

**LEADERSHIP, GOVERNANCE, MANAGEMENT,
AND FINANCE TASK FORCE**

COUNCIL OF THE GREAT CITY SCHOOLS

Task Force on Urban School Leadership, Governance, Management, and Finance

2020-2021

Task Force Goals

- To improve the quality of leadership in urban public education.
 - To improve the effectiveness of urban school boards
 - To lengthen the tenure of urban school superintendents
- To enhance accountability, management, and operations of the nation's urban public
 - To challenge the inequities in state funding of urban public schools.
 - To increase federal funding and support of urban public schools.
- To pass new federal school infrastructure legislation to help repair, renovate and build urban public school buildings.
- To enhance the ability of urban schools to use Medicaid for health services to students.
 - school systems.

Task Force Chairs

Barbara Jenkins, Orange County Superintendent
Ashley Paz, Fort Worth School Board

HARVARD-GREAT CITY SCHOOLS INSTITUTE

December 18, 2020

Potential Participants in the 2021 Harvard/Great City Schools Board Summer Institute--

Hello to all who had signed up for the 2020 Harvard University-Great City Schools Board and Superintendents Accelerating Board Capacity (ABC) Summer Institute at the Harvard Business School. We were sorry that we had to cancel this past summer's Institute because of the pandemic, but we have stayed in close contact with our partners at Harvard and have begun planning for July 2021. All who signed up for the 2020 Institute (and thus are receiving this email) will have first priority for the Summer 2021's program.

The folks at Harvard Business School (HBS) have informed us that their programming through the summer of 2021 will be held virtually, including our Institute. While they cancelled their summer 2020 Executive Education programs, they are now comfortable with the advances their faculty have made in remote learning last Spring and this Fall for the HBS students, and have begun to reoffer their world-class Executive Education programs virtually.

To explore this further, Michael O'Neill, the Council's Chair of the Board, and I participated last week in one of their virtual classes led by Professor Francesca Gino who was such a hit at the inaugural institute in 2019 and who will invariably join us again in 2021. The class was with other Executive Education clients worldwide, spanning every time zone, and was as exciting, stimulating, and interactive as everything we have come to expect from the Harvard team. It included a lecture, open discussion, videos, photos, snap polls and break-out discussions that were as seamless and engaging as any in-person session.

Based on this positive experience, and knowing the intense interest of our member districts' school boards and superintendents in engaging in this high-level professional development, we are moving forward with HBS on a Summer 2021 program, held virtually. We have asked the Harvard team to back out meal and lodging expenses and give us a new estimate of costs, which they will provide in the next several weeks. Board members and superintendents who participate in the entire virtual program will receive their certificates of completion from Harvard Business School and the Council—as you would have in-person. And the overall coursework and program will be comparable to that offered at the inaugural program that received rave reviews from your peer board members and superintendents.

Thus the ABC Summer Institute will happen in July 2021. It will be remote and potentially spaced out over a week or two around the original target dates of July 18-21. As such, we ask you to begin thinking in earnest about your likelihood to participate. (Attached is a list of those who had initially signed up.) Please tell us if you are still interested in attending this virtual offering in July 2021, or alternatively, if you would prefer to wait for an in-person program in the future (expected Summer 2022). We are confident that the limited spaces will again fill quickly, but wanted to give you the first opportunity to give us your initial reactions.

We will be meeting with the HBS team again in January and will be back at that time with more details, including specifics on timing and cost. At that point, we will need firm commitments. Thank you so much for your interest and consideration.

Happy Holidays to all.

--Michael Casserly
Council of the Great City Schools

Tentative Participants in 2021 Harvard—Great City Schools ABC Institute

July 2021

Arlington (TX)

Marcelo Cavazos, Superintendent
Kecia Mays, School Board
Bowie Hogg, School Board
Polly Walton, School Board
Melody Fowler, School Board
David Wilbanks, School Board
Justin Chapa, School Board

Atlanta

Lisa Herring, Superintendent
Jason Esteves, School Board
Eshe Collins, School Board
Leslie Grant, School Board
Aretta Baldon, School Board
Michelle Olympiadis, School Board
Nancy Meister, School Board
Erika Mitchell, School Board
Kandis Wood Jackson, School Board
Cynthia Briscoe Brown, School Board

Aurora

Rico Munn, Superintendent
Kevin Cox, School Board
Marques Ivey, School Board
Debbie Gerkin, School Board
Nichelle Ortiz, School Board
Stephanie Mason, School Board
Vicki Reinhard, School Board

Boston

Michael O'Neill, School Committee
Lorna Rivera, School Committee

Cincinnati

Laura Mitchell, Superintendent
Jennifer Wagner, Treasurer
Melanie Bates, School Board
Eve Bolton, School Board
Ryan Messer, School Board

Fort Worth

Kent Scribner, Superintendent
Jacinto Ramos, School Board
Quinton Phillips, School Board
Daphne Brookins, School Board
Ashley Paz, School Board
C.J. Evans, School Board
Anne Darr, School Board
Anael Luebanos, School Board

Houston

Grenita Lathan, Superintendent
Sue Deigaard, School Board
Myrna Guidry, School Board
Judith Cruz, School Board
Patricia Allen, School Board
Daniela "Dani" Hernandez, School Board
Anne Sung, School Board
Kathy Blueford-Daniels, School Board
Elizabeth Santos, School Board
Holly Maria Flynn Vilaseca, School Board

Jackson

Erick Greene, Superintendent
Letitia Johnson, School Board
Ed Sivak, School Board
Barbara Hilliard, School Board
Robert Lockett, School Board
Frank Figgers, School Board
Jeanne Hairston, School Board

Omaha

Cheryl Logan, Superintendent
Kimara Snipe, School Board
Shavonna Holman, School Board
Ben Perlman, School Board
Marque Snow, School Board
Tracy Casady, School Board
Nancy Kratky, School Board
Ricky Smith, School Board

Orange County (Orlando)

Barbra Jenkins, Superintendent
Teresa Jacobs, School Board

Pam Gould, School Board
Angie Gallo, School Board
Linda Kobert, School Board
Kat Gordon, School Board
Karen Castor-Dentel, School Board
Melissa Byrd, School Board
Johanna Lopez, School Board

Pittsburgh

Anthony Hamlett, Superintendent
Silvia Wilson, School Board
Terry Kennedy, School Board
Veronica Edwards, School Board

Sacramento

Jorge Aguilar, Superintendent
Lisa Murawski, School Board
Leticia Garcia, School Board
Christina Pritchett, School Board
Michael Minnick, School Board
Mai Vang, School Board
Darrel Woo, School Board
Jessie Ryan, School Board

San Francisco

Vincent Matthews, Superintendent
Stevon Cook, School Board
Mark Sanchez, School Board
Alison Collins, School Board
Jenny Lam, School Board
Gabriela Lopez, School Board
Faauga Moliga, School Board
Rachel Norton, School Board

Seattle

~~Denise Juneau, Superintendent~~
~~———— Zachary DeWolf, School Board~~
~~———— Chandra Hampson, School Board~~
~~———— Brandon Hersey, School Board~~
~~———— Sherri Kokx~~
~~———— Clover Codd~~

Waiting List

GOVERNANCE REVIEWS

CGCS Governance Review

Process Overview

INTRODUCTION

Overview

The Council of the Great City Schools (CGCS) provides full governance team and governance process review services to member districts through its *Governance Review Teams (GRT)*. The full governance review entails a major commitment from the school district as it requires the timely collection of important data and information, the participation of key officials and staff in phone-based and on-site interviews, the coordination of school board visits, and the completion of longitudinal governance and student performance data sets for the Council's analysis. The Board Chair and Superintendent of the school district must request the review and all travel expenses of the team must be covered by the requesting district.

Scope

A team of experienced Superintendents and board members from urban districts is assembled to form the GRT that will examine the district's program, materials and data in addition to conducting interviews and school visits. The review includes an extensive data analysis of longitudinal data sets regarding school board behaviors and overall student performance in the district. The GRT also conducts a comparative analysis of the school board relative to other school boards in the Council.

The final report is written for and is designed to be easily used by the school board, rather than the general public. Because the reports are focused exclusively on the school board, as opposed to the work of the Superintendent and administration, the Findings & Conclusions and Recommendations sections are organized into the same six research-based categories that the CGCS' Student Outcome Focused Governance framework is divided into:

- **Vision & Goals:** evaluates the extent to which the Board will, in collaboration with the Superintendent, adopt a vision & goals that are student outcomes focused.
- **Values & Constraints:** evaluates the extent to which the Board will, in collaboration with the Superintendent, adopt or revise policies and constraints to be student outcomes focused.
- **Accountability & Monitoring:** evaluates the extent to which the Board will devote significant time monthly to monitoring progress toward the vision & goals.
- **Communication & Collaboration:** evaluates the extent to which the Board will lead transparently and include stakeholders in the pursuit of the vision & goals.
- **Unity & Trust:** evaluates the extent to which the Board will lead with one voice in its pursuit of the vision and goals.
- **Continuous Improvement:** evaluates the extent to which the Board will invest time and resources toward improving its focus on the vision and goals.

PROCESS

Timeline

The timeline for completion of this work typically takes between 4 and 6 months. This length of time allows for both the internal and external aspects of the review to be conducted. Internal aspects of the review include time for the district to submit requested documents and data, and time for interaction with Board Members individually and the Board collectively. External aspects of the review include time spent interacting with individuals and organizations outside of the school district in an effort to understand the local context in which the district operates. Finally, the timeline allows GRT members sufficient time to review the submission, conduct data analyses, conduct interviews/visits, and to write the report. Examples of the specific tasks included in the workplan are provided below.

Research

The GRT reads relevant portions of the district's state education laws, board policy, administrative procedures, and reviews recent media to gain an appropriate understanding of the school board's current context.

Data Reviews

The GRT pours over governance survey data, comparing it with responses from other Council districts, to begin understanding board member and superintendent perspectives and practices. The GRT analyzes district student performance data, comparing it with academic KPIs from other Council districts, to gain clarity regarding current areas of strength and weakness concerning student outcomes.

A significant part of data review is the viewing and coding of recent board meetings. The GRT will generally code between 3 and 12 months worth of board meetings.

Phone Interviews

The GRT visits with each board member, with the superintendent, and with select community and staff members identified by board members and the superintendent. The intention of these interviews is to deepen the GRT's understanding of the school board's needs and of collective willingness to engage in this work.

Site Visits

The GRT will, on occasion, conduct a site visit to observe board meetings, to interact with the board as a whole, and/or to interact with the superintendent's cabinet as a whole.

Preliminary Report

Once a rough draft has been developed, it will be reviewed with the school board chair and superintendent and any necessary inaccuracies or misunderstandings can be addressed. To avoid it becoming a public document, it will not be given to the district.

Final Report

The deliverable is a comprehensive report with concrete recommendations. A final draft is delivered to the Board Chair and Superintendent for review prior to finalization for publication.

Estimated Costs

The GRT conducts governance reviews only for CGCS member districts at the request of the Board Chair and Superintendent. The cost for conducting these comprehensive reviews is a factor of the team's size, the number of days required to conduct the site visit and interviews, and the related travel expenses. Council staff time and resources for conducting analyses and writing the report are mostly absorbed by the Council. Exact costs are negotiable.

SAMPLE REPORT TABLE OF CONTENTS

What follows is one example of what the table of contents of the GRT final report might look like after the review process is complete.

INTRODUCTION

- Overview
- Summary

PROCESS

- Internal
- External

FINDINGS & CONCLUSIONS

- Vision & Goals
- Values & Constraints
- Accountability & Monitoring
- Communication & Collaboration
- Unity & Trust
- Continuous Improvement

RECOMMENDATIONS

- Vision & Goals
- Values & Constraints
- Accountability & Monitoring
- Communication & Collaboration
- Unity & Trust
- Continuous Improvement

APPENDICES

- A. Relevant Sections of Board Policy
- B. Student Outcomes Data
- C. Recent Board Goals
- D. Relevant Sections of Governance Survey Results
- E. Board Time Use Results
- F. Recent Superintendent Contract
- G. Recent Board Self Evaluation Instrument
- H. Recommended Board Procedures
- I. Timeline of Proposed Next Steps

CGCS Governance Technical Assistance and Professional Development

Overview

The Council of the Great City Schools offers technical assistance and professional development to its member school boards and superintendents along with its proposed governance audits and its Harvard University program. The technical assistance and professional development are typically offered in a series of four-to-five all day sessions that are led by one or two Council staff members and consultants. Components include—

Why Some Urban School Systems Improve Faster than Others. This presentation and discussion summarize much of the Council's years-long research on why and how some urban school systems improve faster than others do, and what the school board's role in that improvement is.

School Board Survey. This discussion summarizes the results of an in-depth survey administered to the board of education and superintendent that covers basic board characteristics, information on how the board spends its time, and features of the board's work. Comparisons are made to results from other major city school systems.

Roles and Responsibilities. This portion of the professional development covers roles and responsibilities of the school board and how they differ from the role of the superintendent and the administration. The discussion differentiates system inputs, outputs, and outcomes and describes what the roles of the board and superintendent are in each. The discussion features characteristics of functional and dysfunctional school boards. Finally, the professional development also includes a component on what the board's role is in setting the culture of the district.

Goal-setting and Evidence. The technical assistance includes a major component that helps boards and superintendents jointly set or amend student-outcome focused goals. The exercises include the discussion and development of key performance indicators (KPIs) to assess progress on the goals. And the training includes defining various guard rails or constraints that the board does not want to see happen in the pursuit of the goals.

Goal Monitoring. This portion of the professional development focuses on the school board's critical role in monitoring progress on the goals rather than on various programmatic inputs. The work includes calendaring board consideration of goals and KPIs at regular school board meetings throughout the year.

Board and Superintendent Evaluations. The sessions also include discussions on how the goals and progress on them inform the evaluation of the superintendent and the school board.

School Board Meetings. This portion of the technical assistance and professional development includes agenda setting and effective school board meetings.

CGCS Board Chair Cohort

The CGCS Board Chair Cohort will accept current board officers (all officers, not just the current chair though senior officers will be given priority) to participate in a twelve month learning experience with other board officers from across the nation. Participants will collaborate monthly with the full cohort, in small groups, and in pairs throughout the year to complete the Council's Student Outcomes Focused Governance (<http://tinyurl.com/SOFGmanual>) board chair curriculum that is designed to support their effectiveness as leaders of large public school systems. Up to 24 participants will be accepted into the inaugural cohort and participation costs \$1000 per person (expenses not included). Applications are open until January 30. Applicants will be notified of their status by February 5. Sessions will be virtual, but optional in-person events for cohort members will coincide with the Council's spring legislative event in DC and fall annual conference in Philadelphia.

Applications Due: January 30

Selection Announced: February 5

First session (2 day workshop): February 12-14 (Dates/Times TBD)

Monthly 1hr Check-Ins: March-November

Optional session: Legislative Conference, March 19-21 (Washington, DC)

Second session (1 day workshop): April (Date TBD)

Third session (1 day workshop): June (Date TBD)

Optional session: Fall Conference, October 20-23 (Philadelphia, PA)

* Required

Name *

Your answer

District *

Your answer

Role *

Your answer

Does your board support your application? *

Yes

No

Mobile *

Your answer

Email *

Your answer

How much board officer experience do you have? *

Your answer

Why are you applying to participate in this cohort? *

Your answer

What do you hope to get out of completing this board officer training? *

Your answer

Submit

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CGCS Governance Coach Cohort

The CGCS Governance Coach Cohort will accept seasoned board members to participate in a twelve month training to become certified Student Outcomes Focused Governance (<http://tinyurl.com/SOFGmanual>) coaches who, once certified, are then positioned both to better serve in their own district and to actively support other districts throughout the Council (<http://tinyurl.com/CGCS-Gov-Review-Process>). Participants will collaborate quarterly with the full cohort, monthly in small groups and pairs, and will receive one-on-one coaching support to complete the certification requirements (<http://tinyurl.com/SOFGcoaches>). Up to 16 participants will be accepted into the inaugural cohort and participation costs \$1000 per person (expenses not included). Applications are open until January 30. Applicants will be notified of their status by February 5. Sessions will be virtual, but optional in-person events for cohort members will coincide with the Council's spring legislative event in DC and the fall annual conference in Philadelphia.

Applications Due: January 30

Selection Announced: February 5

First session (2 day workshop + team building): February 19-21 (Dates/Times TBD)

Monthly 1hr Check-Ins: March-November

Optional session: Legislative Conference, March 19-21 (Washington, DC)

Second session (knowledge & skills workshop): April (Date TBD)

Third session (mindset workshop): June (Date TBD)

Optional session: Fall Conference, October 20-23 (Philadelphia, PA)

* Required

Name *

Your answer

District *

Your answer

Role *

Your answer

Does your board support your application? *

Yes

No

Mobile *

Your answer

Email *

Your answer

What prior experience do you have with coaching leaders? *

Your answer

Why are you applying to participate in this cohort? *

Your answer

What do you hope to get out of becoming a certified SOFG Coach? *

Your answer

Submit

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Student Outcomes Focused Governance Coaches

What is an SOFG Coach?

Student outcomes don't change until adult behaviors change. This is as true in the classroom as it is in the boardroom; when school boards change their adult behaviors to be intensely focused on improving student outcomes, they inspire the same throughout the entire school system. But even though most school boards aspire to this, few attain it — largely because the school board orthodoxy of the last 100 years is catastrophically unlikely to awaken this focus in school board members. To make the leap from what school board governance has been to an intense focus on improving student outcomes, school boards need a guide. This is the function of the SOFG Coach.

How do SOFG Coaches support school boards?

The work of SOFG Coaches is grounded in the idea that student outcomes don't change until adult behaviors change. As such, the key work of SOFG Coaches is to support school board members who want to change their adult behavior in ways that are more likely to improve student outcomes. SOFG Coaches focus on three key drivers of adult behavior change: knowledge, skill, and mindset.

Knowledge is about what we know. Knowledge is the smallest of the three drivers; knowing the latest governance research is valuable in catalyzing adult behavior change but it is also completely insufficient to do so in the absence of the other two drivers.

Skills are about how we are able to employ what we know. As we gain more facility with the knowledge we possess, our adult behaviors can change even more. Having tools with which to use effective governance research is valuable. Skills are a larger driver than knowledge but their impact is still small compared to the third driver of adult behavior change.

Mindset is about how we view the world and how we make meaning of the circumstances unfolding around us. Mindset is the most powerful of the three drivers of adult behavior change. In the context of a disempowering mindset, knowledge and skills become impotent; in the context of an empowering mindset, knowledge and skills become powerful tools for improving student outcomes.

Mindset	Skills	Knowledge
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SOFG Coaches first work with school boards to ensure that an empowering mindset is present — a world view that all students, regardless of their circumstances, can learn to high standards and that the key to unlocking that potential is first through changes in my own behavior. This is largely accomplished through leading the [SOFG Workshop](#). Once this mindset is present in school board members, SOFG Coaches then provide the knowledge and skills necessary to fully leverage this mindset. Details about these elements are found in the [SOFG Manual](#).

What is the SOFG Coach certification process?

Given the work of SOFG Coaches, the certification process challenges coach candidates in the same three areas: knowledge, skill, and mindset.

- Regarding knowledge, coach candidates must demonstrate a deep understanding of the most recent research into effective governance and of the SOFG Manual.
- Regarding skills, coach candidates must demonstrate mastery of the tools in the SOFG Manual and of the skills necessary to effectively lead the SOFG Workshop.
- Regarding mindset, coach candidates must complete a series of mindset practices such that they are able to effectively guide others through the same self-transformation.

SOFG Coach Certification Steps

To begin the certification process or for questions regarding the process, contact an [SOFG Lead Coach](#). The knowledge and skill steps must be completed before the mindset steps can begin.

- Knowledge Requirements
 1. Observe at least 20 public school board meetings from at least 5 different boards from at least 2 different states than your own and discuss with the SOFG Lead Coach
 2. Observe at least two SOFG Workshops (or approved student outcomes-focused workshops)
 3. Review the Reference Lit (<http://tinyurl.com/govreflit>) and discuss with the SOFG Lead Coach
 4. Read the SOFG Manual and SOFG Principles, compare with Reference Lit, and discuss with the SOFG Lead Coach
 5. Review the SOFG Principles and the [Policy Diet flowchart](#), and discuss with the SOFG Lead Coach
 6. Review the state accountability system and the state legal framework regarding school boards (this must be done for every state in which you are coaching prior to leading a workshop in that state) and discuss with the SOFG Lead Coach

- Skill Requirements
 1. Create a sample 6 month coaching calendar for a target district based on the SOFG manual
 2. Create a sample set of goals, guardrails, and a monitoring calendar for a target district
 3. Create a sample monitoring report of a sample goal for a target district
 4. Calibrate on the Board Monthly Time Use Evaluation with 95%+ accuracy for a target district
 5. Calibrate on the Board Quarterly Self Evaluation with 95%+ accuracy for a target district
 6. Complete an SOFG Coach Knowledge & Skill Workshop
 7. Monitor the meetings of three approved Boards for three months, code their board meetings, and provide monthly coaching recommendations for the Board Chair and Superintendent
 8. Participate on at least two support teams for school boards led by an SOFG Coach
 9. Effectively facilitate at least two SOFG Conversations (1-3hr)

- Mindset Requirements
 1. Complete at least 5 SOFG mindset practices within 14 days
 2. Complete an SOFG Coach Mindset Workshop
 3. Effectively co-facilitate one SOFG Workshop (2 day) or three SOFG Overviews (5+hrs) with an SOFG Lead Coach. The three elements evaluated during the co-facilitation are:
 - Integrity: Being your word
 - Content: Being an expert of the material
 - Challenge: Being a safe but firm guide to support participant self-reflection.

SOFG Lead Coach Certification Steps

- Be a certified SOFG Coach for at least 1 year
- Complete at least 3 months of 50% Mindset
- Coach at least two school boards to 80%+ (or SOFG Lead Coach approved threshold)
- Complete at least 15 additional SOFG mindset practices (you can only guide others through practices you have completed)
- Guide at least three SOFG Coach candidates through their initial 5 practices
- Effectively co-facilitate SOFG Coach Knowledge & Skill and Mindset Workshops
- Calibrate on the SOFG Coach Candidate Co-facilitation Evaluation with 95%+ accuracy

BROWARD COUNTY GRAND JURY INQUIRY



**BARNETT
KIRKWOOD
KOCHÉ
LONG
& FOSTER**

LESLIE J. BARNETT
CRAIG E. BEHRENFELD
HUNTER J. BROWNLEE
CHARLES A. CARLSON
KEVIN J. DARKEN
MATTHEW L. EVANS
TODD FOSTER
MATT GODDEYNE
MICHAEL V. HARGETT
DAVID M. HEMEYER
PETER T. KIRKWOOD
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January 6, 2021

SENT VIA ELECTRONIC MAIL

Council of Great City Schools
Attn: Dr. Michael Casserly
1331 Pennsylvania Ave., NW
Suite 1100N
Washington, D.C. 20001
MCasserly@cgcs.org

Re: Engagement of Barnett, Kirkwood, Koche, Long & Foster

Dear Dr. Michael Casserly:

This letter is to acknowledge the engagement of this firm to perform legal services for you related to a grand jury subpoena issued by the Office of the Florida Statewide Prosecutor to Robert Carlson or for any other matters requested by CLIENT.

Our fees plus costs will be billed monthly at the respective hourly rates of the attorneys and legal assistants working on this matter. My hourly rate is \$500 and the rates of the attorneys who may be working on this matter will be \$300 - \$400 per hour. This firm charges for all time expended by attorneys and paralegals in connection with a client's matter, including intra-office and telephone conferences, and time spent out of the office on behalf of a client. Paralegals will be billed from \$100 to \$150 per hour. (Should travel be necessary in the course of this matter, time spent traveling will be billed at \$150 per hour.)

In addition to this firm's compensation discussed above, we will bill our clients for this firm's out-of-pocket disbursements, including postage, court filing fees, messenger delivery and other transportation charges, and other miscellaneous out-of-pocket disbursements in accordance with the firm's customary practices.

The services and costs in connection with this engagement will be billed to you on an itemized monthly statement, and payment is required within 30 days of receipt of the statement. Fees will be based on the hourly rates of the attorneys and paralegals working on this matter.

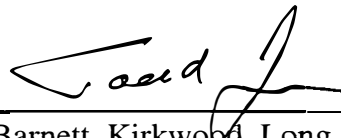
We are requesting a retainer deposit in the amount of \$5,000. We will apply the retainer deposit toward payment of our invoices, which will include legal fees billed at the above- mentioned hourly rates, and out of pocket costs incurred during the course of the engagement. Fees will not exceed the \$5,000 retainer without prior authorization from client.

This written agreement contains all understandings between the parties, and there are no oral agreements or conditions which are not set forth in this document. Any modification or amendment to this agreement shall be made in writing or by entering into a subsequent retainer to be signed by the parties.

If the matters described in this letter are consistent with your understanding of the terms of this Firm's engagement, please sign this letter in the space provided below, and return the acknowledgment copy to me via facsimile or email to acknowledge your consent to the foregoing matters.

I look forward to working with you on this matter.

Sincerely,



Barnett, Kirkwood, Long, Koche & Foster

Acknowledged and agreed this 6th day of January 2021 by:

CLIENT: Michael D. Casserly

Council of Great City Schools
By: Dr. Michael Casserly

COLUMBUS TRANSPORTATION REVIEW



Review of the Student Transportation Program of the Columbus City Schools

Maurice Oldham, Chief Operating Officer of the Columbus City Schools (CCS), requested that the Council of the Great City Schools (CGCS) provide a high-level management review of the school district's student transportation program. Specifically, he requested that the Council--¹

- Review, evaluate, and comment on the Office of Transportation's organizational structure, staffing levels, business processes, planning and forecasting, internal controls, internal and external communications, and identify opportunities for improvement to better position the office moving forward.
- Identify strategies to improve driver recruitment, retention, absenteeism, and driver safety.
- Develop recommendations that would help the school district's transportation program achieve greater operational efficiencies, effectiveness, sustainability, and enhance its strategic value to the school district.

In response to this request, the Council assembled a Strategic Support Team (the team) of senior managers with extensive experience in transportation operations from other major urban city school systems across the country. The team was composed of the following individuals. (Attachment A provides brief biographical sketches of team members.)

Robert Carlson, Project Director
Director, Management Services
Council of the Great City Schools (Washington, D.C.)

David Palmer, Principal Investigator
Deputy Director (Retired)
Los Angeles Unified School District (California)

¹ The Council has conducted some 350 organizational, instructional, management, and operational reviews in over 65 big city school districts over the last 20 years. The reports generated by these reviews are often critical, but they also have been the foundation for improving the operations, organization, instruction, and management of many urban school systems nationally. In other cases, the reports are complimentary and form the basis for identifying "best practices" for other urban school systems to replicate. (Attachment E lists the reviews that the Council has conducted.)

James Beekman
General Manager, Transportation
Hillsborough County Public Schools (Florida)

Nathan Graf
Senior Executive Director, Transportation and Vehicle Maintenance
San Antonio Independent School District (Texas)

Nicole Portee
Sr. Executive Director Operations Systems
Guilford County Schools (North Carolina)

William Wen
Senior Director, Transportation Services
Orange County Public Schools (Florida)

The team reviewed documents provided by the school district prior to a four-day site visit to Columbus, Ohio, on March 10-13, 2020. The general schedule for the site visit is described below, and the complete working agenda for the site visit is presented in Attachment B.

The team met with the Chief Operating Officer, Maurice Oldham, during the evening of the first day of the site visit to discuss expectations and objectives for the review and make final adjustments to the work schedule. The team used the second and third days of the site visit to observe operations, conduct interviews with key staff members (a list of individuals interviewed and sites visited is included in Attachment C), and examine additional documents and data (a complete list of documents reviewed is included in Attachment D).²

The final day of the visit was devoted to synthesizing and refining the team's findings and recommendations and providing the Deputy Superintendent, Dr. John Stanford, and the Chief Operating Officer with a briefing on the team's preliminary findings.

The Council sent the draft of this document to team members for their review to affirm the accuracy of the report and to obtain their concurrence with the final recommendations. This management letter contains the findings and recommendations that have been designed by the team to help improve the operational efficiencies and effectiveness of the Columbus City Schools transportation program.

Columbus City Schools

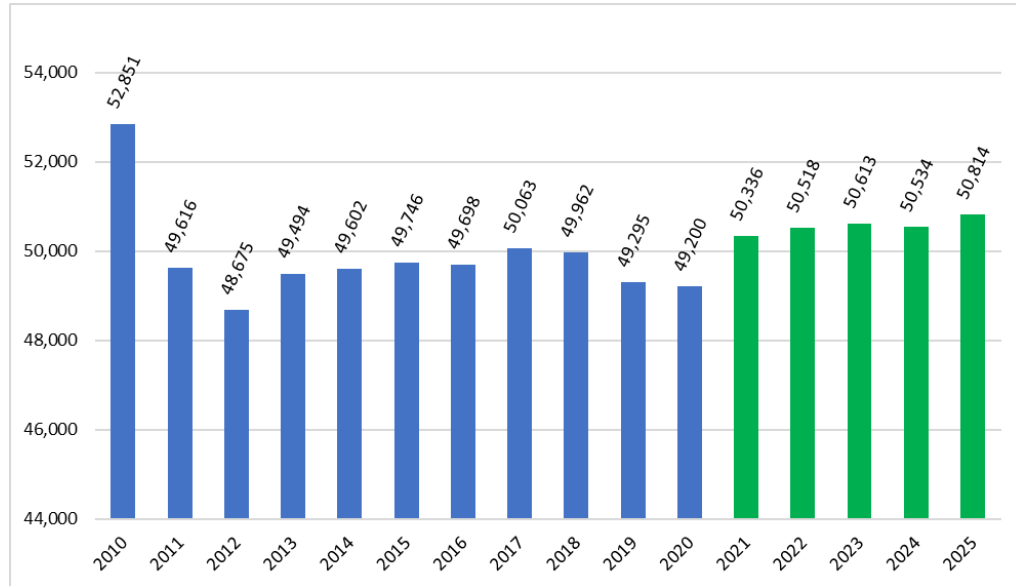
The Columbus City Schools, the largest school district in the State of Ohio, serves the 14th most populous city in the nation (2018 estimated).³ The Columbus City Schools operate 113 schools and centers, covering a geographic area of 137 square miles. The district serves a diverse

² The Council's reports are based on interviews with district staff and others, a review of documents, observations of operations, and professional judgment. The team conducting the interviews must rely on the willingness of those interviewed to be truthful and forthcoming but cannot always judge the accuracy of statements made by interviewees.

³ Source: <https://www.dispatch.com/news/20180524/columbus-retains-position-as-14th-largest-city-for-now>.

student population of approximately 49,200 students,⁴ supported by nearly 9,000 employees (7,675 FTEs), of which approximately 3,900 are teachers.⁵ Exhibit 1 below displays 11 years of enrollment history and five years of projected enrollment through FY2025.⁶

Exhibit 1. Columbus City Schools Enrollment History and Projections



Source: CGCS, Using Data Provided by CCS and the CCS FY19 Comprehensive Annual Financial Report

The Board of Education of the Columbus City Schools governs the district and is responsible for policymaking and oversight, as governed by the general laws of the State of Ohio. The School Board is comprised of seven members who are elected for overlapping four-year terms.⁷ The Superintendent of Schools, appointed by the Board for a maximum term of five years,⁸ is the executive officer of the district, who is responsible to the School Board for the efficient and effective management and operation of the school system and its resources.

The CCS Mission reads: *Each student is highly-educated, prepared for leadership and service, and empowered for success as a citizen in a global community*, and the CCS Vision reads: *A world-class model of public education that prepares members of our communities to reach their full potential.*⁹

The CCS total expenditure budget for FY20 was \$1.58 billion.¹⁰ Columbus City Schools’ revenue came from a combination of local resources (48 percent of total revenue), state resources

⁴ Enrollment at the time of our site visit. See: <http://ccsdashboard.eastus.cloudapp.azure.com/viewer/content/dashboard.html>.

⁵ Source: FY19 Comprehensive Annual Financial Report at: <https://www.ccsos.us/site/handlers/filedownload.ashx?moduleinstanceid=14140&dataid=19857&FileName=2019.PDF>.

⁶ The enrollment projection data was prepared in June 2015 by an outside consultant.

