Report of the Performance Audit for Toledo Public Schools

Evergreen Solutions, LLC

June 4, 2013

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

In December 2012, Toledo Public Schools (TPS) contracted with Evergreen Solutions, LLC to conduct a performance audit of district operations. The audit included a detailed analysis of all of the school district's financial management functions, including accounts payable, payroll, internal allocation of resources, internal controls, impact of federal and state reporting requirements, use of grant funds, and procurement. The study also included an in-depth review of other operations in Toledo Public Schools, including organization and management, educational service delivery, human resources, transportation, food service, facilities, technology, and safety and security.

The audit followed a detailed work plan, including four phases and 15 work tasks, which was designed by Evergreen consultants and finalized in discussion between Evergreen and TPS School Board. **Exhibit 1** provides an overview of Evergreen's work plan for the performance audit.

The overriding objective of the audit was to assist Toledo Public Schools in continuing to succeed and improve in its primary mission—the education of all students. Ultimately, the purpose of the performance audit was to conduct an external review of the efficiency of all departments and operations within TPS and to present a final report of the findings, commendations, recommendations, and projected costs or cost savings associated with the recommendations. For each operational area, Evergreen reviewed the overall structure, staffing, processes, practices, and organizational culture in order to ensure service has been optimized by the district in terms of efficiency, effectiveness, and customer service.

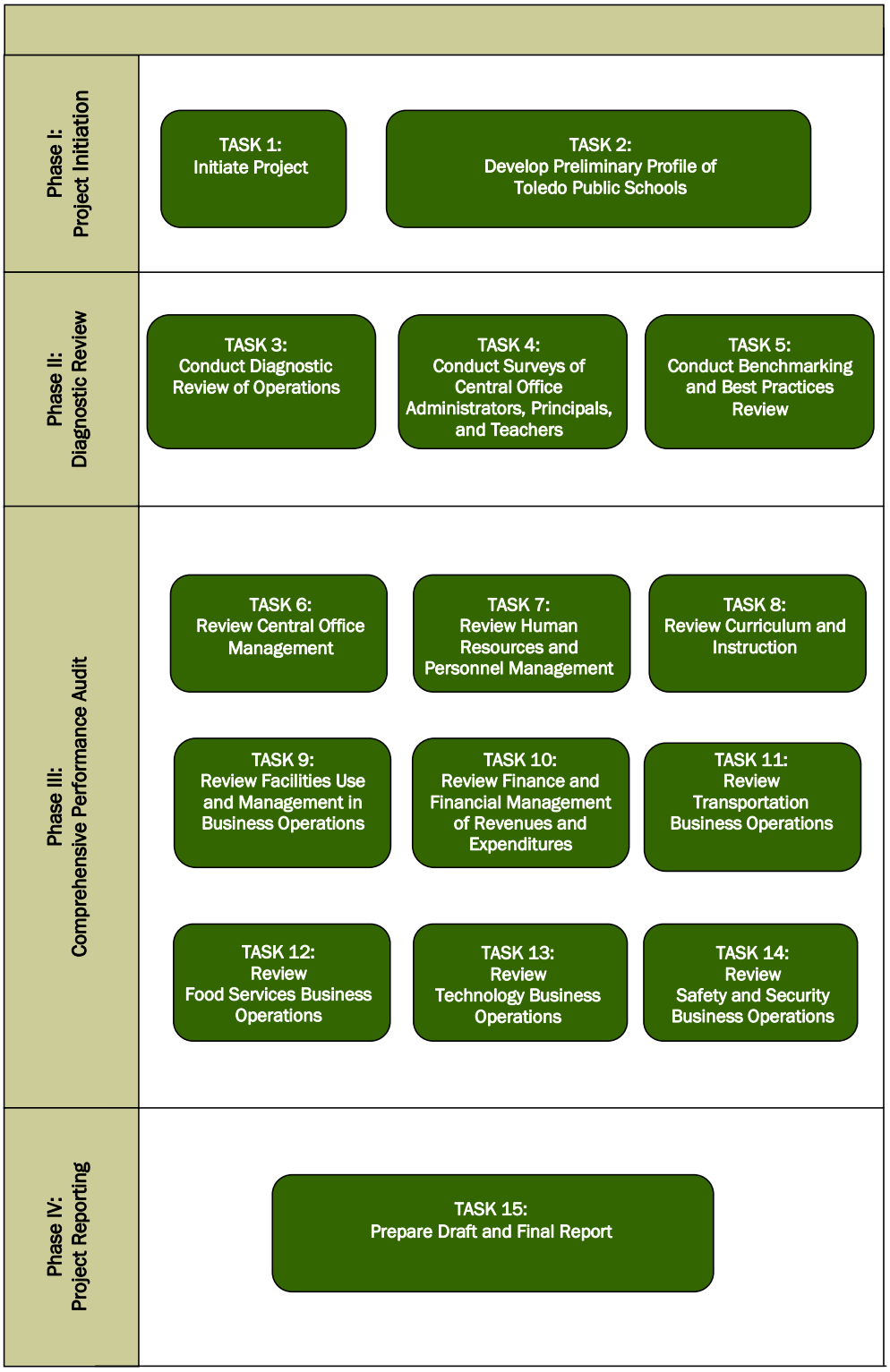
SCOPE OF THE AUDIT

The comprehensive Performance Audit conducted at Toledo Public Schools included review of the following nine operational areas:

- District Administration
- Educational Service Delivery
- Human Resources Management
- Financial Management
- Facilities Use and Management
- Food Service
- Transportation
- Safety and Security
- Technology

For each operation, Evergreen was tasked with identifying areas for improvement in efficiency and effectiveness through careful review of available data, benchmarking, interviews, a public hearing, and survey feedback.

Exhibit 1
Work Plan for the Performance Audit of Toledo Public Schools



Source: Created by Evergreen Solutions, 2013.

METHODOLOGY

Evergreen's approach methodology for conducting this performance audit included the following components:

- reviewing existing reports and data sources—including independent financial audits, annual budget and expenditure reports, budget guidelines and procedures, accounting procedures, salary schedules, organizational charts, staffing ratios, board policies, strategic plan, technology plan, facilities data, safety and security data, transportation data, student achievement data, and annual reports;

- conducting a diagnostic review and interviews with Board members, central office and school administrators, staff, and community/business members and leaders;

- generating comparisons to peer school districts—the peer group of Ohio school districts included the following urban and local peers:

  - Akron City
  - Cincinnati
  - Dayton City
  - South-Western City
  - Oregon City
  - Springfield Local
  - Sylvania City
  - Washington Local

- conducting employee surveys;

- providing channels for members of the community to provide input through a public hearing and web linkages;

- visiting 23 schools and other sites in the school district;

- collecting additional reports and data from sources inside and outside of Toledo Public Schools;

- conducting the formal on-site review with a team of eight consultants; and

- preparing draft and final reports.

Diagnostic Review

A diagnostic review of TPS was conducted during the week of January 21, 2013. Evergreen consultants interviewed central office administrators, board members, principals, and community leaders concerning the management and operations of the district.

The diagnostic review allowed Evergreen's Team to assess school district operations, further develop possible information and data needs for the study, and capture perceptions and input from key district staff. The diagnostic review served as a starting point for the on-site audit.

Online Surveys

To secure the involvement of employees in the study, three online surveys were prepared and disseminated on January 9, 2013—one for central office administrators, one for school administrators, and one for teachers. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their opinions about the management and operations of Toledo Public Schools. Many survey items were similar in format and content to provide a database for determining how the opinions and perceptions of these groups vary. Selected survey results were compared to administrators and teachers in Evergreen's survey database.

The survey results are provided in the **Appendix** to this report**.** Specific survey items pertinent to findings in the functional areas Evergreen reviewed are presented within each chapter.

On-Site Review

A team of eight consultants conducted the formal on-site review of Toledo Public Schools during the week of February 4, 2013. Prior to conducting the on-site review, each team member was provided with an extensive set of information about TPS operations. During the on-site work, team members conducted a detailed review of the structure and operations in their assigned functional areas. As part of the on-site review, Evergreen also held a Public Hearing on February 5, 2013 to allow members of the community to provide feedback directly to the Evergreen Team.

In addition to central office locations, Evergreen visited 23 TPS schools during this audit, including:

- Beverly Elementary School
- Bowsher High School
- Byrnedale Elementary School
- DeVilbiss
- East Broadway Elementary School
- Edgewater Elementary School
- Elmhurst Elementary School
- Grove Patterson Academy
- Harvard Elementary School
- Hawkins Elementary School
- Leverette Elementary School
- McTigue Elementary School
- Pickett Academy
- Robinson Elementary School
- Rogers High School
- Samuel M. Jones at Gunckel Park Elementary
- Scott High School
- Spring Elementary School
- Start High School
- Toledo Technology Academy
- Waite High School
- Walbridge Elementary School
- Woodward High School

Evergreen also visited several other locations, including the food service, maintenance and operations, transportation, and safety and security hubs at such locations as the Pearson Center and the new Network Operations Center (NOC).

OVERVIEW OF THE REPORT

The final report for this performance audit consists of the following eleven chapters:

- Chapter 1: Introduction
- Chapter 2: District Organization and Management
- Chapter 3: Educational Service Delivery
- Chapter 4: Human Resources Management
- Chapter 5: Financial Management
- Chapter 6: Facilities
- Chapter 7: Food Service
- Chapter 8: Transportation
- Chapter 9: Safety and Security
- Chapter 10: Technology Management
- Chapter 11: Fiscal Impact of Recommendations

Chapters 2 through **10** contain findings, commendations, and recommendations for each operational area, provided in the following sequence:

- a description of the operation in Toledo Public Schools;
- a summary of our study findings;
- a commendation or recommendation for each finding; and
- estimated costs or cost savings over a five-year period, which are stated in 2012-13 dollars.

We conclude this report with a summary of the fiscal impact of our recommendations in **Chapter 11**.

MAJOR FINDINGS, COMMENDATIONS, AND RECOMMENDATIONS

In this section we include the major findings, commendations, and recommendations for each operational area as found in **Chapter 2** through **10** of the full report. This section only highlights major issues; additional findings, commendations, and recommendations can be found in each chapter.

District Organization and Management

Leaders of school districts are typically at the forefront of decision-making processes and must constantly decide on actions that impact the overall direction of the district as a whole. A sound organizational structure can assist in facilitating communications and increasing efficiency in providing guidance. This responsibility is met with the challenge of consistently adhering to policies and procedures to ensure decisions are made in an equitable and effective manner. Additionally, the organization and management of a school district involves cooperation between elected members of the school board and central office administrators.

Evergreen commends Toledo Public Schools for:

- its comprehensive, up-to-date policy manual, and for making the manual available online;
- planning initiatives related to the TPS Transformation Plan; and
- strong collaboration with the community through establishing numerous business partnerships to support public education in Toledo.

Major recommendations on District Organization and Management include:

- Use team building sessions to create a level of trust and understanding among Board members and with the administration.
- Curtail micromanagement and special staff assignments by School Board members of the Superintendent and staff.
- Implement a yearly School Board self-evaluation using the instrument contained in the TPS Policy Manual.
- Develop a comprehensive Administrative Procedures Manual that contains administrative procedures, and which can be used by school and central office administrators to ensure consistency among staff.
- Restructure the central office of Toledo Public Schools.
- Implement an accountability tracking system for the Superintendent's Cabinet.
- Approve teacher relations with the administration by creating a Teacher Advisory Council.
- Eliminate a minimum of 15 assistant principal positions in Toledo Public Schools.
- Reduce clerical staff at the elementary level and six positions at the high school level.
- Create a Strategic Planning Committee consisting of Board members, administrators, teachers, parents, City government leaders, and community leaders to augment the TPS strategic planning process by involving internal and external stakeholders, and direct the development of a comprehensive strategic plan.
- Develop an institutionalized budget planning process designed to reflect strategic planning outcomes and support accountability needs.
- Hire an in-house counsel and reduce expenditures for legal services.
- Add the position of Communications Manager to the TPS Office of Communications.

Educational Service Delivery

The educational service delivery of a school district depends on central office administrators and staff to serve as the support system, and provide leadership and coordination for education that is provided in the district's schools. The effectiveness of instructional delivery depends on factors such as organization, staffing, and procedures that have been created and monitored in order to ensure consistency of instruction and student assessment. The way in which educational services are designed and delivered can either support or prevent progress towards high achievement for students.

Evergreen commends Toledo Public Schools for:

- addressing, through technology, the need for students to have opportunities for courses that would otherwise be cost prohibitive;
- developing strong academic programs in some schools that offer students non-traditional and challenging learning experiences to prepare them for college and careers;
- beginning to strengthen its special education program;
- purposefully improving its service to students in its ESL Program; and
- addressing the long-standing need for inventory and fiscal control in the area of textbooks.

Major recommendations for Educational Service Delivery include:

- Negotiate authority for instructional leadership back into the hands of school and central office administrators.
- Promote distance learning options to all students and assign staff to the labs only when students are present.
- Systematize the use of student data for decisions regarding program and instructional effectiveness and related staffing and professional development.
- Develop a plan and timeline for the evaluation of educational programs and services, and regularly use it to make program and funding decisions.
- Eliminate supplementals for activities that are directly related to employee job descriptions.
- Develop uniform strategies that identify and target student needs, and ensure that special education students are receiving appropriate instruction in the least restrictive environment in Toledo Public Schools.
- Negotiate special education class sizes to comply with state guidelines.

- Plan collaborative strategies and instruction to strengthen the performance of ESL students and continued program growth.

- Immediately finalize implementation procedures and create an accountability system for textbooks.

Human Resources Management

The human resources function has evolved significantly in the last quarter century. As an increased need for competitive compensation, resolving work place issues, and administering complex benefits programs have emerged, human resources has changed from a once minimal task, to a full-fledged and crucial operation. Managing a public education agency is a labor-intensive undertaking; personnel costs typically consume the largest portion of the average school district budget. Consequently, successful and effective school districts place a major emphasis on human resources management.

The employees of any school district are its most valuable asset. Employees possess distinctive institutional knowledge and experience that can be difficult and costly to replace. The recruitment, selection, orientation, training, salary, and benefits provided to the workforce contribute greatly to the effectiveness of the district.

Evergreen commends Toledo Public Schools for:

- maintaining positive relationships with its collective bargaining groups; and
- its implementation of the Urban Leadership Development Program (ULDP).

Major recommendations for Human Resources include:

- Reorganize the Human Resources Department to improve efficiency of operations and create a Benefits Coordinator position.

- Collect and assess performance data for human resource employees and incorporate these data into annual performance evaluations.

- Develop a comprehensive districtwide professional development master plan.

- Update customer service training materials and hold employees accountable for the customer service they deliver.

- Implement a document imaging system for record maintenance.

- Conduct a comprehensive classification and compensation study to address potential issues of internal and external equity, and accuracy of job descriptions.

- Eliminate the bump day process.

Financial Management

Financial management in any school district must ensure that resources are properly aligned with district goals and objectives. When this equation is balanced, school districts realize the optimum amount of success based on the resources available. With recent fluctuations in economic conditions, it has become even more imperative to ensure that financial management policies, procedures, and practices used foster optimized gains. The planning and budgeting process must support district goals.

In addition, an effective purchasing program provides districts with quality materials, supplies, services and equipment in a timely manner at the lowest price. Proper accounting reduces the risk of lost assets and ensures their appropriate use. The district must provide the Board, administrators, and interested external stakeholders with timely, accurate, and useful reports concerning the district's financial condition.

Evergreen commends Toledo Public Schools for:

- consistently being recognized for excellence of its Comprehensive Annual Financial Report;
- implementing a centralized purchasing process that is achieving significant savings for Toledo Public Schools by encouraging vendor participation as a way of increasing competition;
- using desk procedure manuals effectively in the Payroll Office to ensure that institutional knowledge is retained and processes are performed with consistency;
- recognizing the need to maintain cash reserves in the bank for as long as possible, and for implementing a process to retain the cash until needed, while still paying vendors in a timely manner;
- developing a comprehensive and recognized investment policy to protect and guide the district's investments;
- actively seeking to control its interest expense on outstanding bonds through bond refunding; and
- periodically rebidding key insurance coverages and seeking adjustments to coverages when buildings are reappraised.

Major recommendations for Financial Management include:

- Reorganize the Treasurer's Division, and redefine and fill the vacant positions to ensure that the division can fully automate labor-intensive and error-prone processes.
- Fully implement the financial components of the SunGard system, and create user-friendly reporting and data extraction capabilities that assist rather than inhibit campus and department decision-making processes.

- Immediately begin the process of converting Human Resources and Payroll to SunGard, with a goal of having the Human Resources modules fully implemented by 2014-15.

- Establish a process whereby the Board's Finance Committee and the Superintendent's Cabinet review the results of the Annual Audit as well as the issues resulted in the Auditor's Management Letter and are kept apprised of corrective actions being taken to address those issues.

- Adopt the nationally recognized standards for budget preparation, including the adoption of a formal budget calendar.

- Implement a Purchasing Card (P-Card) system to replace petty cash accounts.

- Establish an inventory system that assigns personal responsibility to individuals with custody of the assets, and enforce the Board policies relating to annual counts at the campus level.

Facilities

Effective facilities management inevitably leads to the success of many other functions in the school district. Useful, well-maintained, up-to-date, and cheerful learning environments can help reinforce positive attitudes and performance by students, teachers, and administrators. In addition, these conditions lead to a sense of pride and passion in both students and staff. Aside from these results, facilities that are optimized lead to a safe environment, as well as promote savings and revenue for the district.

Evergreen commends Toledo Public Schools for:

- effective teamwork and an efficient trades-based and customer-focused organizational structure;

- its successful merger of warehousing and logistics functions with facilities maintenance functions into a single department and facility site;

- securing an adequate level of funding to maintain its facilities;

- installing and implementing the TEAMWORKS Computerized Maintenance Management System;

- establishing a Preventive Maintenance (PM) Program and placing a priority on preventive maintenance as a substantial cost avoidance and budget savings practice;

- establishing and staffing the Network Operations Center (NOC) for consolidated control of campus security and building automation systems;

- the efficiency and effectiveness of its custodial workforce; and

- its plans to establish an energy efficiency retrofits program using state funds.

Major recommendations on Facilities Management include:

- Consolidate the Construction Management Office (Coordinator of Construction Projects) under the Maintenance and Operations Department.
- Establish and use Facilities Management Key Performance Indicators (KPI) to evaluate past performance and benchmark against peer organizations.
- Prepare and implement a five-year facilities master planning process in Toledo Public Schools.
- Develop a surplus property preservation and disposal plan.
- Relocate the central office staff and functions into available adequate space.
- Consolidate two sets of K-8 schools.
- Upgrade and migrate the facilities maintenance management system to a mobile device-based operation.
- Actively reduce and manage surplus property through an online sales system and process.
- Establish a comprehensive, behavior-centered energy conservation management program.
- Restructure the Community Use of Facilities policies and procedures to establish a formal scheduling system, exponentially increasing rental income and optimizing cost recovery to the district.

Food Service

Increased demand has been placed on food service operations in school districts to provide increasingly more healthy meals to students. In addition, food service leaders have sought ways to increase student participation in meal programs in order to reduce costs and improve service delivery. When delivered in an efficient and effective manner, food service operations not only provide ample nutrition to students, but also operate as a completely self-sustaining program.

Evergreen commends Food Service for:

- implementing and enforcing a process to maintain the food service inventory which contains daily checks and balances to prevent losses and ensure that the inventory is accurate;
- applying for and receiving an additional 6 cents per federally reimbursable lunch served as part of the Healthy, Hunger-Free Kids Act of 2010; and

- aggressively seeking grants to promote the district breakfast program, nutrition education, and wellness.

Major recommendations in Food Service include:

- Establish meals per labor hour (MPLH) standards for each school and annually adjust staffing hours to achieve these standards.
- Explore alternative breakfast delivery systems and implement programs that will maintain or grow breakfast participation in the future.
- Immediately correct the bi-weekly payroll for each employee to include all routine work hours and closely examine the impact on each employee's benefit eligibility.
- Charge all appropriate and eligible annual expenditures to the Food Service Fund and record the actual amount of TPS contributions necessary to balance the fund deficit.
- Work with Business Operations and the Treasurer's Office to diagnose the reason price changes are being missed and determine the best method for validating the invoice prices before payment.
- Develop a plan for identifying those students who may be eligible for free and reduced price meal programs, and aggressively reach out to those parents to complete an application.
- Establish and enforce a Board policy regarding the provision of alternative meals to students who do not have money to pay for full-price meals.
- Purchase and install POS systems and terminals at each of the 41 elementary campuses prior to the beginning of the 2013-14 school year.
- Implement a policy of maintaining full-priced meal prices at the secondary level at or near the federal reimbursement rate, with all other pricing levels being incrementally adjusted accordingly.

Transportation

The safe and timely transportation of students is important to every school district. However, when faced with budget cuts or increased ridership, it can be extremely difficult to balance these factors. When looking to increase efficiency in transportation, safety is the number one priority, followed by a strategic approach to planning routes and driver times to most cost effectively transport students to and from school. In addition, activities requiring additional transportation needs (such as field trips, athletic events, and summer school programs) must be analyzed.

Evergreen commends Toledo Public Schools Transportation for:

- an exceptional vehicle maintenance program which provides excellent service on TPS vehicles;
- encouraging and supporting ASE certification for TPS mechanics;
- its effective implementation of Fleet Pro; and
- holding discussions with the Toledo Area Regional Transit Authority (TARTA) to improve efficiency and effectiveness in providing school transportation services.

Major recommendations on Transportation include:

- Implement performance indicators in the TPS Transportation Department to more effectively assess efficiency, effectiveness, and performance of the transportation function.
- Take appropriate steps to capture data on deadhead miles and take positive steps to reduce deadhead miles and associated costs.
- Establish a 14-year bus replacement plan in Toledo Public Schools.
- Eliminate excess spare buses from the inventory and continue maintaining a spare bus policy of 18 buses or 15 percent of its fleet.
- Eliminate 44 routes/buses from the bus inventory.
- Conduct an audit to reduce the white fleet inventory in Toledo Public Schools.
- Implement a training program in the TPS Transportation Services Department for managers and supervisors emphasizing personnel management, sensitivity training, and conflict resolution.

Safety and Security

Maintaining school safety and security has unfortunately become an increasingly complicated part of school district operations. Traditionally, most school safety actions involve surrounding schools with fences to create safe zones and creating alternative education programs for violent or disruptive students. However, in today's environment, school districts need a more comprehensive approach that involves awareness, prevention and intervention, and recognizes school violence as part of a community problem that requires community involvement. Recognizing this, more opportunities and resources than ever exist to supplement and improve school safety. School and district leaders must look to these resources to maximize campus safety while ensuring that an appropriate level of student privacy is maintained.

Evergreen commends Toledo Public Schools for:

- continuing to build on and maintain up-to-date site specific School Crisis Plans for all TPS locations; and
- completing a comprehensive annual Vulnerability Assessment.

Major recommendations on Safety and Security include:

- Eliminate one Campus Protection Officer (CPO) at Rogers High School.
- Reduce overtime for TPS School Resource Officers (SROs).
- Create and distribute emergency event checklists to classrooms and offices for use by TPS staff.
- Establish a comprehensive TPS safety and security training program for all staff.
- Require that all TPS safety and security incidents and activity be recorded in the School COP system.
- Relocate SRO computer work stations within the central office at their assigned schools.
- Improve the visitor entry process at all TPS locations by implementing a more stringent and standardized entry protocol.
- Require TPS staff to wear identification badges at all times while on TPS property.

Technology

Technology is one area of a school district that supports all administrative and instructional personnel, allowing employees to conduct business in a way that maximizes resource utilization. Organizing technology resources to effectively achieve this outcome can be challenging, but essential for operational success. Accomplishing this goal not only requires optional staffing levels, but also necessary skills, tools, and leadership.

Evergreen commends Toledo Public Schools for:

- moving forward with a comprehensive centralized service desk with automated functions;
- implementing the parent portal capability;
- its use of hosted information system products relating to student, finance, human resources, and business systems data collection, management, and reporting; and
- having a standard, well-supported, and commonly integrated/systems-compliant communication and productivity tool suite.

Major recommendations on Technology include:

- Implement standards for the purchase of commonly used hardware, software, and infrastructure/communication items.
- Develop school and central office basic technology templates and models.
- Eliminate dead-end or no longer used phone lines.
- Eliminate some Data Coordinator and Education Technology Resource Teacher positions.
- Submit separate Erate proposals to secure additional revenue.
- Ensure timely modification or termination of individual access and authorization privileges relating to secure systems data or programming changes.
- Develop and implement a Preventative Maintenance Checklist as a foundation for a districtwide annual maintenance plan for TPS computers.
- Implement a technology equipment disposal process for decommissioning and disposing of unused technology inventory.
- Eliminate one Copier Repairman from the TPS Print Shop.
- Implement a cap on the total number of prints per user allowed in the district.

FISCAL IMPACT OF RECOMMENDATIONS

Based on the analyses of data obtained from interviews, surveys, community input, TPS documents, and first-hand observations, the Evergreen Team developed 167 recommendations in this report; 59 recommendations have fiscal implications.

Exhibit 2 shows the total costs and savings summary for all study recommendations that have a fiscal impact. As can be seen, the total net savings is about $90.8 million over five years.

The five-year costs and savings are shown in 2012-13 dollars. It is important to keep in mind that the identified savings and costs are incremental.

Exhibit 2
Fiscal Impact Summary

Cost Savings	Years					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
	2013-14	2014-15	2015-16	2016-17	2017-18		
TOTAL COSTS	($511,325)	($474,551)	($427,611)	($419,551)	($422,611)	($2,111,410)	($812,500)
TOTAL SAVINGS	$17,191,757	$18,575,191	$19,025,757	$19,175,757	$19,175,757	$92,999,980	$708,800
TOTAL NET SAVINGS	$16,680,432	$18,100,640	$18,598,146	$18,756,206	$18,753,146	$90,888,570	($103,700)
TOTAL FIVE-YEAR NET SAVINGS PLUS ONE-TIME COSTS							$90,784,870

CHAPTER 1: INTRODUCTION

1.0 INTRODUCTION

In December 2012, Toledo Public Schools (TPS) contracted with Evergreen Solutions, LLC to conduct a performance audit of district operations. The overriding objective of this audit was to assist Toledo Public Schools in continuing to succeed and improve in its primary mission—the education of all students. Toledo Public Schools understands that, in order to succeed in this mission, in the face of continuing economic constraints impacting operations and management, the school system will have to be even more effective and efficient than ever before.

According to statistics provided by Toledo Public Schools and the Ohio Department of Education, approximately 22,300 students are currently educated in TPS. The district consists of 51 schools and employs approximately 3,500 staff. TPS reported total per pupil expenditures of $13,859 in 2010-11, the latest year for which these data are available.

1.1 SCOPE OF THE PERFORMANCE AUDIT

The comprehensive Performance Audit of Toledo Public Schools included review of the following nine functional areas:

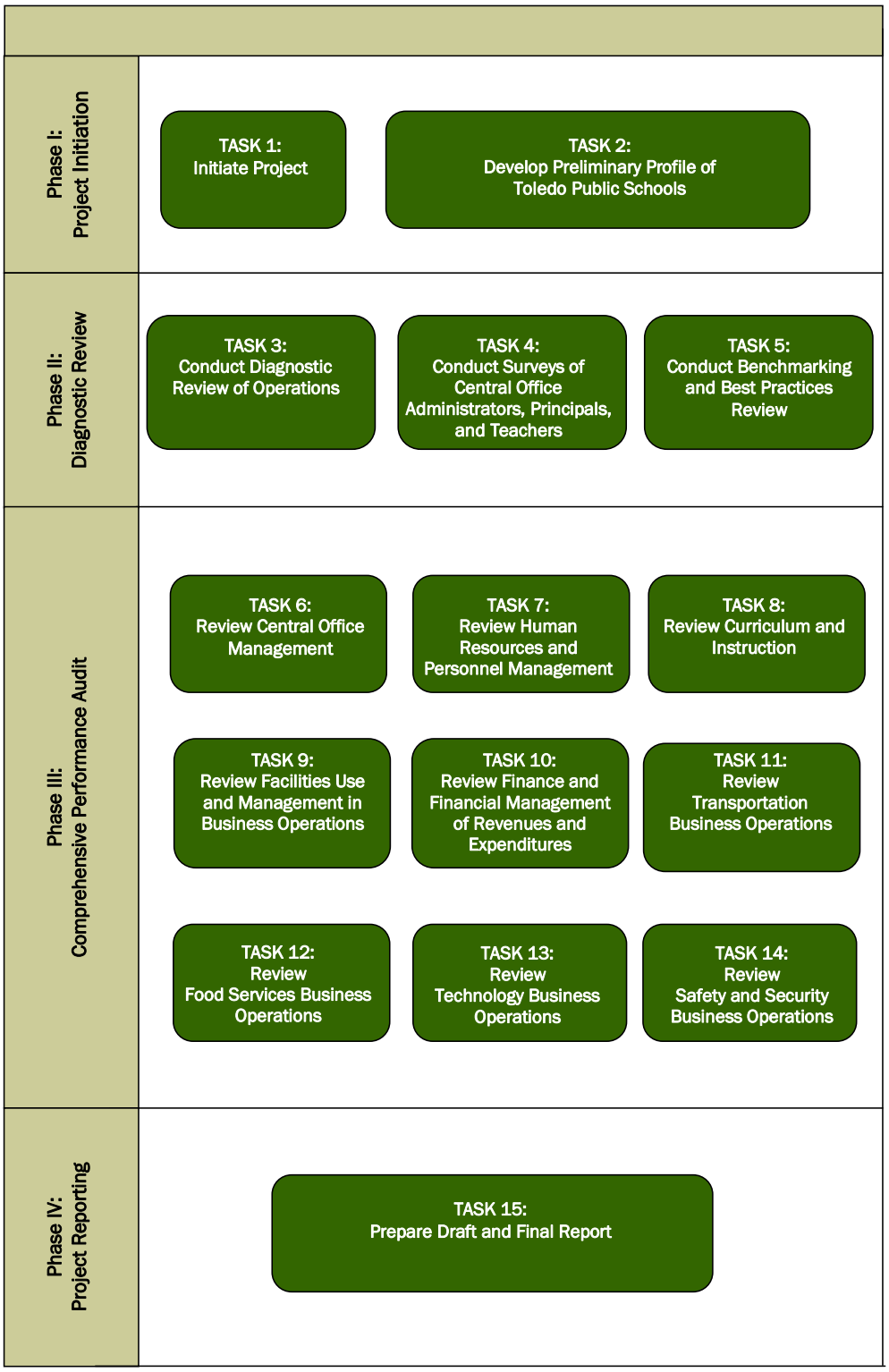
- District Administration
- Educational Service Delivery
- Human Resources Management
- Financial Management
- Facilities Use and Management
- Food Service
- Transportation
- Safety and Security
- Technology

For each function, Evergreen was tasked with identifying areas for improvement in efficiency and effectiveness through careful review of available data, benchmarking, interviews, a public hearing, and survey feedback.

Exhibit 1-1 provides an overview of Evergreen's work plan for this study. As can be seen, the work plan includes four phases and 15 work tasks. The work plan was further subdivided into 112 task activities (not displayed) defining specific actions to be completed during the performance audit by the Evergreen Team.

Explanation on Evergreen's methodology used can be found in the following section.

Exhibit 1-1
Work Plan for the Performance Audit of Toledo Public Schools



Source: Created by Evergreen Solutions, 2013.

1.2 METHODOLOGY

Evergreen's approach methodology for conducting this study included the following components:

- reviewing existing reports and data sources—including independent financial audits, annual budget and expenditure reports, budget guidelines and procedures, accounting procedures, salary schedules, organizational charts, staffing ratios, board policies, strategic plan, technology plan, facilities data, safety and security data, transportation data, student achievement data, and annual reports;

- conducting a diagnostic review and interviews with Board members, central office and school administrators, staff, and community/business members and leaders;

- generating comparisons to peer school districts—the peer group of Ohio school districts included the following urban peers and local peers:

  - Akron City
  - Cincinnati
  - Dayton City
  - South-Western City
  - Oregon City
  - Springfield Local
  - Sylvania City
  - Washington Local

- conducting employee surveys;

- providing channels for members of the community to provide input through a public hearing and web linkage;

- visiting 23 schools and sites in the school district;

- collecting additional reports and data from sources inside and outside of Toledo Public Schools;

- conducting the formal on-site review with a team of eight consultants; and

- preparing draft and final reports.

Exhibit 1-2 provides a brief comparison of the peer school districts used in the performance audit for benchmarking purposes. Regional peers include the four urban school districts in Ohio most similar to TPS in terms of student population, budget, and staffing levels, while local peers include the four school districts in Lucas County.

Exhibit 1-2
Toledo Public Schools
Peer Comparison of Urban Ohio School Districts
2011-12[1]

District	Total Staff	FTE Teachers (District)	Total Expenditures per Pupil	Total Students	Free Lunch Eligible Students (2010-11[2])		Reduced-Price Lunch Eligible Students (2010-11[2])		LEP/ELL Students		Individualized Education Program	
					Total	Percent	Total	Percent	Total	Percent	Total	Percent
Toledo Public Schools	**2,951.0**	**1,437.8**	**$12,470**	**21,645**	**16,237**	**66.9%**	**1,005**	**4.1%**	**344**	**1.6%**	**3,987**	**18.4%**
Akron City	4,744.3	2,238.0	$13,627	22,159	13,612	58.9%	2,266	9.8%	902	4.1%	4,304	19.4%
Cincinnati City	4,335.9	1,975.3	$14,720	28,719	19,956	59.1%	1,187	3.5%	1,223	4.3%	5,781	20.1%
Dayton City	2,251.8	958.5	$14,375	13,934	10,674	69.7%	993	6.5%	500	3.6%	2,775	19.9%
South-Western City	2,468.6	1,231.2	$10,273	19,513	9,009	43.5%	1,255	6.1%	2,426	12.4%	2,979	15.3%
Peer Average	**3,450.2**	**1,600.8**	**$13,249**	**21,081**	**13,313**	**57.8%**	**1,425**	**6.5%**	**1,263**	**6.1%**	**3,960**	**18.7%**

Peer Comparison – Local Districts (Lucas County)
2011-12[1]

District	Total Staff	FTE Teachers (District)	Total Expenditures per Pupil**	Total Students	Free Lunch Eligible Students (2010-11[2])		Reduced-Price Lunch Eligible Students (2010-11[2])		LEP/ELL Students		Individualized Education Program	
					Total	Percent	Total	Percent	Total	Percent	Total	Percent
Toledo Public Schools	**2,951.0**	**1,437.8**	**$12,470**	**21,645**	**16,237**	**66.9%**	**1,005**	**4.1%**	**344**	**1.6%**	**3,987**	**18.4%**
Oregon City	431.7	228.1	$9,872	4,030	1,360	34.7%	322	8.2%	20	0.5%	491	12.2%
Springfield Local	415.3	227.1	$9,119	4,027	1,290	34.2%	130	3.4%	51	1.3%	623	15.5%
Sylvania City	948.1	487.9	$10,660	7,409	1,044	13.8%	184	2.4%	129	1.7%	1,030	13.9%
Washington Local	968.1	452.5	$11,225	6,665	3,292	49.4%	380	5.7%	83	1.2%	865	13.0%
Peer Average	**691**	**349**	**$10,219**	**5,533**	**1,747**	**33.0%**	**254**	**4.9%**	**70.8**	**1.2%**	**752**	**13.7%**

Source: Created by Evergreen Solutions with data from the National Center for Education Statistics and the Ohio Department of Education, 2013.

[1]Note: Throughout the study, Evergreen uses 2010-11 data since these was the latest data on the Ohio Department of Education website. The website was recently updated in March 2013 and 2011-12 data are used when appropriate throughout the report.

[2]Most recent year data that are available.

Diagnostic Review

A diagnostic review of TPS was conducted during the week of January 21, 2013. Evergreen consultants interviewed central office administrators, board members, principals, and community leaders concerning the management and operations of the district.

The diagnostic review allowed Evergreen's Team to assess school district operations, further develop possible information and data needs for the study, and capture perceptions and input from key district staff. The diagnostic review acts as a starting point for the on-site review.

Online Surveys

To secure the involvement of employees in the study, three online surveys were prepared and disseminated on January 9, 2013—one for central office administrators, one for school administrators, and one for teachers. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their views about the management and operations of Toledo Public Schools. Many survey items were similar in format and content to provide a database for determining how the opinions and perceptions of these groups vary. Selected survey results were compared to administrators and teachers in Evergreen's survey database.

The survey results are provided in the **Appendix** to this report**.** Specific survey items pertinent to findings in the functional areas Evergreen reviewed are presented within each chapter.

On-Site Review

A team of eight consultants conducted the formal on-site review of Toledo Public Schools during the week of February 4, 2013. Prior to conducting the on-site review, each team member was provided with an extensive set of information about TPS operations. During the on-site work, team members conducted a detailed review of the structure and operations in their assigned functional areas. As part of the on-site review, Evergreen also held a Public Hearing on February 5, 2013 to allow members of the community to provide feedback directly to the Evergreen Team.

In addition to central office locations, Evergreen visited 23 TPS schools during this audit, including:

- Beverly Elementary School
- Bowsher High School
- Byrnedale Elementary School
- DeVilbiss
- East Broadway Elementary School
- Edgewater Elementary School
- Elmhurst Elementary School
- Grove Patterson Academy
- Harvard Elementary School
- Hawkins Elementary School
- Leverette Elementary School
- McTigue Elementary School
- Pickett Academy
- Robinson Elementary School
- Rogers High School
- Samuel M. Jones at Gunckel Park Elementary
- Scott High School
- Spring Elementary School
- Start High School
- Toledo Technology Academy
- Waite High School
- Walbridge Elementary School
- Woodward High School

Evergreen also visited several other locations, including the food services, maintenance and operations, transportation, and safety and security hubs at such locations as the Pearson Center and the new Network Operations Center (NOC).

1.3 OVERVIEW OF THE REPORT

The final report for this study consists of the following eleven chapters:

- Chapter 1: Introduction
- Chapter 2: District Organization and Management
- Chapter 3: Educational Service Delivery
- Chapter 4: Human Resources Management
- Chapter 5: Financial Management
- Chapter 6: Facilities
- Chapter 7: Food Service
- Chapter 8: Transportation
- Chapter 9: Safety and Security
- Chapter 10: Technology Management
- Chapter 11: Fiscal Impact of Recommendations

Chapters 2 through **10** contain findings, commendations, and recommendations of each operational area, provided in the following sequence:

- a description of the operation in Toledo Public Schools;
- a summary of our audit findings;
- a commendation or recommendation for each finding; and
- estimated costs or cost savings over a five-year period which are stated in 2012-13 dollars.

We conclude this report with a summary of the fiscal impact of our study recommendations in **Chapter 11**.

CHAPTER 2:
DISTRICT ORGANIZATION AND MANAGEMENT

2.0 DISTRICT ORGANIZATION AND MANAGEMENT

This chapter reviews the staffing, organization, and management of Toledo Public Schools (TPS). **Chapter 2** includes six major sections:

2.1 Governance
2.2 Policies and Procedures
2.3 Organization and Management
2.4 Planning and Accountability
2.5 Legal Services
2.6 Communication and Public Relations

The organization and management of a school district involves cooperation between elected members of the school board, and administrators and staff of the school district. The school board's role is to set the policies by which a school district will be governed, approve the plans to implement those policies as set forth by the administration, provide the funding sources necessary to carry out the plans, and evaluate the results of the plans.

Once policies are adopted by the school board, it is the responsibility of the Superintendent and staff to establish administrative procedures or regulations to achieve the end results. These activities involve the hiring and retention of employees as well as ongoing communication with the community to ensure an understanding of the district's efforts to accomplish these results.

2.1 GOVERNANCE

Local school boards have traditionally governed public education in the United States with authority vested in them by the state. From the mid-1800s through the early 1900s, the number of school boards increased dramatically. The last major reform of school boards involved a shift to smaller elected school boards comprised of community members with a professional superintendent as the CEO. There are approximately 95,000 school board members on 15,000 local boards across the nation. Most boards have five to nine members.

In a widely cited 2000 report (entitled *Recommendations for 21st Century School Board/ Superintendent Leadership, Governance and Teamwork for High School Achievement*), Goodman and Zimmerman found that school districts with quality governance had, among other things:

- a focus on student achievement and policy making;
- effective management without micromanagement;
- a trusting and collaborative relationship with the Superintendent;
- a yearly evaluation of the Superintendent, according to mutually agreed upon goals and procedures;
- governance retreats for evaluation and goal setting;

- long-term service of school board members and the Superintendent; and
- a budget that provides needed resources.

The current School Board of Toledo Public Schools is shown in **Exhibit 2-1**. The exhibit shows each member's position on the school board, profession, longevity on the Board, and current committee assignments. The Board has seven standing committees [policy, curriculum, finance, community and public relations, athletics, OSFC facilities and human resources, and one ad hoc committee (food services)]. Two Board members serve on each committee.

