “No Child Left Behind” Act has been a detriment rather than a benefit to the students and faculty alike. Some believe that it has created a situation of “teaching to the test”. It is preferable that students become “life long learners” based on their knowledge rather than what has been taught “to pass the test”. The Grand Jury found that meeting the rules and regulations of this program and the time necessary to complete the required documentation creates frustration and decreases morale.

### **California High School State Exit Examination**

Beginning with the graduating class of 2006, all graduates of the State of California school systems are required to pass the California High School State Exit Examination (CAHSEE). All 49 CJUSD seniors passed this test in 2007.

### **Textbooks**

A committee of faculty members and parents, working with the Superintendent, is investigating new textbooks for the CES. The textbook selection committee believes that they have found a publishing company whose textbooks will be acceptable to the District. The District also plans to adopt new state-approved textbooks in the near future. With a goal of improving test scores, training in standards-based instruction will be provided to the faculty to prepare them for the use of the new texts. The CJUSD Board of Trustees at the December 3, 2007, meeting approved a new science textbook “California Science”.

It was reported that some textbooks, ordered for the fall 2007, semester at the CJ/SHS, have been received but, as of November 2007, were not yet in the classrooms. This may be partially the result of the change in schedules made necessary by the test scores received shortly before the beginning of the 2007-2008 academic year. Having seen the test results in August, the decision was made to revise the humanities program at the CJ/SHS to better prepare students for this year’s testing process. Provisions in the 2007-2008 budget include funds for new textbooks for the revised humanities curriculum at CJHS, and the new science program at the CES .

### **Special Education**

A significant change in the District as of September 2007, was the establishment of a 75% Full Time Equivalent Psychologist position and 25% Full Time Equivalent Special Education Coordinator position. One person was hired to fill both of these positions. This change was necessitated by the expiration of the Upvalley Memorandum of Understanding for Special Education Services. This Memorandum was not renewed due to the fact that the St. Helena Unified School District elected to hire its own Special Education Coordinator leaving the other four Upvalley school districts responsible for its own Special Education programs and services.

### **Student Safety/Campus Security**

Each Monday morning the CES principal meets with all the students and teachers for 10 minutes to promote emotional and physical safety, responsible choices, and respectful



attitude toward others, thus encouraging a positive, non-hostile environment. Among other reasons, this meeting's purpose is to help prevent bullying, harassment and to foster a "Think Safety" awareness. According to the 2007 CALIFORNIA *healthy kids* SURVEY 65% of 5<sup>th</sup> grade students who participated in the SURVEY at CES feel safe at school all the time. Of the students who participated in the SURVEY at the CJ/SHS 38% of 7<sup>th</sup> grade, 50% of 9<sup>th</sup> grade and 37% of 11<sup>th</sup> grade felt very safe at school.

The Grand Jury found that "Columbine" locks are not installed on all classroom doors throughout the District. The "Columbine" lock is a type of lock that was given this name after the violent incident at Columbine High School in Colorado. That incident demonstrated that it could be dangerous to go outside a classroom to lock the door. The "Columbine" lock allows doors to be locked easily from the inside, while still maintaining the free egress required by fire protection agencies. Currently all high school classrooms, with the exception of rooms 28 and 29 have "Columbine" locks installed. The CJHS rooms are scheduled to have these locks installed during the summer of 2008. The Grand Jury understands that the CES office and library have the new locks along with the new doors in the quad and multi-purpose room. Rooms 1 through 6 are scheduled for installation of these locks during the summer break 2008, with the remainder of the campus classrooms to have the locks installed by the end of the calendar year 2008.

The Grand Jury found that not all classrooms have phones, but that faculty members do have their own cell phones. Blinds have been installed on all windows to prevent anyone on the outside from seeing into the classrooms in an emergency or terrorist incident.

All of the CJUSD facilities have relatively open campuses with some fences along the street sides of the playing fields at both the CES and CJ/SHS. There are many unfenced areas allowing free access to the campuses. CES is adjacent to the Napa River allowing easy access to the school campus. Some students, believed to be from the CJ/SHS, occasionally enter the CES campus from the river during weekends. The maintenance personnel arrive at the School early on Monday mornings to clean up the campus prior to the arrival of students.

Visitors on all of the campuses are required to check in at the main office to receive a visitor pass. However, this rule is frequently breached as Calistoga is a small community and it is accepted that "everyone seems to know or is friends with everybody and it is not necessary". The District acknowledges that this practice is a risk, although Calistoga is considered to be a safe community. The overall opinion expressed to the Grand Jury is that all the school campuses are safe.

Students at the CSHS are permitted to leave the campus during the school day. Both the CJHS campus and the CES campus are "closed" campuses, meaning that parental permission is required to leave the campus. For student safety, a new sidewalk has recently been added from Cedar Street to the CES campus so that students can avoid cutting through the parking lot.

Each school facility in the District has a private room for students who may become ill at school. The District does not have a school nurse. Previously a nurse from the Napa Valley Unified School District or the St. Helena Unified School District was utilized under a cost-sharing program. In the absence of a school nurse, school secretaries have received instruction on the proper technique for dispensing medications to students. An Epi-pen, used in an emergency for students who may experience an allergic reaction, is available at the main office of the CES. This Epi-pen is replaced upon expiration. Physical education teachers, coaches and school secretaries are trained in the use of Epi-pens. A sharps box is available for disposal of needles used in an emergency situation. No Epi-pens or sharps boxes are available at the other campuses.

The secretary of the CES is a Red Cross Certified Cardiopulmonary Resuscitation (CPR) trainer. All of the District athletic coaches are certified in CPR. Training exercises are conducted on a regular basis for all certified and classified personnel. All personnel trained in CPR are also certified in basic First Aid. Students at the 12<sup>th</sup> grade level are required to participate in CPR training and be certified prior to graduating.