⁷ *Ibid.*

⁸ *Ibid.*

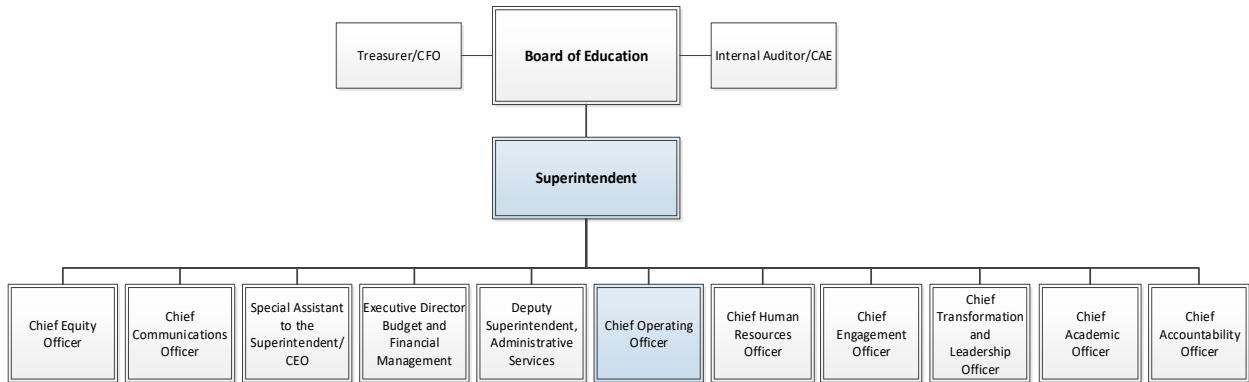
⁹ Source: <https://www.ccsos.us/domain/154>.

¹⁰ Source: <https://columbuschools.finance.socrata.com/#!/dashboard>.

(38 percent of total revenue), federal resources (9 percent of total revenue), and other non-tax revenue (4 percent of total revenue).¹¹

The Superintendent is responsible for the competent administration of the school district and its resources. Exhibit 2 below displays the current organizational structure of the Office of the Superintendent and her 11 direct reports. As required by state statute, the Treasurer/CFO and Internal Auditor/CAE positions are direct reports to the Board of Education.

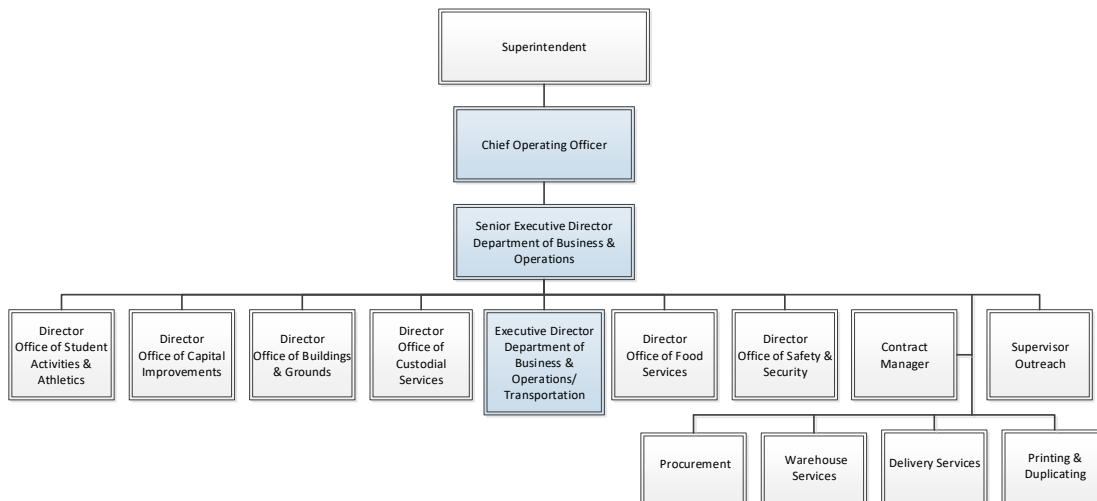
Exhibit 2. Office of the Superintendent Organizational Chart



Source: CGCS, Using Data Provided by the Columbus City Schools

The Chief Operating Officer, who is a direct report to the Superintendent, has responsibility for: Student Activities and Athletics, Capital Improvements, Buildings and Grounds, Custodial Services, Transportation, Food Services, Safety and Security, Contracts, Outreach, Procurement, Warehouse Services, Delivery Services, and Printing and Duplicating. The Chief Operating Officer’s organization is shown below in Exhibit 3.

Exhibit 3. Chief Operating Officer’s Organizational Chart



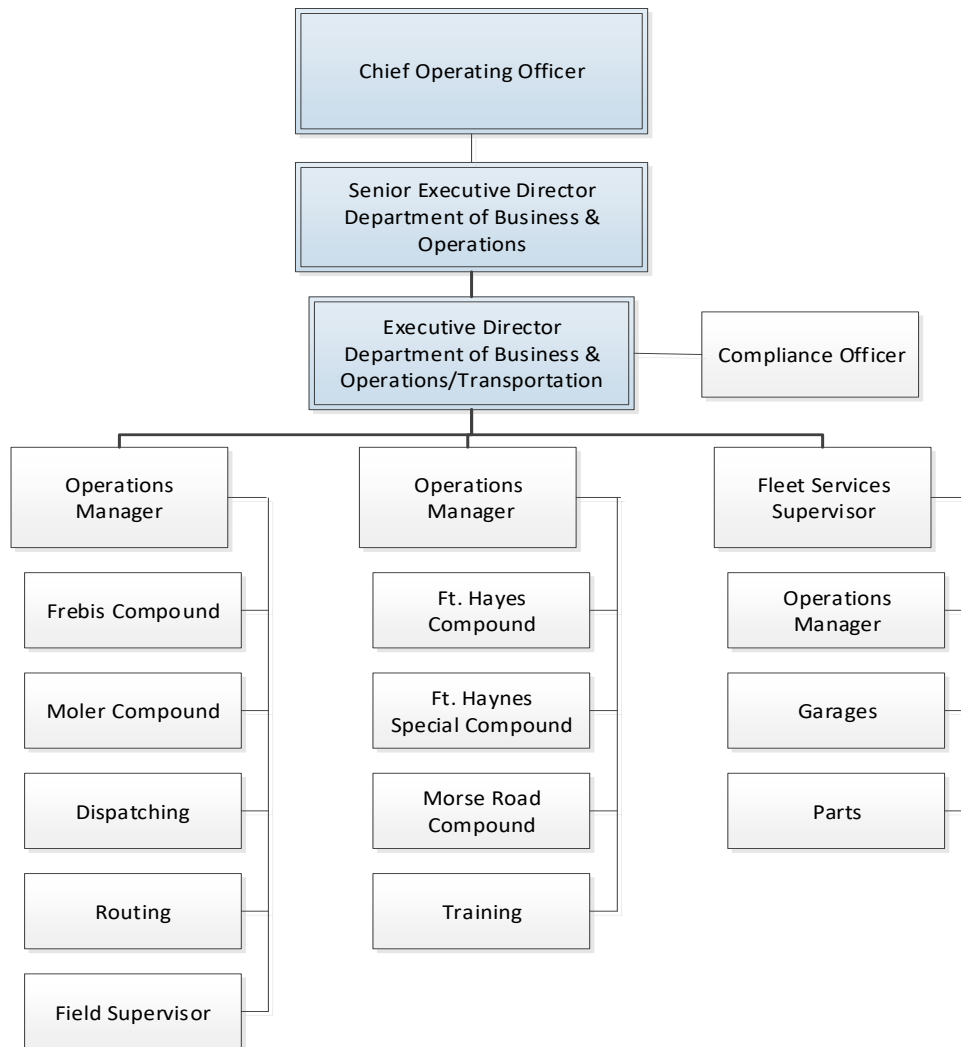
Source: CGCS, Using Data Provided by the Columbus City Schools

¹¹ Source: <http://education.ohio.gov/Topics/Finance-and-Funding/School-Payment-Reports/District-Profile-Reports/FY2019-District-Profile-Report>.

Office of Transportation

The Executive Director, Department of Business Operations and Transportation, leads the Office of Transportation (the office). The following positions report to the Executive Director: an Operations Manager, who is responsible for two bus parking compounds,¹² dispatching, routing, and a field supervisor; a second Operations Manager, who is responsible for three parking compounds and training; a Fleet Services Supervisor, who is responsible for vehicle maintenance; and a Compliance Officer, who is accountable for monitoring driver licenses, employee training records, and drug testing compliance. Exhibit 4 below presents an abridged overview of the Office’s organizational structure.

Exhibit 4. Department of Transportation Organizational Chart



Source: CGCS, Using Data Provided by the Columbus City Schools

¹² Bus parking compounds include the oversight of compound supervisors and bus drivers. One compound also includes oversight of aides and attendants.

The Executive Director, Department of Business Operations and Transportation is also responsible for the office budget. The FY20 revised budget was \$73,761,433, which was 4.68 percent of the district’s total expenditure budget. The FY20 transportation budget increased by \$5,478,990, or 8.02 percent from FY19.¹³ Since FY15, the budget has grown by 35.60 percent. Exhibit 5 below displays budgets and actual expense totals for the past five fiscal years and the FY20 revised budget; and Exhibit 6 on the next page shows the Office of Transportation’s staffing levels by position.

Exhibit 5. Office of Transportation Comparative Budget Data

	FY 2015		FY 2016		FY 2017		FY 2018		FY 2019		FY 2020
	Revised Budget	Actual	Revised Budget	Actual	Revised Budget	Actual	Revised Budget	Actual	Revised Budget	Actual	Revised Budget
TRANSPORTATION BUDGET											
GENERAL FUND											
SALARY & WAGES	27,238,768	27,810,291	27,787,811	28,854,358	28,460,757	31,629,881	30,355,339	31,340,888	28,991,721	33,481,664	31,458,807
FRINGE BENEFITS	15,633,525	15,902,485	17,925,769	16,896,648	17,365,808	17,903,970	18,245,348	18,028,481	19,004,463	19,302,108	19,503,859
PURCHASED SERVICES	1,755,685	1,393,911	2,225,997	1,338,304	4,236,687	1,686,142	4,782,768	2,425,876	3,027,992	1,374,929	3,993,502
SUPPLIES	8,600,150	7,034,801	8,471,967	5,592,156	8,171,954	6,554,251	7,624,609	7,276,275	8,714,077	8,479,633	8,476,949
CAPITAL OUTLAY	510,590	122,685	1,604,056	1,002,288	663,380	558,206	96,795	90,925	75,492	53,404	149,858
OTHER	15,313	12,708	26,105	11,260	35,842	21,820	29,775	25,195	26,821	16,853	48,205
TOTAL GENERAL FUND	53,754,031	52,276,882	58,041,706	53,695,014	58,934,428	58,354,270	61,134,633	59,187,640	59,840,567	62,708,591	63,631,180
NON-GENERAL FUND											
PERMANENT IMPROVEMENT	51,500	-	51,500	51,500	-	-	3,405,531	-	4,330,794	-	6,680,794
LOCAL GRANTS	9,434	350	15,680	2,690	23,554	6,469	20,661	5,651	10,075	1,898	8,950
PUBLIC PRESCHOOL	57,497	10,825	20,000	4,125	18,150	1,925	-	-	-	-	-
MISCELLANEOUS STATE GRANTS	-	-	151,082	65,953	85,129	85,129	1,050	1,050	1,976,000	-	1,976,000
RACE TO THE TOP	1,200	775	-	-	-	-	-	-	-	-	-
PERKINS VOCATIONAL EDUCATION	-	-	-	-	10,000	5,080	23,000	13,320	14,000	10,908	10,000
SCHOOL IMPROVEMENT SUB A	49,250	23,463	68,469	33,256	38,903	12,510	18,562	18,562	-	-	-
SCHOOL IMPROVEMENT SUB G	74,093	19,355	70,895	36,241	48,306	11,156	63,391	36,429	44,202	7,275	21,000
TITLE III LIMITED ENGLISH	5,000	-	-	-	-	-	-	-	-	-	-
REFUGEE CHILDREN SCHOOL IMPACT	2,196	-	4,392	4,392	1,688	-	4,400	3,384	(110)	(347)	-
TITLE I	392,791	233,721	471,945	343,348	675,641	387,903	882,883	415,840	2,042,695	762,576	849,851
FEDERAL MISCELLANEOUS GRANTS	605	-	605	-	-	-	-	-	24,220	1,150	583,658
TOTAL NON-GENERAL FUND	643,566	288,489	854,567	541,505	901,370	510,173	4,419,478	494,236	8,441,877	783,460	10,130,253
GRAND TOTAL	54,397,598	52,565,371	58,896,273	54,236,519	59,835,798	58,864,443	65,554,111	59,681,876	68,282,443	63,492,051	73,761,433

Source: CGCS, Using Data Provided by the Columbus City Schools

The Vision of the Office of Transportation reads: *The Office of Transportation aspires to transport students safely, efficiently, and effectively in an environment that motivates and fosters learning. Transportation Services staff and employees aim to acquire and effectively utilize resources to exceed customer needs and raise hope, trust, and confidence in Columbus City Schools.*

Based on current statutes,¹⁴ CCS is generally *required* to provide transportation (to and from school) for pupils in grades kindergarten through eight who live more than two miles from their school of attendance. However, the State will also reimburse districts for students transported one mile or more to their school of attendance, which CCS has elected to do. The school of attendance can include CCS schools, community schools (charter),¹⁵ and State approved non-public schools.

¹³ A portion of the increase can be attributed to salary increases.

¹⁴ Source: <http://codes.ohio.gov/orc/3327.01>.

¹⁵ The team recognizes that charter schools can be non-profit or for-profit entities. Team concerns arose about the appropriateness of taxpayer money being used to subsidize transportation costs at for-profit charter schools.

Exhibit 6. Office of Transportation Staffing

Office of Transportation	Positions
Executive Director - Department of Business & Operations/Transportation	1
Administrative Support	1
Student Transportation	
Operations Manager Positions	2
Compound Supervisor Positions	11
Training Supervisor Positions	2
Routing Manager Positions	4
Field Supervisor	1
Dispatcher Positions	5
Compliance Officer	1
Administrative Support Positions	7
Bus Driver Positions	757
Substitute Bus Drivers (91 positions currently vacant)	100
Bus Driver Trainees	14
Intervention Aide Positions	84
Intervention Aides - Subs	37
Child Care Attendants	20
Child Care Attendants - Subs	8
Fleet Services	
Fleet Services Supervisor	1
Operations Supervisor	1
Assistant Garage Supervisor Positions	6
Fleet Services Mechanic I Positions	24
Fleet Services Mechanic II Positions	7
Parts Supervisor	1
Parts Clerk Positions	2
Administrative Support	1
Total	1,098

Source: CGCS, Using Data Provided by the Columbus City Schools Office of Transportation

Current statutes allow the option to provide, based on the distance to the school of attendance, transportation for resident school pupils in grades nine through twelve to and from CCS high schools. The statutes also require district-provided transportation to and from a non-public or community charter high school if similar service is provided to students attending CCS schools, which CCS currently provides.¹⁶ Also, CCS is required to provide transportation for Students with Disabilities (SWD) when transportation has been identified as a related service, students in transition (McKinney-Vento),¹⁷ and students in foster care.

¹⁶ CCS is not required to transport elementary or high school pupils to and from a non-public or community school where such transportation would require more than 30 minutes of direct travel time as measured by school bus from the public school building to which the pupils would be assigned if attending the public school designated by the district of residence. Source: <http://codes.ohio.gov/orc/3327.01>.

¹⁷ The McKinney-Vento Homeless Assistance Act was reauthorized by the Every Student Succeeds Act (ESSA), and signed into law in December 2015.

The Office of Transportation is responsible for the daily transportation of approximately 30,400¹⁸ students, transported on 703 district-operated bus routes and 19 contracted vehicles.¹⁹ Over 1,000 students are provided district-paid public transportation on Central Ohio Transportation Authority (COTA) buses as well,²⁰ and over 900 students are transported by their parents and reimbursed by the district.²¹ In FY19, the Office of Transportation provided 1,600 CCS students summer transportation services to 22 school sites, and it processed and provided nearly 10,000 auxiliary (curricular and athletic) trips for CCS students. Exhibit 7 below illustrates the cost per student and the average daily ridership, by program, from FY15 to FY19.

Exhibit 7. FY15-FY19 Cost per Student and Average Daily Ridership

Category	Year	Type I	Type II	Type III	Type IV
Cost Per Student (Type I = Transported on CCS Buses, Type II = Transported on Contract Vehicles, Type III = Transported on Public Transportation (COTA) Buses, Type IV = Parent Reimbursed by CCS for Providing Transportation)	FY19	\$ 1,594.51	\$ 1,008.61	Unknown	\$ 117.17
	FY18	\$ 1,343.26	\$ 1,282.08	\$ -	\$ 254.14
	FY17	\$ 1,232.20	\$ -	\$ 126.59	\$ 164.52
	FY16	\$ 1,150.64	\$ -	\$ 146.49	\$ 301.13
	FY15	\$ 1,361.74	\$ -	\$ 114.56	\$ 83.18
Number of CCS Students Provided Transportation that Live One Mile or More to School of Attendance	FY19	16,860	115	41	-
	FY18	24,567	835	-	-
	FY17	22,617	-	-	-
	FY16	20,745	-	-	-
	FY15	21,939	-	-	-
Number of Community (Charter) School Students Provided Transportation that Live One Mile or More to School of Attendance	FY19	5,328	507	114	467
	FY18	3,473	237	-	416
	FY17	6,847	-	1,262	468
	FY16	5,714	-	1,027	386
	FY15	3,824	-	1,893	874
Number of Non-Public School Students Provided Transportation that Live One Mile or More to School of Attendance	FY19	1,851	216	914	450
	FY18	1,379	65	-	500
	FY17	2,213	-	-	-
	FY16	1,912	-	195	54
	FY15	998	-	-	821
Number of CCS Students Provided Transportation that Live Within One Mile to School of Attendance	FY19	1,551	1	-	-
	FY18	1	-	-	-
	FY17	-	-	-	-
	FY16	26	-	-	-
	FY15	-	-	-	-
Number of Community (Charter) School Students Provided Transportation that Live Within One Mile to School of Attendance	FY19	495	30	-	-
	FY18	37	-	-	-
	FY17	-	-	-	-
	FY16	-	-	-	-
	FY15	-	-	-	-
Number of Non-Public School Students Provided Transportation that Live Within One Mile to School of Attendance	FY19	122	1	-	-
	FY18	-	-	-	-
	FY17	26	-	-	-
	FY16	-	-	-	-
	FY15	-	-	-	-

Source: Ohio Department of Education

¹⁸ Average ridership taken for one week in October 2019 for state reporting.

¹⁹ CCS contracts for specialized transportation services with private vendors. Currently, approximately 240 students are transported daily by a private vendor on eight (8) school buses. An additional 11 “medically fragile” students are transported in single vehicles by another vendor. Typically, these vendors are used to transport students that cannot be transported (or economically transported) on district buses due to where the student resides, the type of disability, or the location of the school the student attends.

²⁰ FY19 data; the team request for FY20 data went unanswered.

²¹ *Ibid.*

Columbus City School buses traveled more than 10.4 million miles in FY19, picking-up and dropping off students at approximately 4,520 separate stops.²² Students are transported into over 260 schools, most of which are *not* operated by the Columbus City Schools. Exhibit 8 below illustrates this phenomenon.

Exhibit 8. Transportation Service Delivery

CCS Transportation Responsibilities	Schools
Columbus City Schools (by grade)	
High Schools 9-12	14
Middle Schools 6-8	16
K-8 Schools	3
7-12 Schools	3
K-5 Schools	52
K-6 Schools	13
4-5 School	1
K-3 Schools	2
Specialty Schools/Programs	4
Career Centers	2
Sub Total CCS Schools	110
Non-CCS Schools	
Independent Charter Schools	75
Nonpublic Schools	76
State Schools	2
Sub Total Non-CCS Schools	153
Grand Total	263

Source: CGCS, Using Data Provided by the Columbus City Schools

Except for one school, all 110 CCS schools operate on the same calendar, utilizing a school-level (elementary, middle, or high school) standardized bell schedule. However, non-CCS schools operate on at least 110 different bell schedules. Non-CCS schools further exacerbate the complexity of the routing schema as they operate on nearly 100 different calendars.

Findings

The findings of the Council’s Strategic Support Team are organized into four general areas: Commendations, Leadership and Management, Organization, and Operations. These findings are followed by a set of related recommendations for the school district.²³

²² Source: Columbus City Schools - Office of Transportation.

²³ Review teams often identify areas of concern that may go beyond the intended scope of the project. As a service to our member districts, any concern that rises to a high-level is included in the report.

Commendations

- Columbus City Schools has taken advantage of an available grant to purchase new school buses.
- The team noted that many Office of Transportation staff appeared to be hard working, committed to their jobs and student success, and were eager to improve services.
- The team observed tenure and longevity among the Office of Transportation staff who offered institutional knowledge and history.
- The team was told that the district’s Office of Internal Audit recognized the transportation compliance office for a no-errors “perfect” audit.
- The team noted that CCS scored in the “best quartile” on two 2017-2018 CGCS *Managing for Results*²⁴ Transportation Operations Key Performance Indicators (KPI).²⁵ Exhibit 9 below displays CCS’ best quartile rankings.²⁶

Exhibit 9. Best Quartile Ranking of Transportation Key Performance Indicators

Key Performance Indicator (2017-2018)	Columbus City Schools	CGCS Ohio Districts Median	CGCS National Median
Bus Fleet- Daily Buses as Percent of Total Buses	96.02%	85.12%	79.77%
Cost per Mile Operated	\$3.16	\$7.20	\$4.83

Source: CGCS KPI Project Using Data Entered by CCS

Leadership and Management

- The Office of Transportation’s failure to establish a strategic direction by setting long-range goals and plans, the under or non-utilization of data or metrics to drive decisions, measure performance, establish accountabilities, and the lack of use of best practices contributed to many of the conditions identified in this report. To illustrate --
 - The transportation office did not have a multi- (typically five) year business continuity plan in place to enable ongoing district transportation services that --
 - Mirrored the district’s long-term strategic goals and objectives or aligned with the district’s mission and vision;

²⁴ The Council’s *Managing for Results* report is a Performance Measurement and Benchmarking Project that identifies performance measures, key indicators, and best practices that can guide the improvement of non-instructional operations in urban school districts across the nation.

²⁵ A key performance indicator (KPI) is a type of performance measurement.

²⁶ Columbus City Schools submitted their on-time performance record for 2017-2018 as 100 percent on-time. The review team, based on many collective years of experience, finds it difficult to accept that for an entire school year no bus was ever late due to vehicle breakdown, driver absence, heavy traffic, road closure, railroad crossing traffic, construction, incorrect route sheet, etc. when picking students up, arriving or departing to or from schools, or dropping students off at their bus stops.

- Identified and ranked critical functions and resources that were necessary to operate a service that supported and sustained these goals and objectives;
 - Identified the sequential steps, timelines, and costs required to complete tasks and associated activities; and
 - Identified performance measures to hold management accountable for results.
- Business analytical tools and techniques, including return on investment (ROI) analysis, total cost of ownership (TCO) analysis, cost-benefit analysis, risk analysis, and business case justifications with rationales were not used to drive decision making, measure and compare program costs, enhance performance, increase effectiveness, achieve greater efficiencies, and drive continuous improvement efforts;
 - Actionable plans with road maps on how to implement strategic priorities, measure these priorities, and report on the performance of these priorities were generally absent.²⁷ As a result --
 - Business plans were not used or even considered when determining the needs of the transportation office or to strategically identify and correct inefficiencies within the organization; and
 - It appeared that the recent purchase of route navigation and student information system software on each bus was implemented without a business plan or a positive implementation and training strategy to ensure its success.
 - No apparent written standard operating procedures (SOP) to document work or workflow were identified. The lack of SOPs contributed to inconsistent operations among compounds, including in the areas of--
 - Utilization of unassigned drivers,
 - Employee time review and approval,
 - Resolution of parent concerns and complaints,
 - Progressive employee discipline,
 - Service channels for vehicle breakdowns,

²⁷ FY20 CCS budget documents highlighted multiple transportation and fleet services initiatives. The team found no evidence that these initiatives transcended throughout the office with any level of actionable and measurable written plans, timelines, or accountabilities. See: [https://go.boarddocs.com/oh/columbus/Board.nsf/files/BD5RFF6DC5D5/\\$file/FY20%20Budget%20Presentation%20-%20FAC%20-%2020031319.pdf](https://go.boarddocs.com/oh/columbus/Board.nsf/files/BD5RFF6DC5D5/$file/FY20%20Budget%20Presentation%20-%20FAC%20-%2020031319.pdf), pages 43-44.

- The transportation office tended to be more reactive and transactional than proactive and strategic as the team heard considerable time was spent “firefighting” vs. “fire prevention;”
- Decisions appeared to be *ad hoc* in that little or no data were used to drive strategic decision making;
- The team found no deliberative, proactive succession plan, capacity building, staff development opportunities, managerial training, supervisorial training, or cross-training in critical functions to ensure continuity in the event of an absence, leave, retirement, promotion, or resignation of crucial office staff;
- Some staff interviewed said they never saw or were provided a copy of their job description;
- There was a lack of collaboration, shared ownership, and collective accountability for progress on intra- and interdepartmental goal strategies;
- The department suffers from inertia by “doing the same thing in the same way with the same results” without any sense of guidance or urgency to change;
- Annual office forecasting, planning, and timeline development did not take place;
- There were no formal surveys to gauge customer satisfaction with services provided or to identify areas of concern and opportunities for improvement;
- No financial and performance objectives were used to measure progress against established targets or benchmarks at any level;
- The transportation office did not require or utilize exit interviews to track reasons why employees voluntarily separated from district service; and
- There was no mechanisms in place to identify and implement industry best practices.
- There was a general sense from many staff members interviewed that employees, many of whom were long-term employees, felt under-appreciated, under-valued, and if they even mattered or were important to the organization. One person commented, “I am not sure we are all on the same team.” Additionally--
 - It was reported that bus drivers with perfect attendance were not appreciated or recognized for that achievement; and
 - Other forms of transportation employee recognition were generally non-existent.
- There was a lack of communication channels up-and-down and side-to-side within and between offices. The team was told--
 - The transportation office was operating in silos and stovepipes in large part because there was a lack of regularly scheduled meetings and formal communication channels

- to address operational challenges. The team heard that some teams met weekly, some teams every few weeks, some teams monthly, and some interviewed indicated they could not remember the last time a staff meeting was held.
- However well-intended, the communications process between dispatchers, the transportation call center,²⁸ and contractors was inefficient. For example--
 - The team was unsure if the transportation office effectively leveraged and trended data and information provided by call-center staff;
 - Although the call center tracks the number of transportation calls received, once a “call slip” was provided to transportation, there appeared to be no record of closure or how the concern was ever resolved; and
 - Process improvement opportunities were lost as it was reported that regularly scheduled team meetings with transportation staff and call center staff did not take place.
 - Suggested agenda items were not uniformly solicited, in advance, by management or supervisors, and written agendas were not always distributed at meetings; and
 - There was no formal internal Office of Transportation communications vehicle, i.e., office newsletter or regularly scheduled (weekly, monthly, or quarterly) office updates.²⁹
 - There was a lack of focus and funding on capital-financed initiatives, including--
 - Facilities improvement, i.e., unpaved parking lots, small and antiquated garages and service bays, and small driver rooms;
 - No apparent funding source was identified to meet the needs of the current school bus replacement plan. This plan called for replacing 71 buses annually at a minimum annual cost of \$7.3 million. However, the current funding level was only \$2 million annually, which provided only enough funding for 20 of the 71 buses; and
 - No white fleet³⁰ vehicle replacement plan was identified to replace support vehicles.
 - Key office staff was not at the table when new or changing programs were discussed that affected transportation operations. To illustrate--
 - Multiple team leaders said they had minimal opportunities to address critical strategic issues within their areas of responsibility, and consequently were put in a position where they had to be reactive rather than proactive;

²⁸ The call center that receives transportation-related calls is not part of the Office of Transportation organization.

²⁹ The team was told that the office will soon be testing a new communication system.

³⁰ A white fleet vehicle is a district-owned vehicle that is not a school bus. White fleet vehicles typically include district trucks, vans, automobiles, and other equipment with engines (e.g., generators, lawnmowers).

- Transportation office staff shared that they do not have a voice in discussing operational challenges and identifying opportunities to improve effectiveness and efficiency;
- Critical staff not at the table limited employee “buy-in” and the opportunity to provide input when new or changing programs were discussed or considered;
- There was no apparent employee input into the acquisition of navigation tablets, which may explain why they were poorly accepted and not fully utilized;
- The team was not able to confirm whether the transportation office had input into CCS school calendars and bell schedules; and
- Fleet Services staff shared they were not asked to provide input into the purchase of 300 school buses that came equipped with engines that were known throughout the industry for egregious problems and multiple class-action lawsuits. The apparent reason for the purchase was driven by a delivery date commitment and not the best business purchase decision by CCS for the long-term.
- The team was told of operational weaknesses and other vulnerabilities that exposed the district to unnecessary risk, liability, and a lack of internal controls. To illustrate--
 - The team was told that the Office of Safety and Security (S&S) was charged with responding to all school bus accidents and student behavior issues. It was shared by multiple interviewees that S&S rarely responds to these situations and that the Columbus Police Department was ultimately called to respond;
 - The Office of Transportation was not leveraging previously procured technology to verify that bus drivers were inspecting school buses before transporting students;
 - School bus stops and student walk paths to stops were not routinely checked and evaluated for safety and appropriateness as required in CCS Administrative Guide 8605;³¹
 - The team was told of extraordinarily high percentages of buses not passing annual state inspections when compared to other CGCS member districts that participated in the latest CGCS KPI survey. The median CGCS 2018 KPI score for buses that failed inspection on the first try was 12.23 percent. The team was told of CCS school bus inspection failures that were significantly higher than 12.23 percent. Contributing factors shared with the team for failing inspections included--
 - The age of the school bus fleet,
 - A high bus per mechanic ratio,
 - The lack of a preventive maintenance program for the fleet,

³¹ See: <https://go.boarddocs.com/oh/columbus/Board.nsf/Public?open&id=policies#>.

- There has not been a full vehicle parts inventory count for several years. In addition--
 - Parts were not stored in key-locked or access-badged areas. For example, vehicle batteries located in a garage the team visited were unsecured while stored on the garage floor;
 - Parts storage rooms were open and accessible to anyone in the area; and
 - Mechanics pulled parts using the “honor system.”
- The team was told of many worker compensation claims that occurred at the same bus parking compound. The team observed severely damaged walking surfaces with cracked and broken blacktops, dangerous potholes, and uneven or no pavement;³²
- During the site visits to bus compounds, the team observed parking-lot lighting to be of poor quality and, in some areas, almost non-existent. This safety condition was exacerbated by bus drivers and others in the bus-parking lots not wearing reflective vests to enhance visibility;
- Morning dispatchers start their workday at 6:00 a.m., which does not align with the hours of operation, as many drivers sign on and begin their routes well-before 6:00 a.m.;
- There was little management or supervisory presence after hours and on weekends to provide support, assistance, and guidance to drivers when they were driving during these times. The transportation office relied on one dispatcher (who was not a supervisor) and mechanics to make necessary decisions;
- There was confusion or lack of ownership as to who was responsible for student behavior on buses. It was uncertain if Safety and Security was responsible, if the school administrator was responsible, if transportation was responsible, or if student behavior on buses was a shared responsibility;
- It was not clear who monitored driver credential compliance of garage personnel and drivers of white fleet vehicles;
- State or district policy may not have been consistently followed concerning the use of purchase orders in place of contracts to private vendors for ongoing transportation services. As a result--
 - In FY19, the district spent nearly \$900,000 for transportation services provided by private vendors without board-approved contracts;³³

³² Some drivers shared an internal driver euphemism describing the propensity to file worker compensation claims as, “Hurt me today, I’ll see you next May.”

³³ Source: <http://odevax.ode.state.oh.us/htbin/f2019-cost-analysis.com?irn=043802>.

- In FY18, the district spent nearly \$1.5 million for transportation services provided by private vendors without board-approved contracts;³⁴
- In the absence of written contracts with third-party transportation service providers, the team was unable to verify --
 - That a comprehensive process for training third-party drivers on CCS transportation policies existed;
 - That the district was protected with “failure to perform” or “liquidated damage” contract language;
 - That vendors maintained minimum liability and other required up-to-date insurance; indemnification and hold harmless language, and performance bond language;
 - If termination language existed;
 - That controls were in place to ensure assigned students were transported on the specific days invoiced;
 - That there was a clear definition of what constituted an accident or incident when CCS students were aboard;
- The team was unable to verify that appropriate oversight was in place to monitor contractor--
 - Daily vehicle inspections,
 - Driver proficiency using the best practice of check rides,
 - Vehicle maintenance practices,
 - Training practices, and
 - Preventable accident follow-up and accountability.
- The team was unable to determine if there was a direct correlation between the skill levels of Office of Transportation management and staff and their ability to improve operational efficiencies and effectiveness. In other words, were the right people with the right skills in the right positions to effectively lead and manage transportation operations remained a question in the minds of the team.
- The team was told by multiple interviewees, “The union was running the Office of Transportation, not management.”