Exhibit 2-1
School Board of Toledo Public Schools
2013

School Board Member	Position on School Board	Profession	Year First Elected	Current Term Expires	Committee Assignments
Brenda Hill	President	Retired TPS teacher	January 2010 No previous term	December 2013	Human Resources, Curriculum, and Ad Hoc Food Committees
Dr. Cecelia Adams	Vice President	Retired TPS administrator	January 2012 No previous term	December 2015	Curriculum, Finance and Policy Committees
Lisa Sobecki	Member	Lucas County Jobs & Family Services	Current term began January 2012 Previous term January 2008	December 2015	Community & Public Relations, OSFC and Athletic Committees
Larry Sykes	Member	Retired from banking industry	January 2010 Previous term January 2001 to December 2007	December 2013	Policy and OSFC Committees
Bob Vasquez	Member	Administrator with local non-profit agency	Current term started January 2010 Previously voted in by Board to cover a resignation by R. Torres in March 2008	December 2013	Community & Public Relations, Human Resources, Finance and Athletic Committees

Source: TPS Treasurer's Office, 2013.

In addition, Board members have many opportunities for involvement in state and national associations as shown in **Exhibit 2-2**.

Exhibit 2-2
Board Member Appointments to State and National Associations
2013

Organizations	Appointment	Board Member
Northwest Region Ohio School Boards Association	Designee	Lisa Sobecki Bob Vasquez
Ohio School Boards Association - Board of Trustees	Designee	Lisa Sobecki
Ohio School Boards Association - Legislative Liaison	Designee	Brenda Hill
Ohio School Boards Association - Student Achievement Liaison	Designee	Cecelia Adams
Ohio School Boards Association - Urban Commission	Delegate	Larry Sykes
Ohio School Boards Association - Annual Business Meeting	Delegate	Brenda Hill
	Alternate	Cecelia Adams
National School Boards Association - Annual Conference	Designee Alternate	Bob Vasquez* Brenda Hill
National School Boards Association - Council of Urban Boards of Education	Designee Alternate	Larry Sykes Cecelia Adams
Council of Great City Schools	Designee Alternate	Cecelia Adams Lisa Sobecki

Source: TPS Treasurer's Office, 2013.

*Also delegate for OSBA to NSBA, OSBA trustee, and OSBA FRN member.

FINDING

Board Policy BCD on Board - Superintendent Relationship clearly specifies the parameters of the Board's involvement in administrative matters by stating the following:

> *The enactment of policies, consistent with long-term goals, is the most important function of a board and the execution of the policies should be the function of the Superintendent and staff.*
>
> *Delegation by the Board of its executive powers to the Superintendent provides freedom for the Superintendent to manage the District within the Board's policies and frees the Board to devote its time to policy-making and appraisal functions.*
>
> *The Board holds the Superintendent responsible for the administration of its policies, the execution of Board decisions, the operation of the internal machinery designed to serve the District program and keeping the Board informed about District operations and problems.*
>
> *The Board strives to procure the best professional leader available as its Superintendent. The Board, as a whole and as individual members:*
>
> 1. *gives the Superintendent full administrative authority for properly discharging his/her professional duties, holding him/her responsible for acceptable results;*
> 2. *acts in matters of employment or dismissal of personnel after receiving the recommendations of the Superintendent;*
> 3. *refers all complaints to the Superintendent for appropriate investigation and action;*
> 4. *strives to provide adequate safeguards for the Superintendent and other staff members so that they can discharge their duties on a thoroughly professional basis; and*
> 5. *presents personal criticisms of any employee directly to the Superintendent.*

During the time of the audit, interviews with Board members and administrators indicated that trust among Board members and between the Board and administration is lacking. Some Board members frequently question administrative decisions and tend to micromanage. As part of this study, Evergreen surveyed TPS administrators, teachers, parents, and students. Survey results for TPS administrators and teachers were compared to Evergreen's administrator and teacher survey database where the same survey items were asked in other school districts throughout the country.

When TPS teachers were asked if Board members know and understand the operations of the school district, 48 percent either *disagreed* or *strongly disagreed;* Evergreen's survey database shows, on average, only 26 percent of teachers in peer districts were in disagreement with this same statement. Similarly when teachers were asked if Board members know and understand the educational needs of students in the school district, 54 percent of the TPS teachers *disagreed* or *strongly disagreed;* Evergreen's survey database shows, on average, only 34 percent of teachers in peer districts were in disagreement. The results for central office administrators are as

pronounced; 59 percent and 45 percent of administrators either *strongly disagreed* or *disagreed*, as compared to 25 percent and 22 percent in the comparison group. **Exhibit 2-3** shows these comparisons.

Exhibit 2-3
Central Administrator, School Administrator, and Teacher Survey Results on Board Member Knowledge in Toledo Public Schools and School Districts in Evergreen's Survey Database

Survey Statement	Toledo Public Schools Central Administrators		Central Administrators in Evergreen's Survey Database	
	Strongly Agree & Agree	Strongly Disagree & Disagree	Strongly Agree & Agree	Strongly Disagree & Disagree
School board members know and understand the operations of the school district.	19.2%	58.9%	69.9%	24.5%
School board members know and understand the educational needs of students in the school district.	29.5%	45.1%	72.4%	22.3%
Survey Statement	**Toledo Public Schools School Administrators**		**School Administrators in Evergreen's Survey Database**	
	Strongly Agree & Agree	**Strongly Disagree & Disagree**	**Strongly Agree & Agree**	**Strongly Disagree & Disagree**
School board members know and understand the operations of the school district.	29.7%	50.0%	59.7%	31.0%
School board members know and understand the educational needs of students in the school district.	28.0%	50.7%	57.1%	30.8%
Survey Statement	**Toledo Public Schools Teachers**		**Teachers in Evergreen's Survey Database**	
	Strongly Agree & Agree	**Strongly Disagree & Disagree**	**Strongly Agree & Agree**	**Strongly Disagree & Disagree**
School board members know and understand the operations of the school district.	21.2%	47.7%	54.6%	26.4%
School board members know and understand the educational needs of students in the school district.	22.2%	54.2%	49.5%	33.9%

Source: Evergreen Solutions Survey Results, 2013.

RECOMMENDATION

Recommendation 2-1:

Use team building sessions to create a level of trust and understanding among Board members and with the administration.

Other school districts have used team building sessions and retreats to improve communications and to build a more positive and harmonious working relationship among Board members and with district administration. To be effective, all Board members must make the commitment to participate in these sessions and work towards the common goal of educating TPS students.

The Board is responsible for hiring the Superintendent. The Superintendent and not the Board is responsible for all other employees. If the Superintendent is ineffective in managing and supervising other employees, then he should be terminated by the Board, but not micromanaged.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The TPS School Board has adopted no protocols of professional conduct. The primary reasons for such protocols is to set a standard for the way a school board will undertake its work and to acknowledge the differentiation of duties between the Board and district administration. In addition, the policy should promote a practice of civility during meetings. TPS principals and other administrators shared that they are frequently criticized and belittled by Board members during both regular Board meetings and Committee meetings.

The previous recommendation cited lack of trust among Board members and the Board's ongoing involvement in administrative matters. It is critical that the new Superintendent be given the opportunity to perform as chief executive officer without Board interference. With this in mind, protocols of professional conduct might prove useful to the Toledo School Board.

Climate is an outward sign of an organization's culture. Climate and culture are viewed as critical aspects of improving school performance. Indeed, researchers who have studied climate and culture view them as keys to the success of urban school districts. The climate and culture in a school district are set at the top.

In *Key Works of School Boards*, climate is noted to be one of the essential areas where Boards need to focus. **Exhibit 2-4** summarizes important actions that boards and superintendents should take to create a positive learning environment or climate.

One notable way that climate is set is through model relationships among the school board, the Superintendent, and the staff. The leadership team is expected to "model respect, professional behavior, and a commitment to continuous learning with board members, with the staff, with parents and students and with the community."

In a recent *American School Board Journal* report, Sackney, who studies school climate, suggests that school board members who want to improve school climate should look in the mirror, stating:

> *It starts with the boards themselves and works its way through the system. If the staff doesn't have respect for the school board, it really demoralizes and drags everyone down. The board has to set the climate…and that sets the tone for the rest of the system.*

The California School Boards Association states:

> *A climate of trust throughout the district is essential to the board's ability to govern effectively and to build staff and community support for district programs and public education.*

In TPS, this negative climate was reflected during Board meetings and during interviews. Staff members were observed on the hot seat when presenting to the Board, with little support coming from the Superintendent or individual Board members. Several staff members repeatedly stated that they feel a total lack of respect, believing that the Board operates from the assumption that "staff is incompetent."

Exhibit 2-4
The Leadership Team's Role and Responsibilities in Climate

The School Board	The Superintendent
1. Fosters a culture that supports the belief that all children can learn at higher level.	1. Develops a plan for recruiting, retaining, and evaluating qualified staff.
2. Provides orientation for Board candidates and for new board members on expectations for student achievement.	2. Works with Board to develop an orientation model for Board candidates and new members.
3. Approves and monitors programs designed to meet the special instructional needs of students who are not meeting achievement goals or standards.	3. Recommends programs based on data and best practices; institutes a process for evaluating programs and providing updates to the Board.
4. Provides adequate resources through the budgeting process and monitors the budget regularly.	4. Reports monthly on implementation of budget and how resources are allocated.
5. Recognizes and rewards staff and students for high academic achievement and high levels of improvement.	5. Develops and recommends to the Board a plan for regular recognition of students and staff.
6. Conducts all Board meetings with curriculum and instruction as a clear focus and student achievement as a clear goal.	6. Works with Board chair to develop an agenda focused on curriculum and instruction; coordinates staff presentations.
7. Models respect, professional behavior, and a commitment to continuous learning.	7. Models respect, professional behavior, and a commitment to continuous learning.
8. Serves as advocates for excellence in education.	8. Serves as an advocate and works with Board to provide needed information.
9. Ensures periodic assessment of school climate throughout the district, including attendance data, discipline data, client surveys, staff turnover, and student enrollment trends.	9. Identifies and implements surveys or other means of assessing climate; reports results periodically to the Board.
10. Ensures a safe and orderly learning environment in all schools.	10. Works with the Board to develop appropriate policies/ reports periodically to Board on issues related to school safety; ensures staff training.
11. Builds public support for higher student achievement and increases public trust in the district.	11. Works in open, positive manner with the Board, staff and community; implements a district communication plan that ensures accurate information.

Source: Key Work of School Boards, 2010.

Exhibit 2-5 shows BBF-E (Code of Ethics) which has been adopted by the TPS School Board. **Exhibit 2-6** provides some additional protocols that the TPS School Board may want to consider adopting.

RECOMMENDATION

Recommendation 2-2:

Adopt Protocols of Professional Conduct to ensure that Board members govern in a dignified and professional manner, treating everyone with civility and respect.

Exhibit 2-5
TPS Board of Education
Code of Ethics for Board Members

While serving as a member of my Board of Education, I accept the responsibility to improve public education. To that end I will:

remember that my first and greatest concern must be the educational welfare of all students attending the public schools;

obey the laws of Ohio and the United States;

respect the confidentiality of privileged information;

recognize that as an individual Board member I have no authority to speak or act for the Board;

work with other members to establish effective Board policies;

delegate authority for the administration of the schools to the Superintendent and staff;

encourage ongoing communications among Board members, the Board, students, staff and the community;

render all decisions based on the available facts and my independent judgment rather than succumbing to the influence of individuals or special interest groups;

make efforts to attend all Board meetings;

become informed concerning the issues to be considered at each meeting;

improve my boardmanship by studying educational issues and by participating in in-service programs;

support the employment of staff members based on qualifications and not as a result of influence;

cooperate with other Board members and administrators to establish a system of regular and impartial evaluations of all staff;

avoid conflicts of interest or the appearance thereof;

refrain from using my Board position for benefit of myself, family members or business associates and express my personal opinions, but, once the Board has acted, accept the will of the majority.

NOTE: This Code of Ethics has been adopted by the Ohio School Boards Association Delegate Assembly.

Source: TPS BoardDocs, 2013.

Exhibit 2-6
Additional Protocols of Professional Conduct

A School Board member should maintain desirable relations with the Superintendent of Schools and staff by:

- Giving the Superintendent full administrative authority for properly discharging his professional duties, and also by holding him responsible for acceptable results.
- Acting only upon the recommendation of the Superintendent in matters of employment or dismissal of school personnel.
- Having the Superintendent present at all meetings of the Board except when his contract and salary are under consideration.
- Referring all complaints to the proper administrative office and by discussing them only at a regular meeting after failure of administration solutions.
- Striving to provide adequate safeguards around the Superintendent and other staff members to the end that they can live happily and comfortably in the community and discharge their educational functions on a thoroughly professional basis.
- Presenting personal criticisms of any employee directly to the Superintendent.

Source: Created by Evergreen Solutions, 2011.

The TPS School Board must act in a professional manner and maintain appropriate and respectful relations with its Superintendent and his staff. The Superintendent was hired by the Board of Education to be the chief administrative officer of the school district. As part of a team building session or retreat, the Board should prepare Protocols of Professional Conduct. Each Board member should read and sign this policy as a sign of commitment to its effective implementation.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Policy Manual of the School Board of Toledo Public Schools states the following with regard to School Board duties (Policy BBA):

> *Under the laws of the state of Ohio, the Board acts as the governing body of the public schools. Within the extent of its legal powers, the Board has responsibilities for operating the District in accordance with the desires of local citizens who elect its members.*
>
> *The Board's major responsibilities are to:*
>
> 1. *select and employ a Superintendent;*
> 2. *select and employ a Treasurer;*
> 3. *determine and approve the annual budget and appropriations;*
> 4. *provide needed facilities;*
> 5. *provide for the funds necessary to finance the operation of the District;*
> 6. *consider and approve or reject the recommendations of the Superintendent in all matters of policy, appointment or dismissal of employees, salary schedules, courses of study, selection of textbooks and other matters pertaining to the operation of the District;*
> 7. *require reports of the Superintendent concerning the conditions, efficiency and needs of the District;*
> 8. *evaluate the effectiveness with which the District is achieving the educational purposes of the Board;*

9. *inform the public about the progress and needs of the District and to solicit and weigh public opinion as it affects the District; and*

10. *adopt policies for its governance and the governance of its employees and the students of the District.*

Several examples were provided to Evergreen consultants of some Board members involved in micromanaging the Superintendent and staff. One approach used effectively by other school boards to curtail micromanagement is to have the full Board vote on any item which would take staff a considerable amount of time to generate. By so doing, the School Board ensures that the requests of the entire Board are fulfilled rather than single member issues.

RECOMMENDATION

Recommendation 2-3:

Curtail micromanagement and special staff assignments by School Board members of the Superintendent and staff.

The School Board should focus its direction on making policy and setting direction for the Superintendent and district employees. Staff reported at times being overwhelmed with the need to respond to special Board requests, especially those made by individual Board members and not the full Board. This situation can be curtailed by a Board vote on special request items.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The agenda for regular Board meeting consists of several topics. Major groupings for the agenda include recognitions, committee reports, comments, organizational input, Superintendent's comments, and executive session. An example agenda is shown in **Exhibit 2-7.**

While it is clear from the agenda which items are presented for Board action versus which items are presented for information only, the agenda does not appear to be as well-organized as it could be. And, at times, Board meetings have taken extensive evening hours to complete. A different format for the agenda would streamline the meeting, and perhaps allow more time for thoughtful discussions about the goals of the district.

It would be clearer to school employees and the community at large if the Board adopted an alternative format for its agenda. A consent agenda at the beginning of the meeting would reduce the amount of time spent on routine matters. If the Board were willing to have its executive session at the beginning of the meeting, personnel issues could be put under the consent agenda. The remaining agenda items could be placed under either information or action items, thereby making the public more readily aware of what items are under consideration for adoption at the Board meeting. Consideration should also be given to developing a standard reporting format for information and action items (see **Recommendation 2-5**).

Exhibit 2-7
Toledo Public Schools
Example Board Agenda

Tuesday, January 22, 2013
REGULAR MEETING

1. Opening Items
1.01 Roll Call
1.02 Pledge

2. Special Presentations/Recognition
2.01 Welcome to the Delegation from the Fushun Experimental Middle School, Fushun City, Liaoming Province
2.02 Retirees with 25 or More Years of Service

3. Human Resource Committee
3.01 Minutes from the January 17, 2013 HR Board Development Committee Meeting
3.02 Administrative Section
3.03 Instructional Section
3.04 Non Certified Section
3.05 Resolution - TAAP MOU
3.06 Resolution - Bowsher High School Spring Musical

4. Citizens Comments
4.01 Citizen Comments

5. Organizational Input
5.01 Student Representative
5.02 Parent Representative
5.03 TAAP
5.04 TFT
5.05 AFSCME

6. Finance Committee
6.01 Minutes and Reports
6.02 Investment Activity
6.03 Supplementing and/or Amending Annual Appropriations Measure 1-22-2013
6.04 Request for Authority to Transfer Funds 1-22-2013
6.05 Student Activities Purpose & Budget Statements Resolution and Attachments 1-22-2013
6.06 Memberships
6.07 Confirming PO's
6.08 Declaring Private Transportation Impractical

7. Athletic Committee
7.01 minutes 01.17.13

8. Community and Public Relations Committee
8.01 1.2013 Committee Minutes
8.02 Resolution - Building District Pride
8.03 Resolution - OSBA Board Member Recognition Month
8.04 1.2013 Gifts & Contributions Report

9. Curriculum Committee
9.01 Board Curriculum Committee Meeting Minutes - January 8, 2013
9.02 Resolution/Prospectus

10. Food Service
10.01 Ad Hoc Committee Food Service Minutes 1.17.

11. OSFC Committee
11.01 OSFC Committee Minutes 1-16-13
11.02 BFS Change Order Resolution thru 12-31-12
11.03 Special Projects Change Order Resolution thru 1-22-13
11.04 LGB Resolution
11.05 Property Appraisal Spreadsheet
11.06 Permanent Capital Improvement Fund

12. Policy Committee
12.01 Policy Committee Meeting Minutes - January 8, 2013

13. Minutes for Approval
13.01 Minutes for Approval

14. Executive Session

15. Walk Ins

16. Comments by the Superintendent

17. Comments by the Board

18. Adjourn

Source: TPS BoardDocs, 2013.

RECOMMENDATION

Recommendation 2-4:

Revise the board agenda so that it includes a consent agenda, information items, and action items.

A proposed agenda is shown in **Exhibit 2-8**. As can be seen, grouping the agenda items differently provides the public with a snapshot view of the action to be taken at the Board meeting. This type of grouping also provides the Board with more time to discuss matters that are of significant importance to the school district, such as student performance, policies, and capital improvement. Needless to say, Board members may choose to remove any items from the consent agenda if further discussion or separate action is warranted.

Exhibit 2-8
Proposed Board Agenda for
Toledo Public Schools

1.0 Opening Items
2.0 Special Presentations/Recognitions
3.0 Citizens Comments
4.0 Organizational Input
5.0 Executive Session
6.0 Consent Agenda
- 6.1 Approval of Minutes
- 6.2 Committee Reports
  - Human Resource Committee
  - Finance Committee
  - Athletic Committee
  - Community and Public Relations Committee
  - Curriculum Committee
  - OSFC Committee
  - Policy Committee

7.0 Information Items
- 7.1 Superintendent
- 7.2 Board

8.0 Action Items
- 8.1 Policy Amendment

9.0 Adjourn

Source: Created by Evergreen Solutions, 2013.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

As part of the performance audit, Evergreen consultants conducted an analysis of background materials provided to Board members for five regular Board meetings by analyzing this information on BoardDocs. This analysis showed that, while at times these materials were comprehensive, many times they could be presented in a clearer and more comprehensive manner.

Exhibit 2-9 provides a cover page which could be used by the Superintendent and Cabinet members for each action agenda item. Such a tool could be used for the Superintendent and senior staff to communicate effectively with the Board on each agenda item, providing an overview of background information. The cover page would provide detail on each staff recommendation for Board action, an explanation for the item, financial impact, support documentation, and the employee submitting the request. An additional item included on the form is a reference to the major strategic planning initiative which the agenda item addresses (see **Section 2.4**).

RECOMMENDATION

Recommendation 2-5:

Create and implement a form for use with each agenda item which requires action by the TPS School Board.

The TPS School Board should request that the Superintendent develop an agenda item cover page (similar to the one shown in **Exhibit 2-9)**. The purpose of this form would be to convey important information, including the financial impact, of each agenda item requiring Board action. This form should not take the place of background materials on the agenda item; rather, the tool would supplement the materials sent to the Board prior to a regular meeting.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The School Board of Toledo Public Schools does not evaluate its effectiveness, even though Policy BK and BK-E exist in the Board Policy Manual (see **Exhibit 2-10**).

The self-evaluation of a school board can be very useful. The intent of a self-evaluation is to improve the performance of others within the school district by improving the performance of the School Board. There are several reasons why self-evaluation is important, but perhaps the most critical is that it promotes the concept of accountability throughout the school district with the School Board setting the example.

RECOMMENDATION

Recommendation 2-6:

Implement a yearly School Board self-evaluation using the instrument contained in the TPS Policy Manual.

An evaluation process that includes all levels of an organization is critical to establishing accountability. It is important for the governing body to engage in a process of regular self-evaluation to ensure that it continues to serve its constituents in an effective manner. The School

Exhibit 2-9
Example Agenda Request Form

Meeting Date	**Agenda Item Number**
Title:	
Requested Action:	
Summary Explanation and Background:	
Priority Goal (Linked to Strategic Plan):	
Financial Impact:	
Exhibits (List):	
Requested Board Action:	**Source of Additional Information:** _____ _____ **Name** **Phone**

Office of the Superintendent _____

Department Head (if applicable) _____

Approved in Open Board Meeting On: _____

By: _____ Board Chairperson

Source: Created by Evergreen Solutions, 2013.

Exhibit 2-10
Self-Evaluation Instrument Adopted by the TPS Board of Education

SELF-EVALUATION INSTRUMENT					
Using the numbering system below, rate each item: 1 - ineffective; 2 - somewhat ineffective; 3 - somewhat effective; 4 - effective; 5 - highly effective.					
1	2	3	4	5	The Board of Education:
					reads agenda and background materials well in advance of meeting.
					makes public feel welcome; provides agenda, minutes and related materials.
					assures that meeting time, place and facilities are convenient for Board, staff and public.
					does not present new issues of complex nature for immediate action.
					does not abuse privilege of tabling important issues.
					demonstrates knowledge and use of good parliamentary procedure.
					makes distinction between Board's role and function of administrators.
					expects staff input and Superintendent's recommendation on key issues.
					equally applies the public participation policy to all speakers.
					makes the most productive use of meeting time.
					conducts all meetings in accordance with the "Sunshine Law."
					selects officers on basis of ability.
					has procedure for submitting agenda items.
Board-Community Relations - The schools belong to the people. As elected officials, Board members have the responsibility to be representative, to be responsive and to be effective agents of change. The Board of Education:					
					actively seeks input from community in establishing goals and objectives.
					gives full support and cooperation to PTA and other parent and community organizations with student centered missions.
					establishes close working relationship with other units of government.
					is actively involved in state and federal education legislation.
					maintains effective two-way communication between school officials and residents of the District.
					ensures best possible relationship between District officials and the media.
					makes best use of facilities and resources in meeting needs of community.
					provides leadership in securing maximum community support for a good educational program.
					approves annual budget within resources that can be certified in the "fiscal certificate."
Board-Administrator Relations - A good Board-administrator relationship does not guarantee a successful educational program. It is doubtful, however, if a good program will exist in districts with poor Board-administrator relations. The Board of Education:					
					evaluates performance of Superintendent and Treasurer on a regular basis.
					assures that the Superintendent complies with Board policies regarding annual staff evaluations.
					works and plans with administration in spirit of mutual trust and confidence.
					recognizes Superintendent as chief executive officer and educational leader of the District.
					provides administrators opportunity for professional growth.
					avoids interference with duties which are the responsibility of administrators.
					solicits input from Superintendent in developing and maintaining a comprehensive and legally compliant Board policy manual.
					addresses potential problems between Board and administrators as soon as issues arise.
					defends administrators from unjust and unfounded criticism.
					utilizes the management team concept of operating the District.
Board-Staff Relations - Good education depends on good teachers. It is incumbent on boards to seek maximum input from staff on educational issues while retaining decision-making authority and responsibility for the operation of the District. The Board of Education:					
					approves job descriptions for all positions.
					adopts appropriate personnel policies in the areas of employment evaluation, reduction in force and related matters.
					encourages professional growth through staff development, in-service programs, visitations and conferences.
					refers complaints to appropriate person for discussion and resolution.
					preserves and maintains management rights in all labor relations agreements.
Instructional Program - The purpose of public schools is to provide educational opportunities for all students. To this end, it must be determined what are educationally valuable experiences and how they can best be delivered. The Board of Education:					
					provides equal access to curriculum as well as cocurricular and extracurricular activities for all students.
					approves course additions and deletions to the curriculum.
					balances the overall needs of students and community with efforts of special interest groups to influence the curriculum.
					encourages suggestions for curriculum improvement from students, staff and community.
					safeguards the privacy of student records.
					encourages a positive approach to student discipline.
					safeguards the rights of students to due process.
					provides policies that implement the educational standards of the State Board of Education.
Personal Qualities - Maximum results as a school board member will be achieved only if high ethical standards of conduct are maintained in all personal, business and public activities. As a Board of Education member, I:					
					am courteous and respectful of fellow Board members.
					keep the education and welfare of children as my primary concern.
					represent the best interests of all stakeholders rather than special interest groups.
					understand the need for compromise; abide by decisions of the majority.
					channel complaints and potential problems to proper authority.
					have made the time commitment necessary to become an informed and effective Board member.
					reach decisions on the merits of issues and the best available evidence.
					participate in in-service programs at regional, state and national levels.
					do not individually or unilaterally make decisions or commitments on the Board's behalf.
					am open and honest with other Board members and administrators, share information and avoid "surprises" whenever possible.
					am familiar with and abide by the OSBA Code of Ethics

Source: Source: TPS BoardDocs, Policy BK-E (also AFA-E), 2013.

Board should implement the self-evaluation instrument (Policy BK-E) and evaluate itself annually.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.2 POLICES AND PROCEDURES

All states require school boards to develop policies to ensure the efficient operation of school districts. Commonly, policies are drafted by staff and adopted by the school board at a public meeting.

Policies reflect the rules that govern the implementation of district operations. Administrative procedures or regulations, on the other hand, relate to the implementation of Board policies. As new processes change over time, so should Board policies and administrative procedures or regulations. Policies and procedures must be continually reviewed for currency, accuracy, and appropriateness.

There is a definite distinction between governing the school district and administering its daily activities. While school boards are ultimately responsible for major decisions concerning the school district, they employ a professional staff of administrators (led by the school superintendent) to manage day-to-day functions.

The National School Boards Association's (NSBA) definition includes the following statement:

> *Like Congress, state legislatures, and city or county councils, school boards establish the direction and structure of their school districts by adopting policies through the authority granted by state legislatures. Policies are the means by which educators are accountable to the public.*

NSBA provides the following distinction between board policies and administrative procedures/regulations/rules:

> ***Policies** are principles adopted by the board to chart a course of action. They tell what is and may include why and how much. They are broad enough to indicate a line of action to be taken by the administration in meeting a number of day-to-day problems; they need to be narrow enough to give the administration clear guidance.*
>
> ***Regulations** (or administrative procedures) are the detailed directions developed by the administration to put the board's policy into practice. They tell how, by whom, where, and when things are to be done. Often the state and federal governments require school boards to make detailed rules. Included in this category would be federally funded programs, such as Title I.*

Policies and procedures are an important vehicle for communicating expectations to students and employees. In addition, policies and procedures provide a way to:

- establish a distinction between board policymaking and procedures development by the administration;
- provide guidelines for personnel and students to use;
- provide some assurance of consistency and continuity in decision making by staff;
- help orient board members and employees to the school district; and
- assist the general public in understanding how decisions are made.

Board policies are an important tool for a school board, and they should be stated clearly to provide appropriate direction to staff.

FINDING

Board Policy BF, entitled "Board Policy Development and Adoption," establishes the basic structure for the development of policy by the TPS School Board.

This policy on the creation of policies states:

> *Proposals regarding Board policies and operations may originate at any of several sources, including students, community residents, employees, Board members, the Superintendent, consultants or civic groups. A careful and orderly process is used when examining policy proposals prior to Board action.*
>
> *The formulation and adoption of written policies constitute the basic method by which the Board exercises its leadership in the operation of the District. The study and evaluation of reports concerning the execution of its written policies constitute the basic method by which the Board exercises its control over District operations.*
>
> *The formal adoption of policies is recorded in the minutes of the Board. Only those written statements so adopted and recorded are regarded as official Board policy.*
>
> *Final action on proposals, whatever their sources, is by the Board in accordance with this policy. The Board takes action on most matters on the basis of recommendations presented by the Superintendent. The Superintendent bases his/her recommendations upon the results of a study and upon the judgment of the staff and study committees.*
>
> *Policies introduced and recommended to the Board should not be adopted until a subsequent meeting in order to permit further study and provide opportunity for interested parties to react. However, temporary approval may be granted by the Board in lieu of formal adoption to address emergency conditions or special events which may occur before formal action can be taken.*
>
> *Unless otherwise specified, a new policy or policy amendment is effective as of the date of adoption by the Board and supersedes all previous policies in that area. Unless otherwise specified, the repeal of a policy is effective as of the date the Board takes such action.*

The Toledo Public Schools Board Policy Manual is organized according to the classification system developed by the National School Boards Association. This classification system has been adopted by the Ohio School Boards Association. The system provides an efficient means for coding, filing and finding board policies, administrative procedures, and other documents. The Policy Manual addresses the provisions specified in state code.

There are 12 major classifications, each bearing an alphabetical code. These are listed below:

A. Foundations and Basic Commitments
B. School Board Governance and Operations
C. General School Administration
D. Fiscal Management
E. Support Services
F. Facilities Development
G. Personnel
H. Negotiations
I. Instruction
J. Students
K. School-Community-Home Relations
L. Education Agency Relations

The Treasurer's Office coordinates policy development in Toledo Public Schools.

The Toledo Public Schools Policy Manual was completely revised in a comprehensive manner in 2009. The Ohio School Board Association provided and continues to provide this service to Toledo Public Schools.

A review of Board agenda minutes found that policies are routinely revised and adopted at monthly Board meetings. After the Board meeting at which new or revised policies are presented for the first reading, they are then usually adopted by the Board at the following meeting. New policies are added as needed. One of the standing committees of the School Board is the Policy Committee. Each month, the Board's Policy Manual reviews one of the 12 sections of the policy manual for updates, ensuring that it remains current, and recommends changes to the full Board.

COMMENDATION

The Toledo School Board and its Policy Committee are commended for the comprehensive, up-to-date policy manual, and for making the manual available online.

FINDING

The Toledo Board Policy Manual has many policies that require administrative procedures or guidelines for employees to use during the implementation of the specific policy. While Evergreen consultants found that effective procedures are sometimes in use, and while some departments have developed their own procedures, there is no central listing of these administrative procedures or regulations, and in fact, very few exist in Toledo Public Schools.

Required or recommended administrative guidelines developed as a result of policy are not identified, nor is there a general index where such procedures are referenced. Further, is not possible to link from policy to administrative procedure in any area by using a coded system, nor is it possible to link from procedure to policy.

RECOMMENDATION

Recommendation 2-7:

Develop a comprehensive Administrative Procedures Manual that contains administrative procedures, and which can be used by school and central office administrators to ensure consistency among staff.

The proposed Administrative Procedures Manual should include information that reflects policies adopted by the School Board and appropriate departmental procedures which have been developed to implement policies of the Board of Education. The manual would be an important reference tool that should be readily accessible to administrators.

Sections of the Administrative Procedures Manual could include:

- General Information
- Instruction
- Records Management
- Student Services
- Special Education
- Health Services
- Financial Procedures
- Technology
- Human Resources
- Transportation
- Maintenance
- Food Services

The Procedure Manual should be cross-referenced to School Board policy and also available online in BoardDocs.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.3 ORGANIZATION AND MANAGEMENT

The organizational structure and management system of a public school district are key factors in determining the district's ability to meet its goals and to operate in an effective and efficient manner. An effective organizational structure systematically arranges the functional areas of the school district in a manner that supports the mission and goals of the local education agency. A

successful organization has the capacity to alter its structure to meet the changing needs of its customers. The management system of a school district—including the ability to make informed decisions, communicate effectively, and provide appropriate planning and accountability functions—ultimately determines the extent to which the school district can successfully carry out its mission and accomplish its goals.

The development and maintenance of an effective organizational structure for a local education agency is a formidable task. Fundamentally, an organizational structure is a support system, designed to facilitate the primary mission of the school district and sustain its efforts to accomplish its goals. To the extent that the mission of the school district does not drive its organizational structure, the support system is weakened, and consequently the organization's ability to accomplish its primary mission is compromised.

A school district, like any organization, is often bureaucratic and subject to the inertia created by tradition and size. In many instances, the organizational structure of the district evolves based more upon tradition and the special interests of the Superintendent, rather than being developed systematically. Often times, little organizational analysis is done and the school district continues, in large part, to resemble its predecessors. Nonetheless, to maintain effectiveness, a school district must continue to focus its energy on the needs of its students and constantly adapt the organization to serve student needs.

While maintaining an effective organizational structure is a challenging task, the end results can yield enormous benefits for the system, the schools, and the students that the system supports. As Carter McNamara said in *Basic Context for Organizational Change*, "Typically, organizations must undertake organization-wide change to evolve to a different level in their life cycle."

2.3.1 Central Office Management

Dr. Jerome Pecko became the 29th Superintendent of Toledo Public Schools on August 1, 2010. Previous to this, he was Superintendent in both Barberton City Schools and the Springfield Local Schools in Sumitt County, Ohio. During his educational career, he was a junior high school teacher, assistant principal at both a junior high and high school, and a middle school principal. Dr. Pecko was on a three-year contract with TPS. At the end of January 2013, Dr. Pecko said he could retire when his current contract expires on July 31, 2013.

FINDING

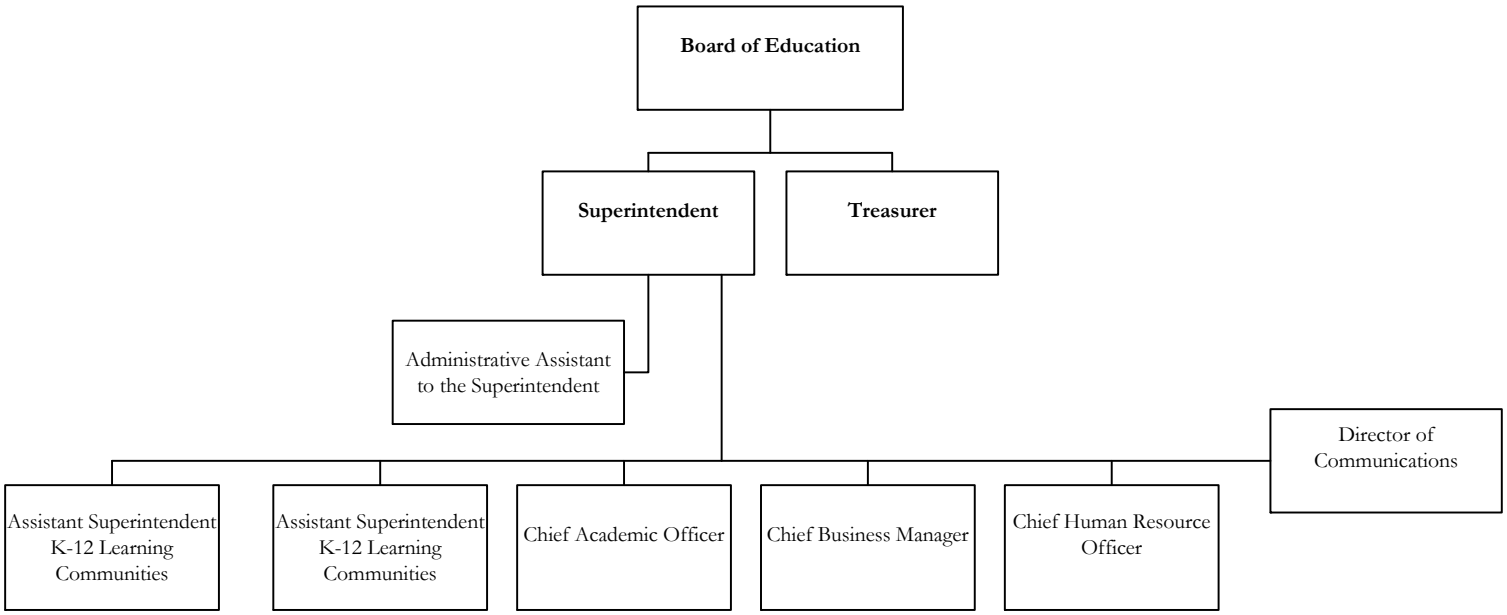
Exhibit 2-11 illustrates the current organizational chart for the Cabinet in Toledo Public Schools. As can be seen, Cabinet positions include:

- Superintendent
- Treasurer
- Administrative Assistant to the Superintendent
- Chief Academic Officer
- Chief Business Manager
- Chief Human Resource Officer
- Director of Communications

- Two Assistant Superintendents for K-12 Learning Communities

With the exception of the Director of Communications, these positions are not in the administrator union (TAAP).

Exhibit 2-11
Current Senior-level Organizational Chart for
Toledo Public Schools
2012-13 School Year



Source: Toledo Public Schools, 2013.

RECOMMENDATION

Recommendation 2-8:

Restructure the central office of Toledo Public Schools.

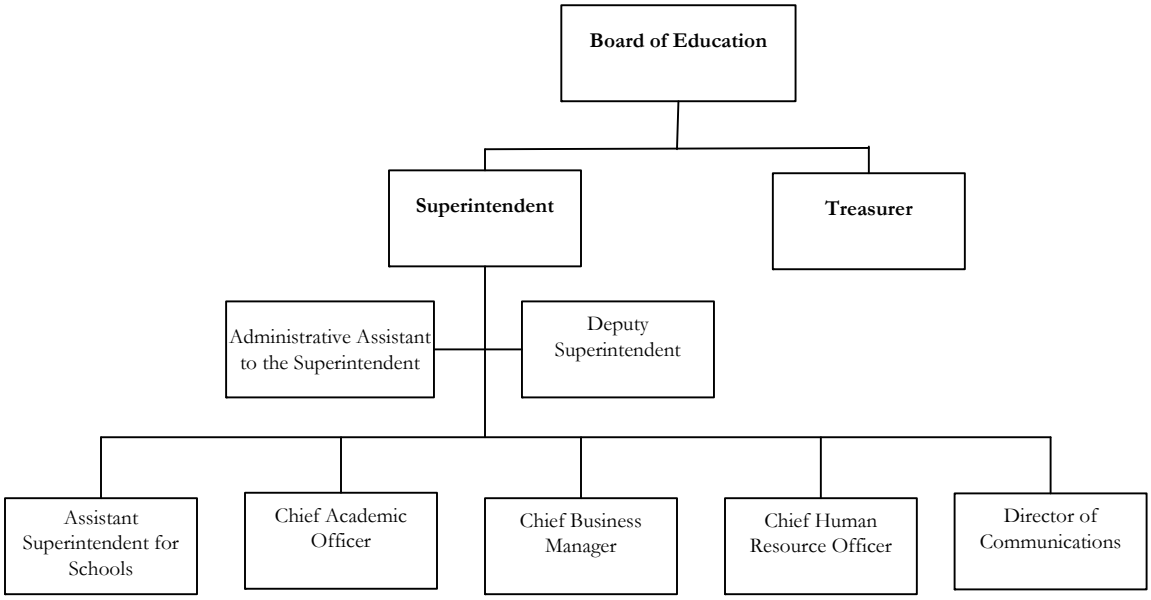
The proposed changes to the organization chart are reflected in **Exhibit 2-12.** These changes include eliminating one of the two assistant superintendent positions and creating a Deputy Superintendent. A Chief of Staff (Deputy Superintendent) had existed in Toledo Public Schools prior to Dr. Pecko's arrival, and the position is clearly needed. Based on interviews:

- both Assistant Superintendents are spending half their time on Deputy/Chief of Staff activities;

- the CAO is spending over half his time on Deputy/Chief of Staff activities; and

- unlike most Superintendents, Dr. Pecko delegates significantly more tasks to his subordinates.

Exhibit 2-12
Proposed Senior-level Organizational Chart for
Toledo Public Schools



Source: Created by Evergreen Solutions, 2013.

The central office should be restructured and consolidated with the Superintendent, Deputy, CAO, and Assistant Superintendent for Schools each involved in supervising principals and conducting principal evaluations.

In addition to changes recommended at the Cabinet level, other department changes are being proposed:

- Add one position to Communication Office (see **Section 2.6.2**).
- Reorganize the Finance Department (see **Chapter 4, Financial Management**).
- Reorganize the Department of Instruction (**see Chapter 3, Educational Services Delivery**).
- Reorganize the Human Resources Department (see **Chapter 5, Human Resources Management**).
- Reorganize the Planning Department (see **Section 2.4.2**).