### **District Disaster Plan**

For the past five years, CJUSD has participated in the Standard Emergency Management System (SEMS) and the National Incident Management System (NIMS). As of May 21, 2007, School Site Emergency Operations plans were updated and are compliant with the SEMS and NIMS programs. All faculty members received mandatory federal introductory training on these emergency programs and the school site emergency management team commanders received additional training. The Safety Coordinator is responsible for coordinating and scheduling emergency and disaster training and fire drills with the Calistoga Fire Department. The District has a direct radio connection to the Calistoga Fire Department and the Calistoga Police Department via 3 portable King-Bendix radios to be used for immediate notification of emergencies. The Calistoga Fire Department makes routine and complete assessments of the fire alarm system and checks for earthquake safety. The most recent comprehensive inspection was completed on September 9, 2006. The NCOE Project PREPARED Coordinator inspected District facilities noting all non-structural hazards on October 5, 2006. The Calistoga Police Department inspected all facilities and campus grounds on September 15, 2006, noting all safety hazards. At a meeting of the Board of Trustees on March 26, 2007, a report was presented by the District Director of Maintenance outlining compliance with the findings of these reports.

The District is ensuring emergency preparedness by coordinating a Calistoga Emergency Management Group consisting of representatives from the public schools, private schools, local fire and police and the Project PREPARED representative. The Superintendent serves on this committee.

An earthquake exercise was conducted at the CJ/SHS on Tuesday, May 15, 2007. Participants included the Calistoga Police Department, the Calistoga Fire Department and District personnel. During this drill the safety team leaders wore identifying apparel (vests, safety hats) and drill participants tested the emergency plan, radios and walkie-talkies. This drill was reported to be successful, giving everyone a chance to use the

radios and experience what an emergency situation at the schools would demand from community agencies as well as the administration and faculty. Following the drill, a debriefing and evaluation session was held for all participants. A similar drill is planned for the spring of 2008, at the CES.

Fire drills are conducted monthly at all school sites and faculty members report that fire alarms can be easily heard throughout the school sites. Security cameras are installed on the grounds of the CJ/SHS and PHS. There is a public announcement system in all classrooms and walkie-talkies as well as bullhorns are available for use on the campuses.

### **Wellness Programs**

The Federal Child Nutrition and Women, Infants and Children Reauthorization Act of 2004, mandated that each public school district participating in the National School Lunch program or the Child Nutrition Act of 1966, adopt a district-wide school wellness policy by the beginning of the school year after 2006.

In its Board Policy 5030, the CJUSD Board of Trustees recognized the link between student health and learning. In BP 3554(a), the Board states a belief that foods and beverages sold to students on school campuses during the school day should promote student health and reduce childhood obesity. A “Student Wellness Plan” was developed and approved by the Board outlining the District’s nutrition education and physical education goals. The Plan is based on research and consistent with the expectations established in the state’s curriculum framework, and designed to build the skills and knowledge that all students need to maintain a healthy lifestyle. In order to monitor compliance, the plan requires annual reports to the CJUSD Board.



Healthy food offered at CES

In the fall of 2007, the District Superintendent, site principals, and the Food Service Director issued Wellness Plan Report Cards. A separate Wellness Policy Annual Evaluation was provided by the Nutrition Grant Coordinator.

Areas of concern in both evaluations include:

- Lack of regular physical activity, especially at the Elementary School
- Inadequate time for students to eat, “Calistoga Elementary School students have 20 minutes to eat lunch, although there are exceptions, notably on rainy days”. It is estimated that there are approximately 60 rainy days during the academic year.
- Inappropriate snacks

As noted in the Facilities section of this report, there is no cafeteria or kitchen at the CJ/SHS, nor is there the “clean, safe and pleasant setting...for students to eat” required in the Wellness Plan. During rainy or windy weather faculty members leave their

classrooms open in order to allow students to come indoors to eat. Both CJHS and CSHS students may use the gym to eat their breakfast or lunch.

The Nutrition Grant Coordinator, a former teacher, is on the CES campus through a grant from the State of California “Healthy California” program, designed to promote student health and wellness and combat obesity. This program to promote a healthy lifestyle focuses on a nutritionally sound, healthy diet and physical exercise. 68% of the CES students participate in a free lunch through this program, and 50% of the CJ/SHS students qualify for the federal free/reduced lunch program.

Another goal of this program is to promote healthy snacks. “Harvest of the Month” features one fruit or vegetable each month in meals produced by the cafeteria and is part of the educational component of the program. All students participate in the school gardening project. As there is no dedicated space set aside for nutritional education, most of the teaching is done in classrooms.

The Nutrition Coordinator works with the Cafeteria Manager and is responsible to the Principal and to the District Superintendent. Currently there is no way to indicate the success of the program beyond anecdotal references. When the grant proposal is rewritten, an objective method to assess the success of the Healthy California program will be included.

The Cafeteria Manager, employed at CES for 15 years, has a staff of 5. The “Nutrikids Nutritional Program” is utilized for all menu and meal planning. This program provides a breakdown of all essential elements and nutritional values in the foods used. Whenever possible, organic products and produce from the student garden are used in menu planning. Special menus are provided for students with allergies and special needs.

While produce from the student gardens and organic products are used in menu planning, much of the other foods used are “commodity foods”, offered through the United States Department of Agriculture (USDA). Although the standards and regulations are set by federal guidelines, they are not fully supported in the commodity offerings, the majority of which are high in fat and sodium. In the 2006-2007 academic year, only 8% of commodity foods were fresh fruits and vegetables.

### **Enrichment Programs at CES**

#### EXCEL for Youth Program

Students in grades 4 through 9 are offered an opportunity to participate in innovative Saturday EXCEL workshops on campus at Sonoma State University. 13 different one-or two-day workshops are offered, ranging in subject matters from building simple machines to basic cartooning to investigating the world of forensic science. The District offers free round trip transportation and subsidizes tuition, bringing the cost down to \$20.