³⁴ Source: <http://odevax.ode.state.oh.us/htbin/f2018-cost-analysis.com?irn=043802>.

- While staff stated that retaining employees was difficult, it did not appear that a districtwide strategic plan was in place to recruit or retain classified personnel. Additionally, the team found that --
 - The hiring of bus drivers may exceed 56 days from application submission to the time of hire, which may be contributing to the shortage of bus drivers;
 - Pre-employment costs (i.e., background checks, drug tests, licensing, etc.) for applicants was estimated to be more than \$280, which by itself could be a deterrent for many job seekers; and
 - The district does not appear to be utilizing technical-school trained candidates to fill skilled trades³⁵ positions.
- The team found no uniform methodology for identifying or establishing continuous improvement opportunities, cost savings, or cost recovery. For example --
 - The team found no business case justifications with cost estimates or cost-benefit analyses justifying what work could be performed more cost-effectively by district staff vs. the cost of contracting for the same services from outside vendors;
 - The Office of Transportation lacked a formalized process for monitor and effectively utilizing ridership and bus capacity data throughout the school year to contain or reduce transportation costs. To illustrate--
 - Other than the data collected for the October state report, the team found no evidence that actual ridership data were monitored or reviewed throughout the school year to identify opportunities for consolidating runs and routes, eliminating buses, eliminating stops, or equalizing loads;
 - The Office of Transportation relies on self-reporting by drivers and names and numbers of students no longer riding the bus to determine when stops should be eliminated. This methodology becomes a disincentive to drivers to accurately report ridership numbers and “stop counts” for fear of having their hours reduced or losing their preferred route assignments; and
 - The transportation office was not engaged in tracking Medicaid reimbursement opportunities to increase district revenue.

Organization

- The team found anomalies when reviewing organizational charts provided to the team. For example --

³⁵ Skilled trades include automotive, bus, and truck mechanics, carpenters, electricians, HVAC (heating, ventilation, and air conditioning), locksmiths, masons, plumbers, roofers, welders, and others with specialized skills.

- Fleet mechanics were shown as reporting to each other and not to the Fleet Services Assistant Supervisors;
- Some position titles on the organizational charts appeared mislabeled in that the position title could not be found in the online job description listing or the position control data provided by the office.³⁶ As a result, what should have been a routine process of “connecting the dots” became an impossible task. In other words, the team was not able to crosswalk position titles with job descriptions with position control summaries, all of which were necessary to confirm as appropriate the office organizational structure and the scope of responsibilities.
- Charts did not appropriately distinguish between line and staff functions.³⁷
- The team found spans of control (i.e., Manager, Transportation Operations) that were too broad to be effective. Large spans of authority and responsibility contribute to --
 - A lack of internal controls and checks and balances due to the comingling of otherwise separate functions and duties;
 - A lack of efficiency and effectiveness;
 - The fostering of information islands and operational silos;
 - The negative impact on processes, systems, operational units, management styles, and consistency; and
 - Communication breakdowns where employees cannot or do not interact with each other effectively.
- A functional misalignment was clear in that the Transportation Call Center did not report to the Office of Transportation, but it reported to the Office of Communications and Media Relations.
- It was reported by many interviewed by the team that the department was understaffed, especially in supervisory positions. However, the team was not able to determine workloads within areas of responsibility to validate these comments. It was also reported that --
 - There was a lack of accessibility to supervisors at bus compounds, which created frustration for drivers; and
 - Supervisors were overworked and micromanaged.

³⁶ See: <https://www.ccsch.us/Page/2350>.

³⁷ A line function or position has authority and responsibility for achieving the major goals of the organization. A staff function is a position whose primary purpose is providing specialized expertise and assistance to line positions.

- The Office of Transportation lacked a dedicated technology person to support and maximize technology initiatives; and to develop needs assessments, requirements, and specifications for future technology needs.
- The team was told that no job description existed for the Dispatch Manager position, but the position was synonymous with the Compound Supervisor position. Based on interviews, the team found the responsibilities of these two positions to be vastly different. Dispatch Managers had no supervisory authority and were in the same labor association as bus drivers. In contrast, Compound Supervisors had direct line supervisory responsibilities and were represented by the classified supervisors' labor association.
- The team saw no evidence that the Office of Transportation's organizational structure and workflows had been examined recently or whether staff could be repurposed to achieve greater operational efficiencies and effectiveness.

Operations

- The Office of Transportation had been aggressive in acquiring newer technology in the past, but it was unclear whether there were any significant operational improvements and efficiencies gained from the investments as the technology was not fully leveraged. To illustrate --
 - Bus drivers, bus monitors, and bus aides scan in and out using a districtwide electronic time reporting system. The team was told that employee scan times were not electronically validated against the appropriate start and end times for each employee. As a result, if not recognized in advance by a supervisor before the payroll cutoff, employees that scanned in before their designated time or scanned out after their designated time were paid for the unauthorized time;
 - Route optimization features³⁸ of the routing software appeared to be underutilized or not utilized at all;
 - It was unclear who was responsible for critical electronic map updates or for the frequency of those updates;
 - The successful rollout and implementation of the onboard guidance and navigation devices were minimized due to --
 - Poor bus driver inclusion and training that resulted in a lack of confidence in the system;
 - Upper management felt the system did not deliver what was promised;

³⁸ These features are used to identify opportunities to increase efficiency. Optimization software plans and reviews routes to identify opportunities to reduce costs by consolidating routes, consolidating stops, reducing drive time, fuel, and vehicle maintenance costs.

- Drivers and supervisors felt the technology added no value to the operations, except for substitute bus-driver use, and then only if the map was updated or corrected; and
 - No CCS employee was fully trained or identified as the transportation “go-to” person managing the effort.
- Low staff confidence in budget data provided to the team created pause about the Office of Transportation’s budget management acumen. For example--
 - The team was unable to secure an explanation of why there was an ~\$20M gap between the FY19 transportation costs reported to the State (\$42.8M) and the district’s actual Office of Transportation expenditures for that budget year (\$63.5M);
 - The team was unable to determine transportation’s encroachment on the district’s general fund;
 - The CCS budget office staff indicated they were not aware of transportation costs being submitted to the State by Office of Transportation staff;
 - Multiple requests by the team for the current dollar value of the vehicle parts inventory went unanswered;
 - It appeared that some data reported to the State might have underrepresented actual costs, which could have negatively affected the district’s annual state reimbursement allocation. For example--
 - In FY19, CCS reported that over 1,000 students were provided public (COTA) transportation, but zero dollars were reported as the cost for this transportation;³⁹
 - The team found it highly unusual that in FY18, zero students were reported transported on COTA buses. That was the only year since FY12 (the last year data was easily accessible on the Ohio Department of Education web pages) that the district reported zero students riding COTA buses;
 - Based on state-reported data, 38 students in FY18 were provided transportation that lived within one mile of their school of attendance. However, the next school year (FY19), 2,200 students were provided transportation that lived within one mile of their school of attendance. With few exceptions (i.e., SWD), CCS *does not* receive state reimbursements for transported students who live within one mile of their school of attendance;⁴⁰
 - Transportation per pupil and per bus costs were not granularly tracked or differentiated by useful categories. These data are essential for identifying opportunities to reduce

³⁹ Source: <http://odevax.ode.state.oh.us/htbin/f2019-cost-analysis.com?irn=043802>.

⁴⁰ Source: <http://education.ohio.gov/getattachment/Topics/Finance-and-Funding/School-Transportation/Pupil-Transportation-Office/Pupil-Transportation-Service-levels-2011.pdf.aspx>.

- costs and for providing accurate cost estimates for future academic program initiatives that may require district-provided transportation. Categories typically tracked include-
- School type (e.g., CCS, charter, non-public),
 - Eligibility type (e.g., more than one mile to the school of attendance, within one mile to the school of attendance),
 - Program type (e.g., general education, school choice, SWD, homeless, foster, etc.), and
 - Type (mode) of transportation (e.g., CCS school bus, contracted school bus, COTA, in lieu of (payment to parent), other privately owned vehicles).
- The Office of Transportation did not furnish much of the follow-up data that was requested by the team,⁴¹ including--
 - Summary information about the number of students eligible for transportation for the past several years;
 - Various transportation charts and tables provided by the team;
 - Answers to questions about anomalies and disparities in state-reported ridership data;
 - Type III transportation costs for FY19;⁴²
 - Answers to fundamental operational questions, such as which data elements were tracked in the fleet maintenance software used by the office; and
 - Copies of bid materials the team was told were sent to vendors for school bus, van, or single vehicle contracted services.
 - In reviewing the CCS student routing process, the team identified a lack of best practices and several areas of concern. For example --
 - There was no indication that a formal interdepartmental annual route planning timeline existed, which would integrate input from essential stakeholder offices. These offices typically include Special Education, Student Assignment, Information Technologies, McKinney-Vento, Foster Care Services, Communications & Media Relations, Safety

⁴¹ The team recognizes that the district was effectively “shut down” from mid-March to the end of the school year, and that many central office staff worked from home during that period. However, the team was extremely patient waiting many weeks for requested data that never arrived.

⁴² The State of Ohio classifies modes of student transportation into types: Type I is transporting students in district-owned buses, Type II is transporting students in contract-owned buses, Type III is transporting students via public transportation (COTA), Type IV is payment to parent for transporting student, Type V is transporting students in a district-owned vehicle other than a school bus, and Type VI is transporting students in privately owned (vendor) vehicles other than a school bus (i.e., van or SUV).

and Security, Transportation, Enrollment Planning, School Choice, Medicaid, and others as appropriate. As a result--

- There was no established or agreed-upon annual route planning timeline for affected stakeholders;
- There was no agreed-upon final date when critical student data would be sent to transportation to begin summer and fall routing. These data are needed early in the routing process to determine projected bus, driver, bus monitor, and bus aide needs;
- Nightly updates of student data were not always successful;
- CCS routers were not notified or informed in a timely way about when transported community charter students no longer required transportation services;
- Routes were built on eligibility rather than actual average ridership, which resulted in additional buses and unnecessary costs. The department holds seats for 100 percent of the transportation-eligible students, even though historically at least 25 percent of these students have never ridden or no longer ride the bus;
- Families are offered a wide choice of schools and academic pathways to meet the needs of all CCS students. However, regardless of school of choice and by district policy, students that reside more than one mile from their school of attendance are eligible for transportation;
- The team heard that there were runs⁴³ with only one student riding the bus, and the team was told that many buses were significantly underutilized;
- Although there were differing interpretations of relevant state codes, what was agreed upon was that the level of services provided to non-CCS students must mirror the level of services offered to CCS students. However, the apparent freedom that community charter and non-public schools have in establishing their calendars, bell times, and the number of student school days in a school year has caused CCS to operate two separate and inefficient transportation delivery systems: One for CCS schools and students and a second transportation system for community charter and non-public school students.
- There was a disconnect between policy and the actual practice of implementing changes to existing bus routes. Drivers reported that there were times when changes were implemented “immediately,” which caused undue pressure on drivers, parents, and students due to the short notice of changes to pick up and drop off times.
- During interviews, the team was told of multiple areas of concern regarding the transportation program, including --

⁴³ A bus run (also known as a tier) is one component of a bus route. A bus route is comprised of multiple bus runs, such as one, two, or three runs in the morning transporting students to school, and one, two, or three runs in the afternoon returning students to their home or home areas.

- Staff not being held accountable, i.e., no disciplinary actions are taken when drivers refuse to accept assignments from dispatchers;
- Bus driver absenteeism was high and predictable around holidays, weekends, and paydays. High absenteeism was attributed to current labor agreement language, student misbehavior on buses, and drivers upset with supervisory and management staff; and
- No standardized processes were in place to ensure consistent progressive discipline for preventable bus accidents.
- The office was unable to provide the team with an accurate on-time percentage for services provided. On-time arrival (and departure) are critical industry performance measurements in that buses arriving late to school directly impact student instructional time and the opportunity for school-provided breakfast. Different interviewees provided differing percentages, which ranged from 75 percent of the buses being on-time to 92 percent of the buses being on-time. Although CCS self-reported 100 percent on-time performance in the 2017-2018 KPI survey (see footnote 26), using 92 percent on-time performance would rank CCS the lowest among all CGCS member districts on the 2017-2018 CGCS KPI survey.
- Standardized fleet maintenance industry productivity measurement tools, including flat-rate times for specific functions, repairs, or services, were used sparingly or not at all. As a result, it was not possible to compare employee or garage productivity across all garage facilities when performing similar or identical services or repairs --
- Fleet Services did not utilize “beyond economical repair” standards to determine if the cost of repairing a vehicle exceeded the current value of a vehicle. The team was told that minimal consultation and input took place with the leadership of the department that operated the vehicle needing repair.
- With nearly 140 unassigned spare buses available,⁴⁴ there appeared to be an imbalance in spare bus allocations to the bus compounds. The team was told of situations where, due to out of service vehicles, no spare buses were available at the needed compound to cover all runs.
- When annual vehicle repair funds were exhausted, no major repairs can be made until the next fiscal year. As a result--
 - Vehicles were out of service for extended periods until funds became available in July; and
 - There was some post-dating of parts purchased from next year’s fiscal budget. This practice negatively affected the next fiscal year’s available parts replacement funds.
- Exhibit 10 below compares CCS self-reported transportation KPIs with CGCS Ohio member reporting districts and national median scores for CGCS member reporting

⁴⁴ Eighteen percent of the fleet.

districts.⁴⁵ The exhibit also notes whether CCS scored in the best or worst quartile among all CGCS reporting districts.⁴⁶

Exhibit 10. CCS Transportation KPI's

Key Performance Indicator (2017-2018)	Columbus City Schools	CGCS Ohio Districts Median	CGCS National Median	Noteworthy CCS Score	Note II
Accidents - Miles Between Accidents	25,888	25,743	39,408	Worst Quartile	Higher is Better
Accidents - Miles Between Accidents (District-Operated)	25,070	25,070	32,702		Higher is Better
Accidents - Miles Between Preventable Accidents	61,414	58,607	73,019		Higher is Better
Accidents - Miles Between Preventable Accidents (District-Operated)	59,474	58,607	67,106		Higher is Better
Bus Equipment - AVL/GPS Links to Routing Software	-	43.15%	99.80%		Higher is Better
Bus Equipment - GPS Tracking	-	91.43%	97.33%		Higher is Better
Bus Equipment - Rider Harnesses, Lap	-	0.1326%	44.75%		
Bus Equipment - Rider Harnesses, Lap-and-Shoulder	0.1326%	0.0663%	11.42%		
Bus Equipment - Student Tracking Systems	57.71%	26.86%	46.88%		Higher is Better
Bus Equipment Video Cameras	-	50.91%	87.62%		Higher is Better
Bus Fleet - Alternatively-Fueled Buses	0.796%	1.190%	15.58%	Worst Quartile	Higher is Better
Bus Fleet - Average Age of Fleet	10.93	8.00	8.285	Worst Quartile	Lower is Better
Bus Fleet - Maintenance Hours Per Bus	48.0298	82.5175	80.0816		
Bus Fleet - Percent Contractor-Operated	6.63%	6.63%	67.24%		
Bus Fleet - Percent District-Operated	93.37%	96.68%	40.91%		
Bus Fleet- Daily Buses as Percent of Total Buses	96.02%	85.12%	79.77%	Best Quartile	Higher is Better
Bus Fleet In Service Daily	-	91.623%	94.978%		Higher is Better
Bus Inspection - Percent Passed on First Try	68.22%	84.11%	87.67%		Higher is Better
Bus Usage - Daily Runs Per Bus	4.0688	4.5766	4.5689		Higher is Better
Bus Usage - Daily Seat Utilization	0.9137	0.6853	1.1027		Higher is Better
Bus Usage - Daily Seat Utilization (Contractor-Operated)	0.3269	0.3269	1.0151		Higher is Better
Bus Usage - Daily Seat Utilization (District-Operated)	0.9470	0.6853	1.1286		Higher is Better
Bus Usage - Live Miles per Deadhead Mile	-	-	1.2982		Higher is Better
Bus Usage - Miles Per Bus	18,815.20	11,982.90	12,823.50		Higher is Better
Bus Usage - Miles Per Bus (Contractor-Operated)	8,964.00	8,964.00	12,264.40		Higher is Better
Bus Usage - Miles Per Bus (District-Operated)	19,514.90	11,982.90	12,870.55		Higher is Better
Contract Buses - Percent of Ridership	2.01%	2.01%	77.47%		
Cost Per Bus	\$59,383.80	\$86,334.20	\$59,352.40		Lower is Better
Cost Per Bus (Contractor-Operated)	\$110,072	\$110,072	\$63,887.90		Lower is Better
Cost Per Bus (District-Operated)	\$59,599.10	\$100,408	\$79,124.05		Lower is Better
Cost per Mile Operated	\$3.16	\$7.20	\$4.83	Best Quartile	Lower is Better
Cost per Rider	\$1,197.36	\$1,314.02	\$1,036.49		Lower is Better
Cost per Rider (Yellow Bus Only)	\$1,197.71	\$2,708.43	\$1,001.05		Lower is Better
Daily Ride Time - General Education	45 min	45 min	33.19 min	Worst Quartile	Lower is Better
Daily Ride Time - SWD Students	60 min	55 min	39.3 min	Worst Quartile	Lower is Better
Daily Ride Time, Maximum Allowed - General Education	-	60 min	60 min		
Daily Ride Time, Maximum Allowed - SWD Students	-	45 min	62.5 min		
Fuel Cost as Percent of Retail - Diesel	76.92%	88.46%	82.06%		Lower is Better
Fuel Cost as Percent of Retail - Gasoline	-	-	90.70%		Lower is Better
Fuel Cost as Percent of Retail - Propane	-	100.00%	63.6%		Lower is Better
Participation Rate - Alternative Transit	-	29.23%	0.8283%		
Participation Rate - Any Transportation Services	74.38%	69.50%	45.72%		
Participation Rate - Yellow Bus Services	74.36%	20.26%	42.07%		
Personnel - Buses per Mechanic	22.7097	18.6667	19.50		
Personnel - Driver Turnover Rate	12.11%	10.40%	13.27%		Lower is Better
Personnel - Drivers per Bus	1.0796	0.9207	0.7667		
Personnel - Drivers per Supervisor	63.33	63.33	40.33		
Personnel - Drivers per Trainer	380.00	41.67	55.55		
Personnel - Routes per Planner	176.00	47.00	72.8333		
Public Transit - Pass/Token Cost as Percent of Retail	-	88.85%	79.12%		
Public Transit - Percent of Ridership	-	63.31%	7.12%		
Student With Disabilities - Percent of Ridership	13.43%	6.97%	6.76%		
Student With Disabilities - Students on Dedicated SWD Buses	101.57%	100.14%	84.34%		
Student With Disabilities - Student with Neighborhood Pickup	-	48.24%	10.3%		
Turn Time to Place New Students - General Education	5	3.5	2.83		Lower is Better
Turn Time to Place New Students - SWD Students	3	2.5	4		Lower is Better

Source: CGCS KPI Project

⁴⁵ Source: 2017-2018 CGCS *Managing for Results - KPI Report*, published by the Council of the Great City Schools, October 2019.

⁴⁶ Not all KPIs have quartile rankings.

Recommendations

The Strategic Support Team has developed the following recommendations⁴⁷ to help improve the effectiveness and efficiency of the Columbus City Schools' Office of Transportation.

1. Charge the Executive Director, Department of Business Operations and Transportation, with developing and articulating a coherent and focused action plan that embraces and supports the district's *Guiding Principles, Mission, Vision, Core Values, and Strategic Goals and Priorities*.⁴⁸ The plan should include--
 - a. The development of a realistic five-year strategic and business plan that is focused on *customer needs and data-driven decision making*. The plan—to be developed with the participation of office staff and other stakeholders—should include quantifiable goals, performance measures, benchmarks, accountabilities, targets, metrics, and timelines needed to drive decision making. The plan should be refreshed annually;
 - b. Yearly office initiatives that include identifying which district offices need to be at the table to support each initiative;
 - c. Ranking the critical functions and resources needed to support annual office goals, objectives, and activities;
 - d. Budget development priorities;
 - e. Employee recognition strategies;
 - f. An ongoing office process-improvement program that incorporates and encourages innovation, as well as solicits and values input from all team members;
 - g. Empowerment and accountability plans across all levels of the office;
 - h. The transition to a data-driven organization and culture that relies upon fact-based and analysis-centric justifications for decisions, including the use of modern automated systems, tools, and techniques, such as--
 - i. Defined performance measures, key performance indicators (KPIs), industry best practices, and performance standards for all primary functions of the office, including manager and supervisor accountability for achieving these measures;
 - ii. Cost-benefit analysis, risk assessment, and business-case rationalizations for proposed initiatives, organizational changes, and significant procurements needed to move the department forward; and
 - iii. Root-cause analyses and corrective action plans to address operational issues.

⁴⁷ Recommendations are not listed in any specific order or priority.

⁴⁸ See: <https://www.ccsos.us/cms/lib/OH01913306/Centricity/Domain/4/Strategic-Priorities-1920-082519.pdf>, and <https://www.ccsos.us/cms/lib/OH01913306/Centricity/Domain/4/110619-Strategic-Engagement-Partnerships.pdf>.

2. Develop business cases that incorporate accurate costs, benchmarks, goals, return on investment (ROI) analysis, risk assessments, total cost of ownership (TCO) analyses, reasonable implementation timelines, and other appropriate analytical tools for the following activities—at a minimum--
 - a. Leveraging existing GPS technology on all CCS buses, including technologies to integrate driver-time reporting, routing software integration, and on-time performance monitoring;
 - b. Determining if it is more cost-effective to outsource certain preventive maintenance and other selected repairs for specific white fleet vehicles by soliciting requests for proposals (RFP) to private service facilities located throughout the community. Compare bids received with the fully loaded cost of the same service performed in-house. Include discounts in the RFP for economies of scale, i.e., multiple vehicles serviced daily, weekly, and monthly when making comparisons; and
 - c. Developing vehicle replacement programs and identifying funding streams.
3. Partner with the Executive Director of Budget and Financial Management, and together determine--
 - a. The genesis and accuracy of the ~\$20M gap between the FY19 transportation costs reported to the State and the district's actual Office of Transportation expenditures for that budget year;
 - b. Which office (budget or transportation) will annually submit the mutually agreed-upon transportation costs to the State; and
 - c. What internal controls need to be in place to ensure accurate reporting, and ensure that CCS is not under-reporting the actual cost and numbers of transported students that could negatively affect the district's annual state reimbursement allocation.
4. Strengthen internal fiscal and management controls by separately tracking the per pupil and per bus/van/single vehicle costs for all services provided. Regularly monitor and trend this data for anomalies, cost/budget projections, and opportunities to reduce costs. Consider tracking costs by--
 - a. School enrollment type (e.g., CCS school, community charter school, non-public school);
 - b. Mode of transportation (e.g., district-operated school bus, contractor-operated school bus, contracted van or single vehicles, public transportation (COTA), and in lieu of transportation (payment to parent));
 - c. Eligibility (e.g., students that live one mile or more to their school of attendance, and transported students that live less than one mile to their school of attendance);
 - d. Program (e.g., general education, Students with Disabilities, McKinney-Vento, foster care, early education, etc.). Also, separately track and cost out the transportation of --

- i. Students with Disabilities, McKinney-Vento, foster care, and early education students that are transported --
 - a) Curb to curb,
 - b) Corner to corner (or school to school),
 - c) By van,
 - d) By single vehicle,
 - ii. McKinney-Vento and foster care students, separated by --
 - a) Name of the pick-up Local Education Agency (LEA),⁴⁹
 - b) Name of the receiving school LEA,
 - c) Students transported on a school bus,
 - d) Students transported on COTA, and
 - e) Students transported by other means.
5. Convene meetings with the President/CEO of the route navigation and bus inspection software and hardware systems procured by the district to discuss failures CCS is experiencing. These meetings shall include appropriate CCS legal staff, CCS contract administration staff, CCS procurement staff, CCS Office of Transportation staff, CCS Information Technologies staff, and other CCS staff, as appropriate. The purpose of these meetings would be to--
- a. Determine why the product has failed to serve the district and its students in the ways that administrators and schools expected;
 - b. Identify all inadequacies of the software and hardware encountered by CCS to determine if the problems were software related, hardware related, training related, or some combination of the three;
 - c. Determine whether each company is committed to dedicating all needed resources to ensure their product is meeting CCS needs and expectations as required in the contract; and
 - d. Establish, with each company, an agreed-upon timeline that corrective action will be completed, and consequences for failure to complete the corrective action within the agreed-upon timeframe.

⁴⁹ Local Education Agency (LEA) is a commonly used synonym for a school district.

6. Examine all office practices and procedures with a *customer service* focus. Develop and regularly update written procedures for all functions within the office, including those noted in this management letter, to ensure that employees know what to do and how to do it. In addition--
 - a. Conduct workflow mapping of all systems and procedures to identify opportunities to streamline and simplify operations while incorporating best practices; and
 - b. Disseminate written standard operating procedures (SOP) to all office staff or post office SOPs on the district's intranet for easy staff access to ensure continuity of service in the event of employee unavailability or absenteeism.
7. Partner with the Office of Human Resources, and together --
 - a. Review and update job titles and class specifications/descriptions to provide a realistic portrayal of current duties, responsibilities, expectations, and reporting lines. Redistribute revised job descriptions to all office employees to ensure staff clarity and accountability;
 - b. Initiate a comprehensive staffing study of all Office of Transportation work units to ensure all functions are staffed appropriately to mirror industry norms described in this review. Evaluate current organizational structures, spans of control and responsibility, and workflows to determine if staff could be repurposed to achieve operational efficiencies and effectiveness;
 - c. Evaluate the benefit of creating a dedicated technology position to support the office's current technology initiatives; and develop needs assessments, requirements, and specifications for future technology needs; and
 - d. Develop exit interview strategies to track the reasons why employees voluntarily separate from CCS.
8. Begin a comprehensive review of all routing practices and processes to identify opportunities to improve routing outcomes and route efficiency. To move forward, CCS should--
 - a. Establish an annual interdepartmental routing timeline committee that will develop appropriate and acceptable deadlines for the submission of data and the completion of tasks. This committee should be comprised of key staff from Special Education, Student Assignment, Technology Services, McKinney-Vento, Foster Care Services, Enrollment Planning, Transportation, Medicaid, and others as appropriate. The committee should ensure that--
 - i. Routing staff members have sufficient time to prepare summer and fall routes that are efficient and cost-effective;
 - ii. The timeline includes adequate time for recruiting/hiring/training of drivers and monitors, completing and reviewing backgrounds and driving records, dry run(s), and vehicle maintenance in preparation for the start of the school year;

- iii. The CCS Department of Communications and Media Relations is invited to participate in recruitment opportunities and job fairs by leveraging mass communication systems and social media approaches. Consider inviting parents and family members to join the CCS “team;”
 - iv. The Office of Transportation is engaged early in the process of evaluating any service or fiscal impact of proposed changes to bell schedules, program placements, or new academic initiatives;
 - v. The agreed-upon cutoff date for finalizing routes is enforced before the opening of school;
 - vi. Contractors receive routes on-time and can review routing and provide feedback before the opening of school;
 - vii. Student routing information provided to school sites before the opening of school is received in a timely way and presented in a clear and logical format;
- b. Meet regularly with charter and non-public school administrators to share areas of concern, improve communication, and create opportunities to enhance service levels and expectations;
 - c. Use, to the greatest extent possible, the previous school year’s ending routing configuration as the starting point for next year’s routing. Build routes based on historical knowledge and experience, not total eligibility. During this transition in routing schema, allow for up to 15 percent contingency seating/space and adjust, if necessary;
 - d. Review routing policies and practices to collectively maximize ride times, earliest pick-up times, the number of students on each bus (load counts and seat utilization), walk-to-stop distances, and the number of stops on each run⁵⁰ to reduce the number of runs, buses, vans, and single vehicles used;
 - e. Review (annually) all transported students that live within one mile of their school of attendance for required transportation appropriateness, hazardous conditions, and eligibility consistent with current board policy;⁵¹
 - f. Provide current and possible future routing staff refresher and optimization training of the district’s routing software;
 - g. Consider identifying an existing Office of Transportation employee or onboard a new employee to be responsible for maintaining the electronic map used for routing and routing simulations. This person should become a “superuser” in the overall use of the routing

⁵⁰ A bus run (also known as a tier) is one component of a bus route. A bus route is comprised of multiple bus runs, such as one, two, or three runs in the morning transporting students to school, and one, two, or three runs in the afternoon returning students to their home or home areas.

⁵¹ With few exceptions (i.e., SWD), CCS does not receive state reimbursement allocation funding for students that live within one mile of their school of attendance

- software. Invest in appropriate training provided by the software vendor to ensure competency;
- h. Develop routing simulations and optimizations utilizing a test database to identify potential efficiencies in advance of and throughout the routing process;
 - i. Integrate, to the greatest extent possible, students from all transportation programs on the same buses;
 - j. Create a quality control review process that will ensure, before implementation, all runs and routes are evaluated as viable, efficient, and within guidelines. Adjust routes as necessary before employing; and
 - k. Verify that the appropriate number of spare buses are available at each bus compound.
9. Monitor actual ridership each day throughout the school year to aggressively identify stops, runs, and ultimately buses that can be consolidated or eliminated by leveraging existing software and allocating necessary staff resources to this critical function. This effort should include--
- a. Assigning staff to monitor school loading and unloading zones daily to validate ridership counts along with arrival and departure times; and
 - b. Using school bus onboard videos to verify, on a random basis, ridership counts and arrival and departure times.
10. Develop or hire leaders who will lead by example in championing knowledge sharing and collaboration. Ensure regular staff meetings take place at each level within the office with specific agendas, documented minutes of discussions, decisions, and follow-up activities, so employees know --
- a. The district's and office's goals and objectives and how they will be achieved;
 - b. That interdepartmental collaboration is taking place with all appropriate departments, offices, and stakeholders at the table;
 - c. How personnel will be held accountable and evaluated using performance monitoring metrics;
 - d. Why changes are being made that may impact the team along with expected outcomes;
 - e. That managers and supervisors are held responsible for ensuring that information and feedback is disseminated up-and-down and side-to-side within and between various units within the office;
 - f. That employee feedback and suggestions are welcomed and considered, so team members know there is an ongoing departmental process-improvement program to encourage innovation; and

- g. That communication channels are in place to regularly distribute office news and information. A sample Communications Matrix is illustrated in Exhibit 11 below.

Exhibit 11. Sample Department Communications Matrix

Annually	Quarterly	Twice Monthly	Weekly
Department All-Employee Meeting	Department Central Office Staff Meeting	Department Leadership Team Meeting	Direct Report Meetings
Purpose			
Provide team building, employee recognition, mandatory training, common vision, and points of emphasis for the year.	Provide central staff with team building, interdepartmental updates, the introduction of new staff, and review safety, telephone, and emergency procedures.	Provide department leadership staff an opportunity to share information on department projects, status reports, priority issues and challenges, and personnel updates.	Identify concerns and issues that affect units and departments that require support or action plans.
Required Attendees			
All Department of Transportation staff.	All central office staff.	Directors, managers, and others as appropriate.	Managers/supervisors and direct reports.