FISCAL IMPACT

Eliminating an Assistant Superintendent and creating a Deputy Superintendent will cost the district about $20,000 each year.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Create Deputy Superintendent and Eliminate One Assistant Superintendent	($20,000)	($20,000)	($20,000)	($20,000)	($20,000)

FINDING

Cabinet meetings are held every Tuesday morning at 8:00 a.m. for two to three hours. A review of Cabinet materials found that each Cabinet meeting has an agenda, but no minutes nor meeting summaries are maintained, nor is there any accountability system used by the Superintendent to track assignments and to ensure their timely completion.

With the fast-paced environment in a school district, such an accountability system is imperative to ensure that assignments are completed in a timely manner.

RECOMMENDATION

Recommendation 2-9:

Implement an accountability tracking system for the Superintendent's Cabinet.

This tracking system should be maintained by the Administrative Assistant to the Superintendent. An example spreadsheet is shown in **Exhibit 2-13.**

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

A review of the teacher survey results shown in **Exhibit 2-14** found that, in general, teachers are not supportive of the Superintendent and central office. For example:

- only 34 percent of TPS teachers believe that the central office administrators support the education process, as compared to 74 percent in comparison districts; and
- similarly, only 16 percent of teachers believe the central office administration is efficient compared to 58 percent in comparison districts.

Clearly, improvements are needed. One way to affect change is to get teachers more involved in working with the Superintendent and other members of the Cabinet.

Exhibit 2-13
Tracking System for Cabinet Meeting
Action Items

Task	Date	Person Responsible	Action Taken	Date Completed

Exhibit 2-14
Teacher Survey Results on Central Office Administration in
Toledo Public Schools and Comparison Districts in Evergreen's Survey Database

Survey Statement	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The Superintendent is a respected and effective instructional leader.	23.7%	39.4%	67.5%	16.3%
The Superintendent is a respected and effective business manager.	23.8%	35.5%	66.9%	14.5%
The district administration is efficient.	15.6%	62.3%	58.4%	26.3%
The district administration supports the educational process.	34.3%	41.3%	73.8%	15.8%
School-based personnel play an important role in making decisions that affect schools in the district.	39.2%	43.0%	57.7%	26.6%
Most administrative practices in the school district are highly efficient and effective.	21.2%	56.4%	54.1%	24.5%
Administrative decisions are made promptly and decisively.	21.0%	57.1%	55.3%	24.3%
Bottlenecks exist in many administrative processes that cause unnecessary time delays.	68.7%	11.3%	33.6%	29.0%
District administrators provide quality service to schools.	19.3%	45.5%	58.7%	18.6%

Source: Evergreen Solutions Survey Results, 2013.

RECOMMENDATION

Recommendation 2-10:

Improve teacher relations with the administration by creating a Teacher Advisory Council.

Many districts have used teacher advisory councils to build more effective teacher relations with central office managers and improve communications up and down the district's chain-of-command. A teacher from each school (i.e., the union building representative or designee) should serve on the council, and this should be a rotating position. The Teacher Advisory Council should meet monthly with the Superintendent.

The teacher representative on the Teacher Advisory Council should be responsible to report on council meetings to other faculty members at each school.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

TPS has a contract with an Ombudsman at a part-time salary of $30,000 per year (or $5,000 per month). An Ombudsman has existed in Toledo Public Schools for several years; however, due to budget constraints the position was terminated for about two years. The contract was reinstated last year.

According to the contract, the duties of the Ombudsman include, but are not limited to:

- Serve as a mediator and district resource to address complaints from community members, parents, and students, providing responses and suggested solutions to those presenting the problems.
- Work collaboratively with principals, school communities, staff and representative groups, as well as the community at large to answer questions and direct individuals to appropriate resources.
- Conduct periodic surveys to ascertain the level of customer satisfaction among school communities.
- Identify or anticipate needed changes in district policies, procedures, and methods of operation and customer service to ensure equitable implementation and administration and to encourage awareness of good customer service practices.
- Make recommendations to the Superintendent regarding identified or anticipated changes in policies, procedures or methods.
- Establish and maintain effective relationships and lines of communication with various and appropriate community groups and leaders.
- Provide leadership and expertise in customer service, and model effective customer service.
- Establish mechanisms and tools to recognize and promote employee achievement in providing quality customer service.
- Collaborate with Department Directors to articulate approved standards of customer service.
- Performs other duties as assigned by the Superintendent/Assistant Superintendent.

Evergreen reviewed monthly reports from the Ombudsman for the months of March 2012 and May 2012. Each monthly report reflected only about 5-10 hours of work for these selected months.

RECOMMENDATION

Recommendation 2-11:

Ensure that Ombudsman is held accountable for completing duties contained in his contract.

In an interview, it was clear that the Ombudsman is working diligently to complete the duties reflected in his contract in spite of the fact that his monthly reports do not reflect broad-based commitment and involvement. The content of Ombudsman's monthly reports needs to be

strengthened. In addition, periodic surveys, as specified in the Ombudsman's contract, should be conducted.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.3.2 School Management

FINDING

Toledo Public Schools is not adhering to best practices in assistant principal (dean) staffing. As shown in **Exhibit 2-15**, of the 52 assistant administrator-type positions assigned for the 2012-13 school year, over 39 may be above best practices standards.

The TAAP agreement provides guidelines for staffing of schools in Article XXI. At the elementary level, TPS has 12 more assistant principals over TAAP guidelines. For elementary schools, the recommended TAAP guidelines are:

- add assistant principal for enrollment of 399;
- full-time dean for enrollment of 699; and
- add second dean for enrollment of 1,000.

For secondary schools, the guidelines are not based on student enrollment and state:

- each high school staffed with three assistant principals; and
- each high school staffed with 2 deans.

Several years ago, the North Central Association Commission of Accreditation and School Improvement, the Southern Association of Colleges and School Council on Accreditation and School Improvement, and the National Study of School Evaluation came together to form one organization under the name AdvancED. AdvancED now serves as the accreditation association for the majority of states. School districts and schools that wish to maintain AdvancED accreditation must meet set standards.

Exhibit 2-15 shows the student enrollment and the assistant principal/dean counts in each school for the 2012-13 school year. **Exhibit 2-15** also provides the AdvancED standards for assistant principals in Column 6 and TAAP guidelines in Column 7. As can be seen, unlike the staffing formula in the TAAP contract, the AdvancED formula is linked to enrollment at all grade levels.

An analysis of the TAAP contract and **Exhibit 2-15** finds that:

- at the elementary level, there is a surplus of assistant principals using either the TAAP agreement or AdvancED guidelines; and

- the TAAP agreement at the secondary level is not correlated with student enrollment nor are secondary schools staffed to TAAP guidelines.

Exhibit 2-15
TPS School Administrator Staffing at Traditional Schools
Compared to National and TPS Recommended School Administrative Staffing Guidelines
2012-13 School Year

School	Student Enrollment (2012-13)[1]	Assistant Principal[1]	Dean	Total	Number of APs/Deans Recommended by AdvancED	Number Recommended by TAAP	Differences
Elementary School							
Arlington	447	1		1	0	1	1 / 0
Beverly	669	1		1	1	1	0 / 0
Birmingham	412	1		1	0	1	1 / 0
Burroughs	413	1		1	0	1	1 / 0
Byrnedale	426	1		1	0	1	1 / 0
Chase STEM Academy	267	1		1	0	0	1 / 1
DeVeaux	366	1		1	0	0	1 / 1
East Broadway	434	1		1	0	1	1 / 0
Edgewater	184			0	0	0	0 / 0
Ella P. Stewart Academy for Girls	239			0	0	0	0 / 0
Elmhurst[2]	474			0	0	1	0 / -1
Garfield	400			0	0	1	0 / -1
Glendale-Feilbach	403	1		1	0	1	1 / 0
Glenwood	243	1		1	0	0	1 / 1
Grove Patterson Academy	390			0	0	0	0 / 0
Harvard	424			0	0	1	0 / -1
Hawkins	387	1		1	0	0	1 / 1
Keyser	294			0	0	0	0 / 0
Larchmont	503	1		1	1	1	0 / 0
Leverette	377	1		1	0	0	1 / 1
Longfellow	612	1		1	1	1	0 / 0
Marshall	332	1		1	0	0	1 / 1
Martin Luther King Academy for Boys	231	1		1	0	0	1 / 1
McKinley	297			0	0	0	0 / 0
McTigue	438	1		1	0	1	1 / 0
Navarre	498			0	0	1	0 / -1
Oakdale	429	1		1	0	1	1 / 0
Old Orchard	325			0	0	0	0 / 0
Old West End Academy	301			0	0	0	0 / 0
Ottawa River	466	1		1	0	1	1 / 0
Pickett	278	1		1	0	0	1 / 1
Raymer	567	1		1	1	1	0 / 0
Reynolds	362	1		1	0	0	1 / 1
Riverside	421	1		1	0	1	1 / 0
Robinson	357	1		1	0	0	1 / 1
Rosa Parks	251		1	1	0	0	1 / 1
Samuel M. Jones at Gunckel Park	327	1		1	0	0	1 / 1
Sherman	330	1		1	0	0	1 / 1
Spring	280	1		1	0	0	1 / 1
Walbridge	328	1		1	0	0	1 / 1
Whittier	575	1	1	2	1	1	1 / 1
SUBTOTAL	**15,757**	**29**	**2**	**31**	**5**	**19**	**26 / 12**
High School							
Bowsher	1,232	2	1	3	2.5	5	0.5 / -2
Toledo Early College	222			0			/ 0
Rogers	781	2	1	3	1.5	5	1.5 / -2
Scott	599	2	2	4	1	5	3 / -1
Start	1,397	2	1	3	2.5	5	0.5 / -2
Waite	943	2	2	4	2	5	2 / -1
Woodward	620	2	2	4	1	5	3 / -1
Toledo Technology Academy [3]	188			0			/
SUBTOTAL	**5,982**	**12**	**9**	**21**	**10.5**	**30**	**10.5 / -9.0**
TOTAL	**21,739**	**41**	**11**	**52**	**15.5**	**49**	**36.5 / 3.0**

Source: Created by Evergreen Solutions from TPS data, 2013.

1: Data obtained from Toledo Public Schools, April 2013.
2. Elmhurst also has an Assistant Principal, but it was not reported in the TPS database.
3: Oversight provided by a Director and Assistant Director

Exhibit 2-16 shows comparison district data on assistant principals. As can be seen, TPS is significantly under other urban Ohio school districts and Lucas County school districts in the number of students assigned per assistant principal FTE.

Exhibit 2-16
Number of Assistant Principal in Comparison School Districts
2010-11 School Year

Urban Ohio School District	Comparison of Students Per FTE Assistant Principal		
	Enrollment	FTE	Student Per FTE
Toledo City	22,277	42	530.4
Akron City	22,603	36.5	619.3
Cincinnati City	32,009	41	780.7
Dayton City	14,174	24	590.6
South-Western City	19,336	22	878.9
Peer Average	22,031	31	717.4
	Comparison of Students Per FTE Assistant Principal		
	Enrollment	**FTE**	**Student Per FTE**
Toledo City	22,277	42	530.4
Oregon City	3,875	1	3,875.0
Springfield Local	7,398	3	2,466.0
Sylvania City	7,312	8	914.0
Washington Local	6,618	5	1,323.6
Peer Average without Toledo	6,301	4.25	2,144.7

Source: Ohio Department of Education, 2013.

RECOMMENDATION

Recommendation 2-12:

Implement the TAAP contract at the elementary level, modify the TAAP contract for school administrators at the secondary level to correlate with student enrollment, and eliminate a minimum of 15 assistant principal positions in Toledo Public Schools.

The implementation of this recommendation should result in a net decrease of 15 assistant principal positions. As stated in the TAAP agreement, "some schools may require additional staffing to maintain a safe environment conducive to institutions." Evergreen's recommended staffing is consistent with this statement and provides for a conservative reduction in staff.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

The average salary for an assistant principal is about $85,250 including benefits—multiplying by 15 positions equals $1,278,750.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate 15 Assistant Principals	$1,278,750	$1,278,750	$1,278,750	$1,278,750	$1,278,750

FINDING

Toledo Public Schools is not staffing schools at the clerical level consistent with best practices. As shown in **Exhibit 2-17**, Toledo Public Schools has excess clerical staff in elementary schools throughout the district.

The union contract for clerical staffing at the elementary level calls for a minimum of 1 full-time clerical position, and an additional position based on enrollment. Glendale-Feilbach is the only elementary school earmarked in the current contract for 2 clerical FTEs.

An analysis of clerical staff at elementary schools is shown in **Exhibit 2-17**. As can be seen, the staffing at some K-8 schools is not consistent. For example, Reynolds at 362 students has 1.2 FTE clerical and Burroughs at 413 students has 1.0 clerical FTE.

The union contract for clerical staffing at the high school level is not correlated with student enrollment and calls for:

- One Secretary IV – 12 months;
- One Secondary Cashier – ten and one half (10.5) months;
- One Secretary III – 12 months;
- One Secretary II – 12 months;
- One Secretary II – 10 months; and
- One Office Assistant to the Nurse – four (4) hours daily – nine (9) months.

An analysis of clerical staffing at the high school level shows:

- all schools are staffed according to the union contract at the secondary level with Bowsher and Start exceeding those guidelines; and

- the guidelines for clerical staffing at the high school level appear to be excessive.

RECOMMENDATION

Recommendation 2-13:

Implement consistent clerical staffing at the elementary level, modify the union contract for clerical staffing at the secondary level to reduce clerical support to 4 or 5 positions (based on student enrollment), and reduce clerical staff by a minimum of 2.4 positions at the elementary level and six positions at the high school level.

Toledo Public Schools is overstaffed with secretaries and similar clerical support at the school level and especially at the high schools.

This recommendation is subject to contract negotiations.

Exhibit 2-17
FTE for TPS Clerical Staffing at the Elementary School Level
2012-13 School Year

K-8 Elementary School	Student Enrollment (2012-13)[1]	FTE Clerical	Evergreen's Recommended Staffing (if discrepancy)
Arlington	447	1.2	
Beverly	669	1.6	
Birmingham	412	1.2	(.2)
Burroughs	413	1.0	
Byrnedale	426	1.2	
Chase STEM Academy	267	1.2	
DeVeaux	366	1.0	
East Broadway	434	1.2	
Edgewater	184	1.0	
Ella P. Stewart Academy for Girls	239	1.0	
Elmhurst	474	1.2	
Garfield	400	1.2	(.2)
Glendale-Feilbach	403	1.2	(.2)
Glenwood	243	1.0	
Grove Patterson Academy	390	1.0	
Harvard	424	1.2	
Hawkins	387	1.2	(.2)
Keyser	294	1.0	
Larchmont	503	1.2	
Leverette	377	1.2	(.2)
Longfellow	612	1.6	
Marshall	332	1.2	(.2)
Martin Luther King Academy for Boys	231	1.0	
McKinley	297	1.0	
McTigue	438	1.4	(.2)
Navarre	498	1.4	(.2)
Oakdale	429	1.2	(.2)
Old Orchard	325	1.0	
Old West End Academy	301	1.0	
Ottawa River	466	1.2	
Pickett	278	1.0	
Raymer	567	1.6	
Reynolds	362	1.2	(.2)
Riverside	421	1.2	
Robinson	357	1.0	
Rosa Parks	251	1.0	
Samuel M. Jones at Gunckel Park	327	1.2	(.2)
Sherman	330	1.2	(.2)
Spring	280	1.0	
Walbridge	328	1.0	
Whittier	575	2.0	
TOTAL	**15,757**	**48.4**	**(2.4)**

Source: Created by Evergreen Solutions from TPS data, Office of Human Resources, 2013.

FISCAL IMPACT

The average salary of a secretary is approximately $30,000 plus benefits which amounts to $49,000 per position times 8.4 positions is $411,600.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Reduce Clerical Staff at Schools	$411,600	$411,600	$411,600	$411,600	$411,600

2.4 PLANNING AND ACCOUNTABILITY

This section of **Chapter 2** will be divided into two subsections:

2.4.1 Strategic Planning
2.4.2 Accountability Office

2.4.1 Strategic Planning

Strategic planning is a proactive process of identifying the critical issues that a school district must address to efficiently continue providing value. A good strategic plan serves as a map for the board, senior leadership and staff to guide direct business actions towards meeting school goals. In addition, such a plan moves a school from a reactionary mode to a proactive operating mode by establishing and linking goals, strategies, performance measures, and action plans to the budget. School districts that link these elements through the planning process realize high success rates in achieving identified goals.

A strong Strategic Plan addresses four general questions:

- Where is the school now?
- Where does the school district want to be?
- How is the school district going to get there?
- How will the school district measure progress and success?

A strategic plan can act as a filter through which a district can view its decision-making process; every decision can be weighed against its impact on or correlation to the district's strategic plan. Without a strategic plan, district goals may not be met, various projects may go unfinished, and certain functions may lack input from stakeholders.

Having a strategic plan makes a school district less reliant upon any one individual. If the strategic plan is done properly, board members, superintendents, principals, and other staff members may come and go but the plan for the district remains viable. Not only is the district still able to function when individuals leave, it should be able to continue making advancements toward goal achievement.

An overview of critical elements of a strategic planning process are outlined in **Exhibit 2-18.**

Exhibit 2-18
Overview of the Strategic Planning Process

Area of Review	Component of the Plan	Specific Focus of the Review
Where are we now?	**Internal/External Assessment**	• Situation Inventory/Environmental Scan • Customer Analysis • Quality Assessment and Benchmarking • Strategic Issues
	Mission	• Broad Comprehensive Statement of the School Purpose • Core values and Actions to Achieve Mission • Employees and Management Involvement
Where do we want to be?	**Vision**	• Identifies the School's Uniqueness when combined with the Mission and Principles • A Compelling Image of the Desired Future
	Goals and Objectives	• The Desired Result After Three or More Years • Specific and Measurable Targets for Accomplishment • Leads to Quality Initiatives, Goals, and Objectives
How do we get there?	**Action Plan**	• Activities to Accomplish Goals and Objectives • Detailed Action Plans • Leads to Resource Allocation
How do we measure our progress?	**Performance Measures**	• Ensures Accountability and Continuous Improvement-linked to Performance Targets
	Monitoring and Tracking	• Methods to Measure Results • Systems to Monitor Progress • Compilation of Management Information • Maintains Plan on Track Toward Goals

Source: Created by Evergreen Solutions, 2013.

FINDING

On Evergreen surveys, strategic planning was identified as one of the areas needing the most improvement among the 26 operational areas on the survey as recognized by:

- 66 percent of central office administrators;
- 79 percent of principals/assistant principals; and
- 59 percent of teachers.

About nine years ago, TPS created the following core values:

> *Employees of Toledo Public Schools are expected to demonstrate a commitment to the district's core values each and every day as they interact with students, parents, colleagues, and the public.*
>
> - *Focus on Customer Service*
> - *Collaboration with Colleagues and the Community*
> - *Data Driven Decision Making*
> - *Provide a Quality Learning Environment*
> - *Provide a Rigorous Academic Curriculum*

- *High Expectations for all Staff*
- *High Expectations for all Students*
- *Every Student Succeeds*

Since the early 2000s, there has been some other planning initiatives. For example, in 2010 under Dr. Pecko, TPS established the following transformation goals:

- right-size the district's operations for efficiency and effectiveness;
- quality facilities and quality programs;
- establish a culture of high expectations for all students and staff;
- develop strong learning communities;
- provide educational choices;
- improve the graduation rate;
- close the achievement gap between high-performing and low-performing schools;
- replicate effective programs while eliminating unproductive ones;
- accountability for all students and staff; and
- TPS becomes the school district of choice for families living in our region.

The first phase of the transformation plan was launched at the beginning of the 2011-12 school year.

Evergreen was provided examples of efforts to implement these transformation goals. For example, as stated in the 2012-13 Annual Report.

- **K-8 Elementary Schools** - One of the first steps in the transformation plan was to introduce K-8 elementary schools across district. The reasons for this change include:

  - right-sizing the district;
  - establish neighborhood schools;
  - fewer student transitions;
  - provides continuity for siblings;
  - parents become more engaged;
  - $8 million annual savings;
  - improve student academic performance;
  - manageable instructional environment; and
  - intermediate students become role models.

- **Distance Learning** - TPS high school students now have the opportunity to take classes in a virtual classroom. Students are taking classes via the internet. Through the use of technology, students at one school now have the option to enroll in classes that are offered at another school. Course offerings include: AP European History, AP American Government, AP Calculus, AP English, World Literature, Statistics, Russian and Chinese.

- **Early High School Options** - Seventh and eighth grade students are now taking high school courses. Early High School Options (EHSO) provides qualifying students with the opportunity to take specific courses at the high school in their learning community. EHSO classes give students the advantage of earning high school graduation credits and

points toward their overall grade-point-average. Course offerings include: English I, Physical Science, Algebra, World Studies, Band, Orchestra, Choir, Software Applications, Spanish, French, Chinese, Japanese Culture, Home Economics, Physical Education, Art, and Managing Transitions.

- **Alternative School Programs -** TPS launched 'high school academies' as a way to offer high school courses and credit recovery for students who were having difficulty adjusting to high school or who had dropped out of school and are now looking to complete course work toward earning a diploma.

  The program is web-based and is offered after regular high school hours. Students who enroll in this program will receive in-class support, along with job placement assistance.

- **Inclusion Model For Special Education -** The district has embraced the Inclusion Model for special education students. Research shows that this approach offers a less restrictive learning environment which results in improved academic performance for the more than 4,000 TPS students who have special needs.

COMMENDATION

Superintendent Pecko is commended for planning initiatives related to the TPS Transformation Plan.

FINDING

Despite some commendable efforts, TPS lacks an overall strategic plan as well as planning and accountability initiatives. Moreover, the strategic planning initiatives that have taken place have been fragmented. Some planning activities identified above have not been embraced by the Board, TPS employees, parents, and the community in a systemic manner. Although central office administrators showed an awareness of these basic goals, the initiatives were not referenced as the TPS Strategic Plan.

As stated in the introduction to this section, research has shown that unless stakeholders have been involved in the creation of the strategic plan and there is a commitment from all stakeholders to take ownership of the plan, the goals of the plan will not be implemented effectively by the school district. Such is the case in Toledo Public Schools.

RECOMMENDATION

Recommendation 2-14:

Create a Strategic Planning Committee consisting of TPS Board members, administrators, teachers, parents, City government leaders, and community leaders to augment the strategic planning process by involving internal and external stakeholders, and direct the development of a comprehensive strategic plan.

In its current form, the planning process and initiatives have not resulted in the development of an overall strategic plan for Toledo Public Schools. Successful transformation goals should be incorporated into the strategic plan. Best practices research has shown that internal and external stakeholders should be involved in the creation of the plan and its effective implementation. A position or Director of Strategic Planning, Accountability, and Assessment is being proposed for this purpose (see **Section 2.4.2**).

This recommendation is subject to union negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

In addition to the lack of stakeholder involvement, the TPS strategic initiatives lack several components of an effective strategic planning process. For example:

- a comprehensive plan has not been developed;
- planning and budgeting are not linked;
- no measurable goals nor preference indicators have been set, thus TPS administrators and others cannot be held accountable for the implementation of set goals;
- timelines have not been set; and
- the person(s) responsible for implementing each goal is not identified—thus no one can be or is held accountable.

Evergreen conducted an analysis of the TPS planning process against the ten common pitfalls in strategic planning. The results of this analysis are shown in **Exhibit 2-19**.

RECOMMENDATION

Recommendation 2-15:

Charge the Strategic Planning Committee with the task of creating a strategic plan which includes the critical components of successful strategic plans and planning processes.

The implementation of this recommendation should result in a planning process designed to integrate school-level and district documented needs into an overall planning document that should provide the foundation for a comprehensive strategic accountability system. All strategic documents should be linked, especially the school improvement plans and transformation plan, with the district's umbrella strategic plan.

Exhibit 2-19
Analysis of the TPS Strategic Plan and
Common Pitfalls to Strategic Planning

Common Pitfalls	Toledo Public Schools Strategic Punning
1. Mission Statement too General	TPS has no Mission Statement
2. Process-Oriented Goals and Objectives	Some process-oriented goals and objectives are included.
3. Failure to Solicit Input from Stakeholders	Stakeholders groups were involved in goal development to some extent.
4. Poorly Defined Action Plans	No action plans nor process-oriented goals and objectives are included.
5. Weak Linkage to the Performance Plan	Goals are not linked to performance.
6. Inadequate Linkage to the Budget	There is no linkage of the planning goals to the TPS budget.
7. Inadequate Discussion of External Factors	There has been inadequate discussion of external factors.
8. Failure to Consider the Impact of Management on the Plan	The impact of management was not considered to a great extent.
9. Lack of Coordination of Cross-Cutting Functions	Cross-cutting functions have not been coordinated.
10. Inability to Track Progress	No plan exists to track progress.

Source: Created by Evergreen Solutions, 2013.

The proposed Director of the Office of Strategic Planning, Accountability, and Assessment should be an integral part of the development, implementation, and monitoring of the plan.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Evergreen consultants were unable to identify an institutionalized link between the budgeting and planning processes. Presently, no system exists that is designed to forge relationships between the strategic planning, budget planning and development process, and, consequently, an effective system of accountability cannot be implemented. Currently, senior staff cannot be held accountable, since goals and objectives for the effective use of fiscal resources to implement the plan are not stated in measurable terms.

RECOMMENDATION

Recommendation 2-16:

Develop an institutionalized budget planning process designed to reflect strategic planning outcomes and support accountability needs.

The development of a budget planning process should result in creating an effective process for ensuring an accountability system.

This action should promote monitoring of the budget development processes to ensure that primary budget initiatives clearly reflect the results of a strategic plan that is an outgrowth of

defined school district needs. This action should serve to ensure that school district resources are focused on clearly stated and data-supported needs.

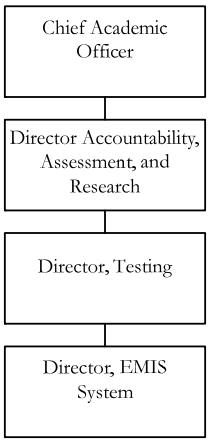
FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.4.2 Accountability Office

Toledo Public Schools has an Office of Accountability, Assessment, and Research within the Office of the Chief Academic Officer. The organizational structure of the office is shown in **Exhibit 2-20**.

Exhibit 2-20
Office of Accountability in
Toledo Public Schools



Source: Toledo Public Schools, 2013.

FINDING

The job description of the Director of Accountability, Assessment, and Research includes the functions and duties shown in **Exhibit 2-21.**

Based on an analysis of the job description and an interview with the Director, it is apparent that this office has no accountability function; rather the office focuses primary on student data, state reporting, and assessment.

RECOMMENDATION

Recommendation 2-17:

Expand the responsibilities of the Office of Accountability, Assessment, and Research to include strategic planning and accountability. As recommended in Section 2.4.1, this office should be renamed as the Office of Strategic Planning, Accountability, and Assessment.

Exhibit 2-21
Job Description of the Director of Accountability, Assessment, and Research

FUNCTION:

Collect, analyze and manages data for information and research, planning, development, and evaluation in order that educational decision-makers may be able to function efficiently and effectively.

DUTIES:

1. Provide quantitative and qualitative data analysis as directed by the Chief Academic Officer.
2. Formulates and specifies appropriate models of research and facilitates research related to education needs.
3. Assists in the development and implementation of the evaluation of programs and uses a variety of descriptive and inferential statistical techniques, as appropriate and necessary.
4. Provides technical assistance to program developers and evaluators.
5. Uses current computer capabilities of the school district to gather, aggregate, and manage data, and translate computer generated data into useful, readily understood reporting systems.
6. Develops written reports utilizing data or information and provides interpretation of the data or information in an appropriate manner for specified audiences.
7. Develops instruments to facilitate data collection.
8. Provides supervision of the EMIS state reporting system.
9. Verifies the accuracy of data used for state EMIS reports. Plans and implements revisions in data reporting by individual buildings and/or TPS departments to improve and insure the accuracy of data reporting.
10. Develops projections of student enrollments, assists in determining projections of staffing needs, creates the annual school profiles, and conducts the annual graduate follow-up.
11. Performs other duties consistent with the function of the job, assigned by the Chief Academic Officer.

Source: Toledo Public Schools, 2013.

In addition, the Student Data Department under the Director of Pupil Personnel should be moved to this office to consolidate all student data component within one office in Toledo Public Schools.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.5 LEGAL SERVICES

This chapter reviews staffing and organization of legal services in Toledo Public Schools (TPS) and includes three major sections:

2.5.1 Organization of Legal Services in Toledo Public Schools
2.5.2 Case Management
2.5.3 Evaluation of Legal Services

School districts procure legal services either through in-house counsel, with the use of outside counsel for situations for which additional expertise is required, or exclusively with outside firms

or attorneys. In the latter situation, some school districts, particularly those in urban areas, can secure the services of a single, diversified firm while other school districts must depend on more than one firm. Fees for services vary greatly, depending on the locale and the specialization required.

Across the country, the costs for legal work in school districts have increased dramatically over the last three decades due to a number of circumstances. These factors include due process activity associated with disciplinary proceedings, complicated issues related to special education students, risk management matters, and a variety of other issues. Areas of special education and student disciplinary activity often require special legal expertise. These areas are typically complicated by the demands of federal requirements and the relationship to local and state regulations, as well as the need to maintain an orderly educational environment.

2.5.1 Organization of Legal Services in Toledo Public Schools

FINDING

Legal services in TPS are provided through outside counsel. Currently, seven firms (see **Exhibit 2-22**) provide legal services in various categories in Toledo Public Schools, including:

- general legal services;
- education/special education issues;
- real estate;
- construction;
- procurement issues; and
- labor and employment.

The Risk Management Office reviews all legal billing invoices for payment by TPS, and receives approval from members of the Cabinet as to actual monthly charges.

Exhibit 2-22 shows the billing history of outside law firms for the 2010-11 to 2012-13 school years.

As can be seen in **Exhibit 2-22**:

- the firm of Marshall and Melhorn replaced Spengler Nathanson as the TPS legal firm (General Counsel) in 2010;
- Littler Mendelson was hired as the firm for contract negotiations for about a quarter of a million dollars during the last negotiation's cycle (additional legal expenditures will be needed for this purpose in Spring 2013);
- TPS spends about $1 million per year in legal expenses (with $1.2-1.3 million projected in 2012-13 to include contract negotiations); and
- there is no in-house legal counsel—all legal services are currently outsourced.

Exhibit 2-22
TPS Legal Expenses
2010-11 to 2012-13 (through November 2012)

Law Firm	Specialty	YEAR			Total
		2010-11	2011-12	2012-13 (as of November 2012)	
Bricker and Eckler	Building Renovation Projects; State Funding Litigation	$32,503	$132,575	$47,367	$212,445
Riley Law Firm LLC	Construction	$31,503	$27,150	$18,383	$77,036
Littler Mendelson PC	Contract Negotiations	$0	$232,325	$0	$232,325
Marshall and Melhorn LLC[1]	General Counsel	$287,833	$526,821	$342,712	$1,157,366
Spengler Nathanson[2]	Former TPS Counsel (Firm is Phasing Out)	$579,587	$75,815	$16,505	$671,907
Squire Sanders LLP[3]	Specialized Services; Bond Counsel	$15,187	$7,808	$633	$23,628
Mitchell Law	Human Resources	$0	$0	$18,349	$18,349
Total by Year		**$946,613**	**$1,002,494**	**$443,949**	**$2,393,056**

Source: TPS Finance Office, 2013.

[1]Board Resolution signed to make Marshall and Melhorn the official School Board Attorney in September 2010.
[2]Prior to September 2010, Spengler Nathanson was the Board Attorney. In 2009-10, total dollars to Spengler Nathanson exceeded $750,000 (not shown).
[3]Excludes costs for bond issues.

As stated in a letter proposal from Marshall and Melhorn to the Chairman of the TPS School Board on September 17, 2010, the firm:

- will provide a 20 percent reduction in regular fees with maximum hourly rates of between $140 and $200;
- will provide in-house services for about 12 hours per week at $125 per hour; and
- the proposal included an option for a flat fixed fee to perform legal services, but that part of the proposal was not implemented.

Nonetheless, the General Counsel has no contract with the district nor was an RFP issued at the time a resolution was approved by the Board.

Exhibit 2-23 provides legal services expenditure information for selected school districts. As seen from the data reported in **Exhibit 2-23**, TPS is expending significantly more for legal services than other large Ohio school districts. Evergreen consultants are mindful of union contract issues; IDEA requirements, HIPPA, and other litigation, but did not find that these were more costly than similar situations confronting other school districts.

Exhibit 2-23 exhibit shows the following:

- in 2011-12, TPS paid about $20 more per student in legal fees than the peer school district average; and
- three of the five school districts use a combination of in-house and contracted legal services.

Exhibit 2-23
TPS and Selected School Districts
Total Legal Expenses and Per Pupil Expenses
2011-12 School Year

School District	Approximate Student Enrollment	How Services are Provided		2011-12 Expenditures	
		Contracted	Combination In-House and Contracted	Total	Per Pupil
Toledo City	**22,000**	x		**$1,002,494**	**$45.57**
Akron City	23,000		x	$439,686	$19.12
Cincinnati City	32,000		x	$395,141	$12.35
Dayton City	14,000		x	$453,332	$32.38
South-Western City	19,000	x		$378,234	$19.91
Peer Average	**22,000**	**2**	**3**	**$533,777**	**$25.86**

Source: Created by Evergreen Solutions based on Telephone Interviews in Selected School Districts, 2013.

Evergreen interviews with TPS personnel revealed that many questions directed to outside legal services could be addressed by simply reviewing existing policy and procedures, or by making inquiries of the appropriate administrator or support personnel.

RECOMMENDATION

Recommendation 2-18:

Hire an in-house counsel and reduce expenditures for legal services by at least $15 per student.

The implementation of this recommendation requires that the Board and Superintendent take proactive steps to accomplish the following:

- hire an in-house attorney and a part-time paralegal;
- once established, reorganize the use of internal legal service resources to minimize the use of outside firms;
- require each legal firm to have an approved contract;
- require the in-house counsel to carefully track all staff members time on legal work and assign time-consuming contract reviews, responses to routine administrative inquiries, and such matters to subordinate staff (see **Recommendation 2-19)**;
- develop guidelines for use of legal services by district administrators that are designed to require personnel to be better versed in existing policies and procedures;
- establish systematic controls over how all legal services requests are placed with outside firms; and
- more closely monitor hourly rates charged by approved legal vendors.

The implementation of this recommendation should result in an organized, ongoing process designed to control legal expenses.

FISCAL IMPACT

TPS should strive for greater cost savings in light of its very high legal expenditures. Evergreen's recommendation of reducing legal fees by $15 per student is very conservative; a more aggressive reduction is attainable. The majority of these savings will accrue to the General Fund, although improvements in containing legal costs will benefit, to some degree, all fund sources that have legal expenditures.

The implementation of this recommendation will result in a cost of $184,000 including benefits, beginning with full implementation in the 2013-14 school year. This amount is calculated based on the cost of an in-house attorney at $125,000 plus benefits = $162,000 and a part-time paralegal at $20,000 plus benefits = $22,000 for a total of $184,000.

These two positions should not be included in union contracts.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Hire In-House Attorney and Paralegal	($184,000)	($184,000)	($184,000)	($184,000)	($184,000)
Reduce Legal Expenditures by $15 Per Student	$330,000	$330,000	$330,000	$330,000	$330,000
TOTAL SAVINGS	**$146,000**	**$146,000**	**$146,000**	**$146,000**	**$146,000**

2.5.2 Case Management

FINDING

Toledo Public Schools does not use a comprehensive case management system for tracking cases and legal services. A log or file on the rates each firm can charge (as per an approved contract) is also not maintained. In fact, some attorneys have no contract at the time of the on-site visit, but simply a resolution approved by the Board. Recently, the Treasurer began requiring contracts for all law firms, but only two contracts have been finalized to date. At the time of Evergreen's on-site work*, contracts were only found for the Mitchell Law Firm, Spengler Nathanson, and Bricker and Eckler.

No one in TPS tracks the amount of time committed to legal services nor does it track other important matters handled by each attorney. Consequently, it is not possible to easily assess workloads and the value of personnel and other resources committed to the various work activities. It should be noted that the Board's General Counsel (Marshall and Melhorn) uses a case management system, but such a system is not used in Toledo Public Schools.

*Marshall & Melhorn contract was signed on 3/19/2013.

RECOMMENDATION

Recommendation 2-19:

Implement a comprehensive case management system.

The implementation of this recommendation should result in the following:

- establishing an automated case tracking system;
- providing a means for assigning attorney and other labor hours along with related expenses to each case;
- tracking all important deadlines, providing reminders that specific actions should be taken;
- allowing categorization of expenditures by function and object—therefore, providing an accurate assignment of expenses to appropriate programs; and
- providing valuable information to assist in assessing Legal Services Office workload.

The application of this software should result in increased efficiency in managing records and cases, provide valuable information for assessing the workload of the Legal Services Office, and assist in reducing legal costs by controlling the hourly wages and number of hours per contract.

FISCAL IMPACT

A variety of case management software is available. TPS should consult with its General Counsel as to appropriate software.

2.5.3 Evaluation of Legal Services

FINDING

Interviews with personnel and the examination of various records reveal that an evaluation of outside legal services has never been conducted. Neither the administration nor the School Board has evaluated outside legal services provided to TPS with regard to quality, cost, or responsiveness. Therefore, the Board and Superintendent have no basis upon which to determine the effectiveness or adequacy of legal services.

RECOMMENDATION

Recommendation 2-20:

Conduct a comprehensive evaluation of all legal services at least every two years.

The implementation of this recommendation should result in a comprehensive review of legal services includes expenses, comparisons with other school districts, assessment of both in-house and contracted services, and client satisfaction. In addition, the evaluation should include an examination of internal procedures used to authorize access to legal services by personnel of the school district.

FISCAL IMPACT

This recommendation can be implemented with existing resources and has no fiscal impact. Evergreen believes that when the case management tracking system is in place, the evaluation can be done internally.

2.6 COMMUNICATIONS AND PUBLIC RELATIONS

Teachers and administrators, research literature, and areas of best practice speak widely about the need for parental, community, and business understanding of and involvement in the public schools in order for achievement to improve for all students. It is through significant partnerships between the schools and their many stakeholders that the resources and perceptions, policies, and practices will evolve to support 21st Century schooling that is powerful enough to have an impact on every student. Classroom teachers, principals, schools, and school districts working in isolation from their communities cannot achieve the goal of higher achievement and more fully developed young citizens.

In today's educational and political climate, it is not sufficient to be a good school district; the public must be continually shown the advances of the school district. A school district must be publicly accountable for every dollar spent, every program created, and every student graduated. Good public accountability is often found in the form of an annual report which contains pertinent information on the progress of the school district over the preceding year.

A school district is accountable to many different groups: its staff, its teachers, the federal government, its students, their parents, local businesses, and the community at large—all have invested time and money into the school district, and all have a stake in its success. In return, the school district is obligated to demonstrate that it has spent the time and money afforded to it wisely, and is making its best effort to produce well-educated, work-ready, civic-minded graduates.

Compounding this challenge is the increasing competition for every public dollar, a common situation in every local government agency. The era of public indifference to the use of limited tax dollars is over. Today, citizens demand the most out of every cent contributed to public entities. A school district can only be successful in this environment if it can consistently prove that it has a product, namely a valuable education, which is worth continued public investment.

This section of **Chapter 2** will address public outreach and communications in two sections:

2.6.1 Community Engagement
2.6.2 TPS Office of Communications

2.6.1 Community Engagement

FINDING

Toledo Public Schools has many community partners. Area businesses and non-profit organizations have provided support to the district to offer many academic and extracurricular opportunities. Examples include Owens Community College, University of Toledo, YMCA/ YWCA, and the Toledo Basketball Academy. During interviews and focus groups, business and education leaders interviewed by Evergreen consultants praised the Superintendent for generating the support of Toledo organizations.

In addition, TPS has partnered with the United Way of Greater Toledo for several new initiatives including:

- **Schools as Community Hubs** - organizing and offering community resources to students, parents and area residents. The initiative's integrated focus on academics, service, support and opportunities is geared toward improved student learning, stronger families and healthier communities. United Way manages this project, supporting and working with lead non-profit organizations and schools to coordinate, facilitate, staff, and oversee core program elements. The main components of Schools as Community Hubs include parent involvement, after-school and summer enrichment programs, increased access to social services, adult education and community and economic development opportunities.

- **Expansion of Social & Emotional Learning** - Social & Emotional Learning (SEL) was originally introduced at two elementary schools through funding from the Women's Initiative of United Way, and in partnership with the Toledo Federation of Teachers and the Toledo Association of Administrative Personnel. The program is proven to improve student academic performance, reduce risky behaviors, and increase pro-social behaviors.

- **Summon a Wage -** Toledo Public Schools, the University of Toledo and Penta Career Center have partnered to help community members go back to school. The Summon a Village initiative offers various educational opportunities and services to area residents at their neighborhood elementary schools. Program options include earning a GED, taking entry-level college classes, and financial literacy lessons. The Toledo Community Foundation, the Padua Center, Fifth Third Bank and the Greater Toledo Urban League are also supporters for this unique outreach effort.