#### ENGAGE Program

This enrichment program for grades 5 and 6 highlights science, social studies and the arts, and aims to give students a focused look at topics that support California State standards and expand their horizons. The program takes advantage of the great human

resources in the Calistoga community by providing diverse and enriching experiences to students from experts in these fields.

### **Substance Abuse and Drug Education Programs**

The Drug Abuse Resistance Education (D.A.R.E.) program in the CJUSD was discontinued two years ago. However, the District does have a full-time Drug Education Coordinator at the CJ/SHS and includes substance abuse and drug education as a component of the curriculum on all campuses. As part of this program the District routinely distributes a Safe Schools survey which is completed by students at the CJ/SHS level. In this survey the students identify marijuana and alcohol as drugs they use.

The CALIFORNIA *healthy kids* SURVEY, May 2007, shows that drug and alcohol use among students in St. Helena and Calistoga is significantly higher than statewide averages. This survey, administered to students in 5<sup>th</sup> grade and up, looks at health behaviors of students across California and focuses on abuse of alcohol and other substances. The results of this survey revealed that while youth drug and alcohol use is dropping across California, there are pockets across Napa County, particularly Upvalley, where high rates of drug use and binge drinking are a “serious concern”. A representative of the CJUSD states that the local school surveys mirror those results. In contrast, faculty members state that they do not believe that drugs are a major problem at school and that substance use is only occasionally identified on the CJ/SHS campus during the school day. However, in response to the information provided by this survey, the California Department of Alcohol and Drug Programs and the California Department of Education awarded Napa County a \$1.07 million five-year grant administered by the California Department of Education. According to the supervisor for the Substance Abuse Prevention and Youth Treatment Unit at Napa County Health and Human Services, this funding will be divided evenly between the St. Helena and Calistoga school Districts and will be used primarily to expand existing Student Assistance Programs linking students with resources and support for issues related to academics, behavior, mental health and substance abuse.

Random drug, alcohol, explosives, and weapons searches are conducted 4 times a year at the CJ/SHS and at the PHS by a trained canine unit. At the beginning of each school year, students are informed that these random searches will be conducted. School officials or police officers may not search lockers and cars unless the dogs identify them as containing illegal substances. Following these searches an assembly is held to reinforce the drug education program. Strict disciplinary measures are applied to any student found to be in violation of the drug and weapons policy and intervention through the Family Health Center and the Wolfe Center in Napa may be recommended. All faculty members are given training in identifying substance abuse through staff development days and workshops.

As part of the District’s substance abuse and drug education programs, the District participates in the “Every 15 Minutes” program sponsored by the Calistoga Rotary Club and other community organizations. The goal of this program is to “challenge students to think and act responsibly about drinking, driving, and making mature decisions and their impact on others”. Held annually, this daylong event is a simulated automobile accident

staged in front of the CJ/SHS. Agencies participating in this event include the Calistoga Fire Department, CAL FIRE, Calistoga Police Department, California Highway Patrol (including its helicopter), and Piner's Ambulance Service. Students are active participants in this exercise even to the point of attending the "funerals" held for the victims "killed" in this "accident". Following this event students participate in a mock trial funded by the "Students Take Alcohol to Task" Grant.

### **Student Assistance Program**

The Student Assistance Program, begun in September 2007, is a partnership between the Calistoga Family Center and the CJUSD. The purpose of the Program is to assist students to overcome obstacles in their lives and help them to achieve personal and academic success. The Student Assistance Program combines the support services of the Calistoga Family Center, the District and other agencies in Calistoga and Napa County.

The Student Assistance Coordinator is a member of the staff of the Calistoga Family Center. Holding a Masters degree in Psychology, this Coordinator has worked in school settings for four years, but is new to the Center, beginning employment in August 2007. With an office located on the CJ/SHS campus, the Coordinator works with students and their parents assessing the students' needs, helping them to develop a plan and a strategy for success. This plan includes providing the students with support, referring them to appropriate services, and tracking their progress. This Coordinator will also help students to improve academic performance and school attendance; reduce behavioral incidences and suspensions; and reduce substance abuse. The positive effect of the students achieving these goals will benefit the schools through an improved climate not only for learning, but also creating healthy relationships.

### **Diversion Program**

A Juvenile Diversion Officer serves the District as part of a "Prevention and Intervention" program funded by a grant from the St. Helena and Calistoga Boys and Girls Clubs and the St. Helena and the Calistoga Police Departments. This Officer holds a Masters Degree in Social Welfare, but is not a sworn police officer. The Officer is on the campus of the CJ/SHS on Monday and Tuesday and on the CES campus on Friday.

The Diversion program is a collaborative effort between the schools and the Calistoga Police Department to help students who are at-risk of being charged with a crime, and to give assistance to help these students redirect their behavior. Participation in this program is voluntary for the student and his/her parents. This Officer receives referrals from the Calistoga Police Department for any juvenile who has been charged with committing a misdemeanor or felony and is a first time offender. At that point, the juvenile has the choice of entering the Diversion program or being referred to the District Attorney for prosecution. If the student makes the choice of entering the Diversion program, the parents sign a contract with the Calistoga Police Department which delineates the rules the student will follow for a six-month period. During the six months that the contract is in effect, the student meets with the Diversion Officer on a regular basis to gain an understanding of the law so that he/she will make better life choices in the future. If the student commits another offense while in this program or does not keep the contract as originally made, the case is referred to the District Attorney's Office for prosecution.

The Officer also meets with school administrators and teachers to discuss the progress of the student. If a student in the Diversion program is facing disciplinary action at school, the Officer will be involved in the process, but will not make any decisions as to the action. The CJUSD Board of Trustees and administration control all District disciplinary actions.