Source: Council of the Great City Schools

11. Develop succession planning and cross-training within the Office of Transportation to ensure knowledge transfer and the orderly transition of responsibilities.
12. Conduct with appropriate CCS legal, procurement, and Office of Transportation staff at the table an in-depth review and analysis of the existing practices for procuring vendors for student transportation services. This process should involve--
 - a. Requiring written contracts for transporting students;
 - b. Requiring appropriate minimum liability and other required up-to-date insurance, indemnification, CCS hold harmless language, and performance bond language;
 - c. Reviewing a variety of transportation-related contracts utilized in similar sized or larger school districts throughout the country for “best practice” contract language to be incorporated in CCS contracts;
 - d. Developing contract language that is not ambiguous or difficult to enforce, that fully protects students and the district, and includes specific student transportation terminology and practices, including but not limited to --
 - i. Allowing CCS staff to observe, with or without notice, driver training, vehicle inspections, check rides, access to training, vehicle maintenance and drug testing

- records, and acknowledging that the Executive Director – Department of Business and Operations/Transportation--has final authority to determine that any driver or company representative will not be allowed to provide service to the Columbus City Schools;
- ii. Ensuring that the state or district’s definition of a school bus accident or incident is clearly stated in all contracts;
 - iii. Defining “running late” and what constitutes appropriate and timely notification to CCS dispatch of late buses/vehicles;
 - iv. The party’s roles and obligations in the event of an act of God, pandemic, or force majeure;
 - v. Failure to perform, liquidated damage, and termination language;
 - vi. Performance-incentive language; and
 - vii. Requiring that contract drivers receive classroom training provided by CCS transportation training staff on CCS accident procedures, incident procedures, breakdown procedures, and student misbehavior/discipline procedures.
- e. Identifying opportunities and strategies to attract additional school bus service vendors to the area.
13. Implement programs to measure customer satisfaction, including the use of customer surveys and focus groups, to identify service concerns and establish future priorities. At a minimum, input from age-appropriate students, parents, school administrators, teachers on field trips, athletic directors, and coaches should be solicited.
14. Conduct a comprehensive review of vulnerabilities, operational weaknesses, lack of internal controls, lack of due diligence, and confirm that action on the following concerns identified in this management letter is taking place by --
- a. Ensuring that students are picked up and delivered in a timely way and that parents and schools are promptly notified of interruptions of service. Leverage current GPS technology to track arrival and departure times. Utilize existing software to create daily exception reports of routes that run late or do not follow the prescribed route path. Hold compound supervisors accountable to take prompt and appropriate action to correct on-time performance issues.
 - b. Clarifying which offices are charged with responding to all school bus accidents and student behavior issues.
 - c. Requiring that transportation continuity and redundancy plans are in place in the event service providers are unable to sustain contracted service level minimums;
 - d. Implementing controls to ensure that all school bus stops and all student walk paths to stops are routinely and periodically checked *and documented* that they were evaluated for safety and appropriateness as required in CCS Administrative Guide 8605;

- e. Reminding drivers that the State requires accurate reporting of the number of students transported. Add language to the *CCS Student Transportation Survey Form (T1)* advising drivers that the count sheet is an official Columbus City Schools document, and falsifying or misrepresenting any information on the count sheet -- per the Code of Conduct section in the *Office of Transportation Employee Handbook* -- is “considered sufficient cause for immediate termination.”⁵² Add a signature line to the form with language for the driver to affirm that data on the form he or she is submitting is accurate.
 - f. Ensuring management or supervisory presence before and after hours and on weekends to provide support, assistance, and guidance to drivers when they are driving during these times;
 - g. Eliminating the post-dating of purchases;
 - h. Forming a team comprised of staff from the offices of risk management, buildings and grounds, transportation, and others as appropriate to--
 - i. Evaluate grading, slope, drainage, structural failures (i.e., cracking, potholes, and sinkholes), elevation changes, and other potential safety, risk, and liability issues at bus compounds that have high incidents of employee injury and worker compensation claims;
 - ii. Evaluate the adequacy of outdoor lighting at all bus compounds;
 - iii. Develop recommendations, priorities, and estimates to bring parking compounds up to acceptable safety standards. Investigate whether capital funds or other unassigned fund balances can be used to improve safety and mitigate risk;
 - iv. Consider providing drivers and others (i.e., supervisors, bus aides, bus attendants, and fleet maintenance staff) fluorescent reflective safety vests to enhance visibility;
 - i. Verifying that state or district policy on all procurement thresholds are followed; and
 - j. Ensuring that cost recovery opportunities are fully leveraged for McKinney-Vento and Medicaid reimbursement for qualifying transportation services.
15. Promote the use of industry best practices, including --
- a. Supervisors and managers physically observing drivers inspecting vehicles before they pick-up students, and leveraging technology previously procured to monitor vehicle inspection compliance;
 - b. Trainers, and others as appropriate, checking rides to verify driver proficiency (both district and contract); to confirm that the route directionals (turns) are correct and that the route is

⁵² Source: Office of Transportation - Employee Handbook, p.44, No. 14.

- updated if necessary; to check ridership, and to verify that the route and stop locations are safe;
- c. Creating and formalizing the dispatcher position as a supervisory position (not in the same employee association as bus drivers) to allow dispatchers to provide direction to drivers and assistants during accidents, incidents, breakdowns, and arranging coverage. For operational efficiency, at least one dispatcher assigned to each compound should sign on before the first driver signs on;
 - d. Clarifying which office is responsible for monitoring driver credential compliance of garage personnel and drivers of white fleet vehicles;
 - e. Examining the viability of realigning the transportation call center function to the Office of Transportation to improve internal and external communication, follow-up, call type trending, and overall efficiency and effectiveness;
 - f. Recognizing, at annual office meetings, drivers with no preventable accidents with “Safe Driver Pins,” and all Office of Transportation employees with perfect attendance with “Perfect Attendance” pins that employees can proudly wear;
 - g. Protecting the district’s financial investments in transportation by instituting a preventive vehicle maintenance program aligned with vehicle manufactures’ recommended maintenance and service schedules to increase longevity of the district’s fleet;
 - h. Incorporating standardized fleet maintenance industry productivity measurement tools, such as flat-rate times, and establishing a written beyond-economical-repair vs. replacement policy;
 - i. Ensuring that all parts are stored in secured locations; and
 - j. Requiring annual parts inventories take place, and that investigation and corrective action is taken when shrinkage is found.
16. Assign ownership to the Executive Director--Department of Business and Operations/Transportation--to immediately convene a task force of appropriate CCS staff and state school bus inspection staff to determine why CCS school buses are failing annual state inspections. This task force should--
- a. Document, by compound, the reason(s) why each district school bus failed a yearly state inspection during the past seven (7) years;
 - b. Use the expertise of the task force to analyze and trend the data;
 - c. Develop a corrective action plan for each compound with goals, accountabilities, timelines; and
 - d. Under the leadership of the Executive Director--Department of Business and Operations/Transportation, implement and monitor corrective action plans to bring CCS into parity with other Great City School districts.

17. Invest in creating job-specific training and staff development programs that provide opportunities for new and current Office of Transportation employees at all levels to enhance their skills, build capacity, increase promotability, learn industry best practices, participate in cross-functional training, participate in professional organizations, and visit peer districts to examine different approaches to solving similar challenges.

ATTACHMENT A. STRATEGIC SUPPORT TEAM

Robert Carlson

Robert Carlson is Director of Management Services for the Council of the Great City Schools. In that capacity, he provides Strategic Support Teams and manages operational reviews for superintendents and senior managers; convenes annual meetings of Chief Financial Officers, Chief Operating Officers, Transportation Directors, and Chief Information Officers and Technology Directors; fields hundreds of requests for management information; and has developed and maintains a Web-based management library. Prior to joining the Council, Dr. Carlson was an executive assistant in the Office of the Superintendent of the District of Columbia Public Schools. He holds doctoral and master degrees in administration from The Catholic University of America; a B.A. degree in political science from Ohio Wesleyan University; and has done advanced graduate work in political science at Syracuse University and the State Universities of New York.

David M. Palmer

David Palmer, Deputy Director of Transportation (retired), Los Angeles Unified School District, is a forty-year veteran of the school bus industry. Mr. Palmer's executive responsibilities included the management and oversight of bus operations (transportation of over 75,000 students on 2,500 school buses into over 850 schools and centers), fleet maintenance (3,300+ vehicles), strategic planning and execution, budget development and oversight, and contract administration. Mr. Palmer oversaw the design and implementation of performance standards, benchmarks and accountabilities for department staff and advised the Council of Great City Schools on the *Key Performance Indicator* project. Mr. Palmer has also instructed the transportation component in the School Business Management Certificate Program at the University of Southern California. Mr. Palmer currently provides consulting services for school districts and other governmental agencies and is a highly active member of the Council's Strategic Support Teams.

James Beekman

James Beekman is the General Manager of Transportation for Hillsborough County (Florida) Public Schools (HCPS). HCPS is currently the 7th largest school district in the nation servicing over 220,000 students. Mr. Beekman began his career in student transportation in 1983 and has been in a leadership role since 1989. He has been active in the Florida Association of Pupil Transportation where he serves as President and has chaired numerous committees in both operations, fleet and school bus specifications. He was recognized by School Bus Fleet Magazine as the national 2014 Administrator of the Year. In his role at HCPS, he directs the daily operation of Transportation Services which transports over 90,000 students daily on 837 routes that cover an annual total of 17 million miles. In addition to yellow bus, Transportation Services also maintains over 600 vehicles in its white fleet used by a variety of departments in the District. He is a graduate of Florida Southern College in Lakeland with a B.S. in Business.

Nathan Graf

Nathan Graf is Senior Executive Director of Transportation and Fleet Maintenance for The San Antonio Independent School District (SAISD). SAISD is in the seventh largest city in the nation and serves over 50,000 students daily. Mr. Graf earned a masters degree in business administration from The University of Texas at Austin in 1994, graduating in the top ten percent of his class and earning the distinction of a Sord Honors Graduate. Under Mr. Graf's leadership, the transportation department for SAISD has earned several industry awards such as being recognized for exemplary performance in 2017's "100 Best Fleets" list; the SAISD Transportation Department was one of two districts in the nation to receive this award. In addition, the department received a Telly Award for its training video on school bus safety expectations; out of 12,000 entries about 25% are selected for this prestigious award. Mr. Graf oversees a department with more than 350 employees and a budget of over \$10 million.

Nicole Portee

Nicole Portee currently serves at the Sr. Executive Director of the Guilford County Schools Operations Support Services, overseeing School Nutrition and Transportation, a combined staffing of over 1100 staff, analyzing, implementing, monitoring and assessing the results of the system-wide support needs to meet specific needs, and evaluating effectiveness of implemented plans. Prior to this role, Nicole joined Denver Public schools and served as the Executive Director of Transportation for Denver Public School (DPS) overseeing a fleet of more than 400 school buses, 500 personnel, \$30M budget, transportation for over 39,000 students throughout Denver for 16 years. She is a distinguished leader in the field Transportation and was recognized by School Bus Fleet Magazine as the national 2018 Administrator of the Year. Served as the Colorado State Pupil Transportation President, President elect, Secretary and Trustee during her years in Denver. In 2014 she was also named one of the 14 Phenomenal Women in School Transportation by the School Bus Fleet magazine and again in 2014 one of the 14 Fascinating Personalities in Pupil Transportation School Bus Fleet magazine. In 2013 Nicole was honored by the DPS Superintendent and awarded "Person of the Year" for exemplifying DPS Shared Core Values. Nicole has continued to be recognized by various organizations for her leadership and outstanding out of the box thinking. Her passion for Transportation came while working for the Air Force & Accounting on Lowry AFB and United Parcel Service (UPS) where she served in various capacities with emphasis on Workforce Planning. She continues to be very involved in presenting and training at National Conferences. Nicole earned her B.A American InterContinental University in Business.

William Wen

William Wen currently serves as the Senior Director of Transportation Services for Orange County Public Schools (OCPS) in Orlando, Florida. OCPS is the 8th largest school district in the nation (4th largest in Florida) transporting approximately 69,000 students. OCPS operates just over 850 buses daily traveling over 18 million miles per year. Mr. Wen has been involved in passenger transportation for over 35 years, including fixed route service, transit contracting, charter/sightseeing, para-transit, and pupil transportation with OCPS for the last 10 years. During his transportation career, he has served as a Bus Operator, Radio Dispatcher, Road Supervisor,

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Safety and Training Manager, Security Officer, ESF-1 representative at the Orange County Emergency Operations Center, and Area Operations Manager. He was also a member of the Traffic Safety Department of the AAA National Office where he worked on driver safety education and child passenger safety programs. He is a graduate of the University of Maryland, University College with a MS in Applied Management.

ATTACHMENT B. WORKING AGENDA



**CGCS Strategic Support/Technical Assistance Team
Transportation Review
Columbus Public Schools
March 10-13, 2020**

Contacts:
Maurice Oldham
Chief Operating Officer

Subject to Change as Required

Tuesday, March 10

Group Team Arrival
TBD

6:15 **Team to Meet in Hotel Lobby**

6:30 **Dinner Meeting** **Maurice Oldham**
The Westin Columbus - Restaurant Chief Operating Officer
310 S. High St, Columbus, Ohio

Wednesday, March 11

7:00 - 7:45 **Team Continental Breakfast**
Conference Room at 1560 Moler Rd.

8:00 - 9:00 **Team Interview** **Steve McElroy**
Executive Director
Department of Business Operations &
Office of Transportation

9:15 - 10:00 **Team Interview** **Gary Bright**
Operations Manager

10:15 - 10:45 **Team Interview** **Brian Reigle**
Sub Admin., Compliance Officer

11:00 - 11:45 **Team Interviews** **Bus Drivers & Child Care Attendants**
Stephanie Wiley (CCA)
Terrell Davis (Driver)

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Ana Molina (Driver)
 Sherlinda Steward (OBI)
 Ruth Lawson (OBI)
 Stephanie Stevens (OBI)
 Joy Noah (OBI)

12:00 - 12:45	Working Luncheon
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1:00 - 2:00	Team Interviews	<u>Alan Barnes</u> <u>Benjamin Grace</u> Training Supervisors
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2:15 - 2:45	Team Interviews	<u>Brad Danielson</u> <u>Greg McCandless</u> <u>Vern Scriven</u> <u>Kathy Gard</u> Routing Managers
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3:00 - 5:00	Team Interviews 17 th Ave. Fleet Center Frebis Center	<u>Stephen Andrews</u> Fleet Services Supervisor <u>Tony Michael</u> Operations Manager
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5:30 p.m.	Group Team Discussion of Work Plan
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Thursday, March 12

6:00 - 7:30 Compounds	Team Site Visit – Bus Yard	Frebis/Morse Rd. Bus
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8:00 - 8:45	Team Continental Breakfast Conference Room
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9:00 - 9:45	Team Interview	<u>Tim Hutchinson</u> Field Supervisor
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10:00 - 10:45	Team Interviews	<u>Theresa Vanderburg-Watts</u> <u>Kyle Jones</u> <u>Anthony Beatty</u> <u>Monica Barnes</u> Dispatchers
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11:00 - 11:45	Team Interviews	<u>Andrea Brooks</u> <u>Tania Copeland</u> <u>Brandran Mullins</u> <u>Bryan Parker</u> <u>Radford Noble</u> Operations Supervisors
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12:00 - 1:00 p.m.	Working Luncheon - Scott Wortman, Chief Communications Officer
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1:00 - 1:45	Team Interviews	<u>Customer Relations Supervisor</u> Steve Hoffman Micki Cornell (Call Center Supervisor) Minnie Singletary (Call Center Supervisor)
2:00 - 2:45	Team Interviews	<u>Fleet Assistant Supervisors</u> Bill McKinley Ron Tumblin
3:30 - 5:00	Team Interviews	<u>Building Principals</u> Randomly selected from the District

Group Team Discussion of Work Plan for Balance of Site Visit

Friday, March 13

7:00 - 7:30	Team Continental Breakfast	
7:30 - 12:00	Team Working Meeting	Synthesis of Findings & Recommendations
12:00 - 1:00	Team Working Luncheon	<u>Maurice Oldham</u> Chief Operating Officer <u>Dr. John Stanford,</u> Deputy Superintendent
	Adjournment & Departures	

ATTACHMENT C. DISTRICT PERSONNEL INTERVIEWED AND SITES VISITED

- Maurice Oldham, Chief Operating Officer
- Steve McElroy, Executive Director, Department of Business Operations & Office of Transportation
- Gary Bright, Operations Manager
- Brian Reigle, Compliance Officer
- Ana Molina, Driver
- Ruth Lawson, Driver/On Board Instructor
- Stephanie Stevens, Driver/On Board Instructor
- Joy Noah, Driver/On Board Instructor
- Alan Barnes, Training Supervisor
- Benjamin Grace, Training Supervisor
- Brad Danielson, Routing Manager
- Greg McCandless, Routing Manager
- Vern Scriven, Routing Manager
- Kathy Gard, Routing Manager
- Stephen Andrews, Fleet Services Supervisor
- Tony Michael, Operations Manager
- Theresa Vanderburg-Watts, Dispatcher
- Kyle Jones, Dispatcher
- Anthony Beatty, Dispatcher
- Monica Barnes, Dispatcher
- Andrea Brooks, Operations Supervisor
- Tania Copeland-Washington, Operations Supervisor
- Nick Mullins, Operations Supervisor
- Bryan Parker, Operations Supervisor
- Radford Noble, Operations Supervisor
- Steve Hoffman, Customer Relations Supervisor
- Micky Cornell, Call Center Supervisor
- Minnie Singletary, Call Center Supervisor
- Bill McKinley, Fleet Assistant Supervisor
- Ron Tumblin, Fleet Assistant Supervisor

Sites Visited

- Office of Transportation Complex
- Fort Hayes Compound
- Fort Hayes Special Education
- Moler Compound
- Frebis Compound

ATTACHMENT D. DOCUMENTS REVIEWED

- Categorize Students Report, dated March 12, 2020
- Columbus City Schools, Draft Five-Year Strategic Plan, 2018 – 2023, Fall 2018
- Job Descriptions and Job Announcements
 - Fleet Services Assistant Supervisor, revision dated November 26, 2018
 - Fleet Services Operations Supervisor, revision dated June 25, 2018
 - Fleet Services Parts Supervisor, revision dated November 26, 2018
 - Manager, Transportation Operations (Supervisor B), revision dated July 03, 2018
 - Transportation Bus Compound Supervisor, revision dated February 27, 2017
 - Transportation Dispatcher, dated August 12, 2016
 - Transportation Training Coordinator, revision dated June 26, 2017
 - Transportation Dispatcher, revision dated August 27, 2018
- Comprehensive Annual Financial Reports:
 - Fiscal Year Ended June 30, 2018
 - Fiscal Year Ended June 30, 2019
- Five Year Forecast, May 2019 Update, Fiscal Years 2016 – 2018 Actual, Fiscal Years 2019 – 2023 Forecast, Fiscal Years 2024 – 2016 Projected, dated April 11, 2019
- Fiscal Year 2020, General Fund Departmental Budget Narratives, dated June 18, 2019
- Proposed FY 2020, General Fund Budget, July 1, 2019 through June 30, 2020, dated March 13, 2019
- Fiscal Year 2020 Appropriations, draft, dated June 18, 2019
- Proposed FY 2020, General Fund Budget (Non-Personnel), July 1, 2019 through June 30, 2020, dated April 11, 2019
- Proposed FY 2020, General Fund Budget (Personnel), July 1, 2019 through June 30, 2020, dated May 15, 2019
- Office of Transportation Budget Summary for:
 - FY 2020
 - FY 2019
 - FY 2018
 - FY 2017
- Fast Facts & School Profiles, 2019-2020 School Fact Sheets
- Organizational Charts:
 - Department of Business & Operations, revised November 20, 2019
 - Department of Transportation, revised January 10, 2020
 - Fleet Services Department, revised December 31, 2019
- Office of Internal Audit Reports:
 - Fleet Services Department, Audit Report, report dated February 27, 2020
 - Office of Transportation, Audit Report, report dated March 26, 2019
 - District Use of Central Ohio Transit Authority Bus Passes, Special Review, report dated April 26, 2018
 - Transportation Compliance & Customer Relations Call Center Efficiency Review, report dated February 24, 2015

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- 2019-2020 Route List by Compound, dated September 3, 2019
- Transportation Compliance Officer Manual, 2020 Instructions
- Transportation Employee Handbook, Office of Transportation
- Administrative Guidelines, Transportation, adopted August 1, 2016
- Transportation Board Policies, adopted June 16, 2015
- Form 1 – Request for Reassignment, revised January 2020
- T-1 Worksheet, Ohio Department of Education, Center for School Finance, Pupil Transportation Office
- Memo – Evacuation Drills, Moler Transportation Center Drivers, dated October 01, 2019
- Student Transportation Survey Form, AM Route
- Transportation Position Control, dated January 11, 2020
- Original Columbus Bell Times, FY 2019-2020
- Efficiency – Target-3, FY 2019
- Audit Form, Master 2017 Drivers
- Training Form T-9, effective April 02, 2018
- District Square Mile Report
- Map of CCS Administrative Regions
- Ohio School Bus Standards and Inspection Manual, revised February 2020
- Transportation Service Levels - Published by the Pupil Transportation Office, Ohio Department of Education, dated August 24, 2011

DURHAM OPERATIONS REVIEW



Review of the Operational Services Program of the Durham Public Schools

Fall 2020

Julius Monk, Chief Operating Officer of the Durham Public Schools (DPS), requested that the Council of the Great City Schools (CGCS) provide a high-level management review of the school district's operational services.¹ Specifically, he requested that the Council--

- Review, evaluate, and comment on the structure and operations of the district's Office of the Chief Operating Officer, including the departments within that organization (Construction and Capital Planning, Facilities Maintenance, Safety and Security, School Nutrition Services, Strategic Planning Initiatives, Transportation Services, and Warehouse Services), and provide comparisons, metrics, and other benchmarking data.
- Identify opportunities to improve existing processes, internal controls, organizational structures, and communications within and across departments.
- Develop recommendations that would assist the Office of the Chief Operating Officer in achieving greater operational efficiency, effectiveness, and enhance its strategic value to the school district.

The Council assembled a Strategic Support Team (the team) of senior managers from other urban city school systems across the country. These individuals have extensive experience in school business operations, facilities, school construction, safety and security, and strategic planning. The team was composed of the following persons. (Attachment A provides brief biographical sketches of team members.)

Robert Carlson, Project Director
Director, Management Services
Council of the Great City Schools (Washington, D.C.)

David Palmer, Principal Investigator
Deputy Director (Retired)
Los Angeles Unified School District (California)

¹ The Council has conducted some 350 instructional, management, and operational reviews in over 70 big city school districts over the last 20 years. The reports generated by these reviews are often critical, but they also have been the foundation for improving the operations, organization, instruction, and management of many urban school systems nationally. In other cases, the reports are complimentary and form the basis for identifying "best practices" for other urban school systems to replicate. (Attachment F lists the reviews that the Council has conducted.)

Sam Bays
Director, Physical Plant Operations
Broward County Public Schools (Florida)

James Beekman
General Manager, Transportation
Hillsborough County Public Schools (Florida)

Willie Burroughs
Chief Operations Officer
San Antonio Independent School District (Texas)

Walter Campbell
Executive Director, Nutrition Services
Charleston County School District (South Carolina)

Lester Fultz
Chief of Safety and Security (Retired)
Cleveland Metropolitan School District (Ohio)

Lora Gilbert
Executive Director, Nutrition Services
Orange County Public Schools (Florida)

Jason Matlock
Director, Emergency Management, Safety and Security
Minneapolis Public Schools (Minnesota)

The team reviewed key documents and data provided by the district before, during, and after a four-day site visit on January 7-10, 2020. The general schedule for the site visit is described below, and the complete working agenda for the site visit is presented in Attachment B.

The team met with Chief Operating Officer, Julius Monk, during the evening of the first day of the site visit to discuss expectations and objectives for the review, and to make final adjustments to the work schedule. The team used the second and third days of the site visit to conduct interviews with key staff members and visit departments and school sites (a list of individuals interviewed and sites visited are included in Attachment C), and examine additional documents and data (a complete list of documents reviewed is included in Attachment D).² The final day of the visit was devoted to synthesizing and refining the team's findings and recommendations and providing Superintendent of Schools, Dr. Pascal Mubenga, and Chief Operating Officer, Julius Monk, with a briefing on the team's preliminary findings.

The Council sent the draft of this document to the team members for their review to affirm the accuracy of the report and to obtain their concurrence with the final recommendations. This

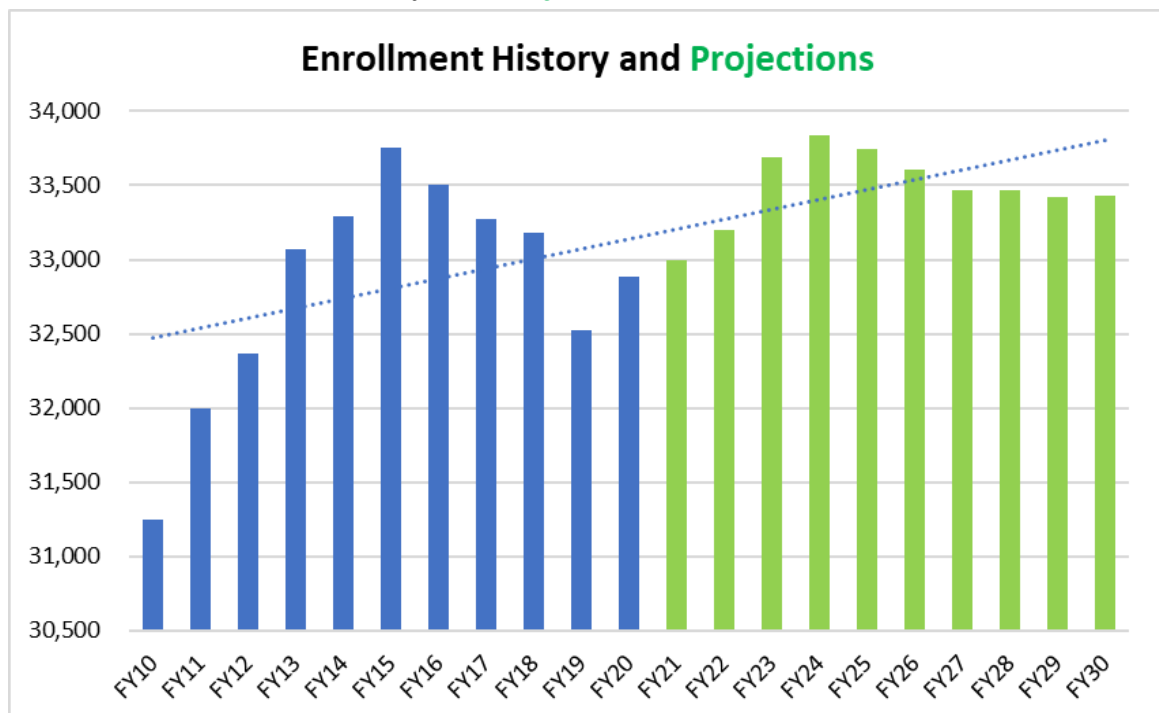
² The Council's reports are based on interviews with district staff and others, a review of documents, observations of operations, and professional judgment. The team conducting the interviews must rely on the willingness of those interviewed to be truthful and forthcoming but cannot always judge the accuracy of statements made by interviewees.

management letter contains the findings, comparative data, and recommendations that have been designed by the team to help improve the operational efficiency and effectiveness of the Durham Public Schools business operations activities.

Durham Public Schools

The Durham City Schools and the Durham County Schools merged on July 1, 1992,³ to become the Durham Public Schools. Durham Public Schools, the ninth-largest school district in North Carolina,⁴ operates 53 schools (thirty elementary schools, nine middle schools, two “span” schools (grades 6-12), ten high schools, one alternative school, and one hospital). The district covers a geographic area of approximately 300 square miles⁵ and currently educates a diverse enrollment of approximately 33,000 students, supported by more than 5,000 employees.⁶ Exhibit 1 below displays ten years of enrollment history, and projected enrollment through FY30,⁷ indicating an upward enrollment trendline.

Exhibit 1. DPS History and Projected PK-12 Enrollment



Source: CGCS, Using Data Provided by the DPS

³ Source:

<https://www.dpsnc.net/cms/lib/NC01911152/Centricity/Domain/77/Durham%20Public%20Schools%202020.pdf>.

⁴ Source: <https://www.dpi.nc.gov/districts-schools/district-operations/financial-and-business-services/demographics-and-finances/student-accounting-data>.

⁵ Source:

<https://www.dpsnc.net/site/handlers/filedownload.ashx?moduleinstanceid=6660&dataid=36975&FileName=CAFR%20View%20Version.pdf>.

⁶ Source: <https://www.dpsnc.net/domain/78>.

⁷ Source:

https://www.dpsnc.net/site/handlers/filedownload.ashx?moduleinstanceid=5680&dataid=28841&FileName=Proposed_Budget_03212019.pdf.

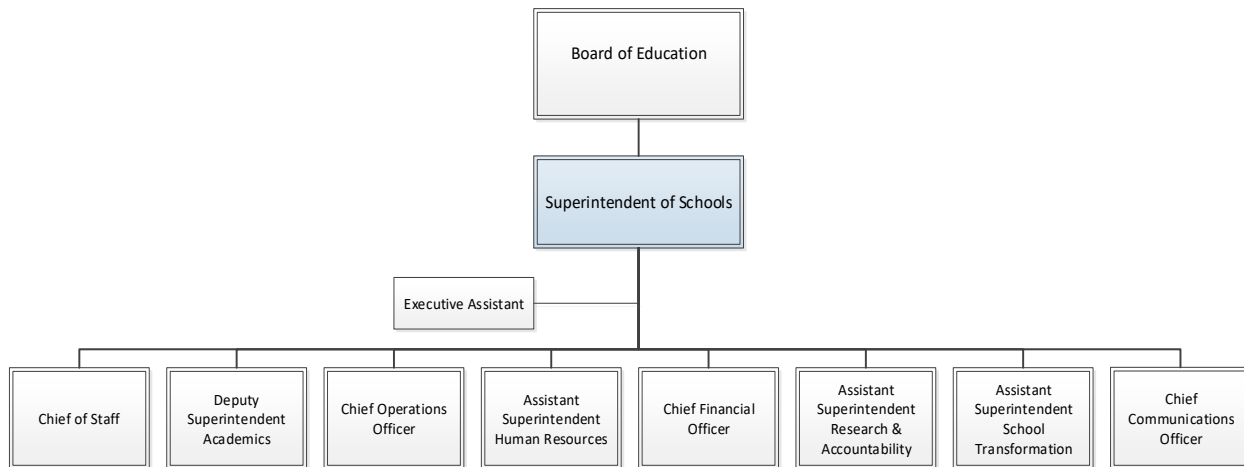
The DPS General Revenue Fund proposed budget for FY20 is \$386,405,592.⁸ The DPS General Revenue Fund is funded through a combination of state funding (57.62 percent of the total general operating fund), local funding (33.47 percent), and federal funding (8.90 percent).⁹

The Durham Public Schools Board of Education governs and is responsible for policymaking and oversight of the school district. Durham Public School’s Board of Education consists of seven members. One member is elected at-large, four are elected from specific districts, and two are elected from consolidated districts. Board members serve four-year staggered terms.

The DPS Mission reads: *Durham Public Schools embraces, educates, and empowers every student to innovate, serve, and lead*, and the DPS vision reads: *Durham Public Schools: Igniting Limitless Potential*.¹⁰

The board appoints the Superintendent of Schools, who is responsible to the board for the efficient and effective operation of the school system. The Superintendent is responsible for the competent management of the district’s resources. Exhibit 2 below displays the organizational structure of the Office of the Superintendent and his eight direct reports.

Exhibit 2. Office of the Superintendent Organizational Chart



Source: CGCS, Using Data Provided by the DPS

Office of the Chief Operating Officer

The Chief Operating Officer (COO), who is a direct report to the Superintendent, has six direct reports: an Executive Director, Auxiliary Services (Student Nutrition, Transportation, and Warehouse Services); an Executive Director, Facilities and Maintenance; an Executive Director, Construction and Capital Planning; an Executive Director, Safety and Security; a Director, Strategic

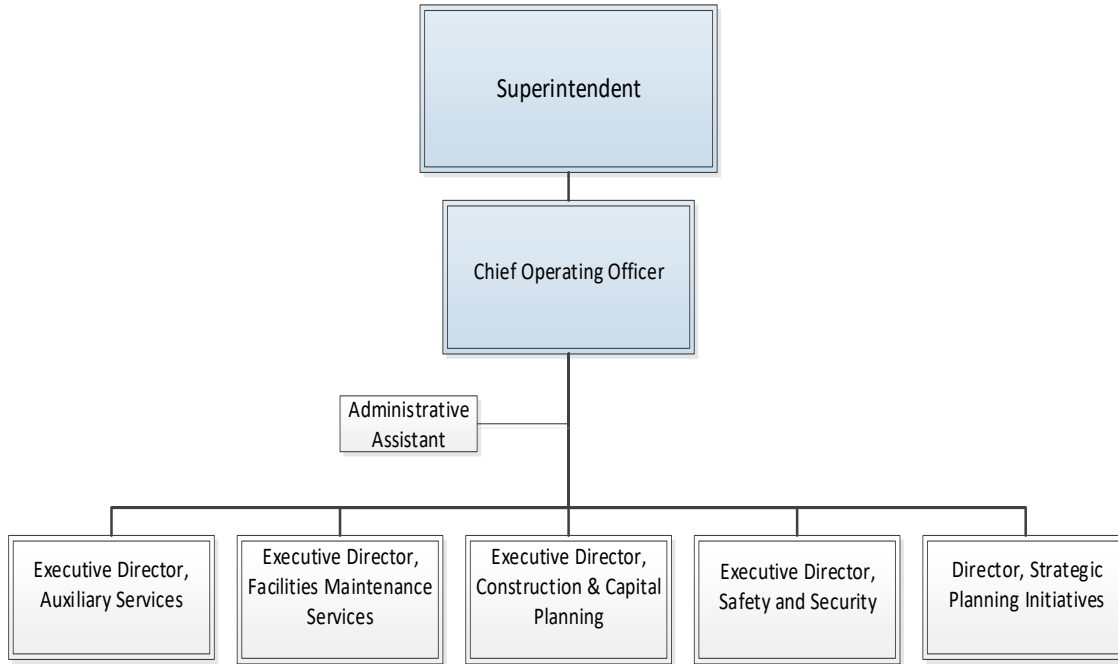
⁸ Not including “restricted” special revenue funds (capital, nutrition, and selected grants) of \$37.8 million. Source: https://www.dpsnc.net/site/handlers/filedownload.ashx?moduleinstanceid=5680&dataid=28841&FileName=Proposed_Budget_03212019.pdf.