- **Boys & Girls Clubs of Toledo -** The Boys & Girls Clubs of Toledo recently opened their latest facility, which is part of the new Marshall Elementary School. Youngsters in south Toledo now have a safe place to enjoy after-school and summer activities thanks to the generosity of a long-time Boys & Girls Clubs supporter. Bright fixtures and furnishings, large windows, numerous games and the latest in technology are just a few of the amenities that welcome students from age 7 through 14. Club members have the opportunity to receive assistance with their homework, enjoy educational activities, arts and crafts, and sports.

COMMENDATION

The Superintendent is commended for his strong collaboration with the business community through establishing numerous business partnerships to support public education in Toledo.

2.6.2 TPS Office of Communications

FINDING

The Office of Communications in Toledo Public Schools consists of a Director and an Administrative Assistant. **Exhibit 2-24** shows the function and duties of the Director of Communications.

Exhibit 2-24
Function and Duties of the Director of Communications

FUNCTION:

Provides leadership and marketing skills necessary for successful public relations an information services programs Toledo Public Schools.

DUTIES:

- Advises the Superintendent, members of the Board of Education and the Superintendent's cabinet on Communications' activities.
- Develops and coordinates internal and external public relations, marketing and communications materials in print, website, radio/TV and other media for the district.
- Works with other departments to plan and implement specific communication projects.
- Produces various special events or products such as the annual Celebration of Excellence and the annual school calendar.
- Works with media on a regular basis, providing positive story leads, and responding in a timely fashion to media requests for information.
- Counsels district personnel about responding effectively to the media and serves as liaison between the media, the schools, and central office.
- Writes speeches, reports, and presentations as assigned by the Superintendent or his designees.
- Works with outside agencies, businesses and organizations to get information about the district to their publics.
- Manages day-to-day operations of the department.
- Develops budget requirements and monitors expenditures for the Communications Department budget center.
- Performs other duties consistent with the function of the job, assigned by the Superintendent.

Source: Toledo Public Schools Communications Office, 2013.

In an effort to determine the structure and function of public relations offices in large districts, in 2012 the Council of the Great City Schools (CGCS) distributed a survey requesting information on these offices. Of the Council's 65 districts, 54 responded. The public relations offices displayed many similarities, but ranged in size and budget:

- Forty districts (75%) have public relations offices with staff between 5 and 20 people.
- Nine districts (15%) have public relations offices with staff of fewer than 5 people.
- Five districts (10%) have public relations offices with staff or more than 20 people.
- Sixteen districts (35%) have public relations budgets between $250,000 and $750,000.
- Twenty-three districts (65%) have public relations budgets greater than $750,000.

Exhibit 2-25 shows those departments closest in size to Toledo Public Schools. As can be seen in **Exhibit 2-25**, Toledo Public Schools has fewer staff and a significantly smaller budget than comparison school districts which responded to the CGCS survey.

Exhibit 2-25
Communication Departments in Selected Urban School Districts
2012

School District	Approximate Student Enrollment	Communication Office Budget	Positions
Toledo Public Schools (OH)	22,000	$326,098	Director of Communications and Administrative Assistant
Dayton Public Schools (OH)	14,800	$590,000	Public Information Officer, Communications Specialist, Communications Team Leader, Field Production Specialists, and Clerk Typist
Kansas City School District (MO)	17,000	$500,000	Executive Director of Public Relation & Marketing, Senior Media Relations Specialist, Communications Assistant, Web/Graphics Specialist, Communications Technician, and College Intern
Little Rock School District (AR)	26,000	N/A	Communications Director, Communications Specialist, Webmaster, Secretary, Receptionist, and Video Production Team
Pittsburgh Public Schools (PA)	26,000	$1 million	Director of Communications, Coordinator of Communications & Marketing, Coordinator of Public Relations, Parent Hotline Specialists, Special Event Specialist, Webmaster, Administrative Assistant, and Public Communications Manager
Rochester City School District (NY)	32,000	$748,000	Chief Communications Officer, Senior Communications Assistant, Director of Strategic Communications, Technical Director, Television Production Specialist, Graphic Artist, Translator, and Secretary
St. Louis Public Schools (MO)	25,400	$667,380	Executive Director of Communications, Marketing Coordinator, Media Relations Coordinator, Community Outreach Coordinator, TV Station Manager, and TV Station Producer/Editor

Source: Council of Great City Schools, 2012.

RECOMMENDATION

Recommendation 2-21:

Add the position of Communications Manager to the TPS Office of Communications.

The responsibilities of this position should be multifaceted. Duties should include serving as liaison for all school-level public relations and communications as well as maintaining the public

relations/communications component of the TPS website and developing a strong social media presence.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

The proposed salary for a Communications Manager is $54,500, and including benefits would total $78,382.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Hire Communications Manager	($78,382)	($78,382)	($78,382)	($78,382)	($78,382)

FINDING

The Office of Communication had an agreement/contract with the FLS Thread Marketing Group for 2011-12 with expenditures totaling $228,520. During the performance audit, the Office of Communication was unable to provide to Evergreen adequate information on the use of expenditures for this public relations vendor.

RECOMMENDATION

Recommendation 2-22:

Monitor all public relations contracts with outside vendors and ensure accountability for deliverables.

The Office of Communications should ensure that it maintains the documentation for each deliverable provided by a public relations vendor. Evergreen also recommends that future contracts of this type with public relations vendors be put out on bid through a Request for Proposals (RFP) process.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

CHAPTER 3:
EDUCATIONAL SERVICES DELIVERY

3.0 EDUCATIONAL SERVICE DELIVERY

Chapter 3 addresses instruction in the Toledo Public Schools (TPS) and includes the following six sections:

3.1 Organization and Management
3.2 Instructional Delivery and Student Performance
3.3 Staffing
3.4 Professional Development
3.5 Special Education
3.6 Textbooks

The educational service delivery of a school district depends on central office staff to serve as the support system, and provide leadership and coordination for education that is provided in district schools. The effectiveness of instructional delivery depends on factors such as organization, staffing, and procedures that have been created and monitored in order to assure consistency of instruction and student assessment across the school district. The way in which these central office factors are designed can either support or prevent progress towards high achievement for students.

In discussing standards, the American Federation of Teachers observed that, "the idea behind standards-based reform is to set clear standards for what we want students to learn and to use those academic standards to drive other changes in the system." In other words, the context of reform of the entire school system should include:

- curriculum, instruction and assessment;
- professional development;
- parent and community involvement;
- instructional leadership; and
- the use of technology and other resources.

All parts of the district's central operations, decisions, planning, and implementation must be aligned and coordinated to support improved teaching and learning. The school district must also reach out to the community so that the education provided to local students not only meets national standards, but local needs, and uses the resources of the community in partnership for the improvement effort.

3.1 ORGANIZATION AND MANAGEMENT

Central office staff serves as the support system for the education that is provided in schools of any school district and, depending on factors such as organization, staffing, and processes, can either strengthen or hinder progress towards high achievement for students. A well-orchestrated, balanced relationship between school needs and central office support and coordination helps to ensure that financial and human resources are targeted toward increased student achievement for all students. Clearly articulated, measurable, and monitored goals set at the district level inform

staff and the public of the district's priorities and guide decisions and actions at all levels of the system. Data serve as the foundation for goal-setting, progress monitoring, and evaluation. Consequently, effective two-way communications systems, explicit guidelines and expectations, processes that streamline and reinforce goals, and the monitoring of priorities are essential responsibilities of the central office.

In her book, *The Reform Revisited: Effective Schools and Systemic Reform,* Barbara Olin Taylor states that the key to successful schools and to meeting the needs of every student is an effective, well-aligned, and focused organization. Taylor quotes Ron Edmonds, a long-time researcher in defining the characteristics of effective schools:

> *We teach that there are no instructional problems that have not already been solved. The only issue is, whether or not the organization makes available to principals and teachers the extraordinary repertoire of school behaviors and teacher behaviors that will produce mastery for the full range of the population.*

A school district's central organization and management processes are critical in thwarting or facilitating the acquisition of those behaviors to ensure mastery for all students. When an organization is not getting the results it would like, structural issues are generally to blame. Districts are well-served to analyze their organizational structure to seek to determine root causes for the current structure, and to identify areas where that structure could potentially offer better results and impediments to higher performance could be eliminated.

FINDING

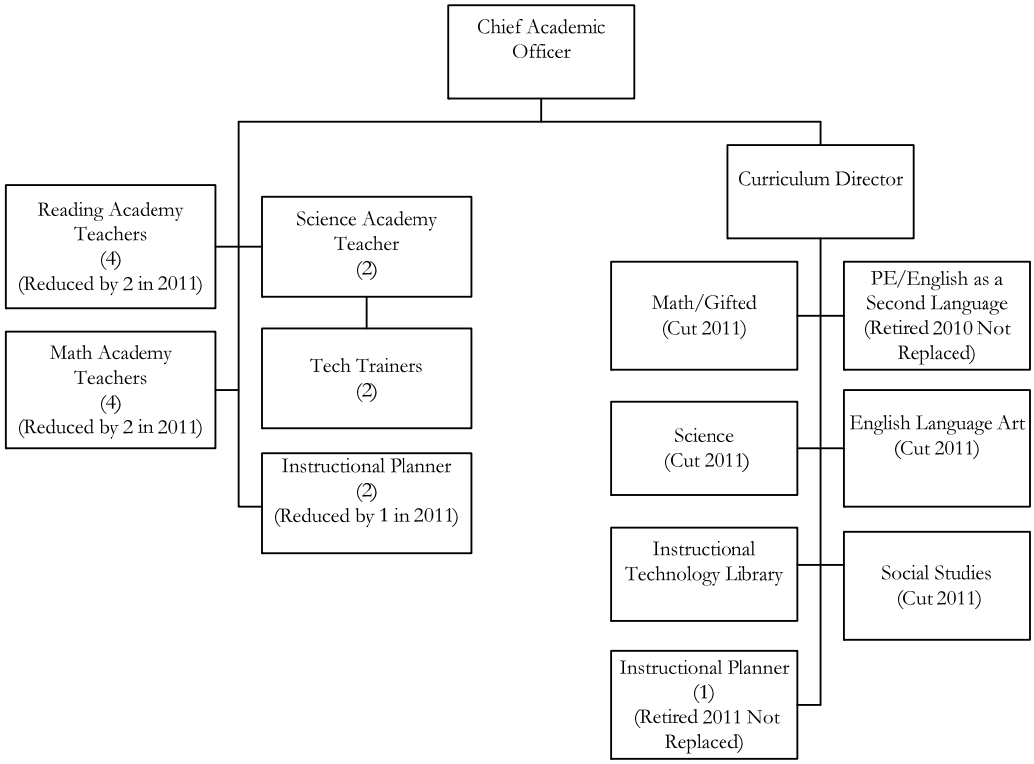
The curricular and instructional functions of Toledo Public Schools are not organized to facilitate collaboration, planning, and implementation. Additionally, staffing for critical curricular leadership positions has been depleted.

Just a few years ago, there were content-specific positions in the central office that were knowledgeable in their content area and had the time to learn about new instructional methodologies and content-specific standards, professional development, and resources.

Within the past two years, the district has lost three Curriculum Directors—leaving only one remaining to oversee all curriculum, instruction, textbooks, and professional development. The current director is Director of Curriculum, Science, Health, PE and Wellness. He is also co-primary investigator of two National Science Institute grants in partnership with the University of Toledo. Numbers of content specialists available to write curriculum, standards, performance indicators, and assessments, and conduct related training for school staffs have dwindled from the former height of curriculum focus. At the end of the 2011-12 school year, many positions providing curricular support in the Curriculum Department were eliminated.

Exhibit 3-1 illustrates key instructional positions affected and the changes in staffing under the Chief Academic Officer between 2009-10 and 2010-11 as shown in documents provided immediately after the site visit.

Exhibit 3-1
TPS Curriculum Division Organizational Changes
2009-10 and 2010-11 School Years



Source: TPS Curriculum Office, 2013.

Exhibit 3-1 provided by the district during the site visit shows that seven teacher content support positions were eliminated at the end of the 2010-11 school year. They are:

- two Reading Academy teachers;
- two Math Academy teachers;
- two Technology Trainers; and
- one Instructional Planning Teacher.

According to information provided Evergreen after the site visit, all Educational Technology Trainers were eliminated, but School Improvement Grant funds enabled the district to add two positions. Additional administrative cuts and/or retirements that were not filled in the Curriculum Division at the same time include:

- math/gifted content position;
- science content position;
- ELA content position;
- social studies content position;
- PE/ESL coordination position; and
- one instructional planner.

The reductions to administrative positions led to a reassignment of responsibilities among remaining administrators. This has resulted in administrators responsible for disparate areas that are related neither to their original assignments nor to their areas of expertise. An examination of the organizational structure and administrative responsibilities at the time of the cuts would have better coordinated curricular planning, collaboration, and decision making. Current staffing is insufficient to conduct programmatic responsibilities as well as provide support to schools in terms of training, content-specific research, materials, and information. **Exhibit 3-2** shows assignments and reporting relationships for the 2012-13 school year for Curriculum Division positions most impacted by staff reductions.

State-adopted Kindergarten - Grade 12 New Learning Standards will be fully in use in Ohio classrooms by 2014-15 when assessments that align to the standards are in place. Preparing for this new level of accountability for student achievement and teacher performance requires more staff, not fewer, at the central office to support teachers in preparing for these new expectations. **Exhibit 3-3** shows the current organizational structure of the TPS Curriculum Department under the Chief Academic Officer.

The Curriculum and Instruction (C/I) Division of the district is headed by a Chief Academic Officer. His direct reports include the following nine directors and two School Improvement Grant (SIG) Facilitators:

- Director of Curriculum, (and Science, Health, PE & Wellness)
- Director of Compensatory Programs
- Director of Special Projects and Compensatory Program Development
- Director of Instructional Technology
- Director of Accountability, Assessment, and Research
- Director of Student Services
- Director of Career Technology Funding and Technology
- Director of Pupil Placement and Child Adjustment Services
- Director of Adult Education and Auxiliary Services and Non-Public Programs
- Two SIG Grant Facilitators

Additionally, within two departments led by Directors are other Directors reporting to them, although they are directors at a different level:

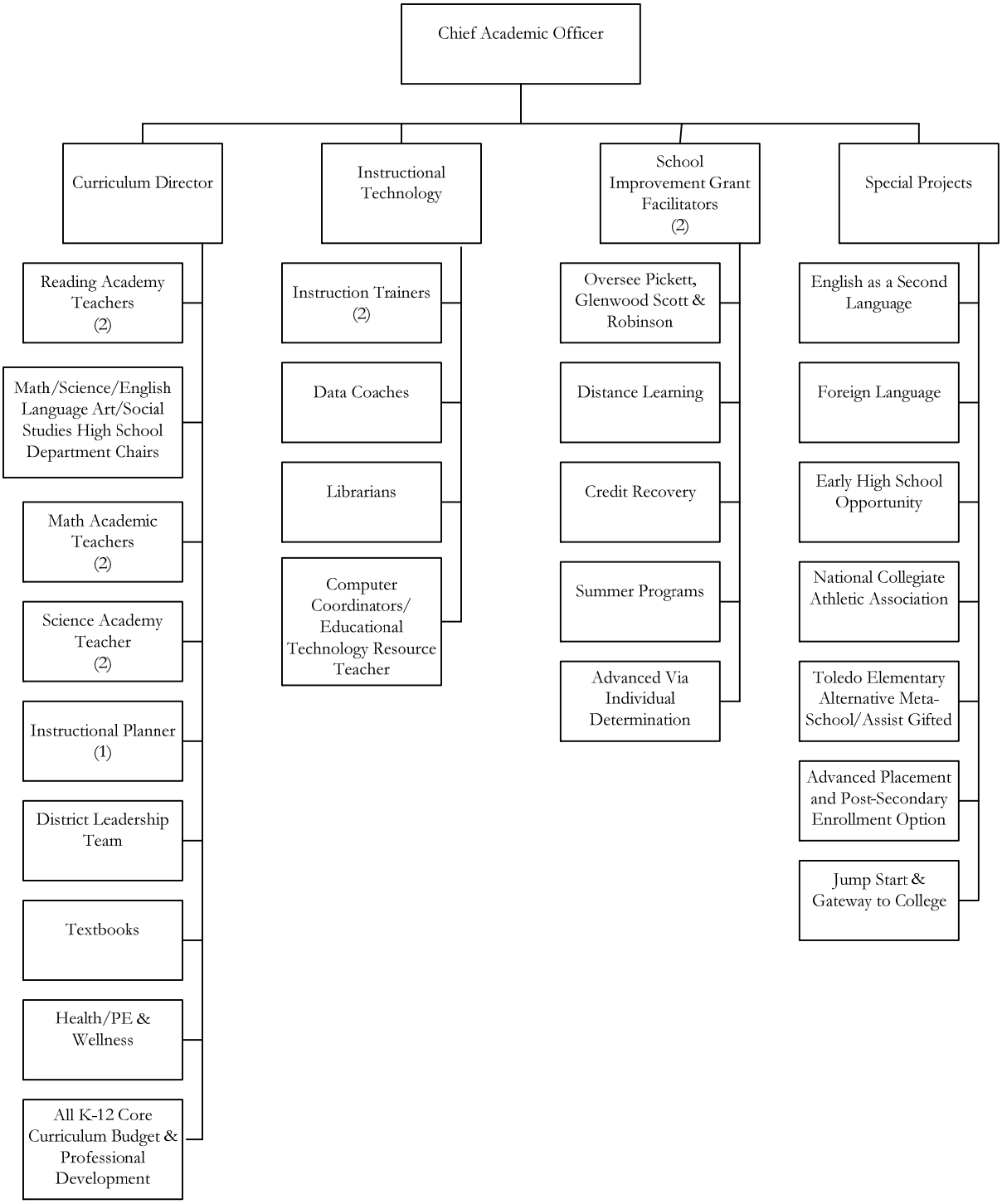
- The Director of Accountability, Assessment & Research has two directors—one for Testing and one for EMIS.

- The Director of Career Technology Funding & Technology has three directors reporting:

  - the Directors of Agricultural Construction and Engineering Tech;
  - Family and Consumer Science and Student Career Service; and
  - Professional Technologies and Career Development.

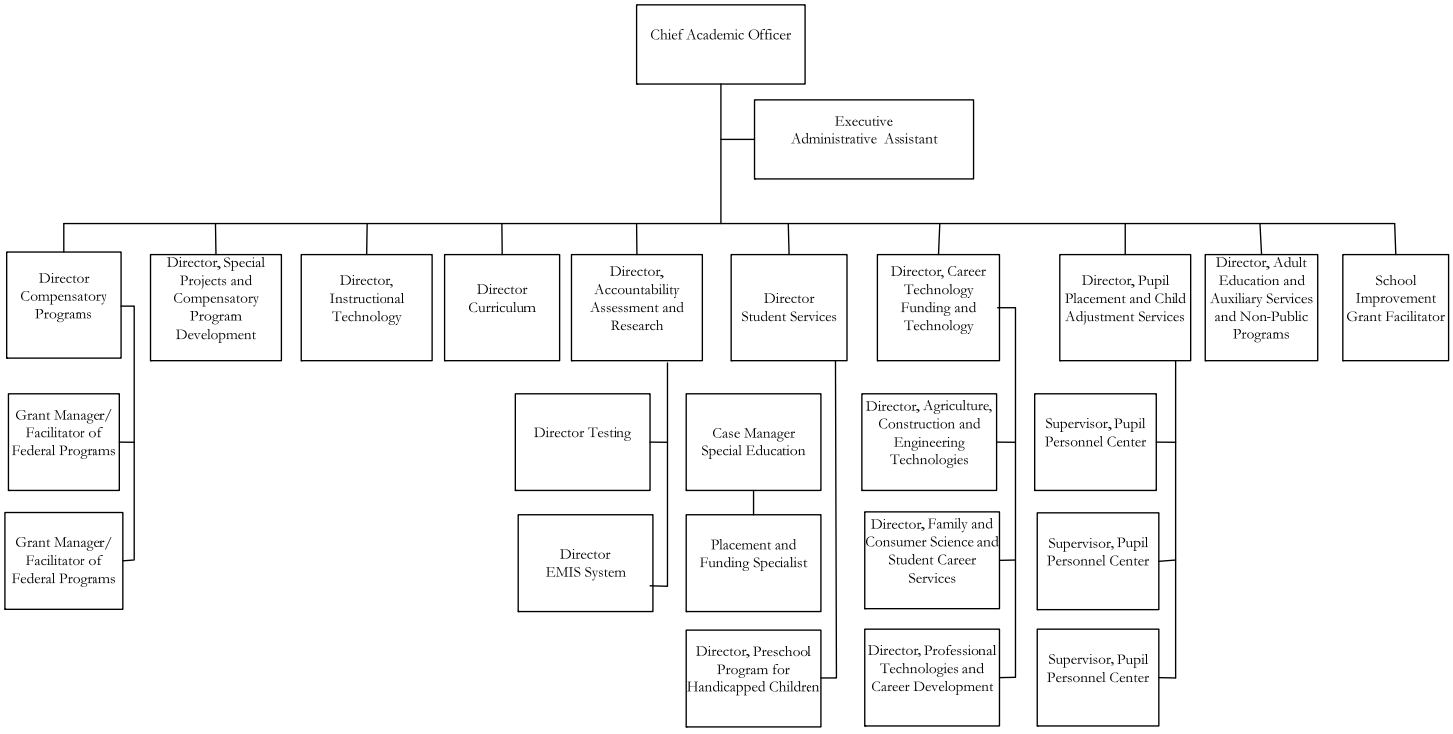
Each is supported by a secretary.

Exhibit 3-2
Toledo Public Schools
Organizational Responsibilities
in Curriculum and Instruction
2012-13 School Year



Source: TPS Curriculum Office, 2013.

Exhibit 3-3
Current Organization of the Curriculum and Instruction Division in Toledo Public Schools



Source: TPS Curriculum Office, 2013.

The above organizational charts are exactly as provided by the district during the time of the site visit. However, when the original report was issued, TPS responded that the Instructional Technology Director is also responsible for the seven Distance Learning labs in TPS schools, providing related training and support.

Conversations with representatives of peer districts contacted reported that school-based CTE leaders were not placed in administrative positions nor were they supported by secretaries.

Two Assistant Superintendents oversee two K-12 Learning Communities of schools and report directly to the Superintendent. They supervise and evaluate principals. Their roles and location within the organizational structure are discussed in **Chapter 2.**

An additional challenge to efficiency and effectiveness in the academic staffing and organizational structure is found in the assignment of diverse responsibilities to staff who neither have relevant background experience and expertise or who already have a multitude of responsibilities that are not necessarily related to their primary job function. This has fragmented the services that are needed for a cohesive support structure for diverse student needs.

For example, the position of Director of Special Programs and Compensatory Program Development has been assigned Gifted Education, English for Speakers of Other Languages (ESL) and Foreign Language, the NCAA District Representative, Early High School

Opportunity, and Gateway to College, among other responsibilities. She has worked diligently to address the needs of all programs and to make them comply with state requirements. Though she is responsible for ESL, she does not have the knowledge of specific instructional practices related to teaching those students.

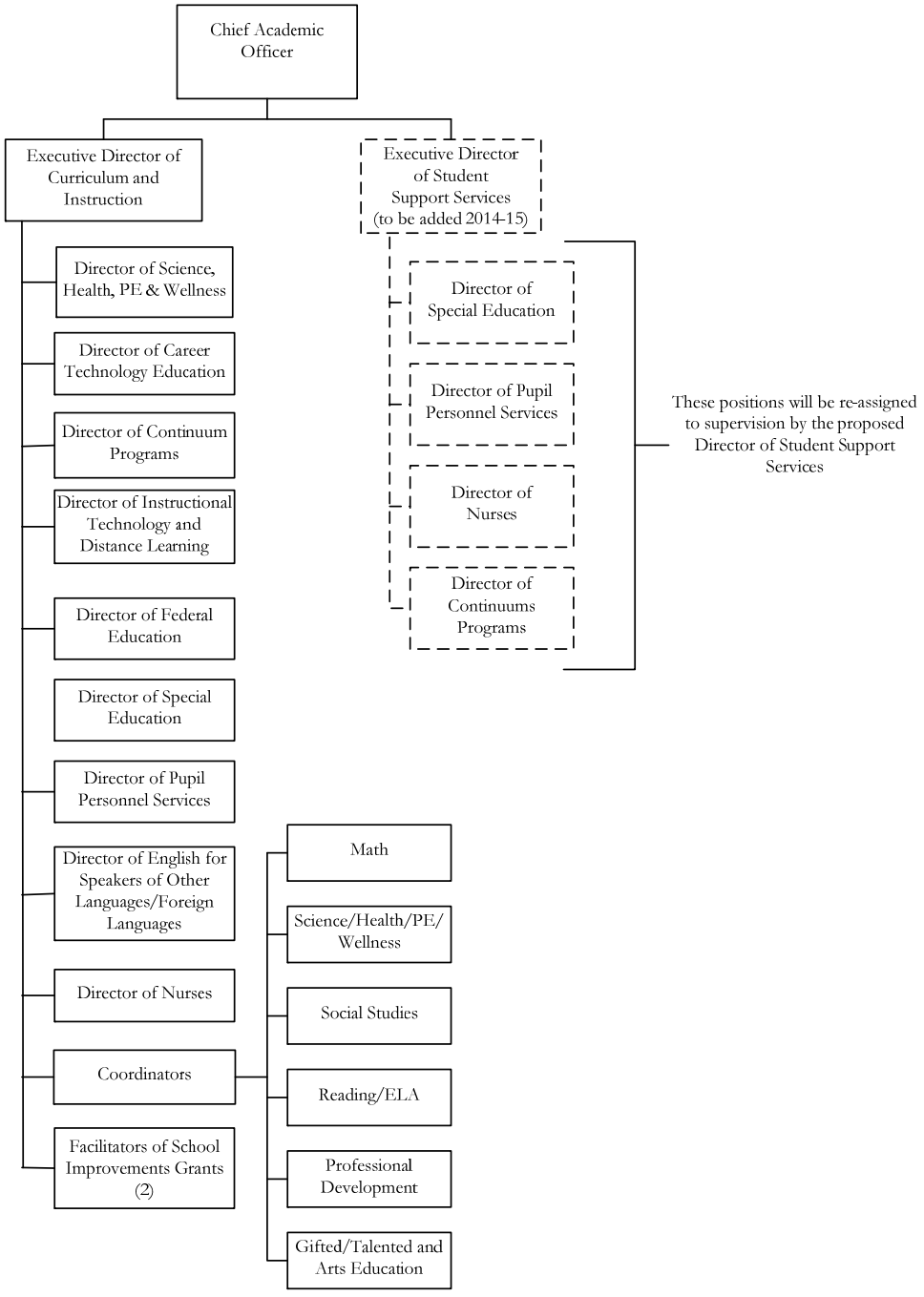
Such diverse role assignments, as well as silos in the district's organizational structure, impede planning, communication and coordination among district offices responsible for various aspects of curriculum. There is not currently a basis for focus or coherence among TPS activities, particularly with respect to curriculum and instruction. It is clear in conversations with district instructional leaders that most are unified in knowing where the district needs to go and, within constraints, are making strides toward that direction. However, during Evergreen's visit, little evidence of systems of accountability or cross-district documentation of actions, monitoring, or progress of those plans are yet in place. This can be better achieved with a more cohesive alignment of organizational responsibilities with respect to curriculum, instruction, accountability, and staff training. It is critical that the leaders of programs for such students as special education and ELL be involved upfront in decisions about programs, curricula, and professional learning opportunities so that approaches to the education of all students can be integrated.

Exhibit 3-4 shows a proposed reorganizational structure for the TPS Curriculum and Instructional Office for the 2013-14 school year. Evergreen further proposes additional organizational changes in the Curriculum and Instruction Division for the 2014-15 school year.

The proposed overview of benefits of these organizational changes are:

- Better alignment of responsibilities and job titles.
- Move the Director of Accountability, Assessment, and Research out of the Curriculum Division to an organizational location where the data and evaluation roles of the position can be better capitalized on as discussed in **Chapter 2.**
- Free the Executive Director for Curriculum and Instruction to focus on core instructional, curricular, and professional development tasks that will bolster the district's ability to move student achievement forward by using and developing teacher and administrator strengths. This will also compensate the position at a level that is appropriate for the responsibilities. The salary is currently less than for the majority of other Directors in curriculum offices.
- Eliminate the six teachers in the content Academies (Reading, Science, Math) and the Instructional Planner and re-design administrative positions with authority for key content areas, instructional programs, and professional development.
- Assign responsibility for meeting with the Math/Science/ELA/and SS high school department chairs to the related Coordinators.
- Change the Coordinator of Nurses to a Director to assign authority to actually supervise the 38 nurses with whom she works.

Exhibit 3-4
TPS Curriculum and Instruction Division
Proposed Organizational Structure
2013-14



Source: Created by Evergreen Solutions, 2013.

- Re-assign the responsibilities of the position of Director of Special Projects and Compensatory Program Development to better align programs with related titles and areas of responsibility.

  - creating a Coordinator of Gifted and Arts Education will ensure that the district hires an individual for overseeing development of the Gifted/Talented Program and responding to state concerns with licensure and expertise in that area to be able to implement an effective program for those students;

  - creating a position of Director of English for Speakers of Other Languages/Foreign Languages similarly enables the district to have someone in charge of those programs with related knowledge and experience who can supervise those teachers;

  - changing the title of the Director of Special Projects and Compensatory Program Development to Director of Continuum Programs creates a position that focuses on both the alternative and advanced programs currently under that Director and consolidates responsibilities related to students on both ends of the continuum of student performance. This should enable that position to:

    - evaluate the effectiveness of existing programs to determine the cost-benefit to students and recommend adjustments, additions, or program elimination;

    - examine components of advanced programs for applicability to programs for at risk students to enrich their learning experiences;

    - assign program responsibilities that include: Early High School Opportunity, Toledo Elementary Alternative Meta-School, Jump Start, Gateway to College, Credit Recovery, AVID, Advanced Placement (AP), Post-Secondary Enrollment Options (PSEOs) and Lourdes High School Scholars (LHSS);

    - remove Credit Recovery and AVID from the responsibility of a SIG Facilitator; and

    - consolidate all programs designed to address the needs of high-risk students into one position.

RECOMMENDATION

Recommendation 3-1:

Adopt the proposed organizational structure for the Curriculum and Instructional Division in Toledo Public Schools.

The staff reduction in the Curriculum and Instruction Division and lack of coordination of related responsibilities, impair the district's ability to strengthen TPS curriculum and integrate Common Core standards into it. The current structure prevents TPS from developing deeper content knowledge and teacher pedagogy to best prepare the district for the accountability expected of teachers for student performance within Race to the Top and Ohio Senate Bill 5. Additionally,

the current configuration of having the majority of staff in the Curriculum Division who are responsible for content teachers rather than administrators removes an important aspect of accountability for the needed curricular changes and integration into TPS schools and classrooms.

Evergreen further recommends that in the 2014-15 school year, the district add another Executive Director for Student Support Services and consolidate related services in that department:

- Director of Special Education
- Director of Pupil Personnel Services
- Director of Nurses
- Director of Continuum Programs

Exhibit 3-5 shows a comparison of comparable TPS curriculum administrative staff with peer districts based on two organizational charts provided by Dayton and Akron City Schools.\

The comparison shows that TPS is staffed in curriculum offices with fewer FTE than either Akron City or Dayton City.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

Evergreen determines the fiscal impact of this recommendation this way:

- Changing the Director of Curriculum to an Executive Director of Curriculum and Instruction is based on the average contracted salary plus supplements of Curriculum Directors of $73,836 plus 18.6 percent ($13,734) plus an additional $13,745 for a total estimated Director salary of $101,315. Adding $10,000 for the additional responsibilities of an Executive Director brings the estimated salary to $111,315, an additional cost of $12,324 beyond the current salary and benefits of the Director of $98,991.

- Eliminating the seven content-related teaching positions (2 Reading Academy, 2 Math Academy, 2 Science Academy and 1 Instructional Planner) would result in annual savings of $529,620. This is calculated on the position cost of $52,205 (average teacher salary) plus benefits for a total positional cost of $75,660 (times 7 = $529,620).

- The addition of six Coordinator positions is determined by taking the average contracted Coordinator salary of $93,675 as figured above (average salary x 18.6% + $13,745). The cost of six positions is $562,050.

- The cost of adding one Director for ESL programs is based on the average Director salary and benefits for a total cost of $101,315.

- For the 2014-15 school year, additional costs for one more Executive Director would be $111,315.

Exhibit 3-5
Comparison of TPS Curriculum Positions with Urban Peer School Districts

Position	TPS FTE	Akron FTE	Dayton FTE
Chief Academic Officer/Chief of Curriculum and Instruction	1		1
Chief of School Innovation			1
Chief of School Improvement			1
Associate Directors for C/I (Assessment, Instruction)			2
Assistant Superintendent of Curriculum and Instruction		1	
Gifted Coordinator			1
ELL Coordinator			1
Executive Director of Secondary Education		1	
Executive Director of Elementary Education		1	
Executive Director of Teaching and Learning		1	
Executive Director of Exceptional Children			1
Executive Director of Accountability			1
Associate Directors for EC			4
Director of Early Childhood			1
Director of Psychological Services			1
Director of Special/Exceptional Education/Student Services	1	5	
Student Support Coordinators (including Police/Security & Preschool)			
Special Education Coordinators/Directors	3	6	
Director of School Improvement		1	
Coordinators for School Improvement		4	
Learning Specialists for content areas		8	
Director of Instructional Technology	1		1
Professional Development			3
Director of Career Technology	1	1	
Coordinator of Career Technology		1	
Coordinator of Nurses	1	1	
Director of Accountability, Assessment, and Research	1		
Director of Compensatory Programs	1		
Director of Special Projects and Compensatory Program Development	1		
Director of Curriculum, Science, Health, PE, Wellness	1		
Director/Manager of Pupil Placement and Child Adjustment Services	1		1
Facilitator/Executive Director of Federal Programs	1		1
Race to the Top Coordinator			1
General Manager of Federal Programs	1		
Director of Testing	1		
Coordinator for Testing, EMIS, Instructional Improvement		1	2
Manager for Extended Learning		1	
Director of EMIS	1		
Director Agricultural Construction & Engineering Tech	1		
Director of Family and Consumer Science and Student Career Service	1		
Director of Professional Technologies & Career Development	1		
Supervisor Pupil Personnel Center/Hearing Officer	1		
TOTAL	**21**	**33**	**24**

Source: Created by Evergreen Solutions from Organizational Charts from Akron, Toledo, and Dayton, 2013.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Change the Director of Curriculum to an Executive Director	($12,324)	($12,324)	($12,324)	($12,324)	($12,324)
Eliminate the Seven Teacher Content-Related Positions	$529,620	$529,620	$529,620	$529,620	$529,620
Add Six Coordinator Positions	($562,050)	($562,050)	($562,050)	($562,050)	($562,050)
Add a Director of English as a Second Language	($101,315)	($101,315)	($101,315)	($101,315)	($101,315)
Add a Second Executive Director in 2014-15	$0	($111,315)	($111,315)	($111,315)	($111,315)
Total Cost	**($146,069)**	**($257,384)**	**($257,384)**	**($257,384)**	**($257,384)**

FINDING

TPS principals have been relegated to the role of school managers, not instructional leaders, as a result of concessions that district leaders have made over the years. Those concessions have placed instructional decisions in the hands of teachers and the union instead of the professional administrators hired to lead instruction in the district. Particularly as increased accountability for student achievement aligned with teacher evaluation systems increases and a focus on integrating common core and Ohio state standards moves forward, it is essential for school and central office managers to have the authority to ensure that the instruction impacting the students in TPS is deemed high quality per state and national standards and expectations. The State expects full operational administration of PARCC assessments for which teachers will be held accountable with their jobs on the line in the 2014-15 school year. It is in the district's best interests to move rapidly forward in laying a strong, collaborative groundwork for strong teaching and learning in TPS beginning now.

Examples are embedded throughout the contract where teacher seniority rather than principal knowledge of student needs, grade level/department needs, or teacher strengths as they relate to student needs are the determining factor in teacher assignments. Additional testimony reflects that principals have little authority over the people placed at their schools even though they are accountable for the work they do. The TFT contract places responsibility for determination of department schedules in the hands of the department chair. It then stipulates that each principal meet with each department to assist in scheduling "if such assistance is needed or requested by either party." If after that, conflicts occur, departmental seniority, not the principal's determination, "shall be the determining factor." Regarding assignment of AP courses to teachers, the contract states that they are rotated, if more than one teacher has an M.A. in the subject area of the course offered. So, regardless of student comparative passing rates on AP exams in each teacher's class, assignment is still rotated without input from the principal.

At the elementary level, "System classification seniority shall apply to all teaching assignment preferences except homeroom preferences." Summer vacancies, though, are filled based on

elementary seniority. And, when summer changes affect a change in the number of classes at a school, the preferencing takes place after school begins, causing turnover of teachers in classes to which students have already been assigned. This is not beneficial, especially to elementary students who may have begun to bond with their teachers. The district is obligated by contract to post all vacancy up until the end of January. Teacher preferences, right-to returns, and laterals all are used until that point.

Interviews during the diagnostic and on-site visits, as well as survey comments and feedback, reveal that principals are left out of decision making with respect to curricular programs they are charged with implementing in their buildings. District leadership processes do not solicit input from school leaders on initiatives under consideration. Instead, principals are informed of initiatives central office leaders have determined match district needs after key decisions have been made.

Comments regarding concerns expressed in TPS include:

- *Administrators are often held accountable for things over which they have no authority.*
- *Principals are held accountable for teachers and other staff and student achievement, but have no say-so over who they get in their buildings.*
- *The district gave away authority for instruction long ago when it cut central content positions.*

Three primary factors contribute to the lack of authority of principals for instruction:

- the lack of a unified district plan, either strategic or instructional;
- the fact that the district has not stepped back and systematically examined staffing and structure within its curricular arm in years; and
- contractual constraints on staffing and accountability.

Thus, central office administrators have too many diverse responsibilities, rendering them unable to focus on key operational and programmatic considerations, such as who should be involved in critical decisions affecting teaching and learning.

A January 2009 copy of a TFT/TPS document *Intern, Intervention, Evaluation* states specifically that "principals do no observe classroom performance of interns nor evaluate same" (p. 2). Similarly, regarding teacher evaluation, the TFT contract states:

> *Teachers who are on a four-year contract shall be evaluated once during the last year of the contract for recommendation for contract renewal. One (1) classroom observation, prearranged between the teacher and the administrator for the purpose of making this evaluation, shall consist of at least twenty (20) minutes but not more than fifty-five (55) minutes.* ***Other classroom visits shall not be used for this evaluation****. If visitation is excessive, a limit on visitation may be imposed… When the four-year contract evaluation is*

> *rated "unsatisfactory," the Intern Board of Review may assign a consulting teacher, or another peer, to observe and evaluate the teacher. This second evaluation shall be given equal weight with the first.*
>
> *emphases added by Evergreen

The contract further states, "Test results will not be used in any way to rate teachers, evaluate their work or in any other way affect their contractual status or conditions of employment." So, even though principals are held accountable for student achievement in their buildings, they are not allowed to use one key component of student achievement in teacher evaluation. Furthermore, the TFT contract prohibits the use of lesson plans for evaluation of teachers in the intern program or their second year of probation:

> *Standardized lesson forms, as adopted in fall, 1969, shall be used in all schools, however, these forms shall not apply to the intern program or the second year of probation. Disputes concerning lesson plans shall be resolved by the co-chairs of the Intern Board of Review. Four (4) school days advance notice is required when lesson plans for an entire week are to be turned into the school office.*

Specific provisions related to professional development are discussed in **Section 3.3** of this chapter.

RECOMMENDATION

Recommendation 3-2:

Negotiate authority for instructional leadership back into the hands of school and central office administrators.

Especially with the onset of the Ohio Teacher Evaluation System—that clearly links an expectation that principal walk-throughs, informal observations, and pre- and post-conferences with teachers are essential components of assisting teachers of all capabilities in improving their craft—this is the time for TPS to move in this direction. Fifty (50) percent of teacher measurement of effectiveness will be based on teacher performance on standards and 50 percent on student growth once the system is fully implemented. The foundation of the model is principal assistance in continuous teacher professional growth. The model is built on research as well as the Ohio Standards for the Teaching profession. It is not intended to be an "us versus them" approach to teacher growth, but a collaborative venture.

A document on the ODE website states, in response to the question of whether law or a collective bargaining agreement supersedes based on SB 316 states:

> *Notwithstanding any provision to the contrary in Chapter 4117, of the Revised Code, the requirements of this section prevail over any conflicting provisions of a collective bargaining agreement entered into on or after the effect date of this amendment.' So, no, the bargaining agreement does not supersede this law.*

To meet the requirements and expectations of the law, principals must be given contract authority for instructional leadership of their buildings. Although the law is clear about authority for supervisory aspects of instructional leadership, this recommendation will need to be negotiated to specify areas in which principals and the staff in their schools should have authority.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.2 INSTRUCTIONAL DELIVERY AND STUDENT PERFORMANCE

Successful school districts have established guidelines and expectations that underlie a sound, challenging curriculum designed to foster the success of every student. They extend beyond state standards, providing enrichment and remediation opportunities for students based upon individual needs. Regularly collected and analyzed data guide ongoing instructional and programmatic decisions. Grounded in research-based strategies, curricular documents and processes define the realization of clear learning goals. The curricula encompass relationships among goals, specific learning objectives, instructional activities, and student assessments. The curricula also identify a scope and sequence in which information, skills, and concepts are taught and reinforced throughout the years to inculcate learning into the student knowledge base.