In this position, the Diversion Officer has seen juveniles who use alcohol and drugs, but does not believe it is a great problem. This Officer was unfamiliar with the details of the D.A.R.E. program. The Grand Jury understands that Calistoga Police officers frequently come to the schools to talk to students about drugs and alcohol and that the “Every 15 Minutes” program is active on the campuses.

As there is no dedicated, private space on campus for this Officer to meet with students in the Diversion program, various faculty members’ offices or rooms are utilized for student meetings. To help these students redirect their behavior in a positive way, the development within the community of more student activities geared to the needs of the high school students could be a benefit.

### **Gang Activity**

It is believed that most of the gang behavior in Calistoga is “posing” rather than full-fledged gang activities. Acknowledgement was made to the Grand Jury that there are indications of some gang activity in the City of Calistoga, that most of the “players” are well known and are not permitted on District campuses. It is also believed that gang behavior has had no impact on student safety and is not considered to be a problem on any of the District campuses. There appears to be some minor “acting out” from “gang wannabes” at the Junior High School level and some gang behavior has been noted at the PHS, however, it is not tolerated on any campus in the District. If a student is charged with gang behavior, he/she is eligible for the Diversion program. Calistoga Police Department officers frequently come to the schools to give presentations on gang related issues.

### **Dress Code**

The CJUSD’s dress code is approved by the Board of Trustees, and is presented to faculty members, classified staff, students and parents/guardians at the beginning of the school year, and also when any revisions occur. This code calls upon the parents/guardians of students to be responsible for the students’ attire when they are attending classes and school functions.

According to the written policy approved by the Board of Trustees “A student that violates the dress code shall be subject to appropriate disciplinary action as established by school site discipline policies. Habitual violation of the dress code will be treated as defiance of authority and will result in suspension from school”. Any adult on any campus may report an infraction or a violation of the dress code.

### **School Discipline**

The CJUSD Board of Trustees, in a comprehensive school discipline policy, has established a “zero tolerance” policy for drug/alcohol/weapons in all of the District

schools. A student is expelled by Board action on the first offense, if it is proven that he/she is an ongoing danger to others. If the infraction for which the student is being disciplined is felonious, the Diversion Officer is contacted and the discipline then comes under police control. At that time, the student may be remanded to a juvenile program depending on the offense. If the disciplinary action is contested, the student or parent/guardian is entitled to file an appeal of the Board's decision to the Napa County Board of Education. Most discipline is handled at each school site by the administration and is only referred to the Superintendent and Board of Trustees for repeated or serious infractions

For a first time serious offense, or a repeated offense for violating policies other than drug/alcohol/weapons, the student can, following Board review of the student's records, receive a "suspended expulsion". This allows the student to remain in school during the disciplinary period. Suspended expulsion involves the student and parents appearing before the Board and making a contract, which is dictated by the Board and agreed to by the student and parents. This contract is based on trust and is not negotiable, as the Board believes that all students in the District have a right to not only a drug free, but also a safe environment. The disciplinary action begins during the semester the action occurred and continues throughout the following semester. By choosing to accept this contract the student and parents agree that the student will maintain his/her grades and submit to a random drug test once each month if the infraction involved substance abuse. Drug and alcohol counseling is offered as a part of the contract if the situation applies. During the disciplinary period the student has a choice to stay in this contract understanding that he/she is required to be a model student. The student can be expelled if the contract is violated.

The Grand Jury found that not all faculty members were made aware of the academic requirements contained in the disciplinary contracts of their students.

### **Curriculum Counselor**

The CJUSD has employed a Student Curriculum Counselor for the past four years. This Counselor has a Bachelor of Science degree in Social Welfare and Criminal Justice; a Master of Science degree in Curriculum Counseling; and is fluent in Spanish. The Counselor monitors the curriculum hours of all the students insuring that they have completed all the required and elected hours necessary for graduation and entrance into a four-year college; is responsible for all required testing at the school, including the Preliminary SAT (PSAT), which is paid for by the District, Standardized Testing and Reporting (STAR), and the California State High School Exit Examination Test (CAHSEE). Non-English speaking students are able to pass the CAHSEE by attending English language development classes, through the Migrant Education program, or online on the Internet. This Counselor is also responsible for securing and communicating all scholarship related information to students and parents and is the contact person for colleges and universities.

Over the past 15 years, CJ/SHS has a 98% graduation rate for seniors with 35% of the CSHS graduates being accepted to four-year colleges or universities. Many of those not accepted into four-year institutions, attend community colleges or other advanced



learning institutions. Some students who are admitted to four-year institutions are reportedly unable to attend due to financial reasons so ultimately choose community colleges. Eighty freshman students entered the CSHS in September 2003, and 49 students graduated in June 2007. Drop out rates are a concern, however it is difficult to track whether or not the students who leave CJUSD do so to continue their education elsewhere, go to work, or simply stop attending school. The only students that can be accounted for are those who request that their transcripts be forwarded to other schools.

### **Faculty Morale**

The morale among the faculty and other personnel at the CES has greatly improved this year. This improvement was attributed to the enthusiasm and leadership style of the new principal. Frustration was expressed over the fact that the school is again in a "Program Improvement" status. This classification leads to a public perception that the school is failing its students. At the same time, everyone at the CES works hard to meet the needs of the students while being restricted to the programs mandated by the Federal AYP Improvement classification. The Grand Jury investigation revealed that test scores have been improving and there is belief that in three to four years the students will be able to do the work necessary to pass the tests and move the school out of this classification.

## **COMMENDATION**

The 2007-2008 Grand Jury commends all of the people who are working together to achieve the goal of meeting the needs of the CJUSD student population. CJUSD provides an environment conducive not only to the educational process, but also the academic support necessary for students to achieve success following graduation.