⁹ *Ibid.*

¹⁰ Source: <https://www.dpsnc.net/domain/77>.

Planning Initiatives; and an Administrative Assistant. Exhibit 3 below presents an overview of the COO’s functional organizational structure, and Exhibit 4 provides general staffing and budget information for the departments reporting to the COO. The “RNP” reference in Exhibit 3 represents information or data *Requested, but Not Provided*.

Exhibit 3. Office of the Chief Operating Officer Organizational Chart



Source: CGCS, Using Data Provided by the DPS

Exhibit 4. Staffing and Budget Data for Departments Reporting to the COO

Staffing and Budget Data for Departments Reporting to the Chief Operations Officer											
Department	FY19	FY20	FY19	FY20	FY2017		FY2018		FY2019		FY2020
	FTE		Total Positions		Budget	Actual	Budget	Actual	Budget	Actual	Budget
Office of the COO	RNP	RNP	RNP	RNP	\$ 222,829	RNP	\$ 420,570	RNP	\$ 597,286	RNP	\$ 318,507
Office of Auxiliary Services	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP
Warehouse	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	\$ 1,233,147
Transportation	RNP	RNP	RNP	RNP	\$19,370,195	RNP	\$21,179,120	RNP	\$ 19,862,158	RNP	\$ 18,901,345
Child Nutrition	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP
Office of Safety and Security	RNP	RNP	RNP	RNP	\$ 1,713,715	RNP	\$ 1,638,297	RNP	\$ 1,723,857	RNP	\$ 1,768,414
Office of Facilities and Maintenance Services	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP
Custodial	RNP	RNP	RNP	RNP	\$ 9,125,822	RNP	\$ 9,415,179	RNP	\$ 11,237,905	RNP	\$ 10,699,433
Trades	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP
Grounds	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP
Fleet	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP
Office of Construction and Capital Planning	RNP	RNP	RNP	RNP	\$24,173,595	RNP	\$24,261,587	RNP	\$ 33,794,014	RNP	\$ 21,568,829
Office of Strategic Planning Initiatives	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP	RNP
Total	-	-	-	-	54,606,156	-	56,914,753	-	67,215,220	-	54,489,675

Source: CGCS, Using Data Provided by the DPS

Findings

The findings of the Council’s Strategic Support Team are organized around four general areas: Commendations, Leadership and Management, Organization, and Operations.¹¹ These findings¹² are followed by recommendations in each area.

Commendations

- The School Nutrition Services Department received both an Outstanding and Gold designation in the first-ever Farm to School of NC Awards from the Farm to School Coalition.
- The Office of Strategic Planning Initiatives, working across and with all district departments, was instrumental in identifying what DPS zones and schools will exceed seating capacity as a result of changing demographics and North Carolina class size reduction statutes.
- The team observed and interviewed many staff who were committed to students and quality services.
- The vehicle maintenance shop was found to be in good repair and well-organized with older equipment optimally deployed.
- The Executive Director of Facilities Maintenance Service launched “The Champs Day,” recognizing the facilities maintenance team. The department also instituted a monthly *Brown Bag Lunch with the Executive Director* program to enhance intradepartmental communication.
- The Safety and Security Department received strong scores from principals and assistant principals on the 2019 DPS Stakeholder Survey.

Leadership and Management

- Many departments under the COO did not use metrics, goals, performance measurements, strategic planning, established accountabilities, or best practices. To illustrate --
 - The team found few analytical tools, such as industry key performance indicators (KPIs),¹³ to measure and compare performance, to increase effectiveness, achieve greater efficiencies, set targets, guide processes, and drive continuous improvement efforts;

¹¹ All findings were as of the site visit date.

¹² Review teams often identify areas of concern that may go beyond the intended scope of the project. As a service to our member districts, any concern that rises to a high-level is included in the report.

¹³ A key performance indicator (KPI) is a type of performance measurement.

- A lack of leadership was evident in that actionable plans and goals with road maps on how to implement strategic priorities, measure these priorities, and report on the performance of these priorities were generally absent;
- Departments tended to be more tactical than strategic, as the team heard considerable time was spent “firefighting” vs. “fire prevention;”
- The team found no deliberative, proactive succession plan, capacity building efforts, managerial training, supervisory training, or cross-training in critical functions to ensure continuity in the event of an absence, leave, retirement, promotion, or resignation of crucial department staff; and
- The team found no attempt to distinguish between and track productive work time vs. non-productive time (i.e., traveling to/from a job site or driving empty buses (commonly known as “windshield time”), waiting for or picking up parts, and vehicle breakdowns).
- There appeared to be a lack of due diligence, safety, security, adherence to federal and state regulations, and internal controls, suggesting DPS vulnerability to unnecessary risk and liability in the following areas --
 - Asbestos-containing materials in flooring, paint, and insulation was exposed to students, staff, and parent traffic. Exhibit 5 below shows photographs of some of the conditions described above;

Exhibit 5. Site Visit Photographs – Possible Asbestos

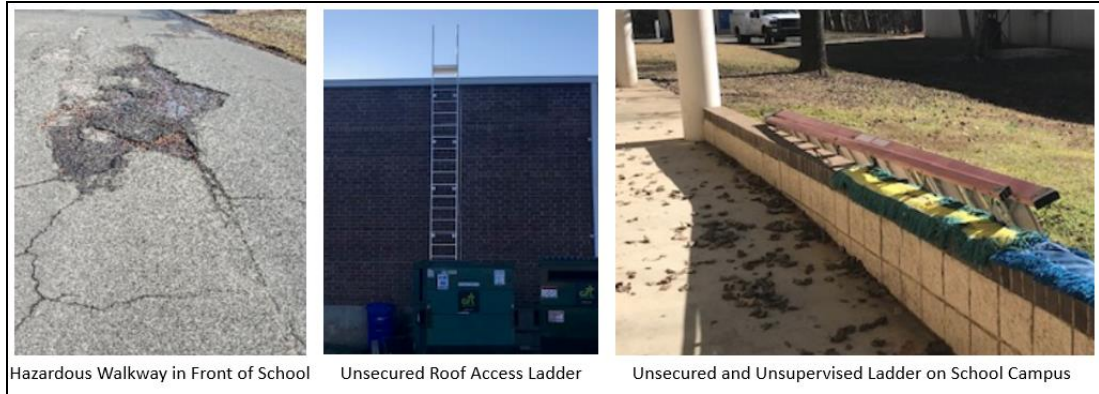


Sources: CGCS Review Team

- The team was told that not all student-occupied school buildings or student access areas have fully functioning fire alarm systems, and fire alarm systems throughout the district were generally outdated;
- During site visits, the team saw many examples of unsecured access areas to campuses, an unsecured technology room, no adult monitoring of a ladder accessible to students, an unsecured roof access ladder, bus parking lots with potholes, uneven surfaces—some not entirely paved, and a lack of consistently implemented principles of crime

prevention through environmental design (e.g., fencing creating hiding places and out of view of natural surveillance). Exhibit 6 below shows photographs of some of the conditions described above;

Exhibit 6. Site Visit Photographs – Examples of Safety Concerns



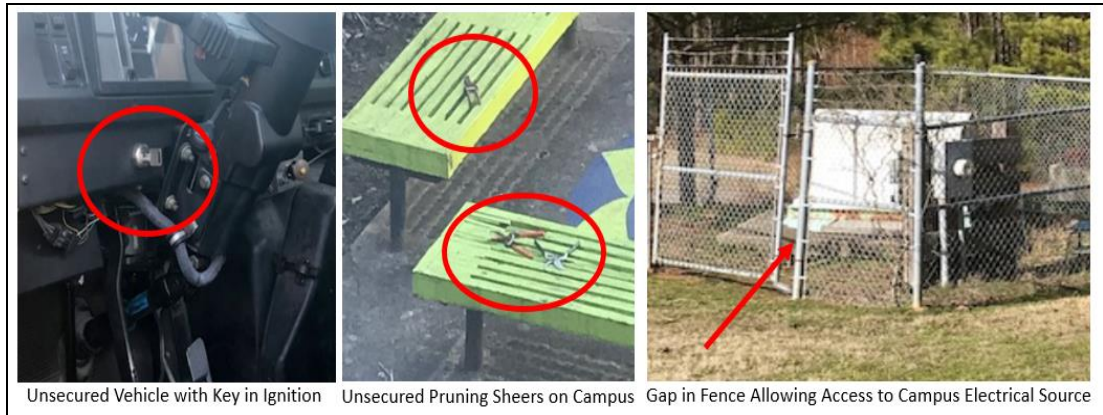
Sources: CGCS Review Team

- The lack of Americans with Disabilities (ADA)¹⁴ accessibility and compliance;
- Modular¹⁵ classrooms not in close or visual proximity to existing school buildings located on campus. The location of many modular classrooms required students to transverse on or across vehicular traffic lanes on campus, and not all modular classrooms contained alarms, CCTV access, or offered nearby restroom facilities;
- General and emergency communications from school bus drivers was dependent on “push-to-talk” technology that, the team was told, worked intermittently;
- The transportation-parts room, which is a critical area for internal control, is keyed to a district-wide master key. The team heard that multiple non-transportation department staff accessed the parts room when it was closed, using these “master” keys;
- The absence of an aggressive program to mitigate deceased and dying trees, and other arborist needs;
- The team also found unsecured areas, open gates, unlocked DPS vehicles parked around the operations buildings with the key in the ignition, and the team saw cutting tools unsecured on school campus. Exhibit 7 below displays photographs of some of the conditions described above;

¹⁴ ADA: Americans with Disabilities Act.

¹⁵ Modular classrooms are also referred to as portables, bungalows, trailers, relocatables, or learning cottages.

Exhibit 7. Site Visit Photographs – Additional Examples of Safety Concerns



Sources: CGCS Review Team

- Only one individual was responsible for all DPS 24/7 emergency responses;
- There was a perception that principals changed DPS policy on alternative meals and was not charging students as required by federal regulations;
- The team heard that new equipment for new cafeterias might be incorrectly charged to and paid from the nutrition fund, in violation of federal codes; and
- The team was told that due to the lack of principal availability, not all school site principals received essential emergency operations and planning training.
- There were few communication channels up-and-down and side-to-side within and between departments. The team was told that --
 - The lack of regular and relevant department meetings resulted in operational silos;
 - The team heard from multiple interviewees that poor communication and coordination existed between Facilities Maintenance Services and the Construction and Capital Planning departments;
 - Key staff was not always invited to the table when discussions or decisions were made that might impact their operation or budget planning. As a result--
 - Some newly created or changed requirements were severely underfunded or not funded at all. For example, North Carolina required compliance with a new School Risk Management Emergency Plan, but the state provided no funding to ensure training compliance; and
 - The department did not have the opportunity to provide input into DPS Strategic Plan goals they were asked to implement and meet.
- Each department reported they were understaffed. While the team was not able to determine workloads within areas of responsibility, the team did find that --

- Due to understaffing, many employees assumed multiple duties and assignments beyond their job descriptions;
- Directors, managers, and supervisors were fulfilling administrative functions that should have been completed by support staff. For example--
 - Supervisors manually reported payroll, packed pallets, and delivered supplies to schools;
 - Managers calculated the costs of and did billing for field trips;
- Operating departments experienced reductions-in-force, e.g., the Facilities and Maintenance Services department was reduced from 103 FTEs to 83 FTEs, while building square footage and acreage increased; and warehouse staff was reduced by 50 percent (from 12 to 6 employees); and
- There has been some division progress in meeting the *Priority 5 Goals*, as described in the current DPS Strategic Plan,¹⁶ but there does not appear to be adequate funding or personnel to achieve all remaining goals.
- Many employees interviewed indicated that there was little job-specific training or professional development opportunities available for personal growth or ability to add value to the district.
- The division and department leadership reporting to the COO experienced significant change within the past 12 months.
- Departments within the division appeared to be “stuck in the past,” and multiple staff members interviewed felt undervalued and disrespected by the central office.
- It was generally expressed by many interviewed by the team that the division was not well-served by the district’s Office of Human Resources (HR). It was shared that --
 - There was a lack of support or priority from HR in filling key or critically needed entry-level positions. For example--
 - A critically needed roofing position had been vacant for more than two years;
 - A carpenter position had been vacant for more than six months;
 - Applicants were lost to other employers due to DPS’s lengthy recruiting and onboarding process;

¹⁶ See:

<https://www.dpsnc.net/cms/lib/NC01911152/Centricity/Domain/295/DPS%20Strategic%20Plan%20booklet%201018%20B%2012-21-18Web.pdf>

- Division staff felt compelled to process applicants for entry-level positions, which is typically an HR function. For example, managers and supervisory staff searched online applications for potential employees, called candidates, set up interviews, interviewed, and then engaged HR; and
- Employee absenteeism was high and predictable around holidays, weekends, and paydays. Staff members indicated that attendance improvement suggestions and plans were submitted to HR but went unanswered.¹⁷
- There was no uniform methodology for identifying or establishing opportunities for continuous improvement, cost savings, or revenue generation. For example--
 - The team found no business-case justifications with cost estimates and cost-benefit analysis of what work could be performed more cost-effectively by district staff vs. the cost of contracting or purchasing for the same services or products from outside vendors;
 - There was no standardized energy management or conservation program in place. Formal energy conservation plans, goals, or staff training to achieve any level of cost savings appeared limited;
 - The team was told that necessary available federal funding was “on hold” at the state or local level, which prevented DPS from expanding the supper program. Expanding the supper program would benefit the department with additional funding, increasing employee hours, thus improving employee retention and boosting funding for future equipment purchases;
 - Grant funds awarded to DPS were not being fully leveraged to procure equipment and expand services identified in grants;
 - The district did not utilize Leadership in Energy and Environment Design (LEED) certified projects, resulting in higher energy costs to the district when new construction comes online;
 - The district was not strategic when charging for after-school and weekend uses of DPS facilities. Not all costs were fully recovered by the fees charged;
 - There did not appear to be a process in place to consolidate summer programs to optimize the use of facilities and fiscal resources;
 - The team found little evidence of a formal plan for predictive, preventive, or routine maintenance programs, including replacement cycle plans for school site mechanical equipment and other maintenance needs. As a result--

¹⁷ Also shared with the team was that absenteeism increased after the county went to a bi-monthly pay system for some positions and once employees reached monthly hour thresholds for certain benefits, absenteeism increased.

- When facility (e.g., roof, HVAC, life safety, security, plumbing, electrical, etc.) systems were not proactively maintained, these systems follow an accelerated deterioration curve and fail prematurely, sometimes years *before* their designed life expectancy;
 - Deferring maintenance magnifies many times over the costs of maintaining a school facility; and
 - Work orders and emergency calls from schools become the sole drivers or determinants of maintenance activity, resulting in the maintenance department not able to engage in proactive activities to ensure that critical equipment and systems are maintained to maximize lifetime effectiveness.
- Although the district annually utilizes surveys to solicit customer feedback regarding operational services, the surveys did not seek student, staff, or parent responses for all operations services received, such as nutrition and transportation.

Organization

- The team saw weak organizational cohesion across departments, which led to inconsistent service levels and inefficiencies through duplication of efforts and customer confusion. For example--
 - After a recent reorganization, the DPS risk management function was distributed (fragmented) across multiple departments.¹⁸ This reorganization created uncertainty as there was no longer a single point of contact or clear owner of risk management at an enterprise level that staff could contact for guidance;
 - Two separate vehicle garages, located side-by-side on the same property, maintain the DPS fleet of vehicles and equipment with engines and generators. Transportation Services was responsible for maintaining the DPS buses. At the same time, Facilities Maintenance was responsible for maintaining the DPS white fleet (cars, vans, trucks, tractors, equipment with engines (lawnmowers, blowers), and generators). Even though the garages were contiguous with each, there were two separate--
 - Garage supervisory staffs,
 - Garage mechanic/technician staffs,
 - Parts rooms,
 - Parts room staffs, and

¹⁸ Safety & Security is responsible for: drills, emergency response & crisis management , campus emergency response teams, defibrillators, first aid CPR training, safe schools training ,bio-hazards, emergency & weather radios, and community shelters; Maintenance Facilities is responsible for: asbestos, indoor air quality, and playground inspections were transferred to facilities; risk management is listed on the organizational chart within the Office of the Chief of Staff and is responsible for all insurance, worker's compensation, and accident issues.

- Parts room inventory systems.
- The Director of Strategic Planning Initiatives position was placed on the division’s organizational chart as a line function. However, the duties described in the job description provided to the team align more closely with typical support or staff functions.¹⁹
- It was reported to the team that many job descriptions did not reflect actual duties performed and had not been reviewed or revised in many years. The team reviewed all department vacancies posted on the DPS HR web page and found--
 - Of the 14 vacancies listed in the “Operations” section, four open positions had no job description attached, six job descriptions were between six and eight years old, and five vacant positions reported to job titles or positions that did not exist on the current organizational chart(s) provided to the team;
 - Of the seven vacancies listed in the “Child Nutrition Services” section, job descriptions were not attached to six of the listings. The one listing that did include a job description was dated October 2012, and the position reported to a job title or position that did not exist on the current organizational chart(s) provided to the team; and
 - Of the four vacancies listed in the “Transportation” section, none had job descriptions attached, and one vacancy titled, *Technician I*, could not be found on the organizational chart(s) provided.
- The team found some key leadership positions held by employees that may lack the requisite experience, skill sets, or training to perform the duties of the position effectively.
- There appeared to be an excessive and unnecessary staff layer providing oversight of the School Nutrition Services, Transportation Services, and Warehouse Services functions, as these functions should be reporting directly to the COO. Excessive staffing layers --
 - Negatively affected internal and external communications,
 - Created bottlenecks and choke points in operations,
 - Created silo mentalities,
 - Caused duplication of efforts, and
 - Inflated costs associated with excessive FTEs who were unnecessarily assigned to management or supervisory positions.

¹⁹ A line function or position has authority and responsibility for achieving the major goals of the organization. A staff function or position is a position whose primary purpose is providing specialized expertise and assistance to line positions.

- The team saw no evidence that department organizational structures and workflows had been examined recently to see if some staff and positions could be repurposed to achieve operational efficiencies and effectiveness.

Operations

- The division lacked a centralized call center that has resulted in a duplication of efforts and the potential interruption in stakeholder services.
- The district does not utilize an integrated student ID card system that could incorporate, for example, functions, including school bus passes, meal access, library access, textbook accountability, student activity cards, improved meal accountability reporting, and attendance tracking.
- There was no evidence of a collaborative capital equipment plan across the division, which resulted in higher repair costs and increased out-of-service time.
- There was no cohesive technology strategy, which resulted in--
 - Inventory systems that were outdated and not user friendly;
 - Multiple systems in use that were not fully integrated;
 - Many labor-intensive processes, including --
 - The extensive use of manually created spreadsheets,
 - Data taken from one computer system and hand entered into another computer system, and
 - Manual entry of payroll data,
 - The lack of automated reordering of commonly used maintenance supplies, custodial supplies, and vehicle parts;
 - Little use of single sign-on capabilities requiring staff to utilize and track multiple usernames and passwords; and
 - Not leveraging existing software features to enhance efficiency and effectiveness. For example, Student Nutrition Services staff did not utilize the inventory or menu-analysis capabilities of the software that the department procured.
- The team was told that the last time school boundaries were changed was more than 25 years ago.
- In 2019, DPS conducted a stakeholder survey that principals, assistant principals, and central services leaders were encouraged to participate in. These data can be used to view customer satisfaction and identify areas for improvement. Exhibit 8 below shows the

Operational Services Division section of the survey. The far-right column is the average score for each question.

Exhibit 8. 2019 DPS Stakeholder Survey – Operational Services Section

Operational Services					
Item	Question	% Agree			
		2019 Principals (n=47)	2019 Assistant Principals (n=69)	2019 Central Services Leaders (n=29)	2019 District (n=147)
Q15	Accuracy and Helpfulness How do you rate the overall accuracy and helpfulness (Information provided is correct, and issues are resolved) of services and functions of Central Services?	80.0	84.0	90.0	84.0
	Capital Planning and Construction	53.0	49.0	45.0	49.0
	Child Nutrition	67.0	69.0	79.0	71.0
	Custodial Services	53.0	60.0	69.0	60.0
	Maintenance and Facilities	69.0	64.0	65.0	65.0
	Safety and Security: Security, Safety Plans, Cameras, SROs	89.0	84.0	72.0	84.0
	Transportation	53.0	55.0	82.0	60.0
Q16	Courtesy How do you rate the overall courtesy (Staff are polite and respectful when listening to concerns) of services and functions of Central Services?)	93.0	97.0	97.0	96.0
	Capital Planning and Construction	64.0	53.0	51.0	56.0
	Child Nutrition	73.0	72.0	75.0	74.0
	Custodial Services	66.0	80.0	76.0	75.0
	Maintenance and Facilities	81.0	76.0	76.0	76.0
	Safety and Security: Security, Safety Plans, Cameras, SROs	90.0	84.0	69.0	73.0
	Transportation	62.0	75.0	79.0	71.0
Q17	Responsiveness How do you rate the overall responsiveness (Requests are acknowledged and communication is returned quickly) of services and functions of Central Services?)	72.0	84.0	100.0	84.0
	Capital Planning and Construction	64.0	45.0	44.0	51.0
	Child Nutrition	70.0	71.0	66.0	69.0
	Custodial Services	70.0	71.0	76.0	72.0
	Maintenance and Facilities	68.0	64.0	62.0	64.0
	Safety and Security: Security, Safety Plans, Cameras, SROs	91.0	85.0	75.0	85.0
	Transportation	57.0	59.0	79.0	62.0

Source: DPS Office of Research and Accountability

- To better understand working conditions and workplace climate across various stakeholder groups, in spring 2019, DPS administered its first Employee Engagement survey,²⁰ which was provided to classified and central services employees that were both school and central office based. Exhibit 9 below displays survey results from staff reporting to the Office of the Chief Operating Officer. The scoring indicates the percentage of respondents that agreed with the question or statement. The column on the far-right reflects the overall district average of all respondents.

²⁰ See DPS Strategic Plan, Goal 3 at: <https://www.dpsnc.net/cms/lib/NC01911152/Centricity/Domain/295/DPS%20Strategic%20Plan%20booklet%201018%20B%2012-21-18Web.pdf>.

Exhibit 9. Combined Staff Responses of all Departments Reporting to the COO

Item	2019 Employee Engagement Survey	% Agree	
		2019 Operational (n=230)	2019 District (n=1,496)
Time and Resources			
Q10	Please rate how strongly you agree or disagree with the following statements about the use of time in your school/department.		
	a. Staff have time available to collaborate with co-workers in their school/department.	76.0	78.0
	b. Staff are allowed to focus on work tasks with minimal interruptions.	69.0	68.0
	c. Efforts are made to minimize the amount of non-essential, job- required duties staff are required to do.	72.0	74.0
Facilities and Resources			
Q11	Please rate how strongly you agree or disagree with the following statements about your school or departmental facilities and resources.		
	a. Staff have access to reliable technology and equipment to perform essential job functions/duties.	73.0	80.0
	b. The work environment is clean and well maintained.	80.0	83.0
	c. Staff have adequate space to work productively.	83.0	81.0
District Support and Involvement			
Q12	Please rate how strongly you agree or disagree with the following statements about district support and involvement in your school/department.		
	a. The school district is supportive of this school/department.	66.0	72.0
Employee Performance			
Q13	Please rate how strongly you agree or disagree with the following statements about employee performance in your school/department.		
	a. Staff at this school or in this department understands employee performance expectations.	81.0	86.0
	b. The staff works in a school/departmental environment that is safe.	87.0	90.0
Employee Decision-Making			
Q14	Please rate how strongly you agree or disagree with the following statements about employee decision-making in your school/department.		
	a. Staff and employees are trusted to make sound professional decisions about their work.	82.0	84.0
	b. In this school/department, we take steps to solve problems collectively and effectively.	74.0	78.0
	c. Staff/employees have an appropriate level of influence on decision making in this school/department.	65.0	70.0
School/Departmental Leadership			
Q15	Please rate how strongly you agree or disagree with the following statements about school or departmental leadership in your school.		
	a. There is an atmosphere of trust and mutual respect in this school/department.	65.0	71.0
	b. Staff and employees feel comfortable raising issues and concerns that are important to them.	69.0	71.0
	c. The school/departmental leadership consistently supports staff and employees.	67.0	73.0
	d. Staff and employee performance is assessed objectively.	78.0	83.0
	e. Staff and employees receive feedback that can help them improve their work.	71.0	79.0
	f. Staff and employees are recognized for their accomplishments.	58.0	73.0
Q16	The school/departmental leadership makes a sustained effort to address employee concerns about:		
	a. Leadership issues	67.0	73.0
	b. Facilities and resources	73.0	81.0
	c. The use of time in my school/department	75.0	80.0
	d. Professional development and/or training	71.0	80.0
	e. Staff/employee leadership	72.0	79.0
	f. School/departmental practices and support	71.0	79.0
	g. New staff/employee support	73.0	77.0
Professional Development and/or Training			
Q17	Please rate how strongly you agree or disagree with statements about professional development in your school/department.		
	a. A sufficient amount of professional development/training is offered and available to support my role in my school/department.	64.0	71.0
	b. My school/departmental leadership supports my professional goals and growth.	66.0	77.0
Work Practices and Support			
Q18	Please rate how strongly you agree or disagree with the following statements about workplace practices and support in your school/department.		
	a. Staff and employees are encouraged to share new ideas to improve work in their school/department.	69.0	80.0
Overall			
Q19	Please rate how strongly you agree or disagree with the following statements about your school or department overall.		
	Overall, my school/department is a good place to work and grow professionally.	72.0	80.0
	Overall, Durham Public Schools is a good place to work and grow professionally.	75.0	83.0

Source: DPS Office of Research and Accountability

- The team identified the following themes and areas of concern regarding the school nutrition program --
 - The department, already understaffed, was utilized to cater various meetings and functions throughout the year. The team identified several concerns regarding this service, including--
 - The team was unable to confirm that a formal process was in place to ensure the appropriate charging of catering services to other district departments was taking place;
 - It was not clear whether the total cost of catered labor and food services was separated from the school nutrition service fund, per federal regulations;²¹
 - There were few annual bids, contracts, or multi-year contracts in place to capitalize and “lock-in” the best possible pricing for the purchase of small equipment throughout the year. As a result, small equipment purchases were unnecessarily delayed as the department solicited bids each time this equipment was needed;
 - The team heard that when cafeteria equipment was sold, the funds were deposited into the district’s general fund account. Although there are some exceptions, revenues received by the nonprofit school food service were to be used only for the operation or improvement of such food service;²²
 - There was a lack of controls in place to ensure that all meals served were correctly reported for reimbursement. To illustrate, the team reviewed a daily participation printout of a DPS school. The team found two instances where zero breakfast meals were listed as served, whereas that school averaged over 150 breakfast meals served each day during that month. Additionally, lunch meals totaling 525 and 487 were served to students on the same dates that indicated zero breakfast meals were served at that same school;
 - The “Smart Lunch Program” unnecessarily required school nutrition service staff to keep serving lines open longer than necessary (typically the entire lunch period) regardless of whether fewer students selected the DPS lunch meal option that day. For example, the food service department served a relatively small number of high school students’ lunch (about 250). The school administration insisted that all serving lines remain open the entire hour, which was an inefficient and unnecessary use of resources;
 - The team was told that DPS charged *indirect and overhead costs as a percent of total costs* to the school nutrition program. Last year, that charge was approximately 10

²¹ See §210.14(a) at: <https://www.govinfo.gov/content/pkg/CFR-2019-title7-vol4/pdf/CFR-2019-title7-vol4-sec210-14.pdf>.

²² *IBID.*

percent of total costs, which is significantly higher than the Great City Schools median of four percent;²³

- The department lacked a robust equipment preventive maintenance and replacement plan for all School Nutrition Services equipment. Additionally, the team observed critical refrigeration equipment that had been out-of-service for more than one year; and
- Although the division does not participate in the Council’s *Managing for Results* project since the district is not a member of the organization,²⁴ at the request of the team, departments provided selected data used for several KPI comparisons with Council reporting districts. The comparisons are shown below in Exhibit 10.

Exhibit 10. Key Performance Indicator Comparison – School Nutrition Services

2017-2018 Key Performance Indicators School Nutrition Services	Durham Public Schools	CGCS National Median	CGCS North Carolina Only Median	Note
Breakfast Participation (Districtwide)	29.60%	36.25%	28.44%	
Lunch Participation (Districtwide)	49.90%	64.74%	56.38%	Worst Quartile
Cost Per Meal	\$3.44	\$3.46	\$3.91	
Fund Balance As Percent Of Revenue	9.50%	22.95%	8.53%	Worst Quartile
USDA Commodities As Percent Of Revenue	6.50%	6.16%	6.27%	

Source: CGCS KPI Project and the DPS School Nutrition Services Department

- The team identified the following themes and areas of concern regarding the facilities maintenance program --
 - The Facilities Maintenance Services department is responsible for the maintenance and custodial services of all school and office building facilities. Exhibit 11 below highlights the scope of the assets the Facilities Management Services department is responsible for maintaining;
 - A question in the FY20 DPS *Student Climate Survey*, completed by fifth, seventh, and eleventh graders, asked students to rate this statement: “My school is clean and well maintained.” Only 52.3 percent of the student respondents agreed or strongly agreed with the statement, which was a decrease of 2.1 percent from the FY18 survey;

²³ CGCS source: 2017-2018 CGCS *Managing for Results* report.

²⁴ The Council’s *Managing for Results - KPI Report* is a performance measurement and benchmarking tool that identifies performance measures, key performance indicators (KPI), and best practices that can guide the improvement of non-instructional operations in urban school districts across the nation. The most current report, 2017-2018, was released in October 2019. “Worst Quartile” indicates an opportunity for improvement.

Exhibit 11. Facilities Management Responsibilities

Durham Public Schools Facility Assets	
Number of Sites	53
Total Number of Acres	1,406
Total Number of Square Feet - Excluding Portables	5,729,534
Total Number of Square Feet - Including Portables	5,828,318
Oldest Building (yr placed in service)	1926
Newest Building (yr placed in service)	2014
Oldest Portable (yr placed in service)	1987
Newest Portable (yr placed in service)	2019
Average Age of all Buildings (in years)	50
Average Age of all Portables (in years)	20
Total Enrollment (excluding charter schools)	32,886
Total Capacity	35,114
Total Number of Classrooms	Unknown
Total Number of Unused Classrooms	Unknown
Total Number of Unused Portables	Unknown

Source: DPS – Office of the Chief Operating Officer

- In December 2018, DPS transitioned to full in-house custodial services with approximately 140 full-time custodians and 160 part-time custodians, with a lead custodian assigned to each school;
- The custodial allotment formula did not take into consideration factors not associated with cleaning, e.g., number of students enrolled, modular units, time to set-up and breakdown before and after school programs, and facility rentals;
- The team saw significantly inconsistent levels of cleanliness from one school site visited to another;
- There was a disconnect between the amount of resources allocated and the expectation of Level 3 APPA²⁵ cleanliness at school sites;
- The team was told that no preventive maintenance was performed on custodial equipment;
- Pest control management was no longer performed;
- The DPS has no licensed HVAC²⁶ technicians on staff;

²⁵ In the late 1960’s through the early 1990’s, APPA formally stood for the Association of Physical Plant Administrators. Today, the association is known as *APPA: Leadership in Educational Facilities* and is most easily recognized and referred to as simply “APPA.”