Effective curriculum guiding documents also build in assessments and periodic monitoring of both student achievement and the effectiveness of the documents themselves. Materials can then be identified and purchased that assist in teaching concepts and knowledge not otherwise addressed in curricular resources and that provide for student remediation and enrichment.

Efficient and effective educational processes promote the highest possible levels of student achievement at the classroom level when a school district:

- is organized with procedures that are conscientiously aligned;
- systematically communicates them to employees and constituents; and
- monitors them regularly.

Central office managers must have expertise in their area of responsibility. Processes that allow managers time to direct that knowledge towards improved student achievement must be in place. Effective districts identify key educational elements on which to focus actions and resources, and use them as filters for decision making. Sufficient staff members are employed to ensure that time is able to be devoted to functions the district has determined essential. School and central office personnel systematically analyze available sources of data for information they can provide relating to curricular and instructional adjustments. Data analysis also informs managers about individuals and groups of students who require additional enrichment or remediation to achieve at their highest capability. Clear and frequent communication between schools and the central office enable district leaders to ensure consistency of policies and procedures. Ongoing

communications also help the district focus on core activities it has identified as critical for high levels of student achievement.

FINDING

TPS does not have a comprehensive instructional plan to guide the district's curriculum, instruction, assessment, and long-range plan for student achievement. Without such a plan, there are no purposeful decisions driving the district toward high levels of student performance, integrating curriculum, and determining essential professional development for instructional and administrative staff.

Currently, numerous programs are in place, many of which have similar, if not the same goals. Most have their own related professional development which diminishes teacher instructional time. Many also have their own assessments, causing time to be lost again from instruction. No evaluation is conducted to determine the effectiveness of each program compared to others to help administrators know which to keep, which to adjust and when, or which to eliminate. All of these factors contribute to a fragmented approach to teaching and learning and likely to the overall poor performance of students in the district.

Facing a need to better focus curriculum and instruction, several years ago, the Superintendent of the Hamilton-Wenham Regional School District in Massachusetts proposed using reading as the centerpiece for student success, regardless of the content area students studied. The plan focused on student special needs, early education as a foundation for success, and technology as an integral teaching tool to enrich curricula. In the district's approach, in each of five years, a different content area received the highest priority with another content area rising to the top the following year. All of this took place over a five-year period so that the curriculum was regularly reviewed and revised in that period of time. Focusing on one curricular area each year enabled the district to budget for in-depth training, and support professional development so that the program was implemented with fidelity. This approach would assist TPS in developing a unified instructional focus across the district.

RECOMMENDATION

Recommendation 3-3:

Determine the most pressing instructional needs for the Toledo Public Schools and initiate plans to address them in order to build teacher capacity and student academic success.

Successful schools use an instructional plan as an umbrella document that outlines and specifies what good teaching looks like. Regardless of the content area, research is clear that there are practices, routines, teacher behaviors, questioning techniques, and cross-curricular pedagogies that have high impact on student learning. These factors have a foundational set of research-based effective teaching and instructional strategies, practices, and behaviors woven into all curricular areas as part of a districtwide instructional plan.

This recommendation in itself does not need to be negotiated. Implementation, though, will require negotiation.

FISCAL IMPACT

This recommendation can be implemented with existing resources and will likely result in cost savings to the district when the plan is used in concert with **Recommendation 3-8** to focus on fewer, more effective programs. The implementation of this recommendation will decrease program costs, related resources, and training for teachers. It may also reduce staff as less effective programs supported by staff are eliminated.

FINDING

TPS has no centralized approach to grant procurement and management to support curricular programs and initiatives. The primary grants, other than federal, TPS benefits from are those secured through the University of Toledo. Several people interviewed noted a concern regarding missed opportunities for the district as a result of not having a grant writer.

As **Exhibit 3-6** shows that the sum of external discretionary grants TPS identified for Evergreen totaled $102,500. Of that total, $72,500, or 71 percent supported food services and not curricular initiatives. In fact, from the list, it appears that only $2,000 of those grant funds are targeted toward curriculum and instruction; that is, the iPad, wePad, uRead and Core Content-Based Learning grants that are specific to only two schools/programs. That $2,000 represents only .02 percent of grant funds received by the district.

Exhibit 3-6
TPS External Grants
2012-13 School Year

Grant Source	Amount	Recipient
Kellogg's Breakfast to School Wellness	$28,500	Districtwide
Fuel Up To Play 60	$36,000	Birmingham Elementary School Bowsher High School Ella P. Stewart Academy for Girls Elmhurst Elementary School Glendale-Feilbach Elementary School Larchmont Elementary School Martin Luther King Academy for Boys Pickett Elementary School Reynolds Elementary School Robinson Middle School
Action for Healthy Kids	$8,000	East Broadway Elementary School Larchmont Elementary School Riverside Elementary School Sherman Elementary School
iPad, wePad, uRead	$1,000	East Broadway Elementary School
Core Content Based Learning	$1,000	TEAMS
Cinco de Mayo	$1,000	Waite
Video Documentary Workshop	$1,000	TECHS
American Association of University Women	$1,000	Media Services
Target	$25,000	East Broadway Elementary School
Total Grant Receipts	**$102,500**	

Source: Created by Evergreen Solutions from TPS grant lists and emails, 2013.

TPS does not employ a Director of Grants and Development nor is anyone specifically assigned responsibility for seeking or overseeing grant opportunities. Even school districts far smaller than TPS generally procure external funds totaling far greater sums than the $102,500 identified by the district before and during the Evergreen site visit.

Additionally, anecdotal information indicated that at least in the past, the Toledo Federation of Teachers (TFT) had more or less independently written at least one grant without consultation with TPS academic departments during the grant writing. Although this grant requires the Superintendent's signature for submission for consideration for funding, instructional leaders were still not informed until the grants had been awarded. When grant writing is not centrally coordinated, they may result in additional staff and initiatives that would need to be coordinated with district curricular and instructional priorities, schedules, and programs so that, as noted above, there is needed congruence with the instructional focus of the district.

TPS is not unique in its uncoordinated grant writing efforts not being well-coordinated. Often, even districts having grant departments, have grants sought without coordinated consultation within academic departments. Regardless of whether grants are sought externally or internally, when grant procurement is not systematically centralized, grants result that are contrary to district instructional initiatives and staff added with narrow areas of responsibility.

Adding staff instead of assigning grant-related oversight to existing staff members with relevant responsibilities and experience is neither efficient nor cost-effective. Additionally, it frequently leads to additional staff with narrow responsibilities instead of an overarching approach to meeting student needs that are aligned with grant and district goals and administrative scopes of responsibility. For instance, with the School Improvement Grants that are a multi-year grant in four TPS schools, 23 positions are supported with grant funds. While some of those may only be temporary funding for pre-existing positions, it appears that some may be new positions with the grant. The grant is expiring in the near future and alternative funds will have to support those 23 positions. In many, but not all cases, personnel do not need to be added simply to coordinate or collect data for grant initiatives. This frequently leads to increased staff and related recurring expenses, when grant funds expire and positions remain. Examining existing personnel responsibilities and scopes of work before adding staff with grant funds is a more expeditious and efficient use of funds and promises to focus grant dollars better on intended student outcomes and to integrate grant activities with district priorities.

Once the district develops an instructional plan and related timelines for implementation, it can then seek grants that are aligned with district instructional and programmatic goals and reject those that are not. In that way, it can buttress key strategies TPS deems most important to improve teacher capabilities and student achievement.

RECOMMENDATION

Recommendation 3-4:

Review all grant opportunities and related staffing through the District Leadership Team, and hire a grant writer.

Oversight by the Leadership Team would ensure that grants are aligned with district goals and, in fact, reinforce district efforts and initiatives. This coordination would also provide a means of assessing the need for additional staff or assignment of grant responsibilities to appropriate personnel. The Leadership Team may not want to eliminate all existing positions but should be aware of their costs versus issues such as equity of responsibility with other staff and relationship to others' existing responsibilities. Grant funds could then be used to offset some of the district's outlay for existing positions, if desired.

After the District Leadership Team has served as a filter for grant applications for a year, the district should employ a grant writer. The leadership team should then be in a strong position to develop guidelines and job expectations so that the person they hire will seek and procure grants aligned with TPS goals.

This recommendation will likely have to be negotiated as it may relate to any grants written by any TPS unions.

FISCAL IMPACT

This recommendation can be implemented with existing resources. There should be cost savings in the future in terms of staff reduction when the District Leadership Team determines grant tasks that can be conducted by existing staff instead of adding staff when grants are procured. In the year after district leaders initially review grant opportunities, the district should hire a grant writer which is estimated to cost the district ($93,675) based on the average coordinator salary and benefits.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Hire a Grant Writer	$0	($93,675)	($93,675)	($93,675)	($93,675)

FINDING

TPS has recognized the importance of technology in integration with student learning. Along with that recognition is its acknowledgement of its inability to cost effectively offer students low enrollment courses [such as Russian and some Advanced Placement (AP) courses]. Toward that end, it has built distance learning labs in seven locations.

Classrooms are built with stadium seating to maximize each student's ability to see the screen. Screens are in the front and rear of each room so that the teacher is able to see students in all locations regardless of his/her orientation in the room. Each room is also equipped with interactive BlackBoards so that a student or teacher, wherever he is, can write on the board and students and all participants can view what is written.

COMMENDATION

Toledo Public Schools is commended for addressing, through technology, the need for students to have opportunities for courses that would otherwise be cost prohibitive.

FINDING

The distance learning facilities in TPS high schools are not fully utilized. The district has spent $1,934,617 at an average price of $276,374 for each lab in seven schools. The labs are underutilized, especially considering the cost to TPS. One of them was built at Devilbiss where no students are currently enrolled. At the time the labs were built, Scott students were located there. Plans are for TTA students to use it next year for high-level courses.

A visit to Scott High School's distance learning lab revealed that the lab is not used every period of the day. The visit took place when no students were in the Scott lab, although it was apparent that students in five other schools were interactively participating in a class. Paraprofessionals are assigned to those classes, but reports are that whether they are assigned additional responsibilities when students are not in class is dependent upon direction by their building principal. **Exhibit 3-7** shows distance learning enrollment by period at each school.

Exhibit 3-7
Distance Learning Enrollment
by School, Course and Period

School	Courses and Enrollments									
Periods	**1**	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**Number of Periods Lab Used**	**Average Period Enrollment**
Courses	**AP European History**	**World Literature**	**AP English**	**Statistics and Anal. Honors**	**AP American Government**	**AP Calculus**	**Russian 1**	**Russian 2**		
Bowsher	26	6	14	0	16	13	7	8	7	12
Rogers	1	0	0	5	8	9	2	1	6	4
Scott	0	1	0	0	0	0	3	0	2	1
Start	0	0	10	3	4	2	1	9	6	4
Waite	3	0	1	4	1	0	7	0	5	3
Woodward	1	1	4	0	5	1	8	0	6	4
Total Enrollment Per Class	**31**	**8**	**29**	**12**	**34**	**25**	**28**	**18**	**32**	**27**
School	**Courses and Enrollments**									

Source: Created by Evergreen Solutions from the TPS Distance Learning Contact, 2013.

While course enrollment for most classes is sufficient to justify a class, the average enrollment by period at each school when taking into account that the classes are not used all periods of the day indicates a need for increased recruitment to fill classes at each school. Course size guidelines are for courses not to exceed twice a normal class size. Current class enrollments do not come near those numbers. Additionally, testimony by TPS staff reveals that many students are fearful of taking the courses for a variety of reasons. Furthermore, several staff offered the view that students are not well-prepared with foundational knowledge to succeed in these rigorous courses.

Exhibit 3-8 shows that the labs are used between two and seven periods depending on the school. No data were provided for Woodward, although there is a lab at that school. The exhibit shows that average period enrollment ranges from one to 12 depending on the school; class sizes range from seven to 30.

Exhibit 3-8
Distance Learning Enrollment
2011-12 and 2012-13
(through February 2013)

Course	Course Enrollment 2011-12	Course Enrollment 2012-13
AP European History	11	32
World Literature	12	7
AP English	17	35
Stats and Analysis Honors	13	17
AP American Government	19	29
AP Calculus	25	26
Russian 1	28	39
Russian 2	N/A	19
Chinese 1	11	N/A
TOTAL ENROLLMENT	**136**	**204**

Source: TPS Office of the Chief Academic Officer, 2013.

Exhibit 3-9 shows the courses that are currently offered, the periods, and the schools where the courses originate.

Exhibit 3-9
Distance Learning Course Offerings
2012-13 School Year

Period	Course	Originating High School
1	AP European History	Bowsher
2	World Literature	Bowsher
3	AP English (Literature & Composition)/Lourdes ENG 101	Start
4	Statistics and Analysis Honors	Start
5	AP American Government	Rogers
6	AP Calculus/Lourdes Math 135 & 136	Bowsher
7	Russian 2	Start
8	Russian 1	Start

Source: TPS Office of SIG Facilitators, 2013.

RECOMMENDATION

Recommendation 3-5:

Promote distance learning options to all students and assign staff to the labs only when students are present.

TPS should set a minimum number of students for each class. When that number is not enrolled, lab staff should be assigned to high need areas within the schools and students assigned to other courses. A schedule should be set with accountability for these responsibilities.

TPS did have distance learning courses represented at a recent high school recruitment event at the University of Toledo, but needs to do several things to strengthen the program and increase

attendance. A stronger foundation needs to be laid as part of a unified district instructional plan. This change would strengthen the student learning upon which the content of the AP and other advanced classes is based to better ensure student success. TPS might consider offering less challenging courses to get students more comfortable with the learning format.

Using staff in empty classrooms and letting their assignments be at the discretion of the principal is not cost effective, either. The expenditures for the labs have been made; TPS must maximize their use and minimize related expenses.

This recommendation may have to be negotiated to re-assign lab staff to other responsibilities or employ them for part of the day when students are in class.

FISCAL IMPACT

The fiscal impact is calculated on the average salary of a paraprofessional divided by eight to figure the per period cost for staffing labs. There are currently 14 periods when students are not enrolled at one school or another. That is approximately two staff positions. Although it is not feasible to cut almost two positions since they are at different schools, this recommendation and its fiscal impact illustrate the importance of recruiting students to the classes to maximize resources.

TPS staff indicated that the annual salary, hours per week and hourly wage differ among paraprofessionals. Therefore, Evergreen is using the most common hourly wage of $8.45/hour for a seven hour day and a 180 day contract at a base salary of $10,647. Adding benefits of 18.6 plus $13,745 brings the cost per position to $26,372.

However, since these positions are at several schools, Evergreen is not including this fiscal impact.

FINDING

Toledo Public Schools have several exemplary programs that are nationally recognized. One Evergreen consultant visited the Toledo Technology Academy (TTA) when a community representative was offering an opportunity for an event that would bring positive media attention to the school. The experience would also offer students opportunities to hear speakers who would help them further link their learning in the school to job opportunities and careers for which the school prepares them.

The hall of the school display student 'mousetrap cars' that are their first hands-on projects as well as extremely sophisticated senior capstone projects that promise opportunities for application in industry. Discussion with a freshman at the Academy exemplified the enthusiasm the school engenders for learning among its students.

Recognitions the school has received include:

- students in the school have won several National Robotics Championships;

- the school has received a rating of "Excellent" for seven years and is one of the highest achieving schools in the state;
- was named a "School of Promise" by the Ohio State Superintendent; and
- included among the top 10 percent of high schools in the nation by U.S. News & World Report.

The Toledo Early College High School similarly offers students opportunities beyond traditional high school experiences, providing a college preparatory program that focuses on college readiness and 21st Century skills. A partnership with ProMedica and the University of Toledo focuses on medicine and the health care professions in a Science, Technology, Engineering, Math, and Medicine (STEMM) program. The school, too, has been rated 'Excellent' for five years.

Both schools, along with Grove Patterson Academy, were all named Schools of Promise by the Ohio Department of Education for the rigorous coursework and strong learning support provided to students of all socioeconomic and ethnic backgrounds. The Natural Science Technology Center also offers high school students the opportunity to focus their learning on Small Animal Management, Floriculture, Natural Resources, and Turfgrass and Landscapes.

COMMENDATION

Toledo Public Schools is commended for developing strong academic programs in some schools that offer students non-traditional and challenging learning experiences that prepare them for college and careers.

FINDING

TPS is one of the few school districts in the nation to own and operate an Aviation Center where high school students are able to participate in a program that allows them to graduate from high school fully ready for the workplace.

The school is an FAA Part 147 Certified Aviation Maintenance Technician School with fully certified instructors. As part of this three-year intensive program, students can earn their FAA Issued A&P License, up to 60 college credits, and some even graduate with their Associate's Degree in Aviation Maintenance Technology from Eastern Mexico University.

Each year of the three-year program focuses on a different part of the FAA Airframe & Powerplant Rating (A&P).

Students typically begin this program in their sophomore year. These incoming students spend the first year working toward their General Rating. Mathematics, Physics, Aerodynamics, FAA Regulations, Weight and Balance and Ground Handling are a few of the many topics covered this first year.

During the junior year, the Airframe portion of the rating is covered. In addition to classroom instruction, students get countless hours of hands on, practical experience designing and constructing sheet metal projects; learning the art of airframe construction; and in depth maintenance, and inspections and repairs to actual flying aircraft.

Seniors complete their last year in the school working towards the Powerplant part of the rating. They learn about, disassemble, inspect and rebuild numerous aircraft engines, both reciprocating and turbine. Student also learn about all the components and parts that make these engines run. And, once built, they put these engines in test stands and run them.

According to the primary instructor and pilot, students are taken up in one of the two flight-worthy aircraft twice per year so they can see the aircrafts operation in flight. Staff indicated that this program has been in operation in Toledo Public Schools since 1929.

COMMENDATION

The TPS Aviation Center is giving students a unique opportunity to learn a trade, become FAA certified, and ready to enter the workforce upon graduation.

FINDING

Positive, interactive student-teacher activities that are prominent at the Toledo Technology Academy (TTA) are prohibited by union contract in other TPS schools. During the visit, an Evergreen consultant observed activities on that campus that contrasted greatly from other schools visited described as follows:

- TTA teachers and students sat together at tables in the lunchroom at, obviously interacting and enjoying each other's companionship. In other schools, principals and/or assistant principals spend the two or more hours of lunch period supervising the lunchroom so that teachers have the duty-free lunch period provided by contract:

  - *No teacher shall be required to supervise or be present in the dining area during a local, state or federal breakfast or lunch program. Such instructional time used for said programs shall be considered planning time for the teacher, at a place of his/her choice, within the building* (p. 24).

  - *Every teacher shall have not less than a thirty (30) minute duty-free lunch period* (p. 77).

- One interviewee noted that teachers in the school co-teach with the resource class always full of regular and special education students, adding that the benefits of the collaborative teaching relationship result in "the vast majority of (special education) students passing five parts of the OAA the first time." The TFT contract states:

  - *Teachers will voluntarily accept non-mainstreamed classes…Inservice will be provided prior to the initial placement of students.*

- *It further states that the inservice will be "voluntary."*

- Teachers meet weekly at TTA as opposed to setting maximum teacher meetings in the collective bargaining agreement:

  - *all regular teacher meetings may be held once a month within each school.*

Among the members of the governing board for the school are TPS leaders, business leaders, and the presidents of the TPS unions. The success of the school in terms of student achievement, community partnerships, enriching experiences for students, and concomitantly, intrinsic rewards for teachers at the school are apparent. Yet the MOUs that have allowed those rich opportunities have not led to contract changes that would benefit teachers and students in other TPS schools.

RECOMMENDATION

Recommendation 3-6:

Examine with the union the benefits of similar waived teaching conditions to potentially extend them to teachers in all TPS schools.

In their positions, union presidents are closely aligned with a school of great success for teachers, students, parents, and other staff. Union leaders can see how clearly the merits of waived contractual agreements benefit the district. They should use knowledge and experience to broaden opportunities for all TPS teachers. They should also look beyond simply what is happening at TTA to other potential opportunities for self-determination that are limited within the contract.

This recommendation will need to be negotiated.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

While TPS leaders have begun making a concerted effort to examine some student data to determine trends relating to strengths and needs in student performance, they have not yet taken that data analysis to the next level to guide them in identifying best practices that can be replicated in other district. Nor have they capitalized on exemplary district programs by examining their effective components that might be transferable to other TPS schools. This finding is related to previous findings regarding a lack of focus in the district.

Additionally, data are available that would inform central office and school leaders as well as teachers about the effectiveness of programs and school structures they have put in place to address perceived student needs. However, when requested, little data could be provided to Evergreen to demonstrate the effectiveness of such programs. When data were provided, there

was no correlation between the data and a specific program. District staff provided numerous examples of a lack of program evaluation or ineffective evaluation at best.

For example, at the end of the 2010-11 school year, four elementary alternative schools serving upper elementary students, one in each Learning Community, were closed due to inadequate funding. The district's response was to establish a single school, the Toledo Elementary Alternative Meta-School (TEAMS) for students who were not successful either behaviorally or academically in traditional elementary schools or whose home environments presented additional challenges to their learning. TEAMS operates in an alternative site at the Boys and Girls Club and has small classes in a structured learning environment with the purpose of improving their behavior and achievement. However, no data are readily available that demonstrate whether the program and its related costs are reaping the intended benefits for those students. When requested, Evergreen was told that the data would have to be constructed, essentially by hand, because no plans were put in place at program inception to identify specific data to be collected over time to evaluate its effectiveness. This response was proffered time and again as Evergreen requested data to answer evaluation questions. In fact, even school personnel told Evergreen that data requested for the performance audit had to be hand-counted and developed in preparation for the site visit. When Advanced Placement data were requested to substantiate many staff's comments that students are not passing AP exams with scores of 3 or higher, it was not available. Subsequently, AP data were provided to Evergreen after the release of the first report. These data verify the anecdotal information from the site visit. Eighty-five (85) percent of TPS students taking AP exams score a 1 or 2—scores that are not accepted by colleges for credit. Only three percent of TPS students score a 4 or 5.

The Accountability, Assessment, and Research Department is very effective in analyzing data to identify student learning/testing needs affecting low performance that can then be translated into instructional strategies that will improve student learning and raise test scores. This Department could assist in setting up evaluations and ongoing data analyses as programs are developed or purchased and in ensuring that the evaluations are crafted to correlate achievement or other anticipated outcomes specifically to the program. Training offered also promises to equip school and district staff in better identifying reasons for gaps in student performance and identifying strategies likely to bridge them. These resources, when systematically used as a foundation for change, have the potential to stimulate improvements in student achievement. Data are not currently being fully utilized nor is data usage a part of planning and programmatic decision making.

The effective use of data to identify choices TPS offers students in its programs could also make its schools competitive with the burgeoning charters and other local districts that are drawing students away from TPS. Other districts such as Dayton offer options that focus on academic achievement, but give students more varied or intense coursework in areas of interest as a means of student recruitment.

RECOMMENDATION

Recommendation 3-7:

Systematize the use of student data for decisions regarding program and instructional effectiveness and related revisions, staffing, and professional development.

TPS central office and many school staff have a sincere desire to be a data-driven district and many interviewees at various levels in the district cited use of data as a practice. The district has initiated many data-oriented activities and training, and made available data to TPS educators. Central office and some school staffs meet to examine data, but not necessarily at a level that identifies reasons for weak performance or other concerns. When fully implemented, examined systematically, and used consistently districtwide, this practice will inform improvement in student achievement as well as in many other areas, including discipline and school climate. TPS has recognized the importance of making data central to instructional decisions with regular examination of some data in principal meetings.

In successful schools, student achievement data are systematically collected, analyzed and reported as a means for making decisions about the instructional program. Schools have a strategic approach for collecting, analyzing, reporting, and using data. The process has been internalized as a part of the regular operation of schools. This action helps them to provide a clear focus on expectations for achievement and measure progress on an ongoing basis.

The structure for the implementation of this recommendation is in place with Building Leadership Teams so it does not need to be negotiated.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

As in many other school districts across the nation, Evergreen found no evidence of districtwide, systematic program or process evaluation to ensure that the programs and practices being used are those that have been deemed most effective. TPS does not conduct program evaluations to determine those that are effectively implemented, identify interim adjustments to improve implementation, and/or eliminate those not rendering intended results. Nor, when it selects a program for implementation, does it establish benchmarks and timelines that will enable it to determine whether its goals are being met and/or it is being implemented with fidelity. The district is underutilizing its Office of Accountability, Assessment and Research (also see **Chapter 2**).

TPS has many, multiple and potentially duplicative programs that consume teacher and student time as well as district resources. Without purposeful, ongoing evaluation, the district has no solid evidence of which are reaping desired results, which are actually being used with fidelity, or, most importantly, which need to be eliminated. The process for program selection within the district has led to multiple programs with similar goals being implemented ineffectively rather than a few targeted programs that bolster identified district goals. TPS has begun examining student performance data, but has not yet translated those analyses into comprehensive, systematic, focused strategies to support low-performing student groups.

While the data provided to Evergreen show apparent student growth, they do not show processes for the evaluation. Nor do they directly correlate data with a specific program without controlling for the myriad supports and other programs that TPS low-performing schools are receiving and

using that also impact student performance. When Evergreen requested data related to specific programs, many of which are designed to address similar student needs or inform teachers of student achievement with similar programs, the data were not readily available. This indicates that, while TPS leaders are examining some data at the school and district levels, they are not looking beyond current data to determine the most effective use of district resources or teacher or student time. Nor does the examination delve to reasons for the data being examined to develop associated interventions.

At the macro-level, the examination of high-level data is not enough. The examination should indicate areas of student instructional or curricular need as well as those needing deeper analysis. It should also point the way toward program decisions most likely to remediate weaknesses in instruction or curricula. Finally, the assessment should target professional development that would enable teachers to more specifically address the identified needs.

Currently, TPS has a number of initiatives being implemented all at once without having determined the ones most effective in meeting intended goals. This situation dissipates focus despite a desire to improve achievement and exhausts resources without knowing they are being well-spent. Some examples of district-initiated programs or processes, frameworks and mandates that district leaders and teachers are trying to implement include:

- **Frameworks:**
  - Race to the Top
  - Authentic Education
  - Ohio Improvement Plan
- **District-Adopted Programs:**
  - SuccessMaker4
  - MAPS (Math Academy Process Strategies)
  - RAISE (Reading Academy Intensive Support Education)
  - AVID (Advancement Via Individual Determination)
  - Early High School Opportunity
  - Early Music
  - STAR
  - Edusoft
  - Distance Learning
  - Social Emotional Learning
  - Positive Behavior Intervention Supports
  - NURTURES (science grant)
  - LEADERS (science grant)
  - Curriculum alignment
  - Delayed starts
  - Breakfast
  - Early Warning Systems
  - TUSA
  - Education Research & Dissemination by the American Federation of Teachers
  - Credit Recovery

- Waterford Reading
- READ 180
- System 44
- Hubs (wraparound services at some feeder schools to Scott)
- 7th and 8th professional development for licensure to achieve high quality status
- Inclusion
- Assessment part of the Plato dropout recovery program
- Harcourt K-2
- School Improvement Plan Professional Development
- DIBELS
- Curriculum Maps 6-12
- Do The Math
- Differentiated Instruction
- Success for All
- Project/Problem-Based Learning
- Read 4 Literacy (volunteer readers for kindergarten students)
- Title tutoring
- KUDER assessments

- **Non-Discretionary Programs:**

  - Ohio Improvement Plan
  - 3rd Grade Guarantee
  - STAR (Grades K-3 Reading Diagnostic assessment per Senate Bill 316)
  - Ohio Teacher Evaluation System (OTES)
  - Ohio Principal Evaluation System(OPES)
  - Common Core Curriculum Integration
  - ESEA waiver
  - Diagnostics

The above examples of programs and related expenses are numerous, but no evidence indicates an attempt has been made to either evaluate their effectiveness, fidelity of implementation, or the bottom line—cost effectiveness. Nor does there appear to be an approach to integrate programs within the frameworks TPS is attempting to use. Some duplicative efforts include student assessment systems (STAR, SuccessMaker, EduSoft) and secondary options for students to earn college credit.

While one can argue the pros and cons of any or all initiatives, the point is that TPS has too many programs and initiatives that are similar in intent going on at once. Both time and fiscal resources are wasted, requiring teachers and students to spend their efforts on potentially duplicative programs without knowing which, if any, renders the most positive results.

TPS uses several electronic testing programs to determine student achievement throughout the year. However, a lack of accountability for their use, systematic analysis of data at the classroom level, and a lack of comparative evaluation leave questions regarding return on investment unanswered.

Several (such as STAR and SuccessMaker4) provide teachers, principals, and district leaders information on individual student strengths and learning needs. Both adapt to student ability levels as they either answer questions correctly or incorrectly. Reports varied in the extent to which the data are being used at the school and classroom levels where the data must be used. Others expressed concern about the correlation of Edusoft and district curricula it is intended to measure as well as its regular use by teachers to inform instruction.

The district's lax approach to accountability and past practice of deferring decisions to contract language, instead of placing them and the authority for implementing them in the hands of administrators, prevents TPS from ensuring that data are used at the classroom level. Until that is changed, the expenditure of time and money is questionable, at best. Reports were not consistent regarding the use of SuccessMaker4 (SM4) data. In fact, testimony revealed doubt that the information it provides on student progress is used uniformly across the district.

A January 2013 teacher survey (**Exhibit 3-10**) on the use of SuccessMaker confirms issues with the use of the program.

At this juncture, TPS is confronting the need to upgrade the program either to SM5 or SM6, either of which will cost the TPS huge sums of money. Now would be the logical time to evaluate the use and effectiveness of the data SM4 provides teachers and how it impacts instruction or re-teaching before committing to such an expenditure in such tight economic times. The survey is a good beginning point. If an evaluation deems it effective, then Evergreen recommends upgrading to SM6 rather than SM5 as training will need to be offered with both, so the district would save professional development dollars and time by purchasing a program that would entail only one training schedule.

Exhibit 3-10
Teacher Responses to SuccessMaker Survey
January 2013

Question: Have students been stuck on the same reading story without advancing?		
Answer Options	**Response Percent**	**Response Count**
Yes	65.2%	122
No	34.8%	65
Answered Question		187
Skipped Question		8
Question: Have the students experienced the computer freezing in math or reading and then logs the student off?		
Answer Options	**Response Percent**	**Response Count**
Yes	89.1%	171
No	10.9%	21
Answered Question		192
Skipped Question		3

Source: TPS Curriculum Department, 2013.

Another example of a program touted as effective, but which has not been evaluated to substantiate that claim, is the Reading Academy Intensive Support Education (RAISE) which has been used primarily in the lowest performing schools in the district. RAISE has been in use about five years and MAPS, the math equivalent, about two years. The difference is that MAPS

strategies are integrated into instruction throughout the entire school year and RAISE is a concentrated 43-day, 90-minute program used with 3rd grade students prior to the Spring administration of the Ohio Achievement Assessment (OAA). Some data were provided regarding student scores, but no description of the methodology used to arrive at them was provided. It is credited by TPS staff as having excellent strategies underpinning it.

It is intended for those students who did not pass the Fall OAA administration. However, data are not used to identify the students who need the program so it is taught as a whole group program in which the teacher and the school reading coach work with students, regardless of whether they passed the fall test or not. One anecdotal story shared that one child who had passed the fall test became a behavior problem during RAISE in the Spring. During those 43 days, other reading instruction stops. By some reports, math instruction stops as well in some schools. Additionally, testimony varies as to whether special education students are included in the instruction or not.

Some staff purport that the program is effective, but other testimony relates that there is no cohort growth—even among students who have participated in the program from 3rd through 5th grade. The strategies apply across grade levels and those students have had 129 days of RAISE in those three years so growth should be very evident if the program is so successful that schools are required to use it. That is especially troubling because students do not have to read on grade level to pass the 3rd and 4th grade OAAs, but the 5th grade lexile level is at the 6th grade reading level.

Although the program is only 43 days of the year, schools are required to have reading coaches to implement it—and it is required at those identified schools. Neither of these requirements is supported by evidence of effectiveness. Having a required reading coach for 43 days of instruction is expensive to the district. And, as in other findings, when principals do not have the authority for hiring the reading coach, their contribution to the school varies considerably with some coaches extremely effective in moving student achievement through their coaching throughout the year and others are not.

STAR assessment data are correlated to the OAA so they could be used as pre-and post-tests to determine student growth and readiness for the assessment as a result of RAISE intervention but again, no data were provided. One school actually did perform that analysis and did not see student growth. However, schools are told they must implement the program, despite no evidence of its effectiveness in meeting intended goals and despite two out of three of the SIG elementary schools asking last year not to be required to use it.

Another reflection of the district's lack of focus is that TPS offers students several types of opportunities to earn college credit instead of choosing the one that best meets student needs and ensuring that students understand the opportunities, teachers are prepared to teach them well, and the program is done well. TPS offers Advanced Placement (AP) courses with 343 students enrolled this year. Although many TPS staff noted that few students who take AP courses pass the tests, a request for such data yielded no report. Rather than the data being available at the district level, as would be expected, Evergreen was told that each school kept its own data. Additionally, some staff interviewed stated a belief that the reason more students are not enrolled in the distance learning courses (many of which are AP) is that they are not well-prepared to succeed in those advanced courses.

Beyond AP courses, TPS offers students opportunities to earn college credit at the same time they are earning high school credit through a program called Lourdes High School Scholars (LHSS) and through postsecondary enrollment options (PSEO) at specific public or private colleges or universities to which the students apply. Only 85 students are enrolled in PSEOs for the 2012-13 school year. Furthermore, the LHSS program only offers students credit at Lourdes University. Thirty-five (35) students are currently enrolled in this program.

Furthermore, data provided to Evergreen on some programs demonstrates a need for progress monitoring to make interim program adjustments to improve results for students. Credit Recovery (CR) is a good example of where that has happened and data have been used to fine-tune program policies. **Exhibit 3-11** provides data on student enrollment in Credit Recovery at TPS high schools, and shows low percentages of students passing courses taken in 2011-12.

Exhibit 3-11
TPS Credit Recovery Programs
2011-12 School Year

School	Number of Students Enrolled	*Number of Semester Courses Students Enrolled	Number of Semester Courses Passed	Percent Passage Rate
Bowsher	195	269	71	26%
Rogers	176	303	117	39%
Scott	108	183	21	11%
Start	186	329	41	12%
Waite	116	160	63	39%
Woodward	159	276	22	8%
Totals	**940**	**1520**	**335**	**23%**

Source: TPS Curriculum and Instruction Division, 2013.

*Duplicated count

With 1,520 courses attempted and only 335 being passed, the maximum percent of students at any school passing and earning credit was only 39 percent. And, the average was 23 percent, demonstrating questionable program effectiveness. When the Director responsible for Credit Recovery took over, those data indicated a need for program changes that were made. The CR Committee monitored program implementation and changed policies. For example, the CR Policy Booklet states on page two "Students are limited to one (1) semester course at a time," whereas previously low-performing students had been able to take multiple CR classes. Now students are given a goal sheet to monitor their own progress through the program. Conversations with staff reveal that the changed policies will likely result in a greater percentage of students passing courses for the 2012-13 school year.

Exhibit 3-12 shows programs that have been purchased to inform teachers of student progress/achievement at various schools and grade levels. Beyond these purchased programs are district-developed programs with similar purposes (such as MAPS and RAISE). All take teacher and student time and require fiscal resources for their support—often in the form of personnel. If these programs do not require additional personnel, they likely interfere with instructional continuity as they go in and out of classes. Again, a multitude of duplicative programs with similar intents diffuses effectiveness.

Exhibit 3-12
TPS Curricular Programs and Related Costs
2012-13 School Year

Program	Vendor	Target Audience	Use	Cost
Read 180/System 44	Scholastic	Pickett, Glenwood, Robinson	Coaching and student intervention	$165,259
Read 180/System 44	Scholastic	Scott HS	Licenses, training, books, support, hosting	$138,447
Do The Math	Scholastic	Grades 6-10	Intervention	$49,245
STAR Early Literacy, Reading, Math (Each building did something different; used Title I funds)	Renaissance Learning	Grades K-8	Quarterly testing and progress monitoring	$239,763
Edusoft	Riverside Publishing	Grades 5-10	Science and SS 3-5 Content Alignment 2012-13	$37,395
	Riverside Publishing		Science and SS 3-5 Content Alignment 2012-13	$96,060
SuccessMaker4, Waterford	Pearson	SuccessMaker Grades K-8 Waterford K-2		$1,754,490
Total				**$2,443,364**

Source: TPS Curriculum and Instruction Division, 2013.

TPS must:

- evaluate program effectiveness;
- identify those with similar intents;
- determine the ones most effective;
- integrate effective components of ineffective programs into effective programs, if indicated; and
- stop committing time and money to all current programs, and instead commit resources to the most effective ones.

Exhibit 3-12 shows that, in TPS, there are many adopted assessments and programs in the various content areas, all of which are to include the state standards. Although TPS has begun holding meetings for teachers to begin to integrate common core into its curricula, there was vague and inarticulate conversations with Evergreen as to how all these curricula interface, provide an integrated approach, and articulate uniformity Pre-Kindergarten through 12.

The TPS leadership wisely chose a contract with Authentic Education to attempt to integrate a comprehensive approach to focusing on student performance into the district's way of work and embed class visits to ensure fidelity. Their website professes that, "We aim to exceed client expectations by leaving them better equipped to tackle their most challenging issues. We succeed when clients become more proactive in making school more learning-centered and results focused." This is exactly what TPS, as many other districts, needs.

However, when investing in any program, a district must put processes in place to ensure that it is implemented with fidelity and that evaluation demonstrates that has occurred. A year of the program cost $2.4 million plus an additional $35,000 for books, $8,000 for printing, and $100,000 for subs and stipends for a total of $2,543,000. Yet, poor planning prior to initiating the program prevented its implementation with fidelity. Insufficient substitutes were available across the district for all teachers to be trained in a timely manner. Some schools reportedly subscribed to the concepts and have worked diligently to implement it with fidelity despite the challenges while others have not. Thus, these funds were neither efficiently nor effectively spent as they have not led to the intended districtwide approach to systemic improvement. Data relating the degree of effective implementation are anecdotal.

Systematically collecting and analyzing information regarding programs—both qualitative and quantitative— will provide district leaders evaluative information they can use to make decisions about the effectiveness of programs and procedures. TPS can then decisively correlate available data with program success and implementation fidelity. A regular examination of mid-year data sources at the district level for programs would allow project/program modifications to improve or assess its impact on students, teachers, or the school climate. This analysis can also provide valuable information on which students are or are not benefiting from the program and to what extent. In addition, analysis of other readily available data sources could shed light on the effectiveness of program elements, but are not yet routinely tracked for making determinations that could guide interim modifications or future purchases.

The purpose behind a comprehensive evaluation of all aspects of a program is to glean quantitative, qualitative and anecdotal information to inform decisions about additions, deletions, or revisions to the program, as well as about the effectiveness of the program as a whole and its individual elements. Such information is essential to aligning scarce district resources with effective practices. When procedures are in place to examine program effectiveness, the district can be assured that its funds are being spent where the greatest benefit accrues.

Research and program evaluation are critical to creating high performance schools and a central office organized by principles of high performance management. One aspect of evaluation is the need to identify the match between programs being considered for students and their academic needs and demographics. Additionally, programs in place should have formative evaluations conducted to determine the need for change and to refine strategies for effectiveness.

Without having a system of identifying programs to be regularly evaluated and then administrators having the authority to see that they are implemented with fidelity, TPS puts itself in the position of funding programs that are not meeting the intent behind their adoption and/or spending time and dollars on ineffective programs. Use of an ongoing systemic and systematic means of continuous program improvement keeps many factors that affect student achievement at the forefront of staff's minds. It further focuses resources and training in areas where they are most needed.

RECOMMENDATION

Recommendation 3-8:

Develop a plan and timeline for the evaluation of educational programs and services, and regularly use it to make funding and program decisions.

The regular use of data accompanied by program evaluation will enable TPS leaders to know which programs are effective, and where goals and implementation strategies for each may overlap so that they can plan for more effective and cohesive implementation. This action would lead to cost savings in terms of focusing dollars and effort on using the data from singular effective programs to implement them well. The use of data would also equip TPS leaders with objective knowledge to inform decisions relating to program adaptations or strategic abandonment.

Effective districts not only examine programs that are required to be evaluated by state or federal requirements, but also new initiatives and district processes to determine if they:

- are effective;
- remain relevant;
- need revision or even elimination;
- reap benefits for the intended student audience; and
- are still meeting their intended purposes.