The Grand Jury would like to express its thanks and appreciation for the courtesy, cooperation and assistance provided during the investigation by the Superintendent and all those associated with the CJUSD.

## **FINDINGS**

The 2007-2008 Grand Jury finds that:

1. 55% (239 students) of the CES students are ELL.
2. PHS associated student body accounts were unable to be audited.
3. Not all classrooms in the District have "Columbine" locks or telephones.
4. There is no kitchen, auditorium or multi-purpose room on the CJ/SHS campus.
5. There is no protected, comfortable eating area on the CJ/SHS campus as required by the District's Student Wellness Program.
6. Epi-pens and sharps boxes are not available at the CJ/SHS.
7. The CES and the CJ/SHS campuses are easily accessible to the public.
8. There is no specific area set aside as a recreation area for the CJHS Students.
9. There is no dedicated space for the Diversion Officer at the CJ/SHS.
10. Some faculty members were not made aware of the academic requirements for their students who have disciplinary contracts.
11. The CJUSD received a total allocation of \$15,300 from the on-going Art and Music Block grant; and a total one-time, allocation of \$69,127 from the Art, Music and PE grant. These funds were for specific, restricted use. The Grand

Jury was unable to ascertain if a monitoring system exists as to the intent or expenditure of these funds.

12. There were four (4) instances of apparent inappropriate use of Art Block grant funding, not spent as outlined in restricted "intent": (safety rails and risers \$2107; chairs and carts \$7260; personalized graduation medal key chains \$20; Califone Wireless Pro PA system \$2525).
13. There remains a large balance of Art & Music and the Art/Music/PE funds not specifically planned for or allocated.

## **RECOMMENDATIONS**

The 2007-2008 Grand Jury recommends that:

1. A Literacy Advocate/Coach position be placed in the 2008-2009 CES budget. Consideration also be given to developing a teaching plan in which the teacher, rather than an aide, provides direct instruction to ELL, while the aide engages students proficient in English in another activity.
2. The District Superintendent investigate and review the management of all student body accounts, including the PHS associated student body accounts, and make any corrections necessary to guarantee appropriate accounting of these accounts as recommended by the accounting firm conducting the annual audit.
3. "Columbine" locks be installed on all District classroom doors and telephones be installed in all classrooms prior to the beginning of the school year 2008-2009.
4. The District place the construction of an auditorium or multipurpose room with kitchen facilities on the CJ/SHS campus in the five-year Strategic Plan now being developed.
5. The District investigate a method to provide a protected, comfortable eating area for CJ/SHS students consistent with the Student Wellness Program policy.
6. Epi-pens and sharps boxes be purchased and placed with the secretary in the main office of the CJ/SHS campus and proper training in the use of these items be given staff members responsible for them.
7. The requirement of visitors signing in at the school offices before entering the campus be enforced and faculty members and other District personnel increase their awareness of any person on campus without permission. Additionally, that the District investigate fencing areas on the CES campus which allow access from the Napa River.
8. An area be developed as a CJHS recreation area.
9. A dedicated private meeting space be established on the CJ/SHS campus for the Diversion Officer to meet with students.
10. It would be helpful if faculty members, with students who have disciplinary contracts, are made aware of the academic requirements of the contract(s) in order to help the students achieve successful completion of these contracts.
11. A monitoring system be established that educates superintendents, principals and teachers as to the 'restricted use' of the Art & Music Block grants funds and the Art, Music, PE grants funds; and assures the expenditures thereof are spent as per grant restrictions.
12. Art & Music Block grant unspent funds be spent on appropriate items as detailed in "intent".

13. Art/Music/PE unallocated funds spent on professional development, as detailed in original “intent”.

## **REQUEST FOR RESPONSE**

The 2007-2008 Napa County Grand Jury requests the following responses:

1. The Superintendent of the CJUSD respond to Recommendations 1 through 13.
2. The Superintendent of the NCOE respond to Recommendations 11, 12 and 13.

## **GLOSSARY**

**ADA** --- Americans with Disabilities Act

**API** --- Academic Performance Index

**AYP** --- Federal Adequate Yearly Progress

**BP** --- Board Policy

**CAHSEE** --- California High School Exit Examination

**CAL FIRE** --- California State Department of Forestry and Fire Protection

**CES** --- Calistoga Elementary School

**CJHS** --- Calistoga Junior High School

**CJ/SHS** --- Calistoga Junior/Senior High School

**CJUSD** --- Calistoga Joint Unified School District

**CSHS** --- Calistoga Senior High School

**CECC** --- California Educational Computer Consortium

**CHOICES** --- District plan to build a “Culture of College”

**CPR** --- Cardiopulmonary Resuscitation

**CST** --- California Standards Test

**D.A.R.E.** --- Drug Abuse Resistance Education

**ELAC** --- English Language Action Council

**ELL** --- English Language Learner

**GASB** --- Governmental Accounting Standards Board

**GASB45** --- Governmental Accounting Standards Board Irrevocable Medical Trust Provision

**GED** --- General Education Development

**LLP** --- Limited Liability Partnership

**NCOE** --- Napa County Office of Education

**NIMS** --- National Incident Management System

**PARS** --- Public Agency Retirement Services

**PHS** --- Palisades High School

**Project PREPARED** --- NCOE program to strengthen emergency response and crisis management at the County, district and school sites