²⁶ HVAC: Heating-Ventilation-Air Conditioning.

- Approximately 25 percent of major plumbing and 40 percent of HVAC repair needs were contracted out, but there were no contracts in place for maintaining the 73 mostly air-cooled chiller systems;²⁷
- The computerized maintenance management system procured by the district for work order reporting and tracking of maintenance and repair requests did not offer management dashboards needed for effective oversight and performance tracking;
- School Nutrition Services looks to facilities maintenance to cover the costs of cafeteria equipment repair, whereas facilities staff felt that School Nutrition Services had underfunded them for these repairs;
- The department lacked a vehicle replacement plan for the approximately 300 white fleet vehicles it maintained;
- Seven (7) significant water main breaks in the primary service line leading from the point of service to the school occurred this year resulting in school closures and the loss of instructional time;
- Air filters were infrequently changed throughout the district. This inactivity resulted in higher energy costs and the reduction in the expected life of HVAC equipment; and
- In odd-numbered years, DPS administers a Teacher Working Conditions survey to assess teachers’ perceptions in selected areas. The survey mirrors the North Carolina Department of Public Instruction Teachers Working Conditions (NCTWC) survey but with additional DPS-specific questions. Exhibit 12 below displays three years of teacher responses to a facilities-related *school environment* question from the survey.

Exhibit 12. 2019 Teacher Working Conditions Survey - Selected Facilities Question

2019 Durham Public Schools Teacher Working Conditions - Facilities Question					
Facilities and Resources					
Item	Question	% Agree			
		2016 NCTWC	2018 NCTWC	2019 DPS	Change in % 2018 NCTWC & 2019 DPS
Q3.1	Please rate how strongly you agree or disagree with the following statement about your school facilities and resources.				
	The school environment is clean and well maintained.	84.5	79.9	78.1	1.8

Source: DPS Office of Research and Accountability

- The team identified the following themes and areas of concern regarding the safety and security program --
 - While the overall relationship with the county sheriff’s office is positive, the team heard there was a disconnect concerning data sharing and a lack of district input into the selection of new School Resource Officers (SRO);

²⁷ Air-cooled chillers are refrigeration systems typically used in large buildings.

- The frequent rotation of “off duty” police officers to schools did not reflect a consistent philosophy or demonstrate specific procedures for student engagement. In some cases, a local police officer worked at a school site one day a month;
- Surveillance and security cameras located at DPS sites appeared underutilized as they were forensic in nature, lacking consistent live monitoring features. It seemed that monitoring did not occur throughout the day, but only *after* incidents;
- The team saw inconsistent and unsecure DPS door key management programs in place in that some non-administrative school site staff had key access to exterior doors, and some DPS central office staff had key access to high-security areas that were beyond the scope of their responsibilities;
- There were insufficient DPS-managed security personnel assigned to schools, requiring DPS to contract for police or sheriff department personnel;
- The Safety and Security Department is appropriately charged with training all staff on the DPS Emergency Operation Plan, but it lacks adequate personnel to achieve this responsibility adequately and appropriately; and
- Although the division does participate in the Council’s *Managing for Results* project because the district is not a member of the organization, at the request of the team, departments provided selected data used for several KPI comparisons with Council reporting districts, as shown below in Exhibit 13.

Exhibit 13. Key Performance Indicator Comparison – Safety and Security

2017-2018 Key Performance Indicators Safety and Security	Durham Public Schools	CGCS National Median	CGCS North Carolina Only Median	Note
Incidents - Assault/Battery Incidents per 1,000 Students	5.0639	4.8598	4.2735	
Safety and Security Staff per 1,000 Students	1.2351	1.3625	0.9855	
Crisis Response Teams - Teams per Academic Site	1.00	1.0105	1.0313	Worst Quartile

Source: CGCS KPI Project and the DPS Safety and Security Department

- The team identified the following themes and areas of concern regarding the construction and capital planning program --
 - Capital planning efforts lacked a single point of contact, especially when seeking answers to questions that were finance-related;
 - Modernization was the biggest challenge faced by the department;
 - The team heard that this department exhibited a silo mentality for many years, but that interdepartmental communications were improving;
 - It appeared that the capital spending cycle is too long in that the bond that was passed in 2016 for a new high school is now projected to come online in 2023. A gap of that

length (seven years) historically created higher capital costs due to the increased cost of living and inflation. Increased costs over the original bond request can also negatively affect taxpayer trust; and

- Capital construction program decisions did not appear to include full equipment life cycle cost analyses.
- The team identified the following themes and areas of concern regarding the transportation program--
 - The 2018-2019 data in Exhibit 14, sorted highest to lowest by cost per pupil, presents transportation cost data compared with the ten (10) largest public-school districts in North Carolina (using average daily membership (ADM)).²⁸ When comparing DPS transportation cost per bus, cost per pupil, and cost per mile, the data showed that --
 - The DPS cost per bus of \$77,459, was the second highest of the ten districts, and was significantly higher (67.99 percent higher) than the overall state cost per bus average of \$46,110 per bus;
 - The DPS cost per pupil, \$996.67, was the highest of the ten districts, and 16.69 percent higher than the overall cost per pupil state average of \$854.09;
 - The DPS cost per mile, \$4.53, was the third highest of the ten districts, and 22.10 percent higher than the overall cost per mile state average of \$3.71;

Exhibit 14. 2018-2019 Transportation Cost Comparisons

Local Education Agency	ADM	Pupils on Buses	% ADM Transported	Cost Per Bus	Cost Per Pupil	Cost Per Mile
Durham County Schools	32,256	17,875	55.42%	\$ 77,459	\$ 996.67	\$ 4.53
Johnston County Schools	36,210	17,865	49.34%	\$ 55,352	\$ 932.60	\$ 3.80
Wake County Schools	159,588	73,270	45.91%	\$ 88,675	\$ 922.21	\$ 4.60
Union County Schools	41,149	22,640	55.02%	\$ 73,191	\$ 921.36	\$ 4.43
Cabarrus County Schools	32,949	20,238	61.42%	\$ 61,545	\$ 894.07	\$ 4.11
Guilford County Schools	71,029	36,806	51.82%	\$ 59,663	\$ 881.83	\$ 3.87
Charlotte-Mecklenburg CS	146,661	91,795	62.59%	\$ 73,892	\$ 875.80	\$ 4.19
Cumberland County Schools	53,475	26,090	48.79%	\$ 46,381	\$ 771.54	\$ 4.81
Forsyth County Schools	53,745	27,210	50.63%	\$ 58,426	\$ 732.20	\$ 3.49
Gaston County Schools	30,857	16,386	53.10%	\$ 44,493	\$ 572.93	\$ 4.52
State Average - All North Carolina Public School Districts				\$ 46,110	\$ 854.09	\$ 3.71

Source: Public Schools of North Carolina, State Board of Education | Department of Public Instruction

²⁸ Average Daily Membership (ADM) is calculated by the total number of school days within a given term - usually a school month or school year - that a student's name is on the current roll of a class, regardless of his/her being present or absent, is the "number of days in membership" for that student. The sum of the "number of days in membership" for all students divided by the number of school days in the term yields ADM. The final average daily membership is the total days in membership for all students over the school year divided by the number of days school was in session. North Carolina considers average daily membership a more accurate count of the number of students in school than enrollment.

- There was no evidence of a formal bid system in place for bus parts with threshold limits established on dollar values;
- Nine (9) fully stocked service trucks were driven home each day by mechanics (rationale provided was for night and weekend calls for service). It was not clear to the team whether this accommodation required the reporting of fringe benefits for commuting in compliance with Internal Revenue Service (IRS) Publication 15-B;²⁹
- High bus driver attrition was attributed to low minimum hours drivers were guaranteed;
- The State of North Carolina does not require school districts to provide transportation for any student living within one-and-one-half miles of the school in which the student is enrolled (irrespective of grade). Additionally, the state requires that bus(es) be routed so that the bus must pass within one mile of the residence of each pupil assigned to that bus (also irrespective of grade).³⁰ In other words, the maximum walk-to-bus stop distance allowed in the state is one mile.³¹ However, the current DPS policy sets a maximum walk-to-stop distance of 0.2 miles. A short walk-to-stop distance requires additional stops and often requires additional buses. Added stops increase driver time, bus miles (fuel), and often the need for additional buses and drivers, which was especially relevant to the cost of school bus transportation into DPS magnet schools;
- Exhibit 15 below charts several service indicators reported by the state of North Carolina,³² including the 2017-2018 budget rating, which is the percentage of the funding base that will carry forward to the following year. Budget rating is, in part, a measure of efficiency.³³

Exhibit 15. 2018-2019 Comparative Service Indicators

Local Education Agency	2018 Fall Budget Rating	ADM	Students Transported	Student Walk to Stop Distance, AM (feet)	Average Student Ride Time, AM (min.)	Earliest Morning Pickup Time	% of Routes with Multiple Runs from Same School	% of Students Picked-up in Front of Residence	School Start Times		
									First	Last	Range
Wake County Schools	100.00%	159,588	73,270	637	18	5:16	31%	19%	7:10	9:20	2:10
Charlotte-Mecklenburg County Schools	94.12%	146,661	91,795	582	18	5:00	0%	10%	7:15	9:15	2:00
Guilford County Schools	85.22%	71,029	36,806	454	23	5:13	9%	31%	7:30	9:55	2:15
Forsyth County Schools	90.70%	53,475	27,210	443	20	5:10	2%	33%	7:30	9:55	2:25
Cumberland County Schools	92.03%	49,503	26,090	467	21	5:43	0%	13%	7:30	9:30	2:00
Union County Schools	92.09%	41,149	22,640	202	19	5:47	2%	50%	7:30	9:30	2:00
Johnston County Schools	97.39%	36,210	17,865	424	20	5:21	6%	38%	7:10	11:00	3:50
Cabarrus County Schools	85.79%	32,949	20,238	353	17	5:43	1%	25%	7:15	9:00	1:45
Durham County Schools	92.21%	32,256	17,875	565	22	5:23	14%	25%	7:25	9:15	1:50
Gaston County Schools	100.00%	30,857	16,386	262	28	5:43	17%	37%	7:45	9:00	1:15
State-wide Average	94.21%			436	24	5:43	7%	34%			

Source: North Carolina Pupil Transportation Service Indicators Report

²⁹ See: <https://www.irs.gov/pub/irs-pdf/p15b.pdf>.

³⁰ Source: https://www4.ncleg.net/enactedlegislation/statutes/html/byarticle/chapter_115c/article_17.html. See: § 115C-246. (b).

³¹ This requirement does not apply to students with special needs when transportation has been identified as a required service indicated the student’s individualized education plan (IEP).

³² Source: <http://www.ncbussafety.org/serviceindicatorreports/timsreport2019.pdf>.

³³ Source of the budget rating: <http://www.ncbussafety.org/resources.html>.

- The school bus routing function was not centralized; instead, routing was conducted at three separate locations. This arrangement created a “routing in isolation” environment. As a result--
 - Routing inconsistencies and differing policy interpretations occurred within the department on how students were routed;
 - Routing inefficiencies occurred when routers were unaware of available buses in a nearby zone;
- The department lacked ongoing plans or processes to monitor and leverage daily ridership data to contain or reduce transportation costs. For example, other than ridership data collected for state reporting, the team found no other evidence that data were formally monitored throughout the year to review actual ridership to identify opportunities for consolidating routes, eliminating buses, or equalizing loads;
- The department did not track school bus transportation costs by program type,³⁴ which is essential to --
 - Differentiating, tracking, and trending school bus transportation costs by program type and cost per student;
 - Providing accurate cost estimates and projections for future academic program initiatives or options requiring school bus transportation; and
- State-conducted DPS school bus maintenance program reviews over the past several years indicated a significant need for improvement. For example, DPS performed poorly in annual random school bus inspections. The percent of vehicles removed from service is extraordinarily high when compared to Council-member districts that participated in the latest KPI survey. The median Great City Schools 2017-2018 KPI score for buses that failed inspection on the first try was 10.63 percent. Exhibit 16 shows inspection scores, the high number of vehicles placed out-of-service, and equivalent percentages.

Exhibit 16. State Inspections of the DPS Bus Fleet

Factor	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020
*DPS Score	34.81	38.31	42.50	35.83	38.43
*Regional Average Score	31.12	29.30	29.30	37.61	38.47
Number of Buses Inspected	26	26	26	24	23
Buses Removed from Service Due to Major Defect(s) Found	6	8	7	5	6
Percent Removed from Service	23.08%	30.77%	26.92%	20.83%	26.09%
Total Parts Room Inventory Value (excluding fuel)	\$528,691	\$462,697	\$405,049	\$479,305	\$477,197
*A low score indicates fewer defects found.					

Source: DPS, Office of the Chief Operating Officer

³⁴ Program type examples include magnet, transportation to local school, exceptional children, etc.

Recommendations

The Council’s Strategic Support Team developed the following recommendations³⁵ to improve the business operations of the Durham Public Schools:

1. Update or establish compelling department visions that identify and articulate priorities to support the DPS *Vision, Mission, and Goals*. These priorities should include--
 - a. The collaborative development of department objectives that articulate and embrace a clear direction aligned with the priorities and goals of the 2018-2023 DPS Strategic Plan;
 - b. Setting appropriate benchmarks, performance plans, targets, and expectations that ensure empowerment and accountability across teams and departments;
 - c. The development of realistic five-year department strategic plans that are laser-focused on *customer needs*. The plans, to be developed with the participation of staff and other stakeholders, should include quantifiable goals, performance measures, accountabilities, targets, metrics, calendars, and timelines. The plan should be refreshed annually;
 - d. The transition to a data-driven organization and culture that relies upon fact-based and analysis-centric justifications for decisions, including the use of modern automated systems, tools, and techniques such as--
 - i. Defined performance measures, including KPIs, industry best practices, and standards for all primary functions of each department, including manager and supervisor accountability for achieving these measures;
 - ii. Root-cause analysis and corrective action plans to address operational issues; and
 - e. The design of strategies to reduce, and ultimately eliminate, any DPS or state survey results, scores, or findings that indicate needing improvement, and any KPI results that placed DPS in the “worst quartile” range.
2. Develop business cases that incorporate accurate costs, benchmarks, goals, cost-benefit analysis, return on investment (ROI) analysis, risk assessments, total cost of ownership (TCO) analysis, reasonable implementation timelines, and other appropriate analytical tools, for, at a minimum, the following activities --
 - a. Consolidating all DPS vehicle maintenance into one operation;
 - b. Determining if it is more cost-effective to outsource certain preventive maintenance and other selected repairs for specific white fleet vehicles by soliciting requests for proposals (RFP) to private service facilities located in the community. Compare bids received with the fully loaded cost of the same service performed in-house. Include discounts in the RFP for economies of scale, i.e., multiple vehicles serviced daily, weekly, and monthly when making comparisons;

³⁵ Recommendations are not listed in any specific order or priority.

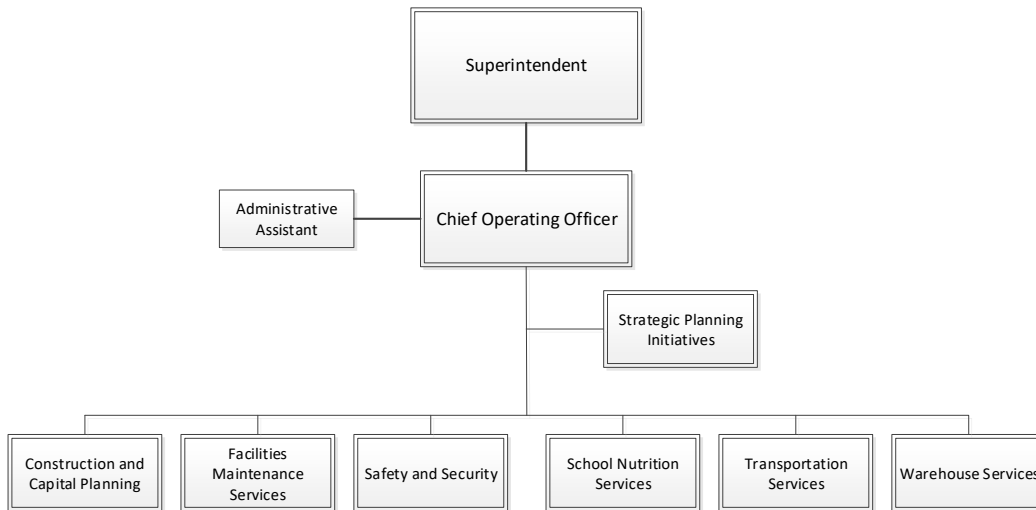
- c. Reviewing *all* departments and determining what work can be performed more cost-effectively by district staff vs. the cost of contracting or purchasing for the same services or products from outside vendors; and
 - d. Transitioning to Leadership in Energy and Environment Design (LEED) for modernization and new construction planning.
3. Conduct a comprehensive review and mitigation of all vulnerabilities identified throughout this management letter, including the lack of internal controls, the lack of due diligence in the areas of safety and security, the lack of adherence to federal and state codes and regulations, and all other DPS exposure to unnecessary risk and liability. Using examples identified in this management letter, provide annual awareness training to all employees (schools site and central) in identifying and reporting potentially unsafe conditions that could place students, staff, parents, visitors, and the district at risk.
 4. Develop or hire leaders who will lead by example in championing knowledge sharing, collaboration, and employee appreciation, recognition, and growth. Ensure regular staff meetings take place at each level with specific agendas, documented minutes of discussions, decisions, and follow-up activities, so employees know--
 - a. District, COO, and department goals and objectives and how they will be achieved;
 - b. That interdepartmental collaboration is taking place with all appropriate departments and stakeholders at the table;
 - c. How personnel will be held accountable and evaluated using performance-monitoring metrics;
 - d. Why changes are being made that may affect the team, and their expected outcomes;
 - e. That managers and supervisors are held responsible for ensuring information and feedback that is disseminated up-and-down and side-to-side within and between departments; and
 - f. That employee feedback and suggestions are welcomed and considered, so team members know their contributions are valued, and there is an ongoing departmental process-improvement program in place to encourage innovation.
 5. Invest in implementing industry best practices into the division and its departments by--
 - a. Developing and regularly updating a facilities condition assessment,³⁶ a current long-term facilities master plan, and a facilities condition index;

³⁶ Facilities Condition Assessment (FCA) provides objective, quantifiable facilities data, resulting in a Facilities Condition Index (FCI) that allows the district to 1) objectively prioritize and rank facilities projects according to need; 2) plan and schedule projects according to an objectively ranked priority; and 3) promulgate such rankings, plans and schedules to District stakeholders and the community at-large. The team could not verify that every school was physically inspected and evaluated in the 2019 Long Range Facility Assessment conducted by an outside vendor.

- b. Requiring preventive maintenance be the primary focus of DPS facilities maintenance efforts and delivering a predictive and preventive maintenance approach to ensure that critical equipment and systems are maintained to maximize lifetime effectiveness;
 - c. Evaluating the benefits of relocating all school bus routing functions into a single location to improve routing efficiency, routing consistency, teamwork, intradepartmental communication, and quality control;
 - d. Developing a reasonable DPS vehicle-replacement plan and identifying potential funding sources needed to support the project;
 - e. Creating open lines of communication between--
 - i. Facilities Maintenance Services and School Nutrition Services for appropriately funding cafeteria equipment repair and instituting a robust cafeteria equipment preventive maintenance program;
 - ii. Construction and Capital Planning, Facilities Maintenance Services, and Safety and Security Services as DPS school modernization planning and construction ramps-up;
 - iii. Safety and Security Services, County Sheriff, and other jurisdictions deploying “SECURE”³⁷ rubrics to develop partnerships and agreed-upon guidelines on the selection of School Resource Officers (SRO), and developing strategies to improve consistency and positive interaction with students by maximizing the number of days per month each specific officer is assigned; and
 - iv. School site administrative staff and Facilities Maintenance Services staff to discuss expectations and shared responsibilities for consistency in cleanliness ratings for all DPS schools and custodial allotment methodologies.
6. Reorganize the Office of the Chief Operating Officer by realigning the departments of School Nutrition Services, Transportation Services, and Warehouse Services as direct reports to the COO. This reorganization aligns with current best practices and will enhance efficiency, effectiveness, improve internal communication, eliminate silos, and promote clear lines of authority and accountability. Repurpose funding from the reduced management layer to support critical initiatives of the Office of the Chief Operating Officer. Exhibit 17 below illustrates this potential high-level functional reorganization.

³⁷ Safe School-based Enforcement through Collaboration, Understanding, and Respect (“SECURE”) Local Implementation Rubrics at: <https://www2.ed.gov/documents/press-releases/secure-implementation.pdf>

Exhibit 17. Office of the Chief Operating Officer Functional Reorganization



Source: CGCS Review Team

7. Partner with the Office of Human Resources, and together --
 - a. Review and update job titles and job descriptions to provide a realistic portrayal of current duties, responsibilities, expectations, and reporting lines. Redistribute revised job descriptions to affected employees to ensure accountability and clarity of roles;
 - b. Require easy access to job descriptions, salary schedules, and career ladder information to online applicants;
 - c. Monitor turnover rates, establish exit interview protocols for employees that voluntarily separate from DPS, and identify and track the causes of leaving for opportunities to make or recommend changes in policy;
 - d. Create a flowchart that includes the current timeline for recruitment and onboarding of division personnel. Review all steps in the current process to identify opportunities to eliminate “choke points” and redesign the process to reduce the number of steps and, ultimately, the number of days required from application to onboarding by a goal of at least 50 percent. Redundancies should be identified and eliminated, the number of “hands” involved in the process should be reduced, and opportunities for “fast-tracking” the candidate should be implemented. Assign an “owner” for each step in the process to establish accountability;
 - e. Ensure that communications between applicants, departments, and HR staff is timely, accurate, and meaningful to prevent qualified applicants from seeking employment elsewhere. Provide clear messaging of the onboarding process so that potential employees are not lost in the complexities of recruitment, selection, job offers, vetting, background checks, drug test clearance, and joining the DPS family;

- f. Create a pipeline for “hard to fill” trade positions by developing an apprentice program open to the community. Design strategies to encourage DPS high school students to enter this program;
 - g. Invite the Office of Communications and Community Engagement to plan and staff ongoing recruitment opportunities and leverage mass communications and social media approaches so the division can successfully fill critical vacancies;
 - h. Submit biweekly division vacancy status reports to the Assistant Superintendent, Human Resources, and the Chief Operating Officer;
 - i. Jointly develop written policies explaining employee attendance expectations, consequences for poor attendance, and progressive discipline outcomes. Additionally--
 - i. Require new and current employees to acknowledge receipt of the attendance policy and retain the signed copy in the employee’s HR file;
 - ii. Include attendance appraisal on annual performance evaluations;³⁸
 - iii. Stress positive attendance at every staff meeting throughout the year; and
 - iv. Recognize perfect attendance annually with “Perfect Attendance” pins, indicating the number of years of perfect attendance, which employees can proudly wear.
8. Develop or revitalize a district-wide energy conservation program. Incentivize schools to save energy and require Facilities Maintenance Services to aggressively pursue funding for sustainability and smart technology projects. Further, provide schools with web-based real-time energy usage and summary level energy reports for students, staff, and parents to use to provide timely feedback on how their school is progressing in achieving their energy savings goals for the year.
9. Evaluate the benefit of including additional operations-related items to the annual surveys conducted by the DPS Office of Research and Accountability. Consider including items that reflect student, parent, and teacher input on food, transportation, facilities, and other operational services. Use this input to establish future priorities and training opportunities. Throughout the year, utilize customer focus groups to identify and act on areas of concern. Additionally, develop a web-based customer satisfaction report where school principals can provide the Chief Operating Officer with a monthly assessment of services received.
10. Examine all department practices and standard operating procedures (SOP), and--
 - a. Ensure all practices and procedures focus on *customer service*;
 - b. Revise as necessary, with the goal of streamlining and simplifying operations and incorporating best practices with a customer service focus; and

³⁸ A visual attendance grid printed on the performance evaluation is recommended. The grid should include the days of the week to highlight absence trends such as Mondays, Fridays, days before and after holidays.

- c. Disseminate in writing to all department staff the revised practices and procedures (SOP) for all functions, or post on the district’s intranet for easy staff access to ensure continuity of service in the event of employee unavailability or absenteeism.
11. Initiate a comprehensive staffing study of all departments to ensure all functions are staffed appropriately to mirror industry norms. Evaluate current organizational structures and workflows to determine if staff could be repurposed or processes re-engineered to achieve operational efficiencies and effectiveness. Identify and reduce organizational redundancies and evaluate spans of control for appropriateness and take corrective action where needed.
 12. Focus on opportunities for revenue generation, including, but not limited to --
 - a. Identifying “choke points” and taking corrective action to ensure the release of funds to expand the supper program;
 - b. Strengthening internal controls and data review to confirm that *all* meals served were correctly reported for reimbursement;
 - c. Fully leveraging all available funding sources, including, but not limited to USDA grants, grants offered by national companies, available fixed cost of ownership funds, funding from the National Dairy Council, and selling surplus equipment for fund generation;
 - d. Evaluating the use of P-Cards, especially for low-value purchases, to improve cycle times, enjoy rebate opportunities, and decrease procurement transaction costs;³⁹
 - e. Reviewing total DPS costs for outside agency or group facility usage and rentals. Require that all costs, including administrative costs, be fully recovered within the fees charged; and
 - f. Assembling a group of stakeholders to review and consolidate summer programs to optimize facilities usage, summer maintenance opportunities, and maximizing fiscal resources.
 13. Require inclusion and collaboration with affected staff members--internal and cross-functional--when discussions or decisions are made that may impact their operations or budgets.
 14. Strengthen or expand operational efficiency in the following areas --

³⁹ Maximizing P-Card usage allows procurement professionals to concentrate efforts on the more complex purchases, significantly reduces accounts payable workload, and provides a shorter cycle time for purchases. Increased P-Card spending can provide higher rebate revenues, which in turn can pay for the management of the program. There are trade-offs, however. The decentralized nature of these purchases could have an impact on lost opportunity for savings (via bulk purchases) and requires diligent oversight to prevent inappropriate use and spend analysis to identify contract savings opportunities. (Source: Council of the Great City Schools, *Managing for Results*, 2019, p.54)

- a. Create a centralized operations call center to avoid duplication of caller efforts by creating a one-stop, single point of contact for all concerns or service issues that fall under the purview of the COO. This centralized approach will strengthen the division's ability to forward and track caller concerns, monitor resolution times, and identify trending by call type for strategic planning and training opportunities;
 - b. Modernize the division's use of fully integrated and current technology to eliminate, to the greatest extent possible, manual data entry, manual time reporting, and the extensive use of spreadsheets. Gain efficiencies with the use of barcoded inventories; automated purchase order methodology linked to supplies, commodities, parts, and consumable inventory; incorporate barcode scanning of typical services and maintenance/mechanic repair entries into the DPS work order systems; and utilize all appropriate features of department software systems to leverage operational, dashboard, and reporting efficiencies;
 - c. Develop a division-wide capital equipment procurement process and ensure all directors and other appropriate staff receive training on any new procedures;
 - d. Identify and track the reasons why buses are not passing state inspections. Develop a refresher bus inspection training program for drivers and require all drivers to sign in attendance and be held accountable for the training. Increase supervisor presence during driver pre-and post-trip bus inspections and hold drivers and supervisors responsible for the buses they drive or manage;
 - e. Review routing policies and practices to collectively maximize ride times, earliest pickup times, the number of students on each bus (load counts and seat utilization), walk-to-stop distances, and the number of stops on each run⁴⁰ to reduce the number of runs, and ultimately the number of buses used; and
 - f. Track and analyze productive time and non-productive time,⁴¹ with the goal of reducing non-productive time to the greatest extent possible. Also, track productive and non-productive time variances between employees with similar job duties and functions.
15. Develop succession planning and cross-training within all departments to ensure knowledge transfer and the orderly transition of responsibilities. Avoid creating organizational dependence on any individual by designing workflow sharing and cross-training to ensure continuity of service in the event of employee unavailability or absenteeism.
16. Transform the division's procurement philosophy into an "active" rather than a "reactive" activity. Develop a strategic procurement plan that includes --

⁴⁰ A bus run (also known as a tier) is one component of a bus route. A bus route is comprised of multiple bus runs, such as one, two, or three runs in the morning transporting students to school, and one, two, or three runs in the afternoon returning students to their home or home areas.

⁴¹ Productive time includes staff performing a maintenance function or bus driver driving the bus with students aboard. Non-productive time can include picking up supplies or parts, maintenance staff driving to and from work sites, buses operated with no students aboard.

- a. An in-depth review of state and DPS procurement policies and bid requirement thresholds;
 - b. Writing, reviewing, and modifying specifications for competitive procurements;
 - c. Identifying and quantifying sources of goods and services required by DPS;
 - d. Maintaining updated supplier lists and other sources to maximize competitive pricing and terms; and
 - e. Employing cooperative purchasing and contract piggybacking to leverage the benefits of volume purchasing.
17. Invest in job-specific training and staff development programs that provide opportunities for new and current division employees at all levels to enhance their skills, build capacity, increase promotability, learn industry best practices, participate in cross-functional training, participate in professional organizations, and visit peer districts to examine different approaches to solving similar challenges.
18. Strengthen internal fiscal, and management controls to separately track the per pupil cost, by program, for services provided to--
- a. Students transported to their local (resident) school,
 - b. Students transported into magnet schools,
 - c. Students transported into Pre-K schools,
 - d. Students transported into specialty schools (other than magnet),
 - e. Exceptional Children sorted by--
 - i. Students transported on a school bus, curb-to-curb,
 - ii. Students transported on a school bus, corner to corner (or school to school),
 - iii. Students transported by special (contracted) van,
 - f. McKinney-Vento⁴² (homeless) students, sorted by--
 - i. Name of the sending Local Education Agency (LEA),⁴³
 - ii. Name of the receiving school LEA,
 - iii. Students transported on a school bus,

⁴² The McKinney-Vento Homeless Assistance Act was reauthorized by the Every Student Succeeds Act (ESSA), which was signed into law in December 2015.

⁴³ Local Education Agency (LEA) is a commonly used synonym for a school district.

- iv. Students transported by special (contracted) van,
- g. Foster care students, sorted by --
 - i. Students transported on a school bus,
 - ii. Students transported by special (contracted) van, and
- h. Special school sessions, including summer school.

ATTACHMENT A. STRATEGIC SUPPORT TEAM

Dr. Robert Carlson

Dr. Robert Carlson is Director of Management Services for the Council of the Great City Schools. In that capacity, he provides Strategic Support Teams and manages operational reviews for superintendents and senior managers; convenes annual meetings of Chief Financial Officers, Chief Operating Officers, Transportation Directors, and Chief Information Officers and Technology Directors; fields hundreds of requests for management information; and has developed and maintains a Web-based management library. Prior to joining the Council, Dr. Carlson was an executive assistant in the Office of the Superintendent of the District of Columbia Public Schools. He holds doctoral, and a master's degree in administration from The Catholic University of America; a B.A. degree in political science from Ohio Wesleyan University; and has done advanced graduate work in political science at Syracuse University and the State Universities of New York.

David M. Palmer

David Palmer, Deputy Director (retired), Los Angeles Unified School District (LAUSD), is a forty-year veteran of school business operations administration. Mr. Palmer's executive responsibilities included the management and oversight of operations, strategic planning and execution, budget development and oversight, and contract administration. Mr. Palmer oversaw the design and implementation of performance standards, benchmarks, and accountabilities for staff and advised the Council of Great City Schools on the *Key Performance Indicator* project. Mr. Palmer was also an instructor in the School Business Management Certificate Program at the University of Southern California. After retirement, Mr. Palmer continued working with LAUSD as a professional expert providing leadership in the areas of grievance resolution and guiding administrators on contract interpretation and employee disciplinary matters. Mr. Palmer also advised the LAUSD Office of Labor Relations on negotiation strategy and impacts on proposed contract language changes. Mr. Palmer currently provides consulting services to school districts and other governmental agencies and is a highly active member of the Council's Strategic Support Teams.

Sam Bays

Sam Bays is the Director of Physical Plant Operations for Broward County Public Schools, Florida.