When, in the long-term, performance metrics focused on improving student achievement are developed and monitored, the district's processes will continue to build upon success, leading to ongoing improvement in practices and outcomes. Preliminary data from the changes in the TPS Credit Recovery Program indicate the success of responding to ongoing progress monitoring. This recommendation should be implemented prior to making the decision about expanding or continuing SuccessMaker. Focusing on efficacy and the cost effectiveness of programs will also assist TPS in maintaining instructional continuity with teachers in classrooms and reduce professional development expenses. This in turn increases TPS's ability to implement fewer programs with greater fidelity and analyze relevant data to improve student performance.

This recommendation must be negotiated.

FISCAL IMPACT

This recommendation can be implemented with existing resources. It is highly likely to result in decreased costs by identifying effective programs that best meet student needs and eliminating those that do not. For instance, the TPS currently spends $239,763 annually on STAR testing which is required by the State and correlated to state tests. Many TPS staff testified that the data from it are examined. Others noted that it offers similar information to that provided by SuccessMaker. If the district were to more faithfully use STAR data, for example, it might be able to eliminate SuccessMaker in its entirety, saving the district the $1.7 million for that program. Even if TPS were to keep that program, a conservative estimate for eliminating duplicative programs and focusing on high quality implementation of those determined by data analysis to be most effective is $300,000 annually.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate Duplicative Programs	$300,000	$300,000	$300,000	$300,000	$300,000

3.3 STAFFING

In order for a school district to fulfill its educational responsibilities to its students, parents, staff, and community, it must be properly staffed. Proper staffing means:

- providing sufficient personnel to enable the district to educate its students;
- ensuring that teachers and administrators have the capacity to meet the needs of all sectors of students and the individual needs of specific students;
- ensuring that administrators are strong instructional leaders who grow continuously in their jobs and foster growth in others;
- providing sufficient support staff to focus on the roles and responsibilities for which they were hired; and
- ensuring that staff are equitably distributed in the positions so all students are receiving similar levels of support for their educations.

FINDING

In some cases, union contracts prevent the district from staffing schools or curriculum offices with personnel best equipped for student or district curricular needs. This prevents those tasked with leading schools and the district from focusing leadership attention and efforts toward improving student achievement. Examples include:

- When vacancies occur within departments with needs for specific knowledge and skills, seniority is foremost in consideration of placement and well-trained and qualified individuals do not go to the head of the line despite their skills, interest, experience, or training that match district needs. This has the potential to undermine (and has) essential processes in departments such as payroll when staff with an interest and necessary skill are lost and not replaced with those with similar abilities. This is counterproductive to the district's needs, budget, and productivity as it requires much additional training, sets essential operations back, and puts people in jobs they are not truly interested in.
- A school leader may work with staff to identify a change/process/program that all agreed is beneficial to students or themselves as a group, thus, creating a cohesive, knowledgeable, productive team committed to their contributions. Staff interviewed described the Joint Curriculum Committee as a theoretical platform for presentation and approval of a novel idea. In the process, a principal and his/her teacher(s) take an idea for an innovative approach through their building level processes of approval by the building committee and building representative. After approval at the building, a teacher from the school presents the idea to the committee comprised of more teachers than administrators. Testimony revealed though that during the presentation, often contentious and without the opportunity for the principal to present the idea, the idea is often tweaked to the point of being contrary to what the educators in the building had intended. Thus, beyond the principal's authority being undermined by negotiated district

processes, so is that of the teachers at the school. This cumbersome process likely led to one person's observation that "innovation has been stifled." Additionally, with cuts and the way union contract dictates bumping, many of those willing to embrace change can be lost, forcing the process to begin again rather than building upon prior successes and expanding the group committed to the concept. This type of undesirable effect has been precluded at TTA.

- Because vacancies or RIFs are dictated by contract language, a bumping of one person can affect multiple schools, causing a lack of instructional continuity for students in numerous classrooms and schools, as well as the addition of new staff mid-year that are not familiar with a school's procedures, norms, mission, programs, or culture or the students in their classes. Union contract allows "preferencing" after school begins as a result of a change in the number of classes in a school. This is allowed through January 31st and potentially causes a domino effect on changes in teachers for students in schools across the system. Teacher preferences, right to return, and lateral transfers are all in play until that point.

RECOMMENDATION

Recommendation 3-9:

Examine staffing issues related to seniority and bumping, and discuss with the union the impacts on students and operational integrity to make student-centered changes.

Enough examples were provided during the site visit of negative consequences on classes and office operations that this issue needs to rise to the forefront of union-management conversations. The entities need to talk to their respective members and go to the table prepared for give and take discussion of what is good for students and the programs represented by teachers and administrators. When curricular and instructional offices are not properly staffed with trained personnel, the ability of district programs to be well-implemented for the benefit of students is impaired. Compromises between teacher, student, and district needs must be achieved (also see **Section 4.6** in **Chapter 4**).

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Evergreen received information on the number of Teachers on Special Assignment (TSA) positions in TPS that varied from over 100 to the most recent list of about 70. Despite the long-standing practice of having such positions, there are few job descriptions that detail responsibilities, reporting relationships, or accountability for job responsibilities. Most that were available were dated and some were duplicative and without dates, impossible to tell which was the most recent.

Exhibit 3-13 shows the most recent list of positions, assignments, and funding sources provided to Evergreen soon after the site visit.

Exhibit 3-13
Teacher on Special Assignment Positions
February 26, 2013

Position	Number of Staff in Position	Funding Source	Assignments
Data Coordinator	20	Title II-A	Schools
Reading Support Teachers	2	Title I	Administrative Building
Math Support Teachers	2	Title I	Administrative Building
Science Support Teachers	2	Title I	Administrative Building
Instructional Planner	1	Title I	Administrative Building
Hispanic Outreach Teacher	1	Title III	Administrative Building
Transition Coach	1		Devilbiss
RttT-Intern Consulting Teacher	14	Race to the Top	Devilbiss
RttT TRACS Coordinator	1	Race to the Top	Administrative Building
School Consult Teacher	3	Race to the Top	Devilbiss
RttT Coordinator	*.5	Race to the Top	Administration
Intervention Assessment Teacher	*.5	Race to the Top	Robinson
Peer Coaches	17	Title I	15 Schools (two schools have two)
Intervention Assessment Teacher	2	School Improvement Grant (SIG) (g)	Pickett
Educational Technology Trainer	1	SIG (g)	Robinson
Science Support Teachers	3	2 Title I, 1 SIG (g)	3 schools
TOTAL	**71**		

Source: TPS Office of Director of Compensatory Programs, 2013.

*same person

Of the 71 positions on that list, 27 or 38 percent, are housed at either Devilbiss or the Administrative Building. Seven of them (the Academy teachers and the Instructional Planner) were discussed in **Recommendation 3-1**. The 20 Data Coordinators are discussed in **Chapter 10.**

Evergreen suggests developing a job description for all TSA positions. For some, there are multiples without dates so it is impossible to tell which is the most recent and applicable; others are quite old. Without a clear job description, an employee cannot tell for what he/she will be held accountable. This makes meaningful evaluation and professional growth related to job expectations impossible.

There are two job descriptions for the Instructional Planning Consultant. One essentially states that the person will be "working within a team of teachers and administrator;" a list of qualifications is included. This job description notes that those interested submit their written request by 6/15/99. The other job description is not dated at all, but more clearly designates that the position reports to the "Executive Director, Curriculum Services," a position which does not

currently exist. However, there is a handwritten note to an individual stating that "I do not want these people doing any work for curriculum directors and none at their direction." It is initialed, but Evergreen was not able to determine its origin. The Human Resources Director and union president have the authority to develop or change job descriptions. That note indicates a desire not to have critical positions with responsibility for the stated job responsibilities such as "planning and development of curriculum programs," "consultation in the assessment of programs," and "assist(ing) in conducting inservice" reporting to district-level curricular leaders.

Lists of staff varied greatly depending on the kind of list (Word or Excel), by whom it was provided, and at what point in this audit it was offered. Evergreen believes this is due to district data and record-keeping processes and not through any intent to mislead. However, as a result, it is nearly impossible to determine with certainty the numbers of teachers on special assignments and other positions. To that point, additional documentation was provided after the initial report was made available.

RECOMMENDATION

Recommendation 3-10:

Develop job descriptions with accountability strategies for all curriculum and instruction positions and eliminate district-level Teachers on Special Assignment who do not directly support school buildings.

In job descriptions, there should be clear reporting relationships, expectations, and qualifications for the positions. All efforts should be made for there to be regularly scheduled meetings between these individuals and the individual assigned to supervise them. This change will ensure that those who are assigned to be in the schools supporting TPS initiatives, and helping embed professional development into classrooms to translate into improved student achievement are doing so uniformly across the district. This recommendation is meant again to ensure uniformity of implementation of district-determined priorities in all TPS schools. This recommendation also returns responsibility for curriculum, instruction, assessment, and professional development to administrators hired to lead school reform and instruction.

This recommendation will need to be negotiated.

FISCAL IMPACT

The elimination of the additional seven positions not previously addressed in **Recommendation 3-1** and **Chapter 10** at the Administrative Building and Devilbiss is calculated based on the average salary and benefit costs used for teachers of $75,660. Since each individual receives any number of supplements, these figures are not exact, but are used to illustrate potential savings.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate Seven Teachers On Special Assignment	$529,620	$529,620	$529,620	$529,620	$529,620

FINDING

TPS spends thousands of dollars each year on supplemental contracts for staff to conduct tasks that are expected to be completed beyond the regular work day. However, a lack of oversight and accountability does not ensure that either the jobs are being done or that they are being completed after normal work hours. Furthermore, often when employees leave positions for other acting positions, they carry with them supplements that applied to former roles that are no longer relevant to their job responsibilities. When that happens, the district hires someone else on another supplemental contract to perform the duties that person formerly performed. This practice costs the district funds that could be better spent for other purposes, particularly when you take into account the lack of accountability for these paid positions. Evergreen did not find job descriptions for many positions that described specific expectations for the additional contract.

Several staff reported that this was to help compensate them for moving to lower paying positions. One person gave two examples, one personal and another anecdotal. By taking a higher administrative position, the individual actually took a reduction in pay due to losing supplemental funds that were attached to their former position.

It is common in most districts for employees to receive supplemental contracts for additional responsibilities *beyond* the regular instructional day. These supplementals largely apply to positions such as coaching or jobs that decidedly take additional time such as yearbook advisor. However, in TPS, they apply to responsibilities as broad as "building test coordination and designing the master schedule," tasks which in the majority of districts around the nation are an integral part an employee's regular daytime responsibilities. In peer districts with which Evergreen communicated, none provided supplemental funds for tasks considered, in one person's words "as part of their employment responsibilities."

Evergreen received three different sets of data regarding supplements. The most recent documentation provided by the district shows that FY 2012 costs for supplemental contracts for Object 00113 are over $3.2 million with projected costs for FY 2013 increasing to over $3.6 million. An examination of specific supplementals shows, for example, that ten supplemental contracts are paid to people in the position of Intervention Specialists. They total $47,584. However, of those ten supplements, one goes to one individual, two to another, three to a third, and four to a fourth person. So, the supplements of $47,584 paid just to one group, go to only four individuals. This reinforces the question of how effectively individuals who receive numerous supplementals can accomplish the tasks related to each, especially when considered to be beyond the normal scope of their job responsibilities. It also underscores the need for there to be oversight and accountability for achievement of those tasks. Evergreen is striving to make two points: (1) that supplemental contracting costs the district funds over which little oversight and accountability are exercised and often for responsibilities that should be an expected part of normal position-related duties; and (2) drilling down to actual costs that are certain is challenging at best.

Many employees receive more than one supplement for their responsibilities that are reported to be beyond the regular scope of their jobs. This further skews the supplements available to staff and raises the question of just how much one person can do in a day if the supplements are truly for work beyond the normal scope of their jobs. As with the last finding, it is difficult to determine the number of staff receiving them as the numbers have changed from one iteration to the next of spreadsheets sent Evergreen.

An examination of the supplemental spreadsheet originally sent to Evergreen shows:

- The average supplement for 17 Teachers on Special Assignment listed on the spreadsheet is $4,282; however, those 17 supplements are divided among 11 people.
- The ten supplements averaging $4,758 for Interventionists are shared by only four people.
- The 22 supplements for Intern Consultants averaging $4,217, are divided among 13 people.
- The 21 supplements for Directors, averaging $2,651, are shared by eight positions.

RECOMMENDATION

Recommendation 3-11:

Eliminate supplementals for activities that are directly related to staff job descriptions.

While some teachers receive no supplemental income, others receive over $9,000 for one supplement. The amounts that many employees receive for multiple supplements are between $10,000 and $20,000. In many cases, employees receive supplemental contracts for tasks they no longer perform while others are hired and paid supplementals to perform those tasks. Thus, the district frequently pays for the same work twice.

TPS should examine its supplemental policy regarding:

- relevance to normal job responsibilities;
- cost to the district;
- relationship of the assigned supplemental tasks to work beyond the school day;
- the possibility of accomplishing the same goals with flex time, if time before or after school is required;
- accountability for earning the supplement beyond the normal work day;
- ability to achieve supplemental responsibilities beyond the normal work day; and
- salaries paid relative to job responsibilities.

TPS should then determine the relationship of the tasks to the job and the salary offered for the position. It is likely that a compensation and classification study could assist with this evaluation as recommended in **Chapter 4**.

This recommendation will need to be negotiated.

FISCAL IMPACT

Using the figure of $3.6 million for next year's projected budget and eliminating a minimum of 25 percent of supplementals through the process identified above, would save the district about $900,000 annually. Evergreen estimates savings far greater, though, with careful scrutiny of the factors listed in this finding and recommendation.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate Some Supplements	$900,000	$900,000	$900,000	$900,000	$900,000

3.4 PROFESSIONAL DEVELOPMENT

Over the last 15 years, the concept of professional development for teachers and administrators has undergone a paradigmatic shift. The old model of expert-driven, off-site workshops, attended by teachers and administrators according to their interests or mandated for all by the district, has been replaced by a model of collaborative, constructivist learning focused on supporting improved teaching and learning, and delivered at the school site as part of teachers' regular routines. This job-embedded, research-based learning community approach requires teachers to reflect on student achievement levels as a function of their practice and collaboratively address ways to enhance instruction to promote higher levels of student achievement. The broad descriptor for this process is the Inquiry Model of Professional Development, and it is through the inquiry process that school communities can create short-term continuous improvement cycles that, when connected and focused on instructional practice and student learning, lead to whole school improvement.

In 2001, the National Staff Development Council (NSDC)—now Learning Forward—developed a set of standards for professional development that supports the whole school improvement effort. These standards were organized around the context, processes, and content necessary for teachers to focus their expertise on improving instruction and student learning at all levels of a school district.

According to their website, the standards have since been re-envisioned now a third time to outline:

> *…the characteristics of professional learning that lead to effective teaching practices, supportive leadership, and improved student results. Learning Forward, with the contribution of 40 professional associations and education organizations, developed the Standards for Professional Learning. The standards make explicit that the purpose of*

> *professional learning is for educators to develop the knowledge, skills, practices, and dispositions they need to help students perform at higher levels. The standards are not a prescription for how education leaders and public officials should address all the challenges related to improving the performance of educators and their students. Instead, the standards focus on one critical issue -- professional learning.*

The standards now include:

- Learning Communities
- Resources
- Learning Designs
- Outcomes
- Leadership
- Data
- Implementation

These standards recognize that teacher capacity is built within learning communities committed to improving teacher skills and knowledge toward the end of increased student achievement. Increased teacher effectiveness "requires prioritizing, monitoring, and coordinating resources for educator learning." Outcomes are aligned to "educator performance and student curriculum standards." Leaders must be committed to setting the stage for ongoing professional learning among staff. Examining and using a variety of data sources underlies high quality professional learning through the planning, implementing and evaluating processes. Effective implementation applies research for sustained, supported change leading to improved student learning, and teacher capacity.

FINDING

Toledo Public Schools is hampered in its efforts to develop teacher capacity by past practice and contractual provisions. Few professional growth opportunities can be offered to teachers during the day as a result of union pressure to provide training at times when staff can receive additional compensation. The only way TPS can currently implement enough professional development is to provide it during the school day or pay a high mandatory hourly rate for training after school hours. Offering training during the school day removes teachers from their instructional responsibilities to their students.

Many interviewees stated that educators would not attend unless they were compensated. Others even noted that, when some staff attended "mandatory" training for which they received additional compensation, they chose not to take the accompanying materials as they had no intention of implementing the program and knew that administrators had no authority to oversee their implementation.

TPS is hindered by union contract provisions and related costs in implementing professional development to the extent that it changes teacher practice. This hinders, to a great extent, both instructional progress and the ability to grow teacher capacity, and improve student achievement.

Excerpts from contract language restricting district leaders in their ability to offer professional learning opportunities that will build teacher capacity and lead to improved student achievement include:

- *A TPS-TFT Local Professional Development Committee (LPDC) will be established for the purpose of reviewing course work and other professional development activities completed by educators within the district for renewal of licenses.*

- *The LPDC will be composed of four teachers, one building level administrator and a Human Resource Director, and will be chaired by a teacher member. The Federation will appoint all teachers, including replacement members in the case of vacancies, and the chair of each committee. (p 101 see below) The LPDC will establish criteria, operating procedures and guidelines, forms, and appeal procedures.*

- *The Federation Staff Development Control Board shall be composed of six (6) teachers appointed by the Federation. The Director of Training and Development and the president of the Federation shall serve as co-chairpersons of this committee and shall consult regarding committee appointments.*

- *Teacher members of other Staff Development committees shall be appointed by the Federation.*

- *In-service or seminar programs offered district-wide involving the teacher bargaining unit shall be reviewed and approved only by the control board if the in-service is outside regular teaching hours. Likewise, in-service or seminar programs offered by schools or departments at the building or department level, or within a feeder pattern, shall be reviewed and approved by the respective building representative(s). above similarly, those offered "during normal school hours affecting the teacher bargaining unit shall be offered only after consultation with the teacher members of the control board"*

- *In-service for the individual schools or departments, feeder patterns, or on a districtwide basis, shall continue to be paid at the negotiated hourly rate when such in-service is conducted outside the normal school day.*

- *Attendance at in-service or seminars conducted outside the normal school day is voluntary.*

- *In the event of any legislative changes, a majority of teachers will continue to constitute the LPDC.*

TPS identified Authentic Education as a means of working within the union contract to change instructional practice and planning, and make it consistent from Grades K-12. The teacher training is accompanied by leadership training and classroom support so that school leaders can reinforce teacher learning. This is especially important with the mobility rate in TPS. However, substitute issues forced a scaling back of planned training. Thus, the district has expended tens of thousands of dollars on professional development without adequate planning or authority to ensure that the funds result in changed teacher practice leading to improved student achievement.

RECOMMENDATION

Recommendation 3-12:

Pilot professional development initiatives in a few schools where faculty have shown interest or students have demonstrated a need before expanding districtwide.

As noted earlier, in the Toledo Technology Academy, teachers are regularly involved in professional learning opportunities, often of their own choosing, but approved by the Director. This is likely directly due to the close relationship between the governance board and school staff that helps all participants understand the importance of ongoing professional growth to build teacher capacity and, as a result, a personal sense of efficacy. This same kind of commitment to personal professional growth should be fostered for all TPS staff.

The personal and professional development of all staff must model the learning expected of students. Without staff growth opportunities being encouraged and offered by the district, educators and other staff can neither remain in touch with current trends and research nor be well-prepared to challenge students to higher learning opportunities.

Committed staff will build a foundation for the district to then move forward in developing a comprehensive professional learning plan as they begin to approach professional growth of staff more systematically by piloting training where the ground for success is laid with interested. Such a guiding document that takes into account student performance data, varying levels of teacher skills and knowledge, and student characteristics will focus the precious time there is in TPS for professional learning. An effective comprehensive professional learning plan connects the school and district improvement action plans, and uses the Learning Forward standards to ensure the plan's quality, coherence and effective implementation.

TPS must make professional development a higher priority if it is to change student learning. The district must base its offerings on a data-based analysis of student needs and identify core required professional development geared to address these needs. An annual needs assessment should also inform TPS planners of teacher needs. Accountability should be part of the plan to ensure that adult learning is tied to student needs, that district dollars expended are maximized, and that there is a plan for participants to demonstrate learning either through sharing at faculty meetings or through assignments tied to the training.

Finally, the district's approach to professional learning must recognize that teachers have different needs and abilities depending on their own experiences and backgrounds, and develop a tiered approach to training rather than a "one size fits all." This approach should take into consideration the needs of adult learners and develop the specific skills and knowledge needed by each teacher, much like differentiating instruction for students.

The same process as is proposed in **Recommendation 3-6** should be used for this recommendation.

This recommendation will need to be negotiated.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The benefit, though, of its implementation will be that the dollars expended for professional growth will reap the intended benefits for teachers and students by piloting the growth opportunities at schools where staff are invested in the merits of the training for themselves and their students.

3.5 SPECIAL EDUCATION

Special education provides supplemental or extended support for students and their families, and enhances student performance and academic achievement. Special education is provided to supplement, accommodate, or modify the general academic course of study, and is intended to provide adequate support to ensure the academic success of students with disabilities. The student support role is to provide supplemental or extended support for students and their families that contribute to enhanced student performance and academic achievement.

The Individuals with Disabilities Education Act (IDEA 1997) mandates that special education services be provided to students with disabilities in the general education setting to the greatest extent possible. No Child Left Behind (NCLB) reinforces that goal with its express expectation that all students will be proficient by 2013-14. Towards that end, for years many districts have provided training and encouragement to help regular classroom teachers learn how to accommodate the needs of special education students in their classes.

While cost containment should always be a consideration in all school district departments, special education departments are often hampered more than other departments in that effort and a balance must be maintained between cost and quality. Federal laws related to special education which impact the bottom line of special education spending require that:

- districts provide a Free Appropriate Public Education (FAPE) to students with disabilities;
- students be served in the Least Restrictive Environment (LRE) so, as much as is feasible and meets their needs, they should be included in general educational experiences and classes;
- students be evaluated regarding their needs and together with parents, a team of educators and other specialists develop an Individualized Education Plan (IEP) for each student placed in the special education program;
- at each annual review, Assistive Technology is a required area of assessment and discussion; and
- students have access to the general curriculum and state frameworks.

The Federal Rehabilitation Act: Section 504 extended opportunity and access to all individuals with disabilities, including those in regular, not special, education programs. Furthering

equitable treatment for all individuals, the 1990 Americans with Disabilities Act extended the goal of eliminating discrimination against individuals with disabilities even more. More students than ever are now eligible for services most frequently offered through or supported by special education departments. Those laws, along with advances in medical technology, have opened opportunities for more students than ever to receive their education in the public schools of the nation.

FINDING

Toledo Public Schools has recognized a need to make a concerted effort to remedy long-standing needs in serving its students with disabilities. Due to concerns about the TPS special education program, the State sent a consultant in to assist the district in addressing deficiencies in compliance. She has since become the TPS Special Education Director. A copy of the compliance report is very specific in addressing each concern identified by the Ohio Department of Education (ODE) and developing strategies, tools and timelines to ensure that compliance will not be an issue in the future. All reported strategies have been completed.

COMMENDATION

Toledo Public Schools is commended for beginning to strengthen its special education program.

FINDING

The 2011 and 2012 State Indicators Reports show that TPS did not meet Adequate Yearly Progress Report (AYP) either year. The performance of Students with Disabilities was a primary contributing factor. Yet testimony indicates that little has been done to address the learning needs of those students. This is indicative of the district's general historical approach to educating these students.

Exhibit 3-14 shows the student subgroups that did not meet AYP between the 2008-09 and 2010-11 school years. The exhibit reveals that in all of those years, Students with Disabilities (SWD) did not meet reading or mathematics proficiency expectations nor did they for the subgroup as a whole. The reports indicate that the proficiency of several TPS subgroups of students contributes to the district's not meeting AYP. The data further indicate the need for TPS leaders to examine the specific performance data of those students and develop strategies to address their learning needs.

Exhibit 3-14
Adequate Yearly Progress
for Selected Student Groups
2008-09 through 2010-11

2008-09					
Adequate Yearly Progress		**Economically Disadvantaged**	**Black, non-Hispanic**	**Students with Disabilities**	**Limited English Proficient**
Percent Proficient	Reading	Not Met	Not Met	Not Met	Not Met
	Math	Met	Not Met	Not Met	Met
AYP Determination by Subgroup		Not Met	Not Met	Not Met	Not Met
2009-10					
Adequate Yearly Progress		**Economically Disadvantaged**	**Black, non-Hispanic**	**Students with Disabilities**	**Limited English Proficient**
Percent Proficient	Reading	Met	Not Met	Not Met	Met
	Math	Met	Not Met	Not Met	Met
AYP Determination by Subgroup		Met	Not Met	Not Met	Met
2010-11					
Adequate Yearly Progress		**Economically Disadvantaged**	**Black, non-Hispanic**	**Students with Disabilities**	**Limited English Proficient**
Percent Proficient	Reading	Met	Not Met	Not Met	Not Met
	Math	Not Met	Not Met	Not Met	Not Met
AYP Determination by Subgroup		Not Met	Not Met	Not Met	Not Met

Source: reportcard.ohio.gov

Exhibit 3-15 shows a comparison of some components on the State Indicators Reports. This exhibit shows a decline in both the number of indicators met between 2011 and 2012. In 2011, the district met 5 out of 26 indicators (19.2%) while in 2012, it met 4 of 26 (15.4%).

A district that misses Adequate Yearly Progress (AYP) for three consecutive years in two of the same student subgroups is demoted by one rating level. For each year, 2011 and 2012, TPS did not meet AYP, so was eligible for a rating lower than Continuous Improvement. Additionally, the State provides for a "Value Added rating" enabling a district's rating to improve one level if the district exceeds expected gains in the current year. It may decrease one level if they are not achieved for two consecutive years. Between 2010 and 2012, the district rating decreased one level by the Valued Added rating. This led to the rating of Academic Watch in 2012.

Data in **Exhibit 3-16** show that between the 3rd and the 11th grade, the highest percent of Students with Disabilities (SWD) scoring proficient was in 12th grade writing where only 53.4 of students with disabilities were proficient compared to 98 percent of non-disabled students scoring proficient. The average percent scoring proficient of all non-disabled students in all grades on tested subjects was 77 compared to 32 percent of Students with Disabilities.

Looking deeper into contributing factors and performance trends to data like these at the district, school, and classroom levels can provide guidance in improving the performance of SWD throughout TPS. This kind of analysis will enable TPS to focus on specific curricular, instructional, and professional development needs, and move out of Academic Watch to begin a cycle of improvement for its students and schools.

Exhibit 3-15
Comparison of 2011 and 2012
State Indicators for Toledo City Schools

Grade	Subject	State Indicator Met	
		2011	2012
3rd	Reading	Not Met	Not Met
	Mathematics	Not Met	Not Met
4th	Reading	Not Met	Not Met
	Writing	Not Met	Not Met
	Mathematics	Not Met	Not Met
5th	Reading	Not Met	Not Met
	Mathematics	Not Met	Not Met
	Social Studies	Not Met	Not Met
	Science	Not Met	Not Met
6th	Reading	Not Met	Not Met
	Mathematics	Not Met	Not Met
7th	Reading	Not Met	Not Met
	Writing	Not Met	Not Met
	Mathematics	Not Met	Not Met
8th	Reading	Not Met	Not Met
	Mathematics	Not Met	Not Met
	Social Studies	Not Met	Not Met
	Science	Not Met	Not Met
10th	Reading	Met	Not Met
	Writing	Met	Met
	Mathematics	Not Met	Not Met
	Social Studies	Not Met	Not Met
	Science	Not Met	Not Met
11th	Reading	Met	Met
	Writing	Met	Met
	Mathematics	Not Met	Not Met
	Social Studies	Not Met	Not Met
	Science	Not Met	Not Met
Other Indicators		**2011**	**2012**
Graduation Rate		**80.5%**	**62.4%**
Number of Subgroups Missed AYP		**2**	**2**
Final District Rating		**Continuous Improvement**	**Academic Watch**

Source: Ohio Department of Education, 2013.

Exhibit 3-16
Comparison of Proficiency Rates by Disabled Status
State Indicators for Toledo Public Schools

Test Grade	Subject	N	Y
		Proficient Pct	Proficient Pct
3rd Grade	Reading	74.4%	41.2%
	Mathematics	72.3%	41.5%
4th Grade	Reading	78.5%	39.2%
	Mathematics	70.0%	24.3%
5th Grade	Reading	62.6%	25.2%
	Mathematics	51.2%	16.9%
	Science	48.4%	22.8%
6th Grade	Reading	80.6%	27.5%
	Mathematics	64.4%	18.9%
7th Grade	Reading	70.2%	20.8%
	Mathematics	61.3%	15.2%
8th Grade	Reading	77.1%	31.5%
	Mathematics	52.2%	16.9%
	Science	40.6%	10.6%
10th Grade	Reading	87.7%	30.2%
	Writing	92.8%	40.7%
	Mathematics	79.4%	19.4%
	Social Studies	75.0%	25.7%
	Science	70.8%	22.9%
11th Grade	Reading	93.9%	47.1%
	Writing	96.6%	50.6%
	Mathematics	89.5%	36.1%
	Social Studies	88.7%	41.4%
	Science	81.7%	35.4%
12th Grade	Reading	97.2%	47.3%
	Writing	98.0%	53.4%
	Mathematics	95.9%	40.1%
	Social Studies	96.4%	42.9%
	Science	91.9%	37.4%

Source: Ohio Department of Education, 2013.

The performance of Toledo Public Schools as a whole has declined over time. The performance of several groups of students calls for attention. Yet only recently has TPS even begun instituting inclusionary practices into its schools. To date, TPS has not done so in high schools. One of the concerns the State identified in its compliance visit was that "the district could not ensure a continuum of placement options as required by state and federal laws." That continuum has been a requirement for decades, but not part of the TPS approach to meeting the needs of its special education students. Anecdotal comments during the site visit indicate that these students, in many cases, are still not being considered as integral to the general student body in many cases.

A document titled *Toledo Public Schools Special Education Least Restrictive Environments* provided to Evergreen explains the reasons for implementation of changes to student services, noting:

- *The Toledo Public Schools has undergone Ohio Department of Education monitoring for many years.*
- *In response to ODE monitoring, TPS must offer a continuum of services to all students with disabilities.*
- *A Corrective Action Plan has been collaboratively developed by TFT, TAAP, and TPS administration and has been submitted to ODE.*

TPS efforts to include special education students in general education classes have not been underpinned with sufficient professional development to prepare teachers to understand the benefits, know how to collaborate for the benefit of all students in the classes, and thus, to effectively implement this change. Testimony varied about the planning that took place to prepare teachers for successful integration of these students into general education classes. A few stated that sufficient training was provided, but most TPS staff indicated that the training had been short, presenters late, and the training insufficient to make general education teachers comfortable with integrating students with special needs into their classrooms. Staff also noted a need for training for both special and general education educators on collaborating to teach classes although, once again, contract provisions limit the extent of that.

Examples comments include:

- *The SS will not supplant the services provided by the general education teacher, will not team teach, will not be responsible for total instruction of any subject area, nor be responsible for assigning grades or credit.*
- *The SS will be responsible for teaching prerequisite skills necessary for learning fundamental concepts of an objective or reinforcing concepts being taught in the general education classroom.*
- *In-Class Instructional Support Services may not supplant current Individual Small Group Instructors tutor services or any other current special education classes or services.*

Additional statements indicated that the transformation from elementary, junior high, and high schools into K-8 and high schools was fraught with challenges for special education students. Aspects of the implementation of its transformation plan have potentially placed TPS in the indefensible position of failing to implement state and federal laws despite the district's clear intent to address student needs. TPS staff stated that students were sent to schools without IEP changes having been made ahead of time. Then, teachers were told to change IEPs to reflect current placements of students. Many also noted that students who had previously been served only in self-contained classrooms had been placed in different settings during the transformation.

These unanticipated consequences likely occurred as a result of the haste of the transformation, but need to be addressed thoughtfully and remedied if still in place. Federal laws guaranteed a free, appropriate public education to each child with a disability in every state and locality across the country, opening access to educational programs not previously available to them. Under provisions in PL 94-142 and subsequent legislation expanding its scope, students were ensured provision of a "free, appropriate public education" in the "least restrictive environment." Interpretation of those expectations is expressed, among other documents, in the Twentieth Annual Report to Congress on the Implementation of the Individuals with Disabilities Act which "advocates support the inclusion of students with disabilities in all facets of the general school system, including the accountability system."

Additional impediments to fuller inclusion exist in contractual language. In the discussion of Intervention Response Teams (IRTs), the contract states: "Teachers must agree to the feasibility of the interventions to be implemented within their classrooms." This potential prohibition to inclusion could be ameliorated by more intensive training for both special and general education teachers. The contract further states: "A student's teacher will be invited to participate in all initial and/or change of program placement IEP conferences and will participate if release time is provided during the school day for this purpose." This, too, could be a detriment to successful inclusion if the teacher does not attend to learn about student needs and effective strategies for his inclusion.

RECOMMENDATION

Recommendation 3-13:

Develop uniform strategies that identify and target student needs and that ensure that all special education students are receiving appropriate instruction for their needs in the least restrictive environment in Toledo Public Schools.

The District Leadership Team should develop these strategies. Longitudinal data demonstrate the low performance of TPS special needs students. Data also suggest that TPS has not developed a plan for analyzing their specific learning needs, teacher's professional learning needs, or curricular or instructional needs. TPS leaders must become proactive in providing education for these students that not only meets their needs, but complies with both state and federal laws and regulations. TPS should identify impediments standing in the way, whether they are within the students, the curricula, the organizational structure, or contractual provisions and develop a plan immediately to remove them.

Ohio Section 3301-51-09 (delivery of services) very specifically states, "Each school district shall ensure that to the maximum extent appropriate, children with disabilities, including children in public or nonpublic institutions or other care facilities, are educated with children who are nondisabled." For years, many districts have provided training and encouragement to instill the desire and capability to accommodate the needs of special education students among regular classroom teachers. When that occurs, fewer special education teachers can serve in the capacity of modeling lessons, observing and providing feedback, providing consultative services, and/or working directly in classes side by side co-teaching with regular teachers. This model of service provision for special education students has been proven over time to integrate students with special needs seamlessly into classrooms and raise their achievement. This model additionally frees teaching positions that have been tied to self-contained classes for other instructional uses or releasing those funds for other district priorities.

TPS leaders should identify strategies that will support acquisition of skills over time in plans to embed inclusive practices districtwide. The division's current primary instructional delivery model impedes the development of teacher repertoires of practices that contribute to differentiation of instruction for all students and co-teaching between teachers. To effectively address there practices, it is essential to:

- offer professional development;
- develop procedures that create time for co-planning;
- monitor and support teachers as they learn and apply new skills; and
- encourage sharing among teachers who are more reticent in trying new practices with those who have embraced them skillfully.

As that proceeds, TPS will be better able to serve those students in regular classes and able to eliminate teaching positions that are tied to self-contained special education classes and channel the funds toward other district priorities.

Since TPS has special education department chairs who receive supplements for their services, they should become trained as leaders to individualize preventive measures for more students requiring additional support. The program could begin with a pilot in two schools and be expanded as experience and needs dictate. It is essential for staff in all schools to have the same awareness of intervention tools that can be suggested for use in general classrooms prior to consideration for referral to special education. Often, effectively serving students in general education classrooms prevents the need for special education program placement.

Exhibit 3-17 shows a comparison of enrollment by disability for TPS and its peer districts. The exhibit shows that TPS:

- has a lower percent of autistic students identified than peers;
- has a lower percent of Specific Learning Disability students identified than peers;

- is at the high end of districts in terms of students identified as Emotional Disturbance;
- has a lower percentage of students with Minor Other Health Impairments than peer districts;
- has a higher percentage of students with Cognitive Disabilities than peers; and
- is in the middle of districts in terms of students identified with Multiple Disabilities.

Exhibit 3-17
Enrollment by Disability
Toledo and Peer Ohio School Districts
2010-11 School Year

Disability	Percent of Total Enrollment								
	Toledo City	Akron City	Cincinnati City	Dayton City	South-Western City	Oregon City	Springfield Local	Sylvania City	Washington Local
No Disability	84.20%	81.20%	79.00%	80.20%	85.50%	86.50%	83.40%	86.00%	86.40%
Multiple Disabilities (other than Deaf-Blind)	0.90%	1.00%	1.60%	2.00%	0.40%	0.70%	0.60%	0.60%	0.50%
Speech and Language Impairments	1.60%	18.0%	1.90%	2.70%	1.50%	1.10%	0.90%	0.60%	0.80%
Orthopedic Impairments	0.10%	0.20%	0.10%	0.20%	0.10%	NA	0.30%	0.60%	0.20%
Emotional Disturbance (SBH)	2.20%	2.00%	2.50%	1.30%	1.10%	1.60%	1.50%		1.50%
Cognitive Disabilities	3.60%	2.30%	3.20%	2.80%	1.40%	1.30%	1.40%	0.60%	1.20%
Specific Learning Disabilities	5.20%	7.30%	7.60%	6.50%	7.20%	6.40%	6.70%	6.30%	6.50%
Autism	0.60%	1.20%	1.00%	0.80%	0.80%	0.70%	1.60%	2.00%	1.00%
Other Health Impaired - Minor	0.80%	2.10%	2.50%	2.50%	1.60%	0.90%	3.00%	2.70%	1.40%
Developmental Delay	0.30%	0.30%	0.30%	0.30%	0.20%	NA	0.30%	0.20%	NA

Source: Ohio Department of Education, http://ilrc.ode.state.oh.us/PublicDW/asp/Main.aspx?server=mstris2&project=ILRC&evt=3002&uid=guest&pwd=&persist-mode=%228%22, 2013.

Other school districts, such as Clarke County, Virginia, have aggressively worked to address student needs within regular classrooms before initiating referral procedures for testing for placement in special education classes. Although demographics between the two communities differ, some of Clarke's preventive methods could be adapted for use in the Toledo Public Schools. Years ago, the practices they began employing resulted in a reduction in the number of students served in the district's special education program over time.

Clarke County has effectively used the following strategies to reduce the percentages of identified special education students:

- communications and guidelines from the Office of Student Personnel constantly ask the question of whether the disability is what negatively impacts the student's educational performance and promotes alternative strategies within the student's classroom;

- all pupil personnel staff provide service to non-identified students who need interventions for success;
- reading specialists in schools enhance and intensify success in reading for all students;
- all teachers and paraprofessionals participate annually in training regarding differentiating instruction within the regular classroom prior to referral for testing;
- in the content of the equivalent of their Student Assistance Teams, similar to TPS IRTs, discussions are focused on instructional, staffing, staff development and classroom strategies that might be employed, rather than student disabilities so problem solving occurs around the child's needs rather than deficiencies;
- teaching candidate interviews probe for congruence with the division's philosophy of accommodating students' various learning needs;
- English as a Second Language (ESL) services address possible language barriers preventing success;
- co-teaching is extensive in the district, allowing all students to benefit from the strengths of regular and special education students and teachers to share and learn from each other;
- much individualization and differentiation of instruction occurs to address student differences and learning styles;
- regular education teachers receive a copy of accommodations required for students in their classes, and sign and return them to the special education lead teacher at the school;
- students are taught how to advocate for themselves and, at the high school level, taught study skills with a special educator to reinforce those skills; and
- support is provided to students after dismissal from special education services.

Clarke County's collaborative approach to meeting student needs helps educators focus on curriculum and teaching styles rather than purported student deficiencies. Teams match classroom teacher strengths with student needs and monitor the success of strategies implemented. As teams continue to meet and solve problems together, additional personnel and strategies are employed as attempts are made to develop a process that provides appropriate support for student learning throughout the year. Only when actions have not proven effective in meeting needs are students then referred for consideration of special education interventions.

This action will very likely prevent the district from a lawsuit it cannot win as well as reduce costs over the long-run by serving students in general education classrooms without referral to special education placements.

This recommendation will need to be negotiated.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

TPS does not capitalize on potential revenues it could be earning through Medicaid reimbursement. District documents show that 49 TPS employees receive a total of $80,743 in supplementals to document Medicaid eligible services they provide to students. That is an average supplemental of $1,648. Only one peer district responded to the question of supplementals for Medicaid reporting. It was an urban district similar to TPS and this district reported that it considers that task a basic part of job responsibilities and, therefore, does not offer supplements. Instead, based on Medicaid revenues, they add or remove staff positions to better support students and to spread the responsibility load among existing staff.

However, other TPS documents from Healthcare Process Consulting, Inc. (the organization with which TPS contracts for record keeping), show that between July and December 2012, some of those staff logged only five services while others logged as many as 836.

Exhibit 3-18 illustrates a summary by employee position of services logged during that time.

Exhibit 3-18
Medicaid Services Logged by Position Type
July 2012 to December 2012

Employee Group	Number of Employees in Group	Number of Services Logged	Average Number Logged in Group
Nurses	33	4,527	137
Occupational Therapists	13	4,707	362
Physical Therapists	5	1,291	258
Psychologists	24	1,001	42
Speech/Language/Audiology	25	10,760	430

Source: TPS Special Education Department, 2013.

Exhibit 3-19 shows the variance of logs among the employee groups listed in Healthcare Process documents.