**PSAT** --- Preliminary Standardized Achievement Test

**SEMS** --- Standardized Emergency Management System

**SAT** --- Standardized Achievement Test

**STAR** --- Standardized Testing and Reporting

**USDA** --- United States Department of Agriculture

## APPENDIX A

ART & MUSIC BLOCK GRANT (on-going)		CJUSD	AB 1131
Received to date	\$ 11,498.00		
Accts Receivable	\$ 3,832.00		
Total	<u>\$ 15,300.00</u>		
CES	\$ 5,749.00		
CJ/SHS	\$ 5,749.00		
Palisades	\$ -		
Expenditures	CES	CJ/SHS	Palisades
5/3/2007	safety rails/steps for risers	\$ 2,107.30	
9/10/2007	color copier, ink cartridges, cable connect, paper, warranty 2 flutes	\$ 2,125.33	
11/2/2007	(Total \$1328)	\$ 228.00	
12/18/2007	installation/parts kiln exhaust	\$ 400.00	
2/1/2008	personalized graduation medal key chains		\$ 20.26
2/14/2008	art supplies	\$ 341.77	\$ -
FY 06/07	\$ -	\$ 2,107.30	\$ -
FY 07/08	\$ -	\$ 3,115.36	\$ -
Expended to date	\$ -	\$ 5,222.66	\$ 20.26
Balance to be spent	\$ 5,749.00	\$ 526.34	\$ (20.26)
Art	\$ 2,887.36	55%	
Music	\$ 2,355.30	45%	

## APPENDIX B

ART/MUSIC/PE (one-time grant)	CJUSD	SB 1131
Received to date	\$ 61,188.00	

Accts Receivable	\$ 7,939.00
Total grant	<u>\$ 69,127.00</u>

	CES	CJ/SHS	Palisades
Annual Disbursement	\$ 36,234.00	\$ 22,247.00	\$ 259.00

Expenditures

5/3/2007	basket balls, etc	\$ 311.69	
5/3/2007	80 chairs & 4 chair casts (\$7260); tuba rests	\$ 8,199.36	
7/13/2007	install breaker/conduit kiln	\$ 2,520.00	
9/10/2007	soccer goals	\$ 582.51	
9/13/2007	art books		\$ 75.00
10/3/2007	HP color copier & supplies	\$ 2,056.94	
10/18/2007	PE/Health - ladder, weight belts, dumbbells, pedometers, golf supplies (balls, starter sets, etc.)	\$ 6,090.93	

Califone Wireless Pro PA System (\$2525)

10/18/2008	laminating supplies		\$ 49.73
10/18/2008	Paper cutter		\$ 104.48
11/2/2008	foam shapes, art dept	\$ 27.91	
12/12/2008	bowling pin sets, scrimmage vests	\$ 990.24	
2/14/2008	art supplies	\$ 1,012.09	
	Indirect (admin) \$2448.00	\$ -	\$ -

FY 06/07	\$ -	\$ 8,511.05	\$ -
FY 07/08	<u>\$ 582.51</u>	<u>\$ 12,698.11</u>	<u>\$ 229.21</u>
Expended to date	<u>\$ 582.51</u>	<u>\$ 21,209.16</u>	<u>\$229.21</u>
Balance to be spent	\$ 35,651.49	\$ 1,037.84	\$ 29.79

Art	\$ 5,846.15	24%
Music	\$ 8,199.36	34%
PE	\$ 7,975.37	32%
Indirect	<u>\$ 2,448.00</u>	<u>10%</u>
	\$ 24,468.88	100%



**Final Report on  
Drug Abuse Resistance Education Program  
(D.A.R.E.)**

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**NAPA COUNTY GRAND JURY**  
**P.O. BOX 5397**  
**NAPA, CALIFORNIA 94581**

April 1, 2008

The Honorable Francisca P. Tisher  
The Honorable Raymond A. Guadagni  
Presiding Judges 2007/2008  
Superior Court of the State Of California  
County of Napa  
825 Brown Street  
Napa, CA 94559

Dear Judges Tisher and Guadagni,

Pursuant to Section 933(a) of the California Penal Code, the 2007-2008 Napa County Grand Jury submits to you its Final Report on the Drug Abuse Resistance Education Program (D.A.R.E.). Our investigation of the D.A.R.E. Program was conducted in a manner consistent with the California Penal Code, this Court's Charge, and the historic role of the Grand Jury – to protect the interests of the citizens of Napa County.

This is the fourth in a series of final reports we will be issuing before our term ends. I would like to acknowledge the hard work and dedication of the Grand Jury which this report reflects. It is a privilege and a pleasure to work with them.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "W. Trautman".

William E. Trautman  
Foreperson  
2007-2008 Napa County Grand Jury



## **NAPA COUNTY GRAND JURY**

**P.O. BOX 5397**

**NAPA, CALIFORNIA 94581**

To the Citizens of Napa County:

The 2007-2008 Napa County Grand Jury is engaged in several comprehensive investigations of various governmental agencies and related matters in Napa County in exercise of its duty under California law. We will issue a series of final reports on these investigations between now and the end of our term, June 30, 2008.

The fourth report, issued with this letter, is the result of our investigation of the termination of the Drug Abuse Resistance Education (D.A.R.E.) program in the City of Napa public schools and its absence in the public schools of St. Helena and Calistoga. As you will see from this report, the Grand Jury concludes that the D.A.R.E. or similar type of program should be reinstated or introduced in those public schools not utilizing such a program.

As we note in this report, while there is no empirical data showing the program reduces drug, alcohol or tobacco use or that it prevents violence, the Grand Jury believes that its secondary objective of increasing the familiarity and comfort that students have with law enforcement officers is a sufficient benefit to reinstate D.A.R.E. or a similar program in elementary schools in Napa, St. Helena and Calistoga. The program has remained active in American Canyon and other Napa Valley Unified School District (NVUSD) schools outside of the City of Napa. We commend the Napa County Sheriff's Department and the Napa Police Department active and retired peace officers for their work and dedication to the D.A.R.E. program and the D.A.R.E. Foundation for its support of the program in both private and NVUSD schools.