James Beekman

James Beekman is the General Manager of Transportation for Hillsborough County (Florida) Public Schools (HCPS). HCPS is currently the 7th largest school district in the nation servicing over 220,000 students. Mr. Beekman began his career in student transportation in 1983 and has been in a leadership role since 1989. He has been active in the Florida Association of Pupil Transportation where he serves as President and has chaired numerous committees in both operations, fleet and school bus specifications. He was recognized by School Bus Fleet Magazine as the national 2014 Administrator of the Year. In his role at HCPS, he directs the daily operation of Transportation Services which transports over 90,000 students daily on 837 routes that cover an

annual total of 17 million miles. In addition to yellow bus, Transportation Services also maintains over 600 vehicles in its white fleet used by a variety of departments in the District. He is a graduate of Florida Southern College in Lakeland with a B.S. in Business.

Willie Burroughs

Willie Burroughs is the Chief Operations Officer for the San Antonio Independent School District accountable for child nutrition, transportation, procurement, real property, and facilities (maintenance and construction). He received his B.S. in Industrial Engineering (1992) and an MBA (2001) from Clemson University in Clemson, South Carolina. He was also commissioned as a 2nd Lieutenant into the United States Army Signal Corp (1992). Willie worked for 11 years in a number of leadership roles in manufacturing for Cooper Industries. Roles included, but were not limited to: materials analyst, manufacturing engineer, manufacturing supervisor, production manager, project manager, and operations manager. After a successful career in manufacturing, Willie made the transition to the service industry where he was employed by Aramark as General Manager for maintenance operations with the Houston Independent School District (HISD). After five years of service with Aramark, Willie became an employee directly with the HISD where he served in a number of capacities to include, but not limited to: general manager of construction services (Bond), senior manager of contract administration, and senior manager of special projects. Willie served the HISD for nearly 11 years before joining the Dallas Independent School District (DISD) as executive director with responsibilities for maintenance, HVAC, grounds, environmental services, custodial, capital improvement, and energy management where he served for 3.5 years.

Walter Campbell

Walter Campbell is the Executive Director of Nutrition Services for Charleston County School District. Walter and his team are responsible for maintaining a balanced budget while serving nutritious meals to a student population of 50,000 students, in 75 facilities that spans over 100 square miles. His team manages one of the largest Summer Meals Programs, Supper Programs, Head Start Programs, and Fresh Fruits and Vegetable Programs in the second largest school district in the State of South Carolina. Before joining Charleston County School District, he spent 23 years in the food and beverage industry and three years in budget and finance with the Federal Government. Walter grew up in Charleston, South Carolina, where he earned a Business Degree from the College of Charleston and a Master's in Business from the Citadel. Walter and his team's mantra is "students are the heart of our work." This has led to a 20.1% increase in lunch participation over the last 4 years.

Lester Fultz

Lester Fultz is retired Chief of Safety and Security for the Cleveland Metropolitan School District.

Lora Gilbert

Lora Gilbert is the Sr. Director of the Food and Nutrition Services for the Orange County Public Schools, the 8th largest in the nation with 216,000 students at 226 sites. The district serves 67,000 breakfasts, 136,000 lunches, and about 15,000 suppers each day. The operating budget is

\$131,000,000 and employs 1,530 full time employees. Ms. Gilbert is a Registered Dietitian and has her Master's Degree in Nutrition from Kansas State University and been in the district for 17 years. Program accomplishments are eight USDA Best Practice Awards, Gold Healthy School District in Florida, Silver Plate, Florida Sterling Operations Award Winner, and a 30% increase in meals served in the last five years with a three-month fund balance and reinvestment in the dining rooms and student serving areas.

Jason Matlock

Jason Matlock is the Director of Emergency Management, Safety & Security for the Minneapolis Public Schools. Supporting 35,000 students, 6000 staff and over 70 sites in all aspects of prevention, mitigation, response and recovery while maintaining a focus on equity and support of a safe and welcoming school climate. He earned a BS in Law Enforcement and Justice Administration from Western Illinois University and a Masters of Public Affairs from the Humphrey School at the University of Minnesota. Jason has over twenty years of experience in law enforcement and school safety with multiple certifications in emergency management, change management, non-violent crisis intervention, threat assessment, and thousands of hours assessing and training staff in various aspects of school safety.

ATTACHMENT B. WORKING AGENDA



**CGCS Strategic Support/Technical Assistance Team
Operational Review
Durham Public Schools
January 7-10, 2020**

Contacts:

Julius Monk

Chief Operating Officer

Shirley Young

Administrative Assistant

Subject to Change as Required

Tuesday, January 7

Group Team Arrival

Marriott City Center
201 Foster Street
655.885.5748

6:15 **Team to Meet in Hotel Lobby**

6:30 **Dinner Meeting**

Wednesday, January 8

7:00 - 7:45 Team Continental Breakfast
Transportation Trailer

8:00 - 9:00 **Team Interview** **Julius Monk**
Transportation Trailer Chief Operating Officer

9:15 - 9:45 **Team Interview** **W. Matthew Palmer**
Transportation Trailer Director, Strategic Planning Initiatives

10:00 - 10:45 **Team Interviews** **Kenneth Barnes**
James Beekman Executive Director, Auxiliary Services
David Palmer
Walter Campbell
Lora Gilbert
Willie Burroughs **Travis Anderson**
Sam Bays Executive Director, Facilities Maintenance

	Jason Matlock Lester Fultz	<u>Tina Ingram</u> Executive Director, Security & Safety
11:00 - 11:45	Team Interviews	
	James Beekman David Palmer	<u>Joe Harris</u> Director, Transportation Services <u>Anthony Leak</u> Assistant Director, Transportation Services
	Walter Campbell Lora Gilbert	<u>James Keaten</u> Director, School Nutrition Services <u>Robin Brooks</u> Assistant Director, School Nutrition Services
	Willie Burroughs Sam Bays	<u>David Glenn</u> Assistant Director, Maintenance Services Structural/Life Safety Supervisor
	Jason Matlock Lester Fultz	<u>Angie Cougle</u> Security Technical Support, Security & Safety
12:00 - 1:00	Working Luncheon	
1:00 - 1:30	Team Interviews	
	James Beekman David Palmer	<u>John Strobel</u> Route Supervisor
	Walter Campbell Lora Gilbert	<u>Becky Pope</u> Dietician Supervisor, School Nutrition Svcs.
	Willie Burroughs Sam Bays	<u>Ralph France</u> Director, Custodial Services
	Jason Matlock Lester Fultz	<u>Jennie Stevenson</u> Emergency Mgmt. Specialist, Safety & Security
1:45 - 2:30	Team Interviews	
	James Beekman David Palmer	<u>Tammy Phillips</u> <u>Wanda Howard</u> <u>Jackie Jones</u> Area Managers, Transportation Services
	Walter Campbell Lora Gilbert	<u>Gregory Braswell</u> Supervisor, School Nutrition Services
	Willie Burroughs Sam Bays	<u>Thomas Griffis</u> Executive Director, Construction & Capital Planning

	Jason Matlock Lester Fultz	<u>Angie Cogle</u> Security Technical Support, Security & Safety
2:45 - 3:15	Team Interviews	
	James Beekman David Palmer	<u>Shaquana Lindsey</u> Technology Coordinator, Transportation Services
	Walter Campbell Lora Gilbert	<u>Wanda McClain</u> Personnel Relations Supervisor, School Nutrition Svcs.
	Willie Burroughs Sam Bays	<u>Borden Amos</u> Electrical Supervisor <u>Les Holshouser</u> Mechanical Supervisor
	Jason Matlock Lester Fultz	<u>Jennie Stevenson</u> Emergency Mgmt. Specialist
3:30 - 4:15	Team Interviews	
	James Beekman David Palmer	<u>Susan Beierholm</u> Parts Inventory Technician, Transportation Svcs.
	Walter Campbell Lora Gilbert	<u>Linda Harris</u> Program Development Specialist, School Nutrition Svcs.
	Willie Burroughs Sam Bays	<u>Bernard Hall</u> <u>Jonathan McDowell</u> Project Managers, Construction & Capital Planning
	Jason Matlock Lester Fultz	<u>Jeff Staton</u> Security Specialist, Security & Safety
5:30 p.m.	Group Team Discussion of Work Plan	

Thursday, January 9

7:00 - 7:45	Team Continental Breakfast	
8:00	James Beekman David Palmer	Field and Shop Mechanics Visitations
	Walter Campbell Lora Gilbert Jason Matlock Lester Fultz	Meal Preparation and School Visitations School Site Walk-Throughs
8:00 - 8:45	Team Interviews	

	Willie Burroughs Sam Bays	<u>Anitra McInnis</u> Facilities Maintenance Warehouse Manager Maria Rodriguez <u>Purchasing Agent</u> Custodial Services
9:00 - 9:45	Willie Burroughs Sam Bays	<u>Aaron Rider</u> Grounds Supervisor
10:00 - 10:45	Willie Burroughs Sam Bays	<u>Anthony Gray</u> <u>Darrin Mitchell</u> <u>Joel Rebello</u> <u>Laurie Welch</u> <u>Lavel Young</u> <u>Stuart Price</u> Custodial Supervisors
11:00 - 11:45	Willie Burroughs Sam Bays	<u>Clyde Owino</u> Fleet Supervisor, Facilities Maintenance Svcs.
12:00 - 1:00 p.m.	Working Luncheon (TBD)	
1:00 -	Willie Burroughs Sam Bays	<u>Daniel Walker</u> Director, Warehouse <u>Michelle Brossette</u> Facility Rental Specialist
	James Beekman David Palmer	School Visits
	Walter Campbell Lora Gilbert	
	Jason Matlock Lester Fultz	
TBD	Group Team Discussions	

Friday, January 10

7:00 - 7:30	Team Continental Breakfast	
7:30 - 12:00	Team Working Session	Synthesis of Findings & Recommendations
12:00 - 1:00	Team Working Luncheon	Dr. Pascal Mubenga Superintendent <u>Julius Monk</u> Chief Operations Officer
	Adjournment & Departures	

ATTACHMENT C. DISTRICT PERSONNEL INTERVIEWED

Office of the Chief Operating Officer Staff Interviewed

- Julius Monk, Chief Operating Officer
- Kenneth Barnes, Executive Director, Auxiliary Services
- W. Matthew Palmer, Director, Strategic Planning Initiatives
- Shirley Young, Administrative Assistant

Facilities Maintenance Services Staff Interviewed

- Travis Anderson, Executive Director, Facilities Maintenance Services
- Ralph France, Director, Custodial Services
- David Glenn, Assistant Director, Maintenance Services
- Anthony Gray, Custodial Supervisor
- Darrin Mitchell, Custodial Supervisor
- Joes Rebello, Custodial Supervisor
- Laurie Welch, Custodial Supervisor
- Lavel Young, Custodial Supervisor
- Stuart Price, Custodial Supervisor
- Borden Amos, Electrical Supervisor
- Michelle Brossette, Facility Rental Specialist
- Anitra McInnis, Facilities Maintenance Warehouse Manager
- Clyde Owino, Fleet Supervisor, Facilities Maintenance Services
- Aaron Rider, Grounds Supervisor
- Les Holshouser, Mechanical Supervisor
- Maria Rodriguez, Purchasing Agent, Custodial Services
- Daniel Walker, Warehouse

Construction and Capital Planning Staff Interviewed

- Thomas Griffis, Executive Director, Construction & Capital Planning
- Bernard Hall, Project Manager, Construction & Capital Planning
- Jonathan McDowell, Project Managers, Construction & Capital Planning

Safety and Security Staff Interviewed

- Tina Ingram, Executive Director, Security & Safety Services
- Capt. Kim Lane, Durham County Sheriff's Office & DPS Security Liaison
- Jenine Stevenson, Emergency Management Specialist, Safety & Security Services
- Angie Cogle, Security Technical Support, Security & Safety Services
- Jeff Staton, Security Specialist, Security & Safety Services
- Jo Rice, Administrative Assistant

Transportation Services Staff Interviewed

- Joe Harris, Director, Transportation Services
- Anthony Leak, Assistant Director, Transportation Services
- Tammy Phillips, Area Manager, Transportation Services

- Wanda Howard, Area Manager, Transportation Services
- Jackie Jones, Area Manager, Transportation Services
- Susan Beierholm, Parts Inventory Technician, Transportation Services
- John Strobel, Route Supervisor
- Shaquana Lindsey, Technology Coordinator, Transportation Services

School Nutrition Services Staff Interviewed

- James Keaten Director, School Nutrition Services
- Robin Brooks, Assistant Director, School Nutrition Services
- Becky Pope, Dietician Supervisor, School Nutrition Services
- Wanda McClain, Personnel Relations Supervisor, School Nutrition Services
- Linda Harris, Program Development Specialist, School Nutrition Services
- Gregory Braswell, Supervisor, School Nutrition Services

Sites Visited

- Offices, Departments, and Facilities of the Chief Operating Officer
- Durham School of the Arts
- Glen Elementary School
- Jordan High School
- Neal Middle School
- Oak Grove Elementary School

ATTACHMENT D. DOCUMENTS REVIEWED

- Part 200 – Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards
- District Data Profile, 2015-2016, 2016-2017, 2017-2018, and 2018-2019, last updated September 30, 2019
- 2018-2019 Enrollment by District
- FY 2019-2020 Superintendent’s Proposed Budget
- 2017-2018 Pupil Transportation Data – North Carolina Department of Public Instruction, Transportation Services
- Table 32 – 2019 Student Transportation on Public Buses - North Carolina Department of Public Instruction
- Durham Public Schools Surveys:
 - 2019 Teacher Working Conditions Survey Summary Comparison Results
 - 2019 Employee Engagement Survey Summary Divisional Comparison Results
 - 2019 Employee Engagement Survey Executive Summary
 - 2018, 2019, and 2020 Student Climate Survey – Yearly Comparative Report
 - 2019 Stakeholder Survey Executive Summary, dated June 2019
 - 2019 DPS Stakeholder Survey Summary Divisional Comparison Results,
 - 2018-2019 Teacher Working Conditions Survey Executive Summary
- Durham County School Bus Defect Reports:
 - 2019-2020, dated November 15, 2019
 - 2018-2019, dated February 7, 2019
 - 2017-2018, dated May 16, 2018
 - 2016-2017, dated January 13, 2017
 - 2015-2016, dated April 19, 2016
- DPI Transportation Services, Annual Inspection of Office Accounting Reports:
 - 2019-2020, dated November 15, 2019
 - 2018-2019, dated February 8, 2019
 - 2017-2018, dated May 18, 2018
 - 2016-2017, dated January 12, 2017
 - 2015-2016, dated April 21, 2016
- Transportation Services, Annual Transportation Consultant Reports:
 - 2019-2020, dated December 27, 2019
 - 2018-2019, dated February 15, 2019
 - 2017-2018, dated June 8, 2018
 - 2016-2017, dated January 12, 2017
 - 2015-2016, dated May 4, 2016
- School Resource Officer Program, Memorandum of Understanding (MOU), dated August 19, 2019
- 2018-2019 Description of Object Codes Used in Expenditure of State Funds - North Carolina Department of Public Instruction
- FY 2018-2019 District Expenditures by LEA and Object Codes as of June 30, 2019 - North Carolina Department of Public Instruction

- 2010 Efficiency Seminar for School Transportation - North Carolina Department of Public Instruction, Transportation Services
- 2013 Transportation Information Management System, Best Practices - North Carolina Department of Public Instruction, Transportation Services
- FY 2018-2019 Transportation Information Management System, Service Indicators Report - North Carolina Department of Public Instruction, Transportation Services, dated November 15, 2019
- FY 2017-2018 Transportation Information Management System, Service Indicators Report - North Carolina Department of Public Instruction, Transportation Services
- DPS Clean School Award Inspection Criteria
- Custodial Services Handbook
- Strategic Plan Addendum, dated January 2020
- 2018-2023 DPS Strategic Plan
- Long Range Facility Assessment, dated May 28, 2019
- Table 10 – 2020 Pupils in Membership by Race and Sex Data - North Carolina Department of Public Instruction
- 2019-2020 – Principal’s Monthly Reports (PMR), Month 3 - North Carolina Department of Public Instruction
- 2019-2020 Out-of-Capacity Table, Month-1 PMR - North Carolina Department of Public Instruction
- IPSAC: Integrated Plan for School & Community, dated January 2019
- Schools Board of Education Monthly Meeting Agenda, dated January 24, 2019
- 2019 Auxiliary Services, Standard Operating Procedures/Processes
- Construction and Capital Planning Department, dated December 2-4, 2019
- Operational Services Department:
 - Introduction
 - Staff Roster
 - Organizational Chart (Operations)
 - Who to Call
 - Job Descriptions (Direct Reports Only)
 - Budget Information
 - Where to Find the Comprehensive Annual Financial Report (CAFR)
 - Where to Find the District Strategic Plan
 - Where to Find the DPS District Organizational Charts
 - Where to Find Board Policies
- Facilities Services Department:
 - Facilities Overview and Contact Information
 - Employee Roster
 - Organizational Charts
 - Job Descriptions
 - Standard Operating Procedures
 - DPS Facilities Monthly Safety Checklist
 - General Maintenance Machine Shop Checklist
- Safety & Security Services, Administrative Manual, dated September 2019

HILLSBOROUGH COUNTY OPERATIONS REVIEW



Review of the Financial Operations of the Hillsborough County Public Schools

October 2020

Mr. Addison Davis, Superintendent of the Hillsborough County Public Schools (HCPS), requested that the Council of the Great City Schools (CGCS) provide a high-level management review of the school district's financial operations.¹ Specifically, he requested that CGCS—

- Review and evaluate the management, organization, operations, and strategic direction of the district's financial functions in the context of its current economic situation, and
- Develop recommendations that would help the district and its financial organization achieve greater operational efficiencies and effectiveness and enhance the financial stability and integrity of the district.

In response to this request, the Council assembled a Strategic Support Team of senior managers with extensive experience in financial management and operations from other major urban school systems across the country. The team was composed of the following individuals. (Attachment A provides brief resumes for each of the team members.)

Robert Carlson, Project Director
Director, Management Services
Council of the Great City Schools

David Koch, Principal Investigator
Chief Administrative Officer (Retired)
Los Angeles Unified School District

Tom Ciesynski
Chief Financial Officer (Retired)
Washoe County (Reno, NV) School District

Maryann Cox
Deputy Chief Finance Officer
Baltimore City Public Schools

¹ The Council has conducted nearly 350 organizational, instructional, management, and operational reviews in over 70 big-city school districts over the last 20 years. The reports generated by these reviews are often critical, but they also have been the foundation for improving the operations, organization, instruction, and management of many urban school systems nationally. In other cases, the reports are complimentary and form the basis for identifying “best practices” for other urban school systems to replicate. (Attachment E lists the reviews that the Council has conducted.)

Review of the Financial Operations of the Hillsborough County Public Schools

Kenneth Gotsch
Chief Financial Officer (Retired)
Seattle Public Schools

Cordelia Hardin
Chief Financial Officer
Jefferson County (Louisville, KY) Public Schools

Brian Hull
Chief Innovation Officer, Office of School Improvement
Metro Nashville Public Schools

David Palmer
Deputy Director (retired)
Los Angeles Unified School District

The team conducted its fieldwork for the project virtually using teleconferencing technology between September 25 and October 7, 2020. The general schedule for the engagement is described below. (The Working Agenda is presented in Attachment B.)

The team met with the Superintendent and the Deputy Superintendent, Dr. Michael Kemp, on the first day of the engagement to discuss expectations and objectives for the review. Subsequently, the team conducted interviews with staff members (a list of individuals interviewed is included in Attachment C) and gathered documents, reports, and data relevant to the engagement (a list of these documents is presented in Attachment D).² Following staff interviews and a review, evaluation, and analysis of documents, the team met to synthesize and refine its findings and recommendations. On the final day of the engagement, the team held a high-level debriefing of the Superintendent and Deputy Superintendent regarding the team's preliminary conclusions.

The Council sent a draft of this document to team members for their review to ensure the accuracy of the report and obtain their concurrence with the final recommendations. This management letter contains the findings and recommendations that have been designed by the team to help improve the efficiency and effectiveness of the district's financial management and operational functions and to enhance the financial stability and sustainability of the school district.

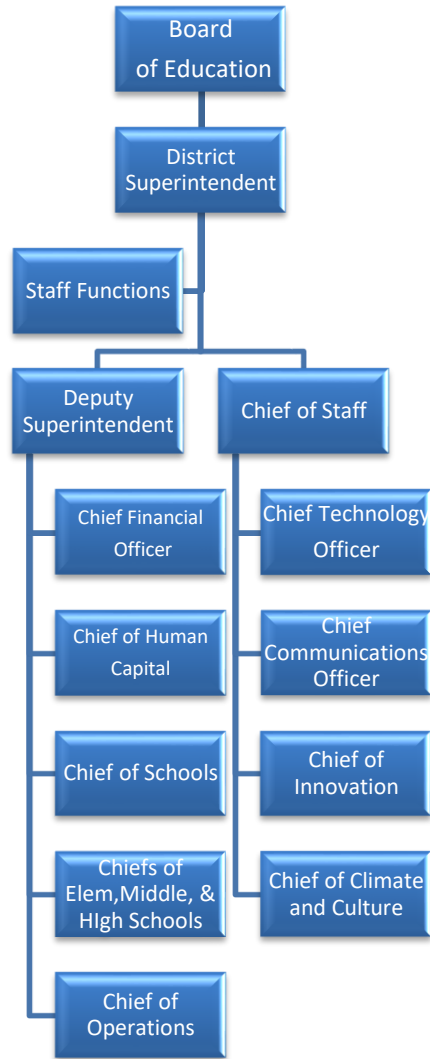
Hillsborough County Public Schools

The Hillsborough County Public Schools (HCPS) district is the third-largest school system in Florida and the 8th largest in the United States. HCPS provides comprehensive instructional programs and related services in early childhood education through twelfth grade for about 186,000 students (excluding charter schools) at over 200 campuses.

²The Council's peer reviews are based on interviews of district staff and others, a review of documents provided by the district, the gathering, development or review of comparability data, an observation of operations, and the teams' professional judgments. In conducting interviews, the teams must rely on the willingness of those interviewed to be factual and forthcoming but cannot always judge the accuracy of their statements.

The district’s leadership is headed by a new Superintendent (appointed in March 2020) and his transition team. His direct reports include a Deputy Superintendent and a Chief of Staff along with several support staff positions. The Transitional Administrative organization of the HCPS is shown in Exhibit 1 below.

Exhibit 1. HCPS Transitional Administrative Organization Chart (Abridged)



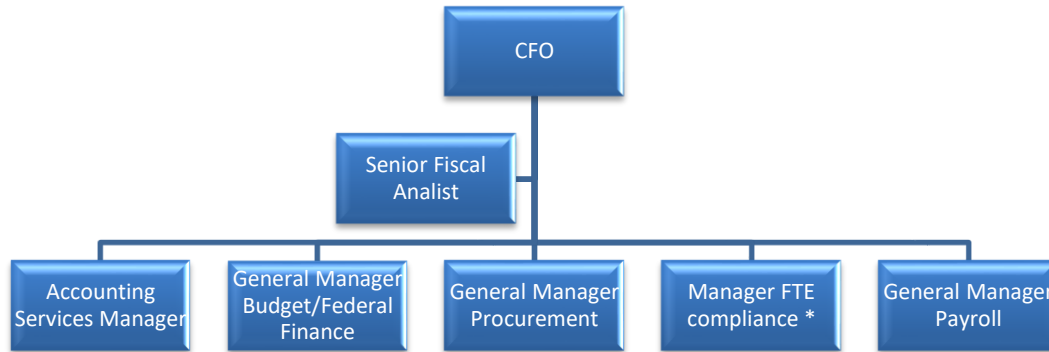
This exhibit was prepared by CGCS based on information provided by HCPS

Financial Services

The Financial Services Division is headed by the Chief Financial Officer (CFO), who is a direct report to the Deputy Superintendent, as shown above. The organizational chart below in Exhibit 2 depicts the Financial Services functions based on the organization chart that the team received from HCPS and interviews conducted with staff. The CFO has five direct reports.

However, because of a vacancy in the Manager, FTE Compliance position, the CFO currently has several additional positions receiving direct supervision from her.

Exhibit 2. Financial Services Organization Chart



* Vacant position.

This exhibit was prepared by CGCS based on information provided by HCPS

Findings and Observations

The overarching conclusion of the Council’s Strategic Support Team is that *while the Hillsborough County Public Schools is enduring a financially challenging period it has a strong new leadership team and is on a trajectory to achieve sustained financial stability and viability*. The team’s specific findings and observations are organized into five general areas: Commendations, Financial Management, Internal Controls, the ERP (Enterprise Resource Planning) System, and Organization. These findings and observations are followed by a series of related Recommendations.

➤ Commendations

- The new Superintendent has moved quickly to identify and address the financial and budgetary issues faced by the district, and they have worked diligently with the Board, community, employees, and other stakeholders to stabilize the district’s fiscal situation to ensure its sustainability.
- The Superintendent’s Transition Team has successfully de-layered and streamlined the central office organizational structure to reduce administrative costs, expedite communications, and improve operational efficiency and effectiveness.
- The Deputy Superintendent and his staff have created a matrix staffing model, using existing state staffing norms and current student FTE data, to identify potentially excess positions, by job classification, at each school. This staffing model has been used with school principals to demonstrate how current staffing above norms negatively affects the district’s long-term financial prospects.

- HCPS has designed and is implementing a “soft-landing” financial recovery plan to eliminate identified positions in excess of norms in three stages: 1) one-third in the current school year, 2) one-third in the first semester of FY 2021-2022, and 3) one-third in the second semester of FY2021-2022. This plan relies heavily on the elimination of vacant positions, natural attrition, and the reassignment of qualified staff.
- The Administration has embarked on a plan to identify additional budget reductions including, but not limited to, reducing consulting services, deferring equipment expenditures, eliminating out-of-county travel, and avoiding over-time costs.
- The Administration has conducted several School Board-level public workshops about the FY 2020-2021 budget and the district’s current financial situation.
- The district has embarked on a program to issue Tax Anticipation Notes (TANs) to ensure that it has the cash flow liquidity to meet its payroll obligations during the current school year. (This action was necessitated, at least in part, by the County Tax Collector’s deferral of property tax payments in conjunction with the current pandemic.)
- The district regularly receives the Certificate of Achievement for Excellence in Financial Reporting from the Government Finance Officers Association (GFOA) of the United States and Canada for its Comprehensive Annual Financial Report (CAFR).
- The district has consistently received an unqualified (“clean”) external audit report, which is incorporated into its annual CAFR.
- The district has been able to migrate 100 percent of its employees to the safer and more efficient automated payroll direct-deposit system or pay cards.
- The team would like to give special recognition to the management and support staff that provided the team with background documents and other resource materials in a timely manner and under extraordinary circumstances.

➤ **Financial Management**

- Past administrations allowed structural imbalances in the district’s general operating fund by failing to adjust spending for losses in revenue and increases in costs and using one-time monies to cover resulting shortfalls. As examples –
 - Revenue losses due to enrollment declines (resulting from the expansion of charter schools, demographics shifts, and the impact of COVID) have not been offset by related reductions in school staffing.³
 - Past leadership did not adjust staffing levels or find new funding sources when grant funds expired or other special funding sources had dissipated.⁴

³ The district had been forewarned of these issues in consultant reports as early as 2016.

⁴ Ibid.

Review of the Financial Operations of the Hillsborough County Public Schools

- The matrix staffing model, using existing state staffing norms and current student FTE data (noted above), has identified 3,000 excess positions.
- Expenditure increases from salary raises have not been tied to identified ongoing sources of revenue (e.g., the School Board approved salary increases in the fall of 2019).
- HCPS has backfilled revenue declines and expenditure increases by transferring one-time resources from Capital Funds to the General Fund, and then consuming the General Fund balance. To illustrate--
 - During the past six years, the district made the following transfers from the Capital Fund to its General Fund to backfill budgetary shortfalls totaling \$197.0 million (see Exhibit 3 below).

Exhibit 3. Transfers from the Capital Fund to the General Fund

Fiscal Year	Transfer Amount (Millions)
2014-2015	\$7.0
2015-2016	41.3
2016-2017	38.4
2017- 2018	30.6
2018-2019	39.5
2019-2020	40.2
Total Transfers	\$197.0

- The district’s general fund balance as of June 30, 2020 had declined over \$32.3 million from the prior year, as displayed below (See Exhibit 4.)

Exhibit 4. Decline in General Fund Balance

General Fund Balance	FY 2018-2019	FY 2019-2020	Decline in Bal.
Restricted	\$ 50.2	\$ 47.4	\$ 2.8
Available	100.3	70.8	29.5
Total	\$ 150.5	\$ 118.2⁵	\$ 32.3

- Revenue for the current school year remains uncertain and volatile. As examples -
 - The district staff members told the team that Capital Fund transfers (noted above in Exhibit 3) were no longer available to back fill the General Fund’s projected shortfall in FY 2020-2021.

⁵ This balance represents 3.9 percent of General Fund expenditures, in violation of the district’s policy of maintaining a 5.0 percent reserve, but it is in excess of the 3 percent required by Florida state law.

Review of the Financial Operations of the Hillsborough County Public Schools

- It is currently unclear if the state will “hold harmless” the district for declines in student FTEs during the pandemic period. This item alone creates an uncertainty of \$22 to \$44 million in FY 2020-2021, as well as continued uncertainty in future years.
- The anticipated loss of 7,300 student FTEs (from the 15-day count) was adjusted downward to 5,600 in September 2020 and, while this is an improvement, it illustrates the elusiveness of predictions in the current environment.
- The Council team noted significant shortcomings in the budget development and construction processes and its products. As examples –
 - While authenticated student demographic information and adopted staffing formulas appear to exist within the district, these two vital factors are not fully used in the construction of the annual budget.
 - The budgets for specific positions are created only after the position is filled and the incumbent is paid by the payroll system, therefore vacant positions can exist within HR without a budget.
 - The budget is being prepared on spreadsheets because the district’s ERP system has not been upgraded to accommodate the budget development process.
 - Duplicative programs that serve the same initiative are not being identified and consolidated, which can have significant cost implications. (For example, the team was told the district had 126 different programs aimed at curtailing bullying).
 - It was unclear to the team how “equity” was factored into resource allocation decisions or how additional support was determined for higher need “D” and “F” schools.
 - The budget is not explicitly tied to the strategic plan of the school district.
 - While HCPS budget presentation and transparency have improved since the last time the Council conducted a financial review in 2009, there appears to have been little effort to incorporate the standards necessary to obtain the Association of School Business Official’s (ASBO) Meritorious Budget Award or the GFOA’s Distinguished Budget Presentation Award.
- HCPS’s credit ratings for bonded indebtedness, certificates of participation (COPs), and TANs have been recently downgraded due to its declining unrestricted fund balances, compounded by the effects of the pandemic.⁶
- Fundamental decisions in the district have not always been based on the construction of strong business cases, anticipated returns-on-investment, alignment with strategic priorities, or supported by identified key metrics.

⁶ Based on comments by Fitch Rating, New York

- In prior years, the CFO was routinely excluded from participating in some decision-making with financial affects, including collective bargaining negotiations. The team was told that the CFO's exclusion was because of her financial warnings.

➤ **Internal Controls**

- The HCPS's lack of an effective Position Control system, which is linked directly to the district's approved budget, constitutes a material weakness in its internal controls and results in an alarming risk to the ongoing financial viability of the organization. To illustrate--
 - The district's budget had no detail backup support that provided the identification of individual positions, by classification and location.
 - The district's meager attempt at Position Control is in its "Units" section of the Human Capital Division, which identifies positions by slots that may or may not be budgeted.
 - When the district attempted to freeze positions as a budget stabilization strategy, it discovered that of 1,129 vacant positions in the "Units" system only 424 were budgeted.
 - The current system does not prevent unbudgeted positions from being filled and paid.
 - The process of relying on school principals to "close" positions that have been eliminated by the district has not worked, and it has resulted in "units" remaining active and being filled without associated funding.
- None of the district's interim financial reports project revenues and expenditures through the end of the fiscal year so that the Administration and the School Board can discern the financial direction in which the organization is headed and how they might expect to end the current fiscal year.
- While P-cards have some bank-based restrictions on their use, they do not have built-in pre-established budget limitations. When purchases are made in excess of the budget, funds must be transferred from another budget line to cover the overage.
- The School Board's Audit Committee does not include independent outside members with financial expertise, which is considered a best practice.
- The Finance Division's Accounts Payable unit does not track or report on payment discounts taken and missed.
- The substitute services contract is used without consideration of possible deployment of over-staffed positions to backfill for employee absences.