Exhibit 3-19
Medicaid Services Reported by Position Type
July 2012 to December 2012

Employee Group	0-100	101-200	>200
Nurses	15	11	7
Occupational Therapists	1	3	9
Physical Therapists	1	1	3
Psychologists	24	0	0
Speech/Language/Audiology	3	1	21
Total	**44**	**16**	**40**

Source: TPS Special Education Department, 2013.

While the variation may differ partially due to the nature of the contact an employee group has with students or due to the programs in the schools they serve, the variances in reporting among each group suggest that some staff are not logging their student contacts with diligence as is expected as a condition of receipt of the supplement. Data show that reports by:

- **nurses** range from 5 to 683;
- **occupational therapists (OT)** range from 83 to 733;
- **physical therapists (PT)** range from 100 to 480;
- **psychologists** range from 5 to 85 (they can bill for services when doing Evaluation Team Reports for students); and
- **speech/language/audiologists (SLA)** range from 62 to 803.

These variations from one individual to another in the same employee group show:

- one nurse logged 7 percent of the 683 another logged;
- one OT logged 11 percent of the 733 another logged;
- one PT logged 21 percent of the 480 another logged;
- one psychologist logged 6 percent of the 85 another logged; and
- one S/L/A logged 8 percent of the 803 logged by another.

Variations that wide indicate a need for the district to implement critical measures to standardize reporting expectations and accountability.

RECOMMENDATION

Recommendation 3-14:

Eliminate supplements for reporting Medicaid services, and direct employees to perform recordkeeping as an essential part of their job responsibilities.

Medicaid revenues can prove to be an invaluable source for expanded health and social services to the students of a school district. Employees are performing billable services in their work for the district, thus it should not require incentive pay for them to document the activities that are a natural part of their job responsibilities. They should be documenting the billable services they provide when directed by their supervisors without the incentive of additional pay.

Numerous TPS employees reported no services in many months despite receipt of a supplement. Clearly, the payment of a supplement is not a strong incentive for reporting services eligible for Medicaid reimbursement. In the majority of districts Evergreen has audited, no supplements are offered for reporting such services. Some districts offer incentives to schools for reporting by sharing revenues between the school and the district.

Regardless of implementation of this recommendation, TPS should develop accountability procedures for Medicaid reporting. Additionally, in order to ensure record keeping that will support billing by contracted providers, if TPS chooses not to implement this recommendation, it should determine very specific criteria, set expectations for reporting numbers, and include these expectations in supplemental contracts.

This recommendation needs to be negotiated.

FISCAL IMPACT

The elimination of the Medicaid supplements would save the district an estimated $80,743 based on 2012-13 figures. Moreover, adding accountability procedures should increase Medicaid revenues.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate Medicaid Supplements	$80,743	$80,743	$80,743	$80,743	$80,743

FINDING

The agreements TPS has made in the Toledo Federation of Teachers (TFT) contract regarding class sizes for special education are costing the district additional funds in terms of employing more teachers and paraprofessionals than the law requires. A comparison of the *Operating Standards for Ohio Educational Agencies Serving Children with Disabilities* (adopted July 1, 2008) and TFT contract provisions shows there are some class sizes that are parallel with state numbers. However, in many other cases, the numbers that management has agreed to are lower than those identified by the State. The State standards align with the requirements of the Individuals with *Disabilities Education Improvement Act* of 2004 and the goals of the *No Child Left Behind Act* of 2001. They were also set with input and support from various stakeholder groups in Ohio who participated in the rule-making process.

Exhibit 3-20 shows comparative numbers between the state guidelines and the TFT contract. A request to TPS for an opinion regarding the parallel nature of the state's Multiple Categories designation compared to TFT groupings such as MD/ED, ED/CD went unanswered.

RECOMMENDATION

Recommendation 3-15:

Negotiate special education class sizes to comply with state guidelines.

Having staffing ratios that are greater than state guidelines is not a cost-effective practice. The State very thoughtfully set its class size requirements through an inclusive process involving input from a variety of stakeholders across Ohio. The State's wisdom and careful research should be respected and used to guide staffing decisions in Toledo Public Schools. This will lead to extensive cost savings to the district.

Exhibit 3-20
Comparison of Class Size Requirements
Toledo Federation of Teachers Contract and Ohio Standards

Disability	TFT Agreement		State Standards		
	Class size Elementary-Jr. High/High School	**Paraprofessional Support**	**Class size Elementary-Jr. High/High School**	**Paraprofessional Support**	**Staffing/Student Differences**
Cognitive Disabilities (CD)	12/16		16/24	0	4/8 students
Specific Learning Disabilities	12 per period		16/24		4/12 students
Other Health Impairments			10 No more than 8 per period		
Hearing Impairments	8 per period		10 No more than 8 per period		2 students per day
Orthopedic Impairments	8 per period	1	10 No more than 8 per period		2 students per day
Visual Impairments	8 per period		10 No more than 8 per period		2 students per day
Emotional Disturbance	10 per period`	1	12 No more than 10 per period	In the absence of a plan on file regarding classroom management and crisis intervention, 1 full-time para per classroom	2 students per day 1 paraprofessional
Multiple Disabilities	8	1	8	1	
Autism, Deaf-Blindness and/or Traumatic Brain Injury	6	1	6	1	
Multiple Categories (see below for TFT categories)					
Multiple Disabilities/Medically Fragile	8	2 (1 regular, 1 health care)	16/24 Not to exceed recommendations for specific disabilities within these numbers		
Multidisabled/Emotionally Disturbed (MD/ED)	4 per period	2	16/24 Not to exceed recommendations for specific disabilities within these numbers		
Emotionally Disturbed/Cognitively Disabled	10 per period	1	16/24 Not to exceed recommendations for specific disabilities within these numbers		
Cognitively Disabled-Transitional (CDT)	8/10	1	16/24 Not to exceed recommendations for specific disabilities within these numbers		
Support Specialist(Cross Categorical Special Educator/Intervention Specialist)	No more than 3 students/period, 12 students per day and no more than two schools				
Intermediate CCSE Resource Rooms	16	1			

Source: Created by Evergreen Solutions from TFT contract and Ohio Operating Standards for Ohio Educational Agencies Serving Children with Disabilities, 2013.

This recommendation needs to be negotiated.

FISCAL IMPACT

Without knowing specific assignments and class sizes, Evergreen cannot determine exact savings from the implementation of this recommendation. However, examples of cost savings are provided based on the following assumptions:

- Average paraprofessional salaries including benefits are $34,936.
- The TFT contract calls for full-time paraprofessionals in ED and EDCD classes. The State provides that if there is a plan for classroom management and crisis prevention, no para is required. There is no indication of the existence of a plan in TPS or reference to one in the TFT contract. There are 73 ED teachers in TPS. If each has a full-time para, those 73 paras equate to a cost of $2,550,328 that is not required by the state as long as the district has the required plan in place. The district should develop this plan.
- There are 52 CD teachers in TPS. The contract provides for CD teachers to have only 12 students at the elementary/junior high/middle school level and 16 at the high school. The state provides for there to be 16 students in those lower levels and 24 at the high school, four and eight students more per class, respectively. Assuming 2/3 (35) of the teachers are at the lower levels and 1/3 (17) in high school and that all class sizes are full, there are an estimated 692 being served at TFT levels as follows:
  - Lower grades: 35 teachers x 12 students per class for a total student count of 420.
  - High school: 17 teachers x 16 students for a total count of 272 students.
- Dividing those student numbers at each level by state numbers gives the following numbers of teachers needed using state guidelines to teach the same students:
  - Lower grades: 420 students/16 students per class (using state guidelines)=26.25 teachers
  - High school: 272 students/24 per class=11.3 teachers
  - Total teachers needed using state standards=37.5

Thus, savings just using those two examples would equate to 37.5 teachers instead of 52 at an average salary cost of $52,205 (average teacher salary) plus benefits, for a total cost per position of $75,660.

These numbers are for illustrative purposes. Likely savings from examining all positions with respect to differences between TFT and state guidelines, and reducing teaching and paraprofessional positions accordingly, would be more. Also, an examination of individual student and classroom needs would, of course, affect such decisions, as would related transportation costs.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate 14.5 CD Teacher Positions	$1,097,070	$1,097,070	$1,097,070	$1,097,070	$1,097,070
Eliminate 73 ED Paraprofessional Positions	$2,550,328	$2,550,328	$2,550,328	$2,550,328	$2,550,328
Total Savings	**$3,647,398**	**$3,647,398**	**$3,647,398**	**$3,647,398**	**$3,647,398**

FINDING

The Corrective Action Plan (CAP) submitted to the Ohio Department of Education (ODE) addresses concerns relating to delivery of the TPS's Gifted Program. Specific findings include:

Regarding roster and written education plans and attestation:

- *The district had student WEPs that were missing;*
- *The district had parents and staff responsible for providing the service without a copy of the student E/WEP;*

Regarding acceleration and attestation:

- *The district did not provide evidence on fulfilling the requirements of their Acceleration Policy related to early entrance to kindergarten, subject acceleration and early graduation;*
- *All accelerated students did not have WAPs (Written Acceleration Plans); and*

Regarding a requirement for minutes of service attestation:

- *The district did not provide a timeline for implementing a plan under which all gifted students would receive services with the required number of minutes of instruction.*

Conversations about the gifted program related that identification has always been required but services had not been until a relatively recent law that required expenditures for services up to the amount of funds provided by the State of Ohio. TPS receives $365,000 from the State.

A document provided to Evergreen prior to the site visit noted that:

The district does not currently have a Gifted and Talented Program. TPS is in the process of making the following additions or improvements:

- *Updating the process for early entrance to Kindergarten. The assessment tool is the Iowa Assessment Scale, 3rd edition, and is used for early entrance to Kindergarten and whole grade acceleration.*

- *Reinstating a Grades 3-6 Gifted/Talented Program upon passage of a levy.*
- *Reviewing the necessary criteria to use our Early High School Opportunity (EHSO) as the gifted program for grades 7 and 8.*
- *Reviewing the necessary criteria to use our PSEOs as our high school gifted/talented program.*
- *Interviewing with area colleges and universities to increase PSEOs taught on our campuses.*

Weaknesses in TPS services for gifted students identified in interviews include:

- There are no services for students in grades 3-6 (TPS had hoped to be able to serve those students had the recent levy passed).
- A lack of appropriate documentation of services exists to meet state requirements (this was substantiated in the Corrective Action Plan).
- The person currently responsible for the Gifted/Talented Program was unaware of the CAP which could have provided guidance on making program and reporting improvements.

Those interviewed stated that the district has the makings of a gifted program, but does not document appropriately. Busing is offered to 7th and 8th grade higher-achieving students to their learning community high school to take courses for credit in extended day opportunities. Eighth grade students can take core courses and 7th graders electives. At the high school, students have the three options mentioned earlier to take courses for college credit. The Early High School Opportunity opens the opportunities to non-gifted students as well.

Exhibit 3-21 shows concern about the quality of the TPS Gifted Program and advanced opportunities for students among staff at all levels in TPS compared to those in peer districts. Less than half of TPS respondents compared to peers *Strongly Agree/Agree* that TPS gifted programs are strong. The number is especially strong among district-level administrators where only 16.5 percent of TPS agree in contrast to 73.8 percent in comparison districts.

Exhibit 3-21
Survey Responses on Gifted and Talented Education
in Toledo Public Schools and
Districts in Evergreen's Survey Database

Survey Statement	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The district has effective special programs for Honors/Gifted and Talented Education.				
Central Office Administrators	16.5%	46.5%	73.8%	10.5%
School Administrators	21.3%	64.0%	68.3%	14.4%
Teachers	27.1%	49.9%	61.5%	24.3%

Source: Evergreen Solutions Survey Results, 2013.

In many ways, TPS complies with Ohio Department of Education (ODE) requirements:

- It uses state-approved tests for identification of academically gifted students:
  - TPS conducts whole grade testing of 2nd and 4th grade students using the TerraNova Test in March of each school year. Students that score at or above the 95th percentile on the TerraNova are identified as academically gifted.
  - Students who score between the 75th and 94th percentile are tested in May of each school year with the Naglieri Nonverbal Ability Test. Those achieving a score of 124 or higher on the Naglieri are identified as academically gifted.
  - In addition to whole grade testing, students, parents/guardians and educators can request testing at any time and TPS will provide it within 90 days of the request, as per ODE requirements.
- Finally, TPS accepts gifted testing results from outside the district that are less than 24 months old, as per ODE standards.

However, little documentation was evident of actions that were outlined in the CAP to address ODE findings to build a strong Gifted and Talented Program for TPS students. Reports indicated that the program has never received adequate attention for it to be viable for TPS gifted and talented students.

Exhibit 3-22 shows that, compared to peer districts, TPS served fewer students in its Gifted/Talented Program prior to 2010-11; however, due to the implementation of the Transformation Plan, the number of students increased significantly in the 2011-12 school year. This underscores the need for the district to create the position recommended in **Recommendation 3-1** to add a Coordinator for these programs.

Exhibit 3-22 shows that:

- the enrollment of gifted students served in TPS declined between 2008-09 and 2010-11 in actual student numbers and percentages, but rose significantly in 2011-12;
- with the exception of Akron City, prior to 2011-12, all other peer districts served several times as many students percentage-wise as TPS; and
- in 2011-12, three peer districts (Akron City, Dayton City, Washington Local) served lower percentages of gifted students.

RECOMMENDATION

Recommendation 3-16:

Address more aggressively commitments made in the Corrective Action Plan and initiate planned program improvements in the TPS Gifted Program.

Currently, TPS is challenged in bolstering the program due to the fact that the administrator tasked with it also has a broad array of responsibilities beyond this one program. Re-organizational plans made in **Recommendation 3-1** were made to enable district leaders to focus more specifically on this program for TPS students as well as to make the district compliant with ODE guidelines and state laws.

Exhibit 3-22
Comparison of Gifted Enrollment
Toledo Public Schools and Peer Districts
2008-09 through 2011-12 School Years**

District	Gifted (Served)	2011-12*		2010-11		2009-10		2008-09	
		Enrollment	% of Total	Enrollment	% of Total	Enrollment	% of Total	Enrollment	% of Total
Toledo City	N	19,715	91.10%	22,051	>95%	24,921	>95%	25,534	>95%
	Y	1,930	8.90%	226	1.01%	273	1.08%	282	1.09%
Akron City	N	20,212	91.20%	22,384	>95%	23,161	>95%	23,198	>95%
	Y	1,947	8.80%	219	0.97%	234	1.00%	241	1.03%
Cincinnati City	N	25,534	88.90%	32,005	>95%	32,518	>95%	31,103	>95%
	Y	3,185	11.10%					2,018	6.09%
Dayton City	N	13,138	94.30%	13,391	>95%	13,599	>95%	13,648	>95%
	Y	796	5.70%	784	5.53%	388	2.77%	744	5.17%
South-Western City	N	16,674	85.40%	18,675	>95%	19,237	>95%	20,008	>95%
	Y	2,839	14.60%	661	3.42%	798	3.98%	779	3.75%
Oregon City	N	3,055	75.80%	3,731	>95%	3,548	>95%	3,513	>95%
	Y	975	24.20%	144	3.72%	358	9.17%	325	8.47%
Springfield Local	N	3,525	87.50%	3,776	>95%	3,758	>95%	3,837	>95%
	Y	502	12.50%	183	4.62%	181	4.60%	80	2.04%
Sylvania City	N	6,449	87.00%	6,934	>95%	6,746	>95%	6,962	>95%
	Y	960	13.00%	379	5.18%	511	7.04%	527	7.04%
Washington Local	N	6,086	91.30%	6,472	>95%	6,407	>95%	6,377	>95%
	Y	579	8.70%	147	2.22%	137	2.09%	163	2.49%

Source: Ohio Department of Education, 2013.

*Evergreen added the 2011-12 data which was not available during the site visit. This better reflects data available after the Transformation Plan was initiated.
**While 2012-13 enrollment for TPS is available, there is no comparable data on the ODE website for comparison with peer districts, so these data are not included in the exhibit.

The assignment of these tasks should be given to the newly created Coordinator of Gifted and Arts Education with a timeline for expected completion.

This recommendation does not need to be negotiated.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Like the TPS Gifted/Talented Program, the program for students who are English Language Learners (ELL) is not strong. Evergreen survey results indicate concern about the quality of the

English as a Second Language (ESL) Program. **Exhibit 3-23** somewhat mirrors those concerns expressed by survey respondents regarding the Gifted/Talented Program compared to peers with approximately half the number of TPS central office and school administrators responding that they *Strongly Agree/Agree* that the ESL program is effective. A slightly higher percent of teachers compared to peers responded the same.

Exhibit 3-23
Survey Responses on English as a Second Language
Toledo Public Schools and
Districts in Evergreen's Survey Database

Survey Statement	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The district has effective special programs for English as a Second Language.				
Central Office Administrators	32.8%	15.1%	61.7%	13.4%
School Administrators	37.3%	36.0%	62.7%	19.4%
Teachers	33.7%	16.4%	50.5%	22.4%

Source: Evergreen Solutions Survey Results, 2013.

In 1992, the U.S. Department of Education, Office for Civil Rights, developed guidelines for school districts regarding their legal obligation to language minority students. According to these guidelines, districts must:

- *identify all students whose primary or home language is not English;*
- *assess all those students to determine if they are limited English proficient (LEP) so need special educational provisions to participate effectively in the district's instructional program;*
- *determine the type of special language service program to be provided; and*
- *implement the program. Note: In Ohio, there is not a specific type of intervention program that is prescribed).*

These guidelines give districts the opportunity to develop programs they determine best meet their LEP student need, but based on research and best practice so that they are likely to meet their needs. The instruction must be likely to lead to academic achievement and timely acquisition of proficiency in English. Staff members must be trained in relevant knowledge and skills and curricular materials selected that are appropriate for student needs. Districts are then required to monitor student progress regularly and, as needed, modify their instructional program. Districts must also notify parents of school activities possibly in a non-English language.

Testimony from staff interviewed substantiated concerns expressed in the survey. As with the TPS Gifted Program, the person assigned oversight of the ESL Program does not have a background in any way related to the program. Nonetheless, many people testified that she had committed to improving the program.

Until the beginning of last year, elementary students were served in two regional centers in the district. They were bused to those centers twice a week from their home locations, losing valuable instructional time in transit. Parents often did not encourage their children to participate for that reason as well the time students spent on a bus. When the State last evaluated the TPS program, they noted that such a practice was discriminatory so the delivery method had to be changed. Consequently, students are now served in their home schools with itinerant teachers. Benefits of that service delivery model are that more students are now participating in the program. This has led to the need to increase staff with the addition of two teachers within the past year and a half. That has resulted in an increase in staff from six to eight teachers serving approximately 300 students. With the addition of the most recent teacher, every school's students are now served twice a week. Some teachers serve as few as 1-5 students at a school and serve as many as ten schools, but instruction is offered at each school those two times per week. While those changes took place at the elementary level, the high school program remains the same. Students are offered classes for which they can earn credit for English 1 or 2. Another state visit had occurred the week before the Evergreen site visit. Although no written report is yet available, verbal reports reflect that the state representatives remarked that they had seen visible positive changes in the program.

Before changes were made, reports noted that the Latino Community Forum had complained about the TPS ESL Program. The Director attended several of their meetings to try to allay concerns. She then organized a community forum, inviting all ELL and ESL parents. She paid to have the meeting translated into 15 languages, presented mini-lessons in Reading, Writing, Speaking, and Listening. The program was run so that all parents were able to participate in all four lessons. The forum closed with a question and answer session for parents. Invitations provided Evergreen demonstrated that a second forum is planned for March 20 this year. When parents pre-register, the district will provide interpreters for them in their home language.

COMMENDATION

Toledo Public Schools is commended for purposefully improving its service to students in its ESL program and reaching out to parents.

FINDING

As noted in **Exhibit 3-14** and discussed in the finding related to **Recommendation 3-13**, the academic performance of ESL students has contributed to the district not making AYP. In two of the past three years, ESL students did not meet performance targets. In 2008-09, ESL students did not meet proficiency targets in Reading and the subgroup as a whole did not meet the AYP determination. Last year, 2010-11, ESL students did not meet proficiency goals in either Reading or Math and again the subgroup did not meet the AYP determination as a whole.

These indicators demonstrate the need for a more concerted effort to address content-related instructional needs for students. While the program is growing stronger, particularly with the addition of a Director over it suggested in **Recommendation 3-1**, the focus needs to shift more concertedly to student performance.

RECOMMENDATION

Recommendation 3-17:

Plan collaborative strategies and curriculum to strengthen the performance of ESL students and continue program growth.

As with Students with Disabilities, there is a need for TPS leaders to examine more deeply what the data say about student weaknesses and strengths in their performance. The district needs to look at what the data indicate for teacher professional growth and instructional materials needs as well.

It is also imperative that the leaders of both programs be integrally involved at the district level in curriculum and professional development planning so that strategies that are effective for their students are integrated into the education of all students, and that teachers acquire skills and knowledge that they can apply to students regardless of their label. Planning and communications must occur across core groups in the central office to provide a support system for individual schools, teachers, and most importantly, students. The challenge is clarity of vision and expectations, efficient streamlined communication systems, and ensuring inclusion in the development and decision-making stages of policy and curriculum development.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.6 TEXTBOOKS

Effective schools implement practices and training that show teachers how to use textbooks, alternative learning resources, and state standards as information resources for "backwards design" or curriculum mapping. In this process, key learning concepts and skills are identified and a Pre-Kindergarten through 12 curriculum map is developed to provide the foundation and sequence for mastering the concepts and skills. When teachers engage in grade level and cross grade level discussions to define curricular focus, ownership is achieved and the district in able to create a systematic and cohesive curriculum that goes beyond the textbook.

Best practices demonstrate that curriculum is based on clear learning goals that are correlated to specific Pre-Kindergarten through Grade 12 learning objectives, instructional activities, and student assessments. Districts engaging in this best practice provide teachers the opportunity to continuously review and update curriculum documents. These reviews are regularly scheduled and allow the curricula to be responsive to student data. This allows teachers the opportunity to adjust curricula documents, make notes regarding effectiveness, integrate resources beyond textbooks, and advocate changes educators believe will improve both teaching and student achievement. In those districts, a system guides decisions on what to continue or eliminate based on data and teacher experiences and knowledge at all grade levels.

FINDING

TPS currently has no textbook inventory procedures. The lack of accountability for textbooks has led TPS to spend far more than necessary on textbooks each year. In fact, each of the past three years, the amount TPS has spent beyond the original budgeted amount has increased. Ledgers provided to Evergreen by TPS show that TPS originally appropriated $1.4 million for textbooks for both the 2011-12 and 2012-13 school years. However, in 2012, expenditures exceeded that amount by over $600,000. To date for this year, the February 7, 2013 ledger shows the current appropriate to be more than $2.5 million—over a million dollars more than the budgeted amount. Similarly, in 2011, TPS exceeded its higher appropriation of $1,990,782, but by a smaller figure of around $96,000.

Those figures show that expenditures for textbooks have not decreased even though student enrollment has declined and new series have not been adopted over the past several years. In fact, over those two and a half years, with the final total for 2013 not yet in, TPS has spent $6.7 million on textbooks with a small amount of those funds being spent on printing. To its credit, $390,000 of the 2013 budget is for a contract with Follett to inventory current textbooks to determine exactly what the district has and impose an electronic inventory system. This process will enable TPS to reduce expenditures by transferring existing books efficiently among facilities.

Staff reported that, when the transformation took place changing school configurations to the current K-8 and 9-12 schools, several central office administrators spent numerous days in the summer in schools sorting, labeling, and preparing to box textbooks for transport to appropriate schools. They noted that there are no uniform procedures for textbook accountability. Each school numbers and accounts for its own however it chooses. This was an ineffective use of an administrator's time. Accounts revealed that in some schools, boxes or even piles of books were randomly left in disarray. These reports reinforce the need for TPS to develop accountability for its textbook inventory.

A visit to the textbook repository revealed that, although textbooks there are well-organized, there were likely hundreds of boxes of unopened textbooks, manipulatives, and consumables on the shelves. Additionally, many copies of numerous yellowed novels dated as long ago as 1946 were on the shelves. Although these books are classic novels, they should be in student hands, not on warehouse shelves.

RECOMMENDATION

Recommendation 3-18:

Immediately finalize implementation procedures and create an accountability system for textbooks and related expenditures.

One employee has been given primary authority for textbooks in Toledo Public Schools. If the district is to regain control of its textbook inventory and expenditures, it must ensure that this individual maintains tenure in the position long enough for the procedures to become institutionalized. However, there should be cross-training so that more than one staff member

knows the procedures, forms, and timelines for accountability. Once the district initiates the program, it should purposefully expand its use each year until the system is fully maximized.

FISCAL IMPACT

This recommendation can be implemented with existing resources already allocated, but will result in cost savings. In the past three years, TPS has spent a total of $1,696,000 more than it budgeted on textbooks. Considering the fact that its budgeted amount has been $1.4 million in a time when it had decreased enrollment and no new textbook adoptions causing an expenditure, the budgeted amount likely exceeds the need.

The district should eliminate a minimum of the average over expenditure of $565,333 for the past three years. Evergreen recommends more savings according to the escalation TPS has experienced in over expenditures. Additionally, estimating reductions at one-third of the budgeted $1.4 million in years when there is no textbook adoption should save the district an additional $466,667 annually. Total savings are conservatively estimated to be $1,032,000 per year.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate Over Expenditures on Textbooks	$565,333	$565,333	$565,333	$565,333	$565,333
Reduce the Textbook Budget By One-Third	$466,667	$466,667	$466,667	$466,667	$466,667
Total Savings	**$1,032,000**	**$1,032,000**	**$1,032,000**	**$1,032,000**	**$1,032,000**

FINDING

TPS is addressing a lack of accountability for the textbook inventory. This situation has caused TPS to spend over $6.5 million for the past three years despite a declining student enrollment and no major textbook adoptions during that period.

In recognition of the need for greater accountability for textbook control, inventory, and expenditures, district leaders have enlisted assistance from Follett to regain control. During the site visit, an Evergreen consultant attended one of two meetings between district staff and Follett representatives. It was clear that conversations had been ongoing between the two organizations and plans are being laid for Follett to conduct an inventory of existing textbooks and other resources within the district as well as implement a system for ongoing control.

COMMENDATION

Toledo Public Schools is commended for addressing the long-standing need for inventory and fiscal control for textbooks.

FINDING

Textbooks, rather than more current and timely instructional materials, are the predominant means of offering information to TPS students. Instead of spending hundreds of thousands of dollars annually, often in response to community pressure to ensure that every child has a copy of a textbook for each and every subject, some districts across the nation are much less dependent on textbooks as instructional tools.

Some districts provide individual textbooks as well as classroom sets so that early in the year students can take a copy home and leave it for homework, but have one available for instruction in the class. This practice prevents students from being burdened with heavy backpacks between home and school. Other districts take a more conservative approach, purchasing only classroom sets for students. These customs are rampant across the nation, despite the fact that new technologies offer far more diverse and timely opportunities for student learning than textbooks, many of which, in some content areas such as history, are almost outdated when they are printed.

RECOMMENDATION

Recommendation 3-19:

Embrace diverse opportunities for student learning beyond traditional textbooks.

Instead of holding to outmoded customs and expenses, TPS teachers and administrators should more frequently promote and use alternative methodologies (such as online research, student-driven discussion, readings, novels, poetry, and active primary reading sources). This makes textbooks supplementary learning tools. Teachers who co-teach could work together to ensure that units they develop work for all students and contribute to better reading skills. Many new textbook series have both hard copies of textbooks and online adjuncts that students can access at home for homework. Assessment tools correlated to the content are also available online for students to demonstrate mastery and data to be collected.

FISCAL IMPACT

This recommendation can be implemented with existing resources, and when well-planned, will very likely save the Toledo Public Schools additional funds.

FINDING

TPS offers surplus textbooks to publishers and other schools before recycling them. A visit to the textbook storage facility showed that the books and other instructional materials are well-organized with those tasked with moving books upon request knowing their jobs and being familiar with what is available. A bin of outdated books showed that the district recycles responsibly.

COMMENDATION

Toledo Public Schools is commended for its efforts to secure top dollar for its outdated textbooks before recycling.

CHAPTER 4:
HUMAN RESOURCES MANAGEMENT

4.0 HUMAN RESOURCES MANAGEMENT

Managing the human resources function in an urban school district is a complex and at times taxing undertaking. Human resources management is a professional discipline that deals with all aspects of legal compliance, compensation, classification, benefits, certification, accreditation, performance management, and collective bargaining. This chapter of the audit serves to assess the TPS Human Resources Department as compared to management best practices in this critical area.

Efficient and effective management of a human resources department begins with the organizational structure and strategic leadership. Ultimately, the human resources operation is a customer service effort—human resources staff must deal with internal and external job applicants, current employees, and often times employees who have left the organization. In order to be able to deliver the proper level of support and assistance, the department must be organized and staffed appropriately, and have a proper division of labor among its staff. Employees across the district, regardless of their location or assignment, must know that if they have a question pertaining to their job, they will receive accurate and consistent information. Staff of the organization must feel confident in the abilities of the Human Resources Department to address all personnel-related issues and challenges that are common in an urban school district setting.

Effective personnel management requires compliance with equal employment opportunity statutes and other applicable federal and state laws in addition to an extensive knowledge of applicable collective bargaining agreements as are so prevalent in Toledo Public Schools. As part of human resources management, it is essential to establish fair and workable policies, procedures, and training programs that are important to recruiting and retaining competent staff.

Chapter 4 reviews the Human Resources Department and human resources management of Toledo Public Schools in the following sections:

4.1 Organization and Management
4.2 Policies, Procedures, and Training
4.3 Human Resources Records
4.4 Recruitment, Hiring, and Retention
4.5 Compensation and Classification
4.6 Collective Bargaining

4.1 ORGANIZATION AND MANAGEMENT

The capability of a human resources department is directly influenced by the manner in which the department is organized and managed. The organizational structure of a human resources department should be driven by the functions that it performs, and these functions should be regularly reviewed to ensure that the needs of the school district are being effectively met. The TPS Human Resources Department has seen a considerable amount of change in recent years with the retirement of the former leader, and elimination of some leadership positions. Functions

such as employee benefits administration, for example, have moved out from under the Human Resources Department and back causing additional challenges.

FINDING

Continuity of operations within the Human Resources Department is being negatively impacted by turnover among staff.

Within the language of the collective bargaining agreement for AFSCME employees, a provision exists for certain positions associated with union negotiations or interview and selection to be labeled as 'Limited Rights' which eliminates the possibility of employees in these positions being displaced during the annual vacancy bidding process—known among union members as 'Bump Day.' Limited Rights status exempts the positions from being 'bumped' and ensures continuity of knowledge and operations for certain key positions.

Among human resources employees interviewed during this analysis, the majority of employees in non-limited rights positions have been in human resources less than five years; in fact, a number of employees came to the department less than a year ago.

RECOMMENDATION

Recommendation 4-1:

Expand the definition of "Limited Rights" to include those classifications of employees involved with all personnel matters, and eliminate the Human Resources staff from the clerical 'Bump Day' procedure.

The Human Resources Department is one of several critical internal service departments. Along with departments like finance, human resources provides a core function. Continuity of operations is impossible to maintain if the institutional knowledge of the department turns over as regularly as it does within the current arrangement. Identifying certain positions as "Limited Rights" because of their connection to negotiation proceedings was a wise choice and a plan that should be expanded to protect the entire human resources staff from the negative impact of 'Bump Day." Continuity of policy interpretation is important and should be preserved.

Another reason to exclude internal service positions, specifically those in Human Resources, from the bump process revolves around the sensitive nature of information handled by employees in these positions. Medical information, disciplinary information, and performance and compensation data are all handled by Human Resources staff. The potential for private information to circulate on an annual basis is a situation that can be reduced or avoided by changing the status of human resources employees.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

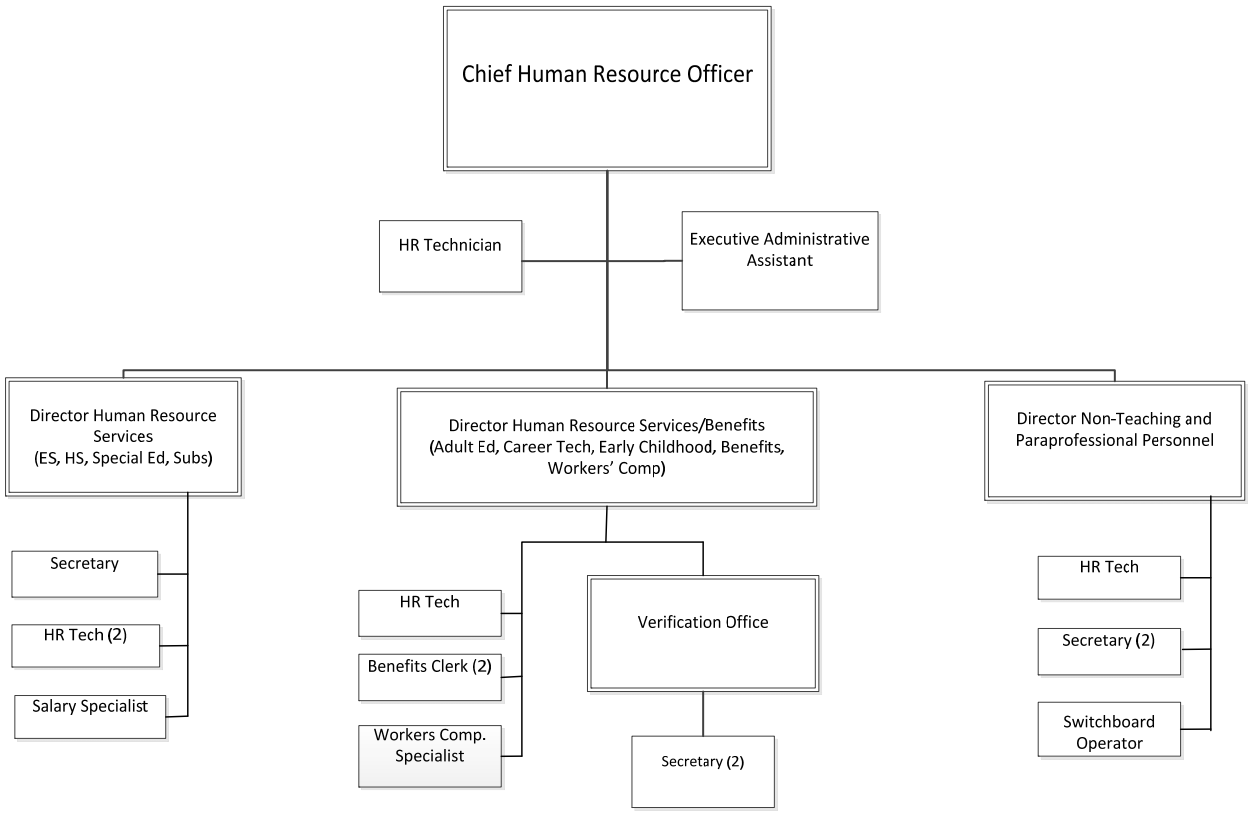
The Human Resources Department is structured in such a way as to encourage a silo effect among its three main divisions. The existing structure and separation of duties is also relatively confusing when compared to typical human resources functions.

The current organizational structure is shown in **Exhibit 4-1**. The organizational alignment of the Human Resources Department is one of three primary divisions or units—each of which is led by its own Director. The Department's overall leadership is provided by the Chief Human Resources Officer who is a critical member of the Superintendent's Cabinet.

The three HR director-level positions are organized around personnel groups and functions, including:

- teacher personnel;
- non-teacher personnel; and
- personnel services/employee benefits.

Exhibit 4-1
TPS Human Resources Department
Current Organizational Chart
2012-13 School Year



Source: TPS Human Resources Department, 2013.

The Department has an additional office, the Office of the Chief Human Resources Officer, which handles all personnel issues related to administrators, bringing the total number of divisions to four. The Office of the Chief Human Resources Officer is the fourth group that deals with administrators.

On the surface, this division of responsibilities appears logical because of the unique collective bargaining agreements that segment the district's workforce into these four primary groups. Some functions span the four areas as they would logically have to, such as the personnel records and management of time and attendance records occurring on a common, albeit a largely manual and paper-driven system. Meanwhile, other functions (such as Family Medical Leave Act (FMLA) administration, and personal and professional leave) are handled by different people depending on the type of employee.

Department organization is confused by the assignment of certain titles. The leader of a department is most commonly referred to as a 'Director' but as has already been discussed, the TPS Human Resources Department is led by the Chief Human Resources Officer. The designation of these division-type leaders as 'Directors' supports the silo effect. Physical office space can also play a role in the silo effect. While major building reconfiguration is unlikely in the present space, in any future building, having the head of the department more centrally located would be advantageous.

RECOMMENDATION

Recommendation 4-2:

Reorganize the Human Resources Department to improve efficiency of operations.

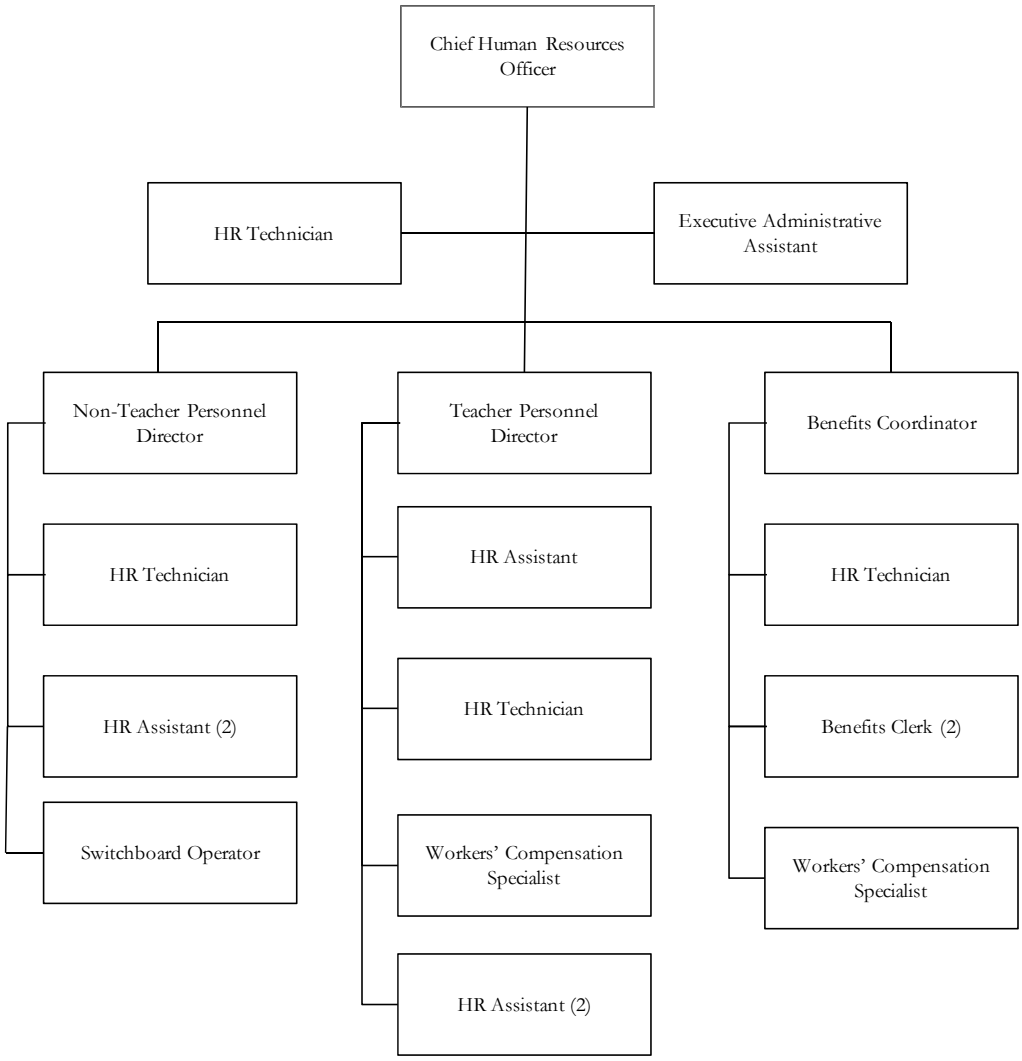
With three distinct "Directors" and four primary offices, the Human Resources Department is unnecessarily cumbersome and complex. The proposed reorganization (**Exhibit 4-2**) of the Human Resources Department simplifies operations under two divisions: Teacher Personnel and Non-Teacher Personnel. These divisions should be designed to handle the unique personnel functions that are associated with these groups of employees.

Administrators are intended to fall under Non-Teacher Personnel while the Chief Human Resources Officer's Office should assume control and supervision of the Labor Relations and Benefits Administration functions. The elimination of a stand-alone division removes the need for one director's position which will net the district a cost savings. Also, by bringing employee benefits and labor relations under one unit, TPS will benefit from continuity and consistency of leadership over these areas.