Napa County Counsel has reviewed this final report on the Drug Abuse Resistance Education Program (D.A.R.E.) and the Presiding Judge of the Napa County Superior Court has certified that the report complies with Title 4 of the California Penal Code. The report has also been accepted and filed as a public document by the County Clerk.

Copies of this report are available for your review in the Napa City Library and online by following the link to Grand Jury at <http://www.napacourt.com/>

It is our pleasure and honor to serve you during the 2007-2008 Grand Jury tenure. We hope you find this report informative.

Respectfully submitted,

The 2007-2008 Napa County Grand Jurors

# **DRUG ABUSE RESISTANCE EDUCATION PROGRAM (D.A.R.E.)**

## **SUMMARY**

The 2007/2008 Grand Jury investigated the termination of the Drug Abuse Resistance Education (D.A.R.E.) program in the City of Napa public schools and its absence in the public schools of St. Helena and Calistoga. Financial constraints, as well as other factors, contributed to the termination of this program in the City of Napa public schools and in St. Helena and Calistoga. The program has remained active in Napa Valley Unified School District (NVUSD) schools outside the City of Napa and in several private elementary schools in the City of Napa.

The Grand Jury has concluded that the objectives of D.A.R.E. or similar types of programs introduced to school children are appropriate uses of school time and should be introduced in those public schools which are not presently utilizing such a program. While NVUSD administrators are currently investigating options to the D.A.R.E. program, this program should be re-introduced in the public schools in the City of Napa for the 2008-2009 school year. Programs such as D.A.R.E. can be an integral part of the multi-faceted drug, alcohol, tobacco, and violence prevention effort presently underway throughout the County.

The Grand Jury agrees with NVUSD and Napa Police Department (NPD) officials who assert that there is no empirical data showing that the program reduces drug, alcohol, or tobacco use or that it prevents violence. However, the secondary objective of increasing familiarity and comfort that students have with law enforcement officers is a sufficient objective to recommend that the D.A.R.E. program be reinstated in elementary schools in the Cities of Napa, St. Helena and Calistoga.

It is not the Grand Jury's intention to insist upon implementation of D.A.R.E. to the exclusion of other, evidenced-based programs. However, we have concluded that it should be reinstated as a school activity until NVUSD, NPD, and other relevant agencies agree on a suitable substitute.

## **BACKGROUND**

D.A.R.E. is a program that gives children the opportunity to learn skills they will need to avoid involvement in drugs, gangs and violence. Founded in 1983, and now implemented in 75% of the nation's school districts, the program offers a police-led series of classroom presentations that are intended to teach children how to resist peer pressure and live productive, drug and violence-free lives.

The NVUSD announced early in the 2007-08 school year that the D.A.R.E. program would not be a part of the elementary school curriculum for 5<sup>th</sup> graders in the City of Napa public schools. The program at the City of Napa public schools has operated as a joint effort between the NPD, NVUSD and the Safe Schools Foundation, which is now known as the D.A.R.E Foundation. When the decision to terminate the program was made, the reasons given were:

1. The program was a victim of City of Napa budget cuts which resulted in a reduction in funds available to NPD to support police officer involvement.
2. NVUSD concluded that the program had not been updated for a number of years.
3. There was no data proving that the program was successful at preventing or reducing drug use among youth.
4. The program cut into time allocated for academic work necessary to meet the requirements of the No Child Left Behind Act (NCLB).

Napa County elementary schools, in cooperation with the Sheriff's Department, which has been able to sustain financial support of the program, continue to provide D.A.R.E. classes to 5<sup>th</sup> graders who attend schools outside the City of Napa. In the City of Napa, the D.A.R.E. program relied on retired police officers to serve as faculty. At the County schools and in the City of American Canyon (which contracts with the County to use the Napa County Sheriff's Department (NCSD) to provide police services), sheriff deputies handle D.A.R.E. duties. Four private schools continue to provide the D.A.R.E. program through the auspices of the D.A.R.E. Foundation using retired police officers who had formerly taught the program to the City of Napa public schools. For several years, D.A.R.E. has not been available to children attending public elementary schools in St. Helena or Calistoga.

The Grand Jury is concerned about the termination of the D.A.R.E. program in the City of Napa public schools and the absence of the program for a number of years in the public schools in St. Helena and Calistoga.

## **METHODOLOGY**

In conducting this investigation, the Grand Jury met with the below listed representatives; reviewed D.A.R.E. publications, a news article and letters to the editor, and correspondence pertaining to the cancellation of the D.A.R.E. program for 2007-08 and options for the future.

### **Interviews Conducted**

- NVUSD Administrators
- Officials of the D.A.R.E. Foundation
- Law Enforcement officials of the NPD and NCSD
- Faculty of the D.A.R.E. program

### **Documents Reviewed**

- DA.R.E. Elementary Curriculum Instructor's Manual, 2003 edition

- D.A.R.E. Student Workbook, 2003 edition
- Parent, Educator and Community Action Guide, Napa County, containing the 2006 CALIFORNIA *healthy kids* SURVEY for Napa school children
- Correspondence from NVUSD to Napa Valley Safe Schools Foundation
- Correspondence from NVUSD to D.A.R.E. faculty
- Committee for Children (Second Step Program) internet site
- D.A.R.E. Evaluation and Planning Committee Recommendations (January 11, 2008)
- Napa Valley Register

## DISCUSSION

The D.A.R.E. program has operated in Napa County and City of Napa elementary schools since the early 1990's. For many years it was presented to 6<sup>th</sup> grade students. When 6<sup>th</sup> graders were included in junior high school level classes, D.A.R.E. was presented to 5<sup>th</sup> graders. The local D.A.R.E. program is taught in accordance with a nationwide curriculum developed by D.A.R.E. America. D.A.R.E.'s primary goal is to significantly reduce or eliminate the use of alcohol, tobacco and other drugs and the use of violent behavior by young people. D.A.R.E. is intended to develop in students the capacity to understand the physical, social and legal risks and effects of alcohol, tobacco and drug use and to give them the confidence to resist or avoid these substances.