➤ **The ERP (Enterprise Resource Planning) System**

- The collective concern of people interviewed by the team was that the existing ERP and finance systems were antiquated, ineffective, and highly inefficient.
- The district has embarked on an ambitious program to implement a much-needed upgraded ERP system and, while the team strongly supports this endeavor, it has the following reservations-
 - Executive sponsorship of the ERP seems to be placed in Information Technology (IT), rather than with the functional users, which does not reflect the appropriate sense of urgency to ensure a successful implementation.
 - The team did not see any evidence that the financial user group had defined their requirements and validated when they will be met by the new ERP.
 - The team was concerned that both staff and financial resources dedicated to the implementation of the ERP may not be adequate, either in Information Technology or in the implementing user departments. (Currently, subject-matter expert staff must continue to do their existing, full-time duties and functions while testing the utility of new software.)
 - The team was concerned with the aggressive timelines that have been set for “go live” dates for the system’s components.
 - The team did not see evidence of a formal project management system, a change management methodology, a communications and training plan, or a detailed implementation plan for the new ERP.

➤ **Organization**

- Two of the most critical operational challenges facing the district are the need for a Position Control system and implementation of the new ERP. The success of these two projects will be largely dependent on cooperation, coordination, and communication among Information Technology, Finance, and Human Capital. Currently the Information Technology Division reports to the Chief of Staff, while Finance and Human Capital report to the Deputy Superintendent, which could impede the required synchronization of efforts.
- The Position Control “Units” section’s placement in the Services and Support Department of the Human Capital Division hinders the required cooperation, coordination, and communication with the Finance Division to effectively implement and operate a Position Control system for the district.

Recommendations

The following overarching recommendations have been developed by the team to help improve the operational efficiencies and effectiveness of the district's financial management functions and to enhance the financial stability and sustainability of the district.

1. Continue to urgently address the district's current year financial structural imbalance by--
 - a. Developing and implementing interim procedures to gain control immediately over district personnel expenditures using the matrix staffing model and actual enrollment counts
 - b. Requiring high-level approvals of any hiring
 - c. Implementing identified non-personnel expenditure deferrals and budget reductions on a timely basis
 - d. Completing the implementation of the three-stage "soft-landing" financial recovery plan utilizing the elimination of vacant positions, natural attrition, re-assignment of qualified personnel, and staff reductions, as necessary.
 - e. Restoring General Fund reserve balance to meet the School Board's policy and rating agencies objectives, which resulted in a rating downgrade for the district.
2. Reorganize the district's administration so that it is positioned to more nimbly address the major financial, technological, and internal control issues faced by the organization, including--
 - a. Designating the Information Technology Division as a direct report to the Deputy Superintendent, along with the Finance and Human Capital Divisions, to improve cooperation, coordination, and communication necessary to effectively address Position Control and ERP systems implementation issues
 - b. Move the Position Control "Units" section from the Human Capital Division to the Finance Division and assign Finance the primary responsibility for district-wide Position Control to enhance internal controls.
3. Restructure the district's budget development process so that for FY 2021-22--
 - a. The budget reflects the district goals as set forth in its Strategic Plan.
 - b. The current financial imbalance is not perpetuated.
 - c. The revenue budgets are based on realistic and reliable income estimates.
 - d. The personnel expenditure budgets are built on state staffing norms and authenticated demographic student enrollment projections that establish a reliable base for the construction of a strong Position Control system.

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- e. A sustainability analysis is conducted for programs to determine their long-term cost implications and financial viability and to identify program redundancies.
 - f. The Budget document and presentations reflect standards advocated by the GFOA and ASBO.
4. Re-examine the district's new ERP project to ensure that–
 - a. Executive Sponsorship of the new system is established with the office of the Deputy Superintendent.
 - b. Adequate resources have been allocated in the IT and user departments.
 - c. User requirements have been defined, validated, and incorporated into the new system.
 - d. A project management system has been adopted and is operational, including a change management methodology and a communications and training plan.
 - e. Timelines for implementation are reasonable and achievable.
 - f. It incorporates an effective Position Control system, which links the adopted budget to specific positions, by classification, location, and funding source, and it prohibits the hiring and payment of staff in un-budgeted positions.
 5. Improve interim financial reporting by including projections of financial activity for the remainder of the fiscal year along with estimated ending balances.
 6. Establish budget limitations in P-card spending controls.
 7. Improve the value and effectiveness of Accounts Payable operations by developing a program to aggressively pursue on-time payment discounts and report to the School Board on discounts earned and discounts lost.
 8. Implement controls on the use of the contracted substitute service that check the availability of existing staff members to serve as substitutes prior to a request to the vendor for these services.
 9. Consider the addition of outside financial expertise to augment the School Board's Audit Committee.

ATTACHMENT A. STRATEGIC SUPPORT TEAM

Robert Carlson

Robert Carlson is Director of Management Services for the Council of the Great City Schools. In that capacity, he provides Strategic Support Teams and manages operational reviews for superintendents and senior managers; convenes annual meetings of Chief Financial Officers, Chief Operating Officers, Transportation Directors, and Chief Information Officers and Technology Directors; fields hundreds of requests for management information; and has developed and maintains a Web-based management library. Prior to joining the Council, Dr. Carlson was an executive assistant in the Office of the Superintendent of the District of Columbia Public Schools. He holds doctoral and master's degrees in administration from The Catholic University of America; a B.A. degree in political science from Ohio Wesleyan University; and has done advanced graduate work in political science at Syracuse University and the State Universities of New York.

David W. Koch

David Koch is the former Chief Administrative Officer for the Los Angeles Unified School District (LAUSD), the nation's second largest public-school system. Mr. Koch's responsibilities encompassed virtually all non-instructional operations of the District, including finance, facilities, information technology, and all business functions. Mr. Koch also served the LAUSD as Business Manager for over ten years, Executive Director of Information Services, and Deputy Controller. Mr. Koch was also Business Manager for the Kansas City, Missouri Public School District and was with Arthur Young and Company prior to entering public service. He is a graduate of the University of Missouri and a Certified Public Accountant in the states of California, Missouri, and Kansas. Currently a resident of Long Beach, California, Mr. Koch provides consulting services to public sector clients and companies doing business with public sector agencies. Mr. Koch is a recipient of the Council of Great City School's Bill Wise CFO Award for Innovation and Excellence

Tom Ciesynski

Tom Ciesynski retired in November 2017 as Chief Financial Officer of the Washoe County School District (WCSD), whose principal city is Reno, Nevada. WCSD is the second largest school District in the State of Nevada with approximately 64,000 students. Mr. Ciesynski spent twenty-six years at WCSD also serving as the Chief Accountant after being hired in 1991 as a Senior Accountant. During his time with the WCSD, Mr. Ciesynski worked with and supervised all aspects of the District's financial operations including the implementation of the existing Enterprise Resource Planning (ERP) system as well as working on legislative matters for over twenty years. Prior to coming to WCSD, Mr. Ciesynski worked for Universal Health Services and the international accounting firm Ernst & Young where he obtained his designation as a Certified Public Accountant. He graduated from the University of Nevada-Reno where he received his Bachelor of Science in Business Administration (Accounting). He is currently a member of the American Institute of Certified Public Accountants (AICPA), the Nevada State Board of

Accountancy, and serves on the Committee on Local Government Finance for the State of Nevada.

Maryann Cox

Maryann Cox is the Deputy Chief Finance Officer of the Baltimore City Public Schools. She had previously been the Controller for the Baltimore City Public Schools (City Schools) since 2010. Ms. Cox is a graduate of Drexel University with a BS in Business Administration and an MBA, and she is a Certified Public Accountant in the state of Texas. She has worked since 2005 in various finance positions in public education. Prior to joining Baltimore City Schools, Ms. Cox worked in various finance functions for Wisconsin Energy Corporation, Petrolane Inc., and Westinghouse Electric Company.

Kenneth Gotsch

Kenneth Gotsch is currently the Vice President of Business Services and Finance/CFO for the College of Lake County. He was formerly the Assistant Superintendent for Business & Finance for the Seattle Public Schools and appointed to the King County Investment Pool Advisory Committee which over sees \$9 billion public funds. He also appointed and then elected as a Supervisory Committee member of the \$1 billion Washington School Employees Credit Union. Previously, he was the chief financial officer for several large urban colleges and school Districts over the last twenty-five years including the City Colleges of Chicago, Los Angeles Unified School District, and the Chicago Public Schools. Mr. Gotsch is a recipient of the Council of Great City School's Bill Wise CFO Award for Innovation and Excellence.

Cordelia Hardin

Cordelia Hardin is the Chief Financial Officer of the Jefferson County Public Schools (Louisville, Ky), the largest district in Kentucky with over 98,000 students. She has been with the district for over 29 years, 17 years as CFO. In addition to her experience in public schools, she has more than 20 years' experience in accounting and finance in private industry. Ms. Hardin is a graduate of Bellarmine University located in Louisville, with a Bachelor of Science degree in Commerce and a Master's degree in Business Administration.

Brian Hull

Brian Hull serves as the Director of Resource Strategy for Metropolitan Nashville Public Schools. An ardent proponent of public education, Brian supports the District's investment decisions through collaborative planning and financial analytics. Educated in public schools, Brian believes a strong public education system is the foundation of a vibrant and growing economy and community. With over a decade of experience in education, as a teacher, state department official, and District leader he brings a unique perspective to the educational landscape. Before joining Nashville Public Schools, where he leads the District's site-based budgeting and return on investment analysis, he successfully led the Office of Priority Schools, at the Tennessee Department of Education through the financial expansions of Race to the Top and the American Recovery and Reinvestment Act. Brian

earned a Bachelor of Science degree from the University of Wisconsin and his master's degree in economics from Vanderbilt University.

David M. Palmer

David Palmer, Deputy Director (retired), Los Angeles Unified School District (LAUSD), is a forty-year veteran of school business operations administration. Mr. Palmer's executive responsibilities included the management and oversight of operations, strategic planning and execution, budget development and oversight, and contract administration. Mr. Palmer oversaw the design and implementation of performance standards, benchmarks, and accountabilities for staff and advised the Council of Great City Schools on the *Key Performance Indicator* project. Mr. Palmer was also an instructor in the School Business Management Certificate Program at the University of Southern California. After retirement, Mr. Palmer continued working with LAUSD as a professional expert providing leadership in grievance resolution and guiding administrators on contract interpretation and employee disciplinary matters. Mr. Palmer also advised the LAUSD Office of Labor Relations on negotiation strategy and impacts on proposed contract language changes. Mr. Palmer currently provides consulting services to school districts and other governmental agencies and is a highly active member of the Council's Strategic Support Teams and has served as the CGCS's Principle Investigator on numerous management and operational reviews.

ATTACHMENT B. WORKING AGENDA



**Strategic Support/Technical Assistance Team
Hillsborough County Public Schools
Financial Management Review**

Contacts:

Dr. Michael Kemp
Deputy Superintendent

Becky Tamayo
Administrative Secretary

Working Agenda

Subject to Change as Required

Friday, September 25

1:00 - Team Planning Meeting

Monday, September 28

11:00 – 12:00 Team Interview

Michael Kemp
Deputy Superintendent

Michael McAuley
Chief of Staff

3:00 - 4:00 EST Team Interview

Gretchen Saunders
Chief Finance Officer

Wednesday, September 30

11:00 – 12:00 Team Interview

Susan Garcia
General Manager,
Budget/Federal Finance

Steve Brady
Department Manager,
Services & Budget

3:00 – 4:00 EST Team Interview

Verna Hurley-Long
Senior Fiscal Analyst

Friday, October 2

11:00 – 12:00 Team Interview

Marie Whelan (tchr

Review of the Financial Operations of the Hillsborough County Public Schools

placement)

Bradley Woods

Libby Tuten

FTE Unit
Compliance/Position
Control

3:00 – 4:00 EST

Team Interview

Kim Bays

Director, School
Management

Monday, October 5

11:00 – 12:00

Team Interview

Stephanie Heaton

Accounting Services
Manager

Pam Hendricksen

General Manager
Payroll

1:00 – 2:00

Team Interview

Gretchen Saunders

3:00 – 4:00 EST

Team Interview

Becky Reinecke

Manager, Data Quality
& Governance

Tuesday, October 6

11:00 –

Team Synthesis of Findings

Wednesday, October 7

3:00 – 4:00 EST

Debrief

Addison Davis

Superintendent

Michael Kemp

Deputy Superintendent

Michael McAuley

Chief of Staff

ATTACHMENT C. DISTRICT PERSONNEL INTERVIEWED

- Addison G. Davis, Superintendent
- Michael Kemp, Deputy Superintendent
- Michael McAuley, Chief of Staff
- Kim Bays, Supervisor of Elementary Instruction
- Gretchen Saunders, Chief Finance Officer
- Manuel Ippolito, Internal Auditor
- Nicole Binder, Executive Director of Assessment and Accountability
- Susan Garcia, General Manager, Budget/Federal Finance
- Steve Brady, Department Manager, Services & Budget
- Verna Hurley-Long, Senior Fiscal Analyst
- Marie Whelan, Chief Human Resources
- Wendy Rutherford, Supervisor of Data Analysis
- Libby Tuten, FTE Unit allocations
- Stephanie Heaton, Accounting Services Manager
- Pan Hendricksen, General Manager Payroll
- Rebecca Reinecke, Manager, Data Quality & Governance
- Rick Laneau, General Manager Information Technology

ATTACHMENT D. DOCUMENTS REVIEWED

- Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2019
- Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2018
- Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2017
- Popular Annual Financial Report, Fiscal Year Ended June 30, 2019
- Budget Manual Fiscal Year 2020-2021 (Total Combined Budget Book 20-21)
- Final Budget FY 2019-2020
- Final Budget FY 2018-2019
- Financial Update Workshop, July 28, 2020 (P/P presentation)
- Public Hearing to Adopt Final Millage Rates & Budget, September 8, 2020
- Budget Workshop, September 22, 2020
- Organization Charts
 - District wide, July 2019
 - District wide, July 2020
 - Financial Services
 - Office of Budget and Federal Finance
 - Office of Procurement Services
 - Office of Accounts Payable
 - Office of Payroll
 - Office of Accounting and Special Revenue
 - Office of Property Control Services
 - Human Capital (undated)
 - Human Resources Division, July 1, 2019
- Florida Auditor General Report #2018-173, March 2018
- Enrollment Count History – 3 years (2017, 2018, 2019)
- 2017 Phase III: Educational Audit Comprehensive Report for Hillsborough County Public Schools by Gibson
- 2016 Phase III: Educational Audit Comprehensive Report for Hillsborough County Public Schools by Gibson
- 2016 Phase I: Operational Efficiency Audit – Report of Major Cost Savings Opportunities by Gibson
- Performance Audit of HCPS, September 5, 2018 by McConnell & Jones LLP
- Schedule of Expenditures of Federal Awards, June 30, 2019, with Independent Auditors' (KPMG) report thereon
- Schedule of Expenditures of Federal Grant Awards, June 30, 2018, with Independent Auditors' (KPMG) report thereon
- Accelerate Hillsborough, Superintendent Transition Plan (undated)
- 2016-2017 Budget Amendments
 - 7.1.2016 - 9.30.2016 Amendments
 - 10.31.2016 Amendments
 - 11.30.2016 Amendments
 - 12.31.2016 Amendments
 - 1.31.2017 Amendments
 - 2.28.2017 Amendments

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- 3.31.2017 Amendments
- 4.30.2017 Amendments
- 5.31.2017 Amendments
- 6.30.2017 Amendments
- 2017-2018 Budget Amendments
 - 7.1.2017 – 9.30.2017 Amendments
 - 10.31.17 Amendments
 - 11.30.2017 Amendments
 - 12.31.2017 Amendments
 - 1.31.2018 Amendments
 - 2.28.2018 Amendments
 - 3.31.2018 Amendments
 - 4.30.2018 Amendments
 - 5.31.2018 Amendments
 - 6.30.2018 Amendments
- 2018-2019 Budget Amendments
 - 7.1.2018 – 9.30.2018 Amendments
 - 10.31.2018 Amendments
 - 11.30.2018 Amendments
 - 12.31.2018 Amendments
 - 1.31.2019 Amendments
 - 2.28.2019 Amendments
 - 3.31.2019 Amendments
 - 4.30.2019 Amendments
 - 5.31.2019 Amendments
 - 6.30.2019 Amendments
- 2019-2020 Budget Amendments
 - 1.31.2020 Amendments
 - 2.29.2020 Amendments
 - 3.31.2020 Amendments
 - 4.30.2020 Amendments
 - 5.31.2020 Amendments
- Monthly Financials 2016-2017
 - 7.1.2016 – 9.30.2016
 - 10.31.2016
 - 11.30.2016
 - 12.31.2016
 - 1.31.2017
 - 2.28.2017
 - 3.31.2017
 - 4.30.2017
 - 5.31.2017
 - 6.30.2017
- Monthly Financials 2017-2018
 - 7.1.2017 – 9.30.2017
 - 10.31.2017

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- 11.30.2017
- 12.31.2017
- 1.31.2018
- 2.28.2018
- 3.31.2018
- 4.30.2018
- 5.31.2018
- 6.30.2018
- Monthly Financials 2018-2019
 - 7.1.2018 – 9.30.2018
 - 10.31.2018
 - 11.30.2018
 - 12.31.2018
- 2018-19 Spring Allocations
 - All School Positions
 - Bilingual Aides
 - Elem Basic Inst
 - Elem Specialist
 - ESE Specialist
 - ESOL Resources
 - KG Asst
 - Nursing
 - Reading Coaches
 - School Counselors
 - School Psychologist
 - Supplemental Positions
 - T1 Funded Support
- Staffing Formulae -
 - Assistant Principals
 - AVID Teacher
 - Basic Core Instruction
 - Data Processor
 - Elementary Specialist
 - Guidance
 - Media Specialist
 - Principal Site Administrators
 - Secretary
- Financial and Program Cost Accounting and Reporting for Florida Schools 2019
- Florida Department of Education -
 - 2019-20 FTE, Appropriated July 2019
 - 2019-20 3rd Calculation, Enrollment FTE, January 2020
 - 2019-20 4th Calculation, Enrollment FTE, May 2020
 - District Summary Budget 2018-19
 - District Summary Budget 2019-20
 - Average Salaries for Selected School Level Administrative Staff, 2019-20
 - Average Salaries for Selected District Level Administrative Staff, 2019-20

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- Average Salaries for Selected Instructional Staff, 2019-20
- Average Salaries for Selected Support and Technical Staff, 2019-20
- Average Salaries for Selected School Level Professional Staff, 2019-20
- Average Salaries for Teachers, 2019-20
- 2019-2020 Fall Adjustments -
 - ELEM BASIC INSTRUCTGION
 - GIFTED
 - SNS
- 2019-2020 Spring Allocations -
 - ACTUAL AS OF 7.02.19
 - AVID
 - BASIC INSTRUCTION
 - ESE ATTN and AIDE
 - ESE
 - ESOL
 - HILLS VIRTUAL
 - KG ASST
 - MIGRANT RELATED POS
 - NURSING
 - SCHOOL COUNSELOR
 - SPEECH LANGUAGE PAT
- OE one sheet –
 - Assistant Principal unit allocation formula
 - Basic Classroom instructional unit allocation
 - ISS Assistant Teacher 112618
 - Job Share and Half Time 101818
 - Kindergarten Assistants unit allocation formula
 - Media Specialist Unit allocation
 - Principal and site administrator
 - School counselor
 - School social worker
 - Secretary 1,2, & 4 Allocations
 - Testing Support
 - AVIS academic teacher unit allocation formula
- Partnerships to Empower Effective Teachers -District Total Revenue Summary. FY10 – FY14
- Empowering Effective Teachers Grant, FY 2009-2010
- Educational Funding Accountability Act, FY 2018-19, Comparative data, (PBC)
- Educational Funding Accountability Act, (supporting data, selected Districts)
 - FY 2018-19
 - FY 2017-18
 - FY 2016-17
 - FY 2015-16
- Settlement Agreement, State of Florida, Department of Agriculture and Consumer Services, April 2, 2019
- School Meals Administrative Review Settlement Agreement, March 11, 2019

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- Millage Transfers & Fund Balance History, FY 2014- FY 2020
- General Fund Expenditures by Fiscal Year, 2015/2016-2019-20
- General Fund Revenue Collections by Fiscal Year, 2015/2016-2019-20
- Trend Data for Millage Rate Levies for a Home Valued at \$150,000, 2007/2008-2020/2021
- Impact Aid Program Components, 2015/16-2019/2020
- Charter School Year-End FEFP Funding
 - 2016-2017
 - 2017-2018
 - 2018-2019
 - 2019-2020
 - 2020-2021
- Accounts Payable Payment Summary, Fiscal Year 2019-2021
- Tax Anticipation Notes, Series 2020
- Moody's Rating Action: Moody's assigns Aa3 to Hillsborough Co. S.D. (FL)'s \$133M COPs, Series 2020, 07 Apr 2020
- Fitch Ratings, Action Commentary, 13 April 2020, "Fitch Downgrades Hillsborough County FL School Board's COPs to 'A+', Outlook Revised to Negative"
- HCPS School Board Agenda Item, Substitute Teacher Services Agreement, 5/12/2020
- Millage Transfers & Fund Balance History (PBC), 9/30/2020
- Fund Balance Breakout – FY 2017-2018 thru FY 2020-2021 (PBC)
- Fund Balance Analysis 2014 thru 2020 (PBC)
- 2020-2021 Student Enrollment Counts Day 1-15, 09.21.20
- FY 2021 Millage Budget – Tentative, 6/12/2020
- Tentative 5-Year Facilities Work Plan 2020-2021 thru 2024-2025
- OPPAGA (Findings on Fund Balance and Position Control), 2004 and 2005
- Un-weighted FTE, Weighted FTE, and Funded FTE, by School, July 2020
- 2019-2020 HR Strategic Plan, February 20, 2020
- HR Strategies, Division of Human Resources, (Undated)
- Projected Funding vs Enrollment, Day 15
- Official Student Projections for FY2021
- IT write-up of Student Numbers, September 30, 220
- Oct 1 Projected Reduction Plan (with 3 attachments)
- HCPS 5-Year Facilities Work Plan, 2018-19 through 2022-23
- Final Five-Year Facilities Work Plan, 2019-2020 through 2023-2024
- Tentative 5-Year Facilities Work Plan, 2020-2021 through 2024-2025
- Gibson Matrix Close Out (undated)
- Board Agenda Item: Approve Agreements Providing for the Upgrade to the Infor (US), Inc. Enterprise Resources Planning (ERP) Software and Adding the Workforce Management (WFM) Suite (Business Services Division), December 5, 2017
- Info Project Kick -Off (P/P) (undated)

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- December 10, 2019 Agenda Highlights Agenda Item C 6.16 - Additional Resources for the Information Systems Upgrade (ERP) – addition of the Workforce Management Suite
- Projected funding vs. Enrollment, Day 15
- Official Student Projections for FY2021, 1/17/2020
- Tax Anticipation Notes, Series 2020 - Preliminary Official Statement, Notice of Sale, \$75,000,000, School District of Hillsborough County, Florida

HISTORY OF COUNCIL SST REVIEWS

HISTORY OF COUNCIL SST REVIEWS

The following is a history of the Strategic Support Teams provided by the Council of the Great City Schools to urban school districts over the last 20 years.

City	Area	Year
Albuquerque		
	Facilities and Roofing	2003
	Human Resources	2003
	Information Technology	2003
	Special Education	2005 & 2018
	Legal Services	2005
	Safety and Security	2007
	Research	2013
	Human Resources	2016
	Special Education	2018
Anchorage		
	Finance	2004
	Communications	2008
	Math Instruction	2010
	Food Services	2011
	Organizational Structure	2012
	Facilities Operations	2015
	Special Education	2015
	Human Resources	2016
Atlanta		
	Facilities	2009
	Transportation	2010
	Classified Staffing	2019
Aurora		
	Information Technology	2019
Austin		
	Special Education	2010
Baltimore		
	Information Technology	2011
Birmingham		
	Organizational Structure	2007
	Operations	2008
	Facilities	2010
	Human Resources	2014
	Financial Operations	2015
	Human Resources	2020
Boston		

	Special Education	2009
	Curriculum & Instruction	2014
	Food Service	2014
	Facilities	2016
Bridgeport		
	Transportation	2012
Broward County (FL)		
	Information Technology	2000
	Food Services	2009
	Transportation	2009
	Information Technology	2012
	Information Technology	2018
	Facilities Operations	2019
Buffalo		
	Superintendent Support	2000
	Organizational Structure	2000
	Curriculum and Instruction	2000
	Personnel	2000
	Facilities and Operations	2000
	Communications	2000
	Finance	2000
	Finance II	2003
	Bilingual Education	2009
	Special Education	2014
	Facilities Operations	2019
Caddo Parish (LA)		
	Facilities	2004
Charleston		
	Special Education	2005
	Transportation	2014
	Finance	2019
Charlotte- Mecklenburg		
	Human Resources	2007
	Organizational Structure	2012
	Transportation	2013
Cincinnati		
	Curriculum and Instruction	2004
	Curriculum and Instruction	2009
	Special Education	2013
Chicago		
	Warehouse Operations	2010
	Special Education I	2011

	Special Education II	2012
	Bilingual Education	2014
Christina (DE)		
	Curriculum and Instruction	2007
Clark County		
	Operations	2019
	Special Education	2019
Cleveland	Student Assignments	1999, 2000
	Transportation	2000
	Safety and Security	2000
	Facilities Financing	2000
	Facilities Operations	2000
	Transportation	2004
	Curriculum and Instruction	2005
	Safety and Security	2007
	Safety and Security	2008
	Theme Schools	2009
	Special Education	2017
Columbus		
	Superintendent Support	2001
	Human Resources	2001
	Facilities Financing	2002
	Finance and Treasury	2003
	Budget	2003
	Curriculum and Instruction	2005
	Information Technology	2007
	Food Services	2007
	Human Resources	2020
	Transportation	2020
Dallas		
	Procurement	2007
	Staffing Levels	2009
	Staffing Levels	2016
Dayton		
	Superintendent Support	2001
	Curriculum and Instruction	2001
	Finance	2001
	Communications	2002
	Curriculum and Instruction	2005
	Budget	2005
	Curriculum and Instruction	2008
	Organizational Structure	2017
Denver		
	Superintendent Support	2001

	Personnel	2001
	Curriculum and Instruction	2005
	Bilingual Education	2006
	Curriculum and Instruction	2008
	Common Core Implementation	2014
Des Moines		
	Budget and Finance	2003
	Staffing Levels	2012
	Human Resources	2012
	Special Education	2015
	Bilingual Education	2015
Detroit		
	Curriculum and Instruction	2002
	Assessment	2002
	Communications	2002
	Curriculum and Assessment	2003
	Communications	2003
	Textbook Procurement	2004
	Food Services	2007
	Curriculum and Instruction	2008
	Facilities	2008
	Finance and Budget	2008
	Information Technology	2008
	Stimulus planning	2009
	Human Resources	2009
	Special Education	2018
El Paso		
	Information Technology	2019
Fresno		
	Curriculum and Instruction	2012
	Special Education	2018
Guilford County		
	Bilingual Education	2002
	Information Technology	2003
	Special Education	2003
	Facilities	2004
	Human Resources	2007
	Transportation	2017
	Information Technology	2020
Hawaii		
	Financial Operations	2019
	Facilities Operations	2020

Hillsborough County		
	Transportation	2005
	Procurement	2005
	Special Education	2012
	Transportation	2015
	Financial Operations	2020
Houston		
	Facilities Operations	2010
	Capitol Program	2010
	Information Technology	2011
	Procurement	2011
Indianapolis		
	Transportation	2007
	Information Technology	2010
	Finance and Budget	2013
	Finance	2018
Jackson (MS)		
	Bond Referendum	2006
	Communications	2009
	Curriculum and Instruction	2017
Jacksonville		
	Organization and Management	2002
	Operations	2002
	Human Resources	2002
	Finance	2002
	Information Technology	2002
	Finance	2006
	Facilities operations	2015
	Budget and finance	2015
Kansas City		
	Human Resources	2005
	Information Technology	2005
	Finance	2005
	Operations	2005
	Purchasing	2006
	Curriculum and Instruction	2006
	Program Implementation	2007
	Stimulus Planning	2009
	Human Resources	2016
	Transportation	2016
	Finance	2016
	Facilities	2016
	Curriculum and Instruction	2016

Little Rock		
	Curriculum and Instruction	2010
Los Angeles		
	Budget and Finance	2002
	Organizational Structure	2005
	Finance	2005
	Information Technology	2005
	Human Resources	2005
	Business Services	2005
Louisville		
	Management Information	2005
	Staffing Levels	2009
	Organizational Structure	2018
Memphis		
	Information Technology	2007
	Special Education	2015
	Food Services	2016
	Procurement	2016
Miami-Dade County		
	Construction Management	2003
	Food Services	2009
	Transportation	2009
	Maintenance & Operations	2009
	Capital Projects	2009
	Information Technology	2013
Milwaukee		
	Research and Testing	1999
	Safety and Security	2000
	School Board Support	1999
	Curriculum and Instruction	2006
	Alternative Education	2007
	Human Resources	2009
	Human Resources	2013
	Information Technology	2013
Minneapolis		
	Curriculum and Instruction	2004
	Finance	2004
	Federal Programs	2004
	Transportation	2016
	Organizational Structure	2016
Nashville		
	Food Service	2010
	Bilingual Education	2014
	Curriculum and Instruction	2016

Newark		
	Curriculum and Instruction	2007
	Food Service	2008
New Orleans		
	Personnel	2001
	Transportation	2002
	Information Technology	2003
	Hurricane Damage Assessment	2005
	Curriculum and Instruction	2006
New York City		
	Special Education	2008
Norfolk		
	Testing and Assessment	2003
	Curriculum and Instruction	2012
	Transportation	2018
	Finance	2018
	Facilities Operations	2018
Omaha		
	Buildings and Grounds Operations	2015
	Transportation	2016
Orange County		
	Information Technology	2010
Palm Beach County		
	Transportation	2015
	Safety & Security	2018
Philadelphia		
	Curriculum and Instruction	2003
	Federal Programs	2003
	Food Service	2003
	Facilities	2003
	Transportation	2003
	Human Resources	2004
	Budget	2008
	Human Resource	2009
	Special Education	2009
	Transportation	2014
	Curriculum and Instruction	2020
Pittsburgh		
	Curriculum and Instruction	2005
	Technology	2006

	Finance	2006
	Special Education	2009
	Organizational Structure	2016
	Business Services and Finance	2016
	Curriculum and Instruction	2016
	Research	2016
	Human Resources	2018
	Information Technology	2018
	Facilities Operations	2018
Portland		
	Finance and Budget	2010
	Procurement	2010
	Operations	2010
Prince George's County		
	Transportation	2012
Providence		
	Business Operations	2001
	MIS and Technology	2001
	Personnel	2001
	Human Resources	2007
	Special Education	2011
	Bilingual Education	2011
	Bilingual Education	2019
Puerto Rico		
	Hurricane Damage Assessment	2017
	Bilingual Education	2019
Reno		
	Facilities Management	2013
	Food Services	2013
	Purchasing	2013
	School Police	2013
	Transportation	2013
	Information Technology	2013
Richmond		
	Transportation	2003
	Curriculum and Instruction	2003
	Federal Programs	2003
	Special Education	2003
	Human Resources	2014
	Financial Operations	2018
Rochester		

	Finance and Technology	2003
	Transportation	2004
	Food Services	2004
	Special Education	2008
Sacramento		
	Special Education	2016
San Antonio		
	Facilities Operations	2017
	IT Operations	2017
	Transportation	2017
	Food Services	2017
	Human Resource	2018
	Finance Operations	2020
San Diego		
	Finance	2006
	Food Service	2006
	Transportation	2007
	Procurement	2007
San Francisco		
	Technology	2001
St. Louis		
	Special Education	2003
	Curriculum and Instruction	2004
	Federal Programs	2004
	Textbook Procurement	2004
	Human Resources	2005
St. Paul		
	Special Education	2011
	Transportation	2011
	Organizational Structure	2017
Seattle		
	Human Resources	2008
	Budget and Finance	2008
	Information Technology	2008
	Bilingual Education	2008
	Transportation	2008
	Capital Projects	2008
	Maintenance and Operations	2008
	Procurement	2008
	Food Services	2008
	Capital Projects	2013
	Transportation	2019
Stockton		
	Special Education	2019

Toledo		
	Curriculum and Instruction	2005
Washington, D.C.		
	Finance and Procurement	1998
	Personnel	1998
	Communications	1998
	Transportation	1998
	Facilities Management	1998
	Special Education	1998
	Legal and General Counsel	1998
	MIS and Technology	1998
	Curriculum and Instruction	2003
	Budget and Finance	2005
	Transportation	2005
	Curriculum and Instruction	2007
	Common Core Implementation	2011
Wichita		
	Transportation	2009
	Information Technology	2017