D.A.R.E. has an important secondary benefit. It utilizes uniformed police officers and Sheriff's deputies and/or retired police officers to conduct the classes. The consequence of the interaction between these law enforcement figures and the students allows them to develop a familiarity with officers and deputies, which can have a long-term, positive impact on the students' relationship with law enforcement.

According to local officials there is no empirical evidence supporting a conclusion that D.A.R.E. meets its primary goal of reducing the use of alcohol, tobacco or other drugs by young people. There is enough anecdotal information, however, to lead the Grand Jury to conclude that D.A.R.E. admirably meets the secondary goal of increasing the confidence level that children have in law enforcement officers.

Originally the D.A.R.E. course was taught in 17 one-hour sessions over the course of the school year. Recently, the course was reduced to 8 sessions. In the Napa County schools, it continues to be taught in 8 sessions. City of Napa public schools are not devoting any school time to D.A.R.E. for the 2007-08 year. Despite requests from D.A.R.E. faculty, they have not authorized D.A.R.E. to be taught before school, during lunch break, or after school. As previously mentioned, D.A.R.E. has not been taught in public schools in St. Helena and Calistoga for several years.

The annual budget for D.A.R.E. in the City of Napa was approximately \$45,000 which covered the cost of the retired police officers who taught the course. The Napa Valley D.A.R.E. Foundation provided the educational workbooks, instructors' manuals and ancillary items at no cost to NVUSD. NVUSD allocated class time to the program.

It was the expected shortfall in the City of Napa's budget that led to cancellation of the program for the 2007-08 school year. Subsequently, funds were found but the program was not reinstated because class schedules had already been established and NVUSD was considering other possible options to D.A.R.E.

During the 2007-08 school year, NVUSD has been investigating alternatives to D.A.R.E. and has determined to re-introduce D.A.R.E. or the Second Step Program in the 2008-09 academic year. The Second Step program is a research-based violence prevention program which integrates academics and social and emotional learning for children from pre-school through 8<sup>th</sup> grade, teaching vital social skills, such as empathy, emotion-management, problem solving and cooperation. NVUSD believes that D.A.R.E. needs revision with increased emphasis on gang and violence issues. Coincidentally, D.A.R.E. America has been working on a reassessment of its curriculum.

Prior to canceling D.A.R.E. in the City of Napa public schools, some Napa elementary schools had already withdrawn from the program. The pressures imposed by the NCLB no longer allowed time for D.A.R.E. instruction. However, students at Napa County elementary schools and four private schools are taking advantage of the D.A.R.E. program.

## **FINDINGS**

The 2007-2008 Grand Jury finds that:

1. NVUSD, the City of Napa and the Napa Police Department cancelled the D.A.R.E. program for the 2007-2008 school year.
2. D.A.R.E. continues to be part of the curriculum in Napa County and American Canyon public schools.
3. The public schools in St. Helena and Calistoga have not utilized the D.A.R.E. program for several years.

## **RECOMMENDATIONS**

The 2007-2008 Grand Jury recommends that:

1. NVUSD and the City of Napa fund D.A.R.E. or a similar program in the City's public elementary schools starting with the 2008-2009 academic school year.
2. The D.A.R.E. program continue to be part of the curriculum in Napa County and American Canyon public schools.
3. The public school districts of St. Helena and Calistoga re-institute the D.A.R.E. or similar program within the elementary school curriculum, beginning in the 2008-2009 academic school year.

## **REQUEST FOR RESPONSE**

The 2007-2008 Grand Jury requests responses from:

- Superintendent, Napa Valley Unified School District
- Napa Police Department, Chief of Police

- Superintendent, St. Helena School District
- Superintendent, Calistoga Joint Unified School District
- Napa City Council
- Calistoga City Council
- St. Helena City Council

## COMMENDATION

The Grand Jury commends the NCSD, its deputies and the NPD active and retired peace officers for their work and dedication to the D.A.R.E. program.

NVUSD has concluded there is no evidence showing that D.A.R.E. has succeeded in its primary objective of reducing drug/tobacco/alcohol use among youth. However, the Grand Jury concurs with NVUSD in that there is sufficient anecdotal information to conclude that D.A.R.E. admirably meets the secondary goal of increasing the confidence level that children have in law enforcement officers, and joins with NVUSD in its praise of the dedication of the D.A.R.E. staff and the support of the Napa Valley D.A.R.E. Foundation (formerly known as the Safe Schools Foundation).

The Grand Jury commends the NVUSD and the City of Napa for taking a serious look at the state of the D.A.R.E. program and for considering alternatives. It could have been the easier course to continue utilizing a well-intentioned program based on its success in improving relationships between law enforcement and students despite concerns that it may not be meeting its primary objective. Local authorities did not take the easy course, and for this, they are to be commended.

The Grand Jury commends the NCSD for continuing its financial support of the D.A.R.E. program in elementary schools outside of the City of Napa.

Finally, the Grand Jury commends the D.A.R.E. Foundation for providing financial and faculty support for the D.A.R.E. program in the private schools mentioned above and for continuing to provide financial support for NVUSD schools.

## GLOSSARY

**D.A.R.E.**---Drug Abuse Resistance Education program

**D.A.R.E. America**---The parent organization for D.A.R.E. Programs throughout the United States, providing training sessions for instructors and materials for students.

**D.A.R.E. Foundation**---The Napa-based charitable organization that provides instructional materials for students and funding for local D.A.R.E. activities.

**NCLB**---No Child Left Behind Act

**NCSD**---Napa County Sheriff's Department

**NPD**---Napa Police Department

**NVUSD**---Napa Valley Unified School District