Exhibit 4-2 illustrates the organizational chart proposed by Evergreen Solutions. As shown, the chart includes the creation of an 'HR Assistant' classification, the creation of the Benefits Coordinator classification, and the elimination of the Director of Human Resources Services. The Human Resources Assistants represent the two individuals currently working at the Verification Desk. This removes the Verification Desk from being a direct report of the Chief Human Resources Officer and places the position under the Teacher Personnel Unit.

This recommendation is subject to contract negotiations.

Exhibit 4-2
TPS Human Resources Department
Proposed Organizational Chart



Source: Created by Evergreen Solutions, 2013.

FISCAL IMPACT

The elimination of the Director of Human Resources Services will provide a cost savings of approximately $99,802 (base salary + 18.6% + $13,745).

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate Director of Human Resources Services	$99,802	$99,802	$99,802	$99,802	$99,802

FINDING

Exhibit 4-2 also includes a new position classification entitled 'Benefits Coordinator.' This is a position that is common among well-developed human resources departments. A Benefits Coordinator would be responsible for the oversight and day-to-day management of many benefits processes. Experience directly in these areas is essential and should be required during the hiring process associated with filling this position. It is not impossible that a current employee could fill the position, but outside candidates should be considered as well.

The Benefits Coordinator will offset the director-level position which is recommended for elimination, and falls under the direct report of the Chief Human Resources Officer.

RECOMMENDATION

Recommendation 4-3:

Create a Benefits Coordinator classification as a part of the proposed reorganization of the Human Resources Department.

A Benefits Coordinator should be the central point of contact for benefits-related concerns. This position should be tasked with coordinating the annual open enrollment process, providing a focused and specialized skillset for coordinating this operation, and acting as a central point of contact between the Chief Human Resources Officer and the Benefits Clerks, HR Technician, and other employees of the district. This position would also be the point of contact for issues related to workers' compensation insurance claims and workers' compensation benefits/policies as these duties would be vacated by the elimination of the Director of Human Resources Services/Benefits.

Exhibit 4-3 shows an example classification description for a Benefits Coordinator.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

A Benefits Coordinator, when benefits and salary are considered, would cost approximately $61,185 (Base salary + 18.6% + $13,745).

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Create a Benefits Coordinator Position	($61,185)	($61,185)	($61,185)	($61,185)	($61,185)

FINDING

Some classification titles serving the Human Resources Department are too generic and should be changed to denote the professional and specialized nature of work in the field of personnel management.

Exhibit 4-3
Sample Benefits Coordinator Classification Description

Job Title: **Benefits Coordinator**
Department: Human Resources
Reports To: Chief Human Resources Officer
FLSA Status: Exempt

Summary

Under the direction of the Chief Human Resources Officer, the Benefits Coordinator will assist in the administration and maintenance of a quality Human Resources Department. The Human Resources Benefits Coordinator will assist with the overall personnel and human resources management functions, and shall assist the Chief Human Resources Officer with maintaining accurate personnel records; assist with staff recruitment, training and orientation; assist in the administration of all benefit programs; and assist with routine and non-routine projects as required.

Essential Duties and Responsibilities: Specific tasks and duties have been identified as essential for successful performance in this position. It is acknowledged that the following list is not all-inclusive and other duties may be assigned.

- Administer various employee benefit programs, such as group insurance, life, medical and dental, disability insurance, and the retirement systems.
- Assist with preparation of the payroll for all employees in accordance with policies, federal, state and local government regulations, auditor's requirements, and the payroll service's processing requirements.
- Responsible for the administration of the employee benefits package. Educate full-time staff on health insurance options, the interpretation of the schedule of benefits, choosing a network doctor or dentist, and answer general health or dental insurance questions.
- Act as the liaison between the insurance carrier and employee in claims resolution for LTD, STD, medical and dental insurance claims.
- Coordinate a districtwide wellness initiative for all full-time employees.
- Assist in maintaining accurate personnel records, including employment, benefits, salary, leave, promotion, and other related personnel information.
- Inform potential employees of benefits and related employment information and perform other new employee orientation responsibilities to include running a criminal background check on each new employee.
- Maintain online database information on the employee health insurance plan.

Knowledge, Skills and Abilities Required: For successful performance at this position, the following will be required:

- Excellent verbal and written communication skills.
- Excellent customer service skills.
- Excellent mathematical ability.
- Excellent analytical and problem solving ability.
- Excellent computer skills with knowledge of Microsoft Office.
- Familiarity with employment and wage and hour laws.
- Motivated, self-starting individual who is able to set goals and meet deadlines without direct supervision.

Source: Created by Evergreen Solutions, 2013.

As seen in the present organizational chart in **Exhibit 4-1**, some standard 'Secretary' titles are in use. After reviewing the actual work performed by these individuals, it is evident that more specific classifications, descriptions, and requirements will allow the district to more intentionally recruit qualified and experienced human resources professionals.

The Secretary's title is convenient for the annual 'bump day' process as it allows for jobs to be bid on by candidates displaced by other vacancies; however, it is disruptive to operations in the Human Resources Department.

RECOMMENDATIONS

Recommendation 4-4:

Reclassify the Secretary positions in the Human Resources Department and create Human Resources Assistant positions.

Across TPS, the descriptions present for the Secretary classification are left intentionally broad and general so as to apply to multiple departments across the organization. This is a common and effective method for reducing the number of overall classification titles an organization manages; however, in specialized areas such as human resources, more technical class titles should be created to delineate responsibilities. A Human Resources Assistant is the title that is proposed to replace the Secretary title within the Human Resources Department. The position is reflected in the proposed organizational chart in **Exhibit 4-2**.

Exhibit 4-4 displays a sample classification description for a Human Resources Assistant. The language in this description is purely hypothetical and not meant to capture the actual or necessary duties of the future incumbent.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Current incumbents in human resources clerical roles have developed informal desk manuals to detail the tasks and functions they perform.

While classification descriptions for the secretarial jobs in the central office are generic, as described previously, many incumbents have developed guides or checklists that serve as handbooks or desk manuals for the positions. These are largely unregulated and are comprised of a multitude of unique formats. At least one incumbent has developed individual task checklists for the major duties, while others have developed binders or notebooks with information.

These manuals have been developed over the years by employees who have rotated into these positions as a result of the 'bump day'. These desk manuals contain much of the foundational information that can be used for the development of the formal classification descriptions for the proposed Human Resource Assistant positions.

Exhibit 4-4
Sample Human Resources Assistant Classification Description

Job Title:	**Human Resources Assistant**
Department:	Human Resources
Division:	Teacher Personnel
Reports To:	Human Resources Manager
FLSA Status:	Non-exempt

Summary

Performs a variety of complex and responsible confidential and administrative duties to ensure the efficient and timely processing of applicant and employee records. Provides administrative support for the Chief of Human Resources, payroll and employee benefits. Position is the initial point of contact for the public with the Human Resources Department.

Essential Duties and Responsibilities: Specific tasks and duties have been identified as essential for successful performance in this position. It is acknowledged that the following list is not all-inclusive and other duties may be assigned.

- Maintains and updates the confidential personnel files.
- Maintains a variety of files and records, prepares and verifies all departmental invoices, and processes bills for payment.
- Prepares and verifies employment requests, as necessary.
- Maintains records of resumes and applicant flow.
- Updates and retrieves applicant information in computerized applicant tracking system.
- Provides customer service for Department of Administration and citizen inquiries as needed.
- Assists with new employee orientation and the proper completion of pre-employment documentation.
- Prepares employee new hire packets.
- Prepares ID badges.
- Assists in answering the main phone line for the County.
- Provides backup for the Payroll Administrator.

Knowledge, Skills and Abilities Required: For successful performance at this position the following will be required:

- Excellent verbal and written communication skills.
- Excellent customer service skills.
- Excellent mathematical ability.
- Excellent analytical and problem solving ability.
- Excellent computer skills with knowledge of Microsoft Office.
- Familiarity with employment and wage and hour laws.
- Motivated, self-starting individual who is able to set goals and meet deadlines without direct supervision.
- Must be detail oriented.
- Must be able to maintain confidentiality regarding sensitive materials.

Source: Created by Evergreen Solutions, 2013.

RECOMMENDATION

Recommendation 4-5:

Using the established desk manuals, where possible, develop detailed classification descriptions for the Human Resources Assistant position.

Without detailed and specific class descriptions for these positions, TPS will be unable to effectively gauge performance or adequately recruit experienced candidates with the appropriate skills. The establishment of relevant, detailed classification descriptions for these specialized positions will serve to validate the positions organizationally and separate them from their more generic and antiquated present titles. These individuals are clearly not 'secretaries' nor are they performing secretarial work. Secretarial employees are currently compensated at approximately the same level as the proposed Human Resources Assistant. They are similarly responsible and equivalent positions, but with more emphasis and specialization on a single subject.

TPS does have specialized descriptions for its limited rights human resources positions, so some of the initial groundwork for developing these new descriptions is already done. The role and responsibilities of each position should be developed individually based on the existing tasks and activities found in the informal desk manuals (also see **Exhibit 4-4**).

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Toledo Public Schools does not have a comprehensive performance data system employed districtwide for gaining the highest degree of value from its Human Resources Department and each employee. The use of data, metrics, and evaluation methods allows managers the ability to identify expectations of the human resource function within the organization. In addition, a quantifiable and qualitative system allows managers the ability to both reward high-performing employees and provide constructive criticism of those employees not meeting the organization's expectations. To provide maximum utility, performance data and evaluation mechanisms should be targeted, job family-specific, detail-oriented, goal specific, and quantifiable. These data should provide adequate opportunity for employees and supervisors to dialogue and plan for future growth.

The Human Resources Department does not currently collect nor track performance outcome data and does not possess the necessary automated tools. As a result, TPS managers do not have a "data dashboard" or a tool to summarize overall performance metrics and therefore the district is unable to assess the overall level of output, performance, and integrity of major processes.

In addition, TPS does not provide performance outcome data to employees. Consequently, there is virtually no way to objectively gauge employee performance levels, and determine whether or not employees meet the expected standards. While evaluations are conducted for human resource staff, they do not focus on objectives and metrics, whether quantifiable or qualitative.

RECOMMENDATIONS

Recommendation 4-6:

Implement a metric tracking system that captures outcome data for all major human resources functions and report on metrics annually to the Superintendent and Cabinet.

Metrics are an invaluable tool for assessing overall departmental performance measures and communicating the level of human resources output to TPS leaders and staff. Metrics should be quantifiable and should help identify baseline output levels for factors such as:

- Human Resources Department expense as percent of total budget;
- Human Resources headcount;
- Human Resources expense per employee;
- supervisory compensation percentage;
- workers' compensation cost as a percentage of total cost;
- benefits cost as percentage of total compensation;
- hiring costs;
- time to fill jobs;
- time to start work;
- absence rate;
- customer service and employee satisfaction; and
- number of employees trained.

Metrics should be identified in each of the TPS human resources functional areas, and they should be systematically analyzed and reported to TPS leaders on a regular basis.

FISCAL IMPACT

This recommendation is cost neutral since the tools can be developed in-house.

Recommendation 4-7:

Collect and assess performance data for human resource employees and incorporate into annual performance evaluations.

Performance measures are critical to determining individual job performance, especially in customer service-oriented positions (such as human resources and front desk clerical positions in the schools). Although TPS utilizes performance evaluations, the evaluation forms do not include quantifiable performance measures. Individual position metrics should be both quantifiable (a benchmark for error rates, processing time, etc.), and qualitative (approach, attitude with end-users, perception among district staff of customer satisfaction). Senior leaders should be able to receive regular reports on the performance of human resource employees.

An additional benefit of this effort will be the development of tools that can be applied to other TPS staff for improved performance evaluations in the future. In essence, human resources staff can help develop, implement, and pilot test the performance measure system for the rest of the

district, make appropriate adjustments, and refine the process prior to implementation to other departments.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

During the research and diagnostic phase of this audit, Evergreen consultants met with representatives from every functional area of the Human Resources Department, seeking to understand the intricate details of how work flows through the Department. Workflow and processes were described, and drawn in a flow-chart type configuration on a large board in a human resources conference room. This process of describing and illustrating workflow is known by some as Process Mapping. Process Mapping, when done in a group setting, can be extremely helpful in identifying possible inconsistencies, inefficiencies, and redundancies in the way an organization accomplishes its assigned mission.

Currently, the Human Resources Department does not undergo any formal process mapping activity. This is not unusual; however, a lack of central planning in a department that is divided into such distinct silos can be a significant hindrance to productivity.

RECOMMENDATION

Recommendation 4-8:

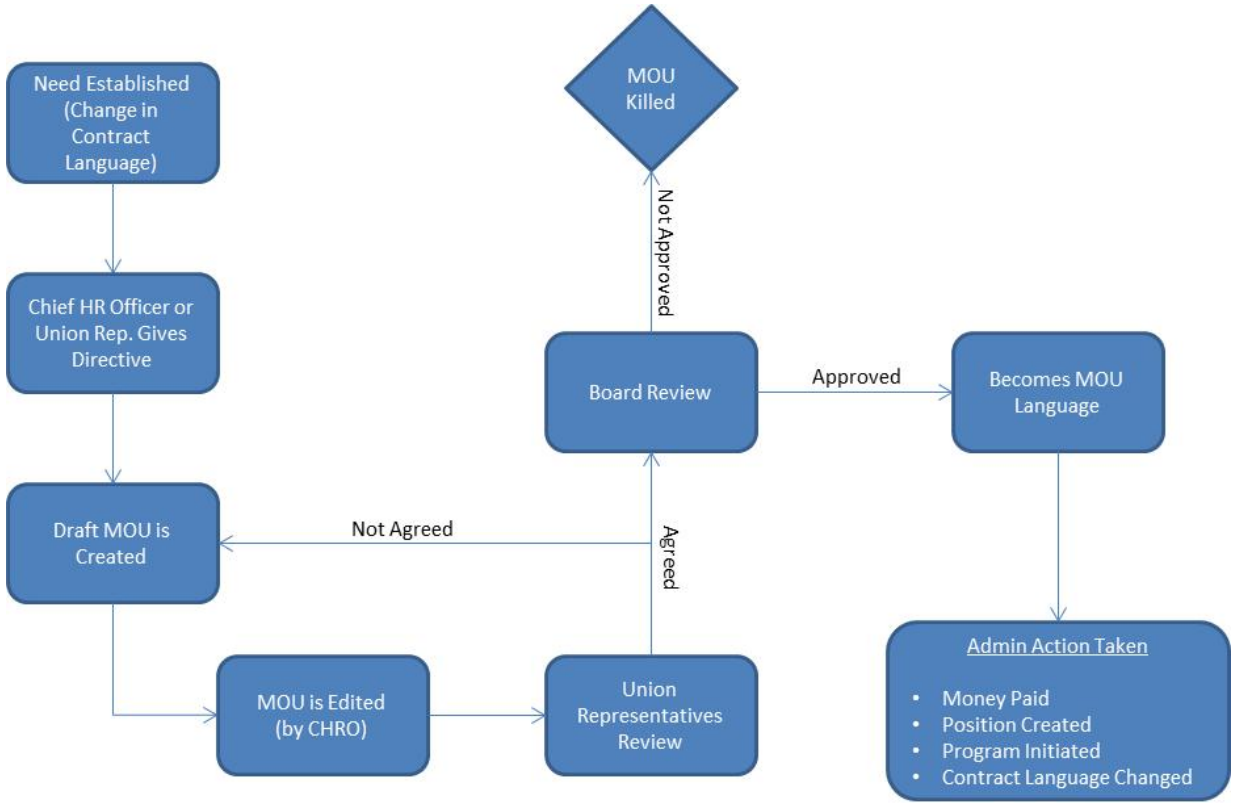
Work as a team to develop interdepartmental process maps for major operations in the Human Resources Department.

The Human Resources Department should collectively implement this recommendation. **Exhibit 4-5** shows a process map that was developed based on feedback from an interviewee describing the process by which a Memorandum of Understanding (MOU) is created. By examining this and other complex processes, the Department will likely be able to identify additional areas of inefficiency and make changes to operations that will allow them to better leverage staff resources.

Additional processes that are prime candidates for process mapping include, but are not limited to:

- hiring;
- promotion;
- classification creation;
- request for personnel action (RFPA) form tracking; and
- performance evaluation.

Exhibit 4-5
Sample Process Map on the Creation of an MOU
in Toledo Public Schools



Source: Created by Evergreen Solutions, 2013.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.2 POLICIES, PROCEDURES, AND TRAINING

The establishment of and adherence to sound policies and procedures are the cornerstone of an effective human resources operation. Not only must a human resources department possess comprehensive policies and procedures, it must serve as an educational hub for other district employees seeking information about these areas.

FINDING

TPS has no established plan for training. Throughout the diagnostic review and on-site interviews, training as it relates to customer service, sexual harassment, and other policy-driven topics was cited as being inconsistent.

TPS does have relatively high quality training materials for various topics as well as online training on the use of the SunGard system through various modules that are built into the software. Clerical employees are offered training periodically on specific district functions such as how to conduct a performance evaluation or fill out a Request for Personnel Action Form. These are conducted as hands-on exercises in a workshop format and few official materials exist to support the training. In two other areas, Customer Service and Harassment, the district does have written materials.

The district presented evidence that training has been conducted in the following areas:

- Blood-borne Pathogens
- Child Abuse Training
- Training for Coaches
- Harassment Training

With the exception of Harassment Training, detailed high quality training materials do not appear to exist in the same way for other training; however, discussions with human resources leaders revealed that they are in the process of developing higher quality employee training curricula that will include role-playing and skits (with examples situations) for employees during training sessions.

TPS does have a simple but thorough Harassment Training Outline that was updated in 2012. This outline defines the different types of harassment, provides examples of inappropriate comments or actions, and provides information on the process for reporting harassment, retaliation, and false reporting. This information exists in a memorandum format where the information is delivered in a group meeting and given for reference.

At its core, a true training program involves the systematic and regular use of training and ongoing employee education. Training will effectively harness the highest possible value of each employee for the organization's needs. An organization that is committed to training is more productive, efficient, and effective. Moreover, employees of committed organizations are happier. Happier employees are easier to retain and become an informal mechanism to assist in recruiting new employees.

Although the district does possess curricula for many important training areas, the Human Resources Department has not adopted a more 21st Century methodology for delivery. In addition, interviews and feedback from the community indicate some concern with customer service. The following recommendation is designed to enhance the training function in Toledo Public Schools.

RECOMMENDATION

Recommendation 4-9:

Develop a comprehensive districtwide professional development master plan.

This plan should address and include, at a minimum, the following issues:

- an inventory of all training programs offered by TPS with internal and external resources at all locations;
- stratification of training opportunities for supervisory versus nonsupervisory staff, including training that non-supervisory staff can receive to help them move to the supervisory level;
- the identification of duplicate, redundant, or overlapping staff development programs; and
- an analysis of the standards and methods employed to develop, deliver, and assess training programs throughout the district.

The delivery of training programs should move more aggressively to automated delivery methods and shift staff emphasis to work unit assessments. Self-service or more independent training resources would enhance the offerings and flexibility of the current service approach. Employees should be held accountable for any failures to deliver expected levels of customer service.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

This recommendation is cost neutral until the plan is implemented.

FINDING

Toledo Public Schools is not leveraging technology as thoroughly as possible in the creation and delivery of high quality professional development and training opportunities. Advances in technology are such that professional development activities of a high quality do not have to interfere as significantly with daily service delivery in the classroom as they once did. Training completed during planning periods using online courses can replace what once took an entire day off-site to complete.

Such an online training curriculum can and should be tailored to each job family in the district and serve as a mechanism for linking the professional development master plan with the district's succession planning efforts.

RECOMMENDATION

Recommendation 4-10:

Implement a web-based, career ladder training program that allows employees to train for higher positions in the district based on specific classification requirements.

Successful organizations, whether they are private or public, provide adequate and appropriate management skills development training. Currently, the Human Resources Department offers a more basic training plan and curriculum. As a next step, curriculum should be developed that provides progressive technical as well as managerial training in each of the major operational areas. Web-based materials would enable the Human Resources Department to deliver the material for employees seeking to move up the career ladder structure in an on-demand and cost effective manner.

FISCAL IMPACT

This recommendation is cost neutral until training resources are secured. The current estimate for implementation cost is $1,000 per course if purchased. The district could plan to purchase five of these courses per year for the next three years, effectively establishing a comprehensive curriculum by 2015-16.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Implement Web-Training Curriculum	($5,000)	($5,000)	($5,000)	$0	$0

FINDING

TPS has a well-developed "Customer Service Guide." However, the material is dated August 2008 and contains a letter from the previous Superintendent, so it is evident that this has not been updated. **Exhibit 4-6** shows a summary of the major areas covered by the Customer Service Guide. The most positive and impactful component is the list and explanation of the district's Customer Service Protocols. These are well done and appear to have been professionally developed. The Guide includes scripted language to use in certain key situations and accommodations for many variables.

Exhibit 4-6
Major Components of the
TPS Customer Service Guide

- Letter from Superintendent
- Our Pledge to our Customers
- Customer Service Protocols
- Summary of Core Values for the District
  - Collaboration
  - Rigorous Academic Curriculum
  - Excellence in Every Job
  - Focus on Customer Service
  - Community Involvement and Parental Support
  - Employee Promotion of Student Success

Source: TPS Customer Service Guide, August 2008.

What appears to be missing from the Guide is the execution or accountability for upholding these standards. For example, one protocol reads "We will acknowledge and greet visitors cordially upon their entrance into our facilities." It goes on to include the following steps:

- *All employees will be responsible for addressing guests.*
  - *Welcome to Arlington Elementary School. How many I help you?*
- *Visitors will be acknowledged immediately. If on the phone or engaged in an important conversation, we will acknowledge the visitor with a friendly gesture or eye contact.*
- *We will apologize if the visitor has waited for a period of time.*
  - *Mr. Smith, I'm sorry for your wait. How may I help you?*
- *All employees will be responsible for greeting customers if they recognize or suspect that the visitor has not been acknowledged.*
  - *Are you being helped?*
- *An inviting, uncluttered waiting area will be provided for guests.*

During Evergreen on-site visits to various schools, members of the team were received with varying degrees of recognition of these standards. Most front office personnel were very friendly and cordial; however, others did not display these expected levels of customer service. This aligns with comments from members of the community who expressed concern with the levels of customer service being delivered at schools.

Toledo Public Schools currently maintains stand-alone curricula for customer service skills training, sexual harassment training, and other critical service areas. These offerings are being made available on a quasi-regular basis, but anecdotal evidence from stakeholders in the district, as well as parents and members of the community, indicate that this training is not fully effective in ensuring a high level of service.

Feedback from management and employee groups during the diagnostic review, as well as direct community feedback collected during a public hearing, found that at least some front-line school staff are exhibiting poor customer service. Members of the Evergreen Team who visited school sites shared varied experiences with customer service where some were generally positive and others were considerably negative.

The district maintains a Customer Service Training Manual that outlines helpful guides to delivering high quality customer service and serves as the foundation of its customer service training, but either these materials are not being used, the information is being inconsistently delivered, or some employees are simply not grasping these concepts. What is also clear is that there is little accountability with regard to customer service. Employees who are delivering substandard customer service are seeing little performance management attention. Some of this problem could be also explained by the fact that turnover in school-level positions is in some cases, out of the control of the employees in the position who hold them. That is, as positions are bid and bumped through the established union rules, individuals may be hired into customer-service centered positions and they are not always skilled to provide this service.

RECOMMENDATIONS

Recommendation 4-11:

Update customer service training materials and hold employees accountable for the customer service they deliver.

Customer service is the lifeblood of public organizations. Without positive working relationships with parents and community groups, a school district will struggle to meet its goals of engaging these groups and maximizing opportunities to promote excellence. Simple accountability measures should be implemented and employees who are unfit for customer service roles should be given the opportunity to pursue other opportunities.

This recommendation is subject to contract negotiations.

Recommendation 4-12:

Develop and implement a staff and customer feedback system to assist human resources in evaluating the nature and quality of its services on a regular basis.

The human resources function does not have a process in place to survey staff regarding the quality of human resources services provided to the district. In other words, there is no formal feedback system for managers or employees to offer suggestions on how human resources services could be improved, potential new services could be offered, or to base commendations for outstanding service.

Human Resources staff should design an internal, on-line staff survey that includes a series of questions designed to elicit feedback on human resources issues, including:

- What went well in the previous year in staffing, employee relations, leadership development and/or professional development?
- What services should be improved or changed?
- What are the expectations for support, employee relations, and leadership development and/or professional development?
- What suggestions do you have for improving human resources services to TPS employees?
- What are some ideas for improving recruitment and retention of quality personnel?

The feedback received through the survey will provide an effective means for human resources staff to evaluate performance both from an internal perspective as well as from the standpoint of its primary customers.

This feedback system should be used as well at the schools.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Based on past activities and the notated service levels, the human resource function has not always possessed the financial resources to support its specific goals and objectives. The Department's budget, while maintained annually, does not appear to be kept with any meaningful attention to detail.

Items such as temporary substitute administrators at the school level are funded from the central human resources budget with little regard for the budgeted dollar amount. Current year budget analysis reveals, for example, that as of February 2013 there were zero dollars for the 'Off:PrinServ – Temporary' category, yet over $186,000 has been charged. Similarly, there have been no dollars for 'Staff Services – Temporary,' yet there have been over $171,000 in charges to this line item. This finding is based on the 'DNP Non-Teaching 3300D Ledge List FY11-FY13' and 'DHR Admin 3300D Ledge List FY11-FY13' budget reports that were provided to Evergreen by Toledo Public Schools during this audit.

A detailed plan that links the current budget to a department's strategic objectives should be developed. The absence of such a plan inhibits the ability to efficiently meet human resources goals over time. If expenses related to temporary staffing must be included in a central funding source, such as human resources, then the district should at least plan accordingly.

Advertising and other related recruiting expenses are also paid from the Human Resources Department's budget which makes planning even more important as the department seeks to gain a more proactive strategic footing moving forward.

RECOMMENDATION

Recommendation 4-13:

Develop a plan that links the Human Resources Department's goals to the budget allocation.

District managers should take the time to link the budget to each of its strategic goals. In cases where sufficient resources are not available, a plan should be developed to bridge the differential, or the goal implementation period should be lengthened.

FISCAL IMPACT

The development of a budget plan can be completed at no cost to the district.

4.3 HUMAN RESOURCES RECORDS

The establishment and maintenance of complete, well-organized, and accurate personnel records is one of the most important functions of successful human resources departments. Personnel records often contain confidential and valuable information pertaining to employment history, performance, commendations, correspondence, qualifications, compensation, and benefits—among other things. These records must be maintained in a secure environment that is accessible only to authorized staff. Personnel files are used on a regular basis by staff to provide job and salary verifications, produce personnel reports, develop required compliance documents, and maintain accurate data for the TPS workforce.

FINDING

Toledo Public Schools maintains physical (paper only) personnel records in one of two locations. Active personnel files are kept on the first floor of the building in locked file cabinets that are organized by employee type. Historical records are kept in locked wooden cabinets in the basement. Provided the age and size of the available facility, this is an acceptable arrangement.

A random audit of ten personnel files maintained in the district's active files and conducted by an Evergreen consultant revealed generally well-organized and secured personnel files. **Exhibit 4-7** shows a matrix of audited information and which randomly selected files contained that information.

Exhibit 4-7
Personnel File Audit Matrix
in Toledo Public Schools

Position	License	Request for Personnel Action Form	Correspondence	FLEXO Form	Highly Qualified Certification	Performance Evaluations	Training Documentation	Transcripts	Background Check	Drug Screen	Application	Verification of Employment
Principal	X	X	X	X	X	X	X	X	X	X		
Assistant Principal	X	X	X	X	X	X	X	X	X	X		
Teacher	X	X	X	X	X		X	X	X	X	X	X
Teacher	X	X	X	X	X	X	X	X	X		X	X
Dean	X	X	X	X		X		X	X	X		
Secretary I			X	X		X		X	X	X	X	
Facilities		X	X	X		X	X	X	X		X	
Food Service		X	X	X		X	X	X	X		X	
Special Ed. Paraprofessional	X	X	X	X		X		X	X		X	
Treasurer Specialist		X	X	X		X					X	

Source: Created by Evergreen Solutions, February 2013.

While the files themselves largely contain appropriate and consistent data, some items, as noted above, were missing. Some were not applicable, such as licensure documentation for a secretary or highly qualified paperwork for Treasurer Specialists. There were other minor issues or inconsistencies with the files that can be addressed in the future. For example, one of the teacher files reviewed had a well-organized checklist of contents as if it had been subject to a previous check-up or audit. Several others contained hand-written sticky notes with corrected information on them. Sticky notes can be lost over time and may or may not serve as legally binding information for the files. In some cases, the title of the employee on the printed label of the file itself did not match the title on the latest Request for Personnel Action (RFPA) form. The Secretary I file that was reviewed, for example, had a label on the file that identified the individual as a 'Substitute Secretary.' One file had a photograph of the employee stapled to the inside of the front cover.

RECOMMENDATIONS

Recommendation 4-14:

Develop a consistent personnel file content checklist to ensure that only approved information is included in personnel files and conduct regular random audits of personnel files to ensure compliance.

It is not uncommon for aged personnel files to contain antiquated or presently unused forms; however, a checklist of items that should be included in the files should be maintained. Failure to keep records of certain federal employment documentation, such as I-9 or W-4 forms, can result in substantial penalties and fines if an audit is conducted.

TPS already has a solid foundation, but the irregularities observed warrant attention.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Paper personnel files present TPS with a multitude of challenges. These files take up a great deal of physical space, are subject to damage by natural disasters or failures of the building they are housed in, and can contain inconsistencies as was observed in the random file audit conducted by Evergreen. Many school districts are moving away from physical personnel files and adopting electronic recordkeeping systems to ensure security, accuracy, and consistency while also saving storage space.

Recommendation 4-15:

Implement a document imaging system for record maintenance.

An electronic document imaging system was identified as missing from most work processes. Human resources departments around the country are able to reduce paperwork and recordkeeping errors, and improve efficiency by adopting digital document management solutions. In some of the most advanced examples, all personnel records and supporting documentation are now available electronically, thus eliminating the need for warehousing operations and facilities to store and turnover voluminous paper records. In addition, the records are available instantaneously—eliminating time spent sorting through hard copy files.

Accuracy is also improved via a digital document management system. These systems make it much easier to determine when documentation is missing or if information is needed to complete a personnel file.

If a document imaging system were combined with fillable electronic form replacements for the most common human resources forms, such as the Request for Personnel Action (RFPA), significant decreases in processing time would be achieved.

FISCAL IMPACT

Implementation costs can vary between $50,000 and $100,000, depending on the scale of document transfer that takes place. A limited term, four-year contract could defray the cost. Cost can be reduced if TPS Human Resources staff participates in the scanning process. Cost can be reduced or even eliminated if present technology resources (i.e. multi-function scanners/printers) are used for the effort without purchasing or leasing new equipment. A two-year contract for $100,000 worth of document imaging services and equipment leasing would spread the cost over two fiscal years as shown below.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Implement Document Imaging System	($50,000)	($50,000)	$0	$0	$0

4.4 RECRUITMENT, HIRING, AND RETENTION

Easily one of the most critical functions performed by a high quality human resources department is the recruitment, employment, support, and retention of a stable, high quality workforce that can support the district in meeting its varied and unique challenges in educating children. Whether or not the district is successful in meeting its goals and objectives is dependent upon the workforce being able to implement initiatives and accomplish results.

The recruitment and retention of a high quality workforce requires a commitment by all departments and supervisors in a partnership with the human resources department.

Another benefit of an effective recruitment process is that, over time, it will improve the quality of candidates hired and lead to longer tenure—thus reducing turnover. Turnover is proven to have an associated cost. A number of online tools and resources exist that can assist in the calculation of the precise cost of turnover, but a widely cited number is that turnover costs

approximately 30 percent of the departed incumbent's annual salary. With this reality facing the district, eliminating turnover by implementing more effective recruitment practices would be beneficial.

FINDING

The Human Resources Department must make the recruitment and retention of high qualified individuals a top priority. Employment in government service, in general, is viewed as a less attractive career option among many college graduates. This trend has continued downward over the course of the last 20 years. Public organizations must work to counteract this perceptual trend in order to ensure that the highest caliber of employee is available to fill vacancies.

As a growing segment of public sector employees begin to retire, many state and local governments are or will be experiencing a loss of decades of institutional knowledge. This situation will have dire effects on organizations that are not adequately prepared. Being appropriately prepared to deal with the changing needs over the next 10-20 years involves a need for effective workforce planning and a retention plan for employees that provides the organization with the tools to keep highly qualified and effective employees within the school district.

The type of work being performed by large segments of TPS staff and the associated level of turnover necessitates a more structured approach to recruitment. In essence, if the district wants to stabilize its labor force, a more specific plan needs to be developed to recruit and retain valuable human resources.

RECOMMENDATION

Recommendation 4-16:

Develop a comprehensive recruitment plan (including a mission statement, goals, measurable objectives, needs assessment, analysis and evaluation of past efforts, and strategies) for attracting employees to Toledo Public Schools.

Strategic objectives for TPS recruitment should be present to ensure that alignment exists with the overall plan. As an element of that vision, TPS should develop a goal for its maximum turnover rate, and develop practical and quantifiable goals for the recruitment process. Recruitment activities should not be conducted haphazardly or in a vacuum, but rather should be strategic and goal-oriented.

In addition to the recruiting methods currently in place, criteria to measure the effectiveness of the current recruiting process should be established. These data should be provided quarterly to the Superintendent and Cabinet. During new employee orientation, information should be collected as to why these new employees chose to work for Toledo Public Schools. This information will assist in planning future recruiting efforts.

An accurate record of each recruiting activity should be maintained in order to evaluate its effectiveness. The record should include indicators such as:

- name of recruitment activity;
- description of typical attendees;
- date;
- location;
- TPS representative(s);
- expenses;
- number of contacts made; and
- number of employees and other staff hired.

TPS leaders should be provided with an annual summary of specific recruitment and hiring activities that have taken place.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Toledo Public Schools does not have a succession plan in place for its key leaders. In order to ensure minimal disruption to the daily operations of all departments, in the event of inevitable turnover, a well-developed succession plan is needed in the event a key position becomes vacant.

In organizational development, succession planning is the process of identifying and preparing suitable employees through mentoring, training and job rotation, and replacing key personnel within an organization as their careers end. From the risk management aspect, provisions are made in case no suitable internal candidates are available to replace the loss of any key person. For example, it is not unusual for a private sector firm to insure the key person so that funds are available if she or he dies, and these funds can be used by the business to cope with the problems before a suitable replacement is found or developed. Although such a practice is not common in the public sector, the idea of succession planning is a common practice in municipal governments around the country.

Succession planning involves having senior leaders review their top managers and other potential candidates in lower-level positions to determine several backups for each senior position. This is important because it often takes years of grooming to develop effective senior managers.

A specific plan of action ensures a decrease in disruption to the position's responsibilities, and therefore the organization's effectiveness. An effective succession plan clearly identifies the factors to be taken into account and the process to be followed in relation to retaining or replacing a key person.

Exhibit 4-8 illustrates the elements of a successful succession plan and can be used as the foundation of Toledo Public School's own planning effort.

Exhibit 4-8
Sample Elements of a Succession Plan

- Statement of commitment to prepare for inevitable leadership turnover.
- Statement of commitment to assess leadership needs before beginning a search.
- Plan to appoint interim leadership to ensure smooth operations and compliance with contractual obligations.
- Outline of succession procedures including:
  - internal management succession to the interim position;
  - time frame for making the interim appointment;
  - time frame for appointing a board transition committee; and
  - roles of the transition committee, e.g., communication with stakeholders, identifying a transition management consultant, conducting an organizational assessment and designing the search plan.

Source: http://www.transitionguides.com, 2012.

Exhibit 4-9 provides a sample of a specific procedural component of succession planning. It is written to emphasize the acknowledged importance of procedures and provide the school district with guidance through the interim filling and eventual permanent placement of new employees.

RECOMMENDATION

Recommendation 4-17:

Develop a succession plan to ensure continuity of services in Toledo Public Schools.

By addressing the need for future leadership now and developing a formal succession plan, Toledo Public Schools will ensure steady progress and implementation of strategic goals and plans. Ideally, this process will result in a seamless transition of leadership for key roles at both the central office and the school levels.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Toledo Public Schools offers a development program called the Urban Leadership Development Program (ULDP). ULDP is designed to train and educate an ethnically diverse group of future leaders from within the district. Potential candidates enter into a three-year program that includes provision for a college degree and leadership training which is designed under the popular and progressive "grow your own" leadership development concept. Such an effort can and should be integrated into the district's succession planning effort.

Exhibit 4-9
Sample Succession Plan Procedures

For a temporary change in district leadership (i.e., illness or leave of absence) refer to the district's Personnel Guidebook. In the event the Superintendent of the district is no longer able to serve in this position (i.e., leaves the position permanently), the school board shall do the following:

1. Within 5 business days appoint an interim superintendent according to the following line of succession:
    a. Deputy Superintendent of the district
    b. Chief Financial Officer of the district
    c. external consultant (with experience as an interim superintendent)
2. Within 15 business days appoint an executive transition committee, in the event that a permanent change in leadership is required. This committee shall be comprised of at least one member of the executive team and two members of the county commissioners. It shall be the responsibility of this committee to implement the following preliminary transition plan:
    a. Communicate with key stakeholders regarding actions taken by the board in naming an interim successor, appointing a transition committee, and implementing the succession policy. The organization shall maintain a current list of key stakeholders who must be contacted, such as lenders and investors of the district, foundations, government agencies, and other.
    b. Consider the need for consulting assistance (i.e., transition management or executive search consultant) based on the circumstances of the transition.
    c. Review the district's strategic plan and conduct a brief assessment of district's strengths, weaknesses, opportunities and threats to identify priority issues that may need to be addressed during the transition process and to identify attributes and characteristics that are important to consider in the selection of the next permanent leader.
    d. Establish a time frame and plan for the recruitment and selection process.
    e. Refer to the Personnel Guidebook for additional procedures.

The school board members should use similar procedures in case of an executive transition that simultaneously involves the superintendent and other key management. In such instance, the board may also consider temporarily subcontracting some of the organizational functions from trained consultant or other organizations.

Source: Adapted for district use from http://www.transitionguides.com, 2009.

These types of strategic programs can have real and meaningful impact on employers from the standpoint of diversity, preservation of institutional knowledge, and overall effectiveness. ULDP is an innovative and progressive program that should be encouraged. The concept of growing your own leaders from a foundation of previous tenure and success in the district in a different capacity has many benefits and should be continued and even expanded.

COMMENDATION

TPS is commended for its implementation of the Urban Leadership Development Program (ULDP).

FINDING

The issue that hinders the ULDP is underutilization. Mandates have been enforced that restrict teachers from being pulled from their classrooms to fill temporary vacancies in administrative positions. Since most ULDP participants are teachers, they are limited in their ability to get on-the-job experience because of this mandate. Relaxing these rules to allow meaningful participation in ULDP could be beneficial.

RECOMMENDATION

Recommendation 4-18:

Curtail restrictions on ULDP participants and increase their exposure to real-world leadership opportunities.

Currently, TPS is using retired administrators to fill temporary vacancies left by absent principals, assistant principals and other administrative staff. This limitation is stunting the professional growth of would-be administrators who have already committed to TPS a desire to develop into future administrators.

As previously discussed, these dollars are coming from the Human Resources Department budget. According to this year's budget report for Human Resources, the district has spent in excess of $186,000 on funding temporary administrators in the current fiscal year. This amount has grown significantly over the past three years, and if the trend continues at the same pace, this could be a quarter-million dollar expense in 2014.

FISCAL IMPACT

The expansion of ULDP will come at no direct expense to the district. Instead, TPS stands to save a significant amount of money by reducing or eliminating the need for retired administrators. Some of these savings will be offset by the need to hire substitute teachers to fill the classrooms of ULDP participants; however, a substitute teacher can be hired at a lower cost to TPS than a retired administrator would cost to fill the absent administrator's position for the same period of time. In the event of an absent administrator, a substitute of some kind will be hired. If a ULDP participant is afforded the opportunity to fill the absent administrator's position then TPS sees a double benefit; a future administrator will receive valuable real-world experience and the daily expense of a substitute teacher is lower than the daily expense of a substitute administrator.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Expand the Urban Leadership Development Program (ULDP)	$0	$90,500	$90,500	$90,500	$90,500

FINDING

Another outstanding effect of ULDP is an increase in diversity. Though ULDP does make progress in promoting diversity, it is a stand-alone program and not a part of any districtwide diversity plan for encouraging minority employment. While statistics are kept regarding the demographic composition of the workforce vis-à-vis the community, there is no correlation of that data to the demographic makeup of the applicant pool. As a result, Human Resources staff and TPS leaders are unable to determine whether or not minorities are represented appropriately within the district.

RECOMMENDATION

Recommendation 4-19:

Develop and implement a diversity plan that assesses applicant pool demographics and sets recruitment and retention goals.

Equally as important and vital as a qualified workforce is a diverse and representative workforce. TPS should strive to ensure that females and minority groups are adequately represented in the organizational structure. Accomplishing this objective requires a commitment to diversity, the data to support strategies, and a vision for the future. Programs such the ULDP can help the district meet its diversity goals; however, if these programs are not part of a broader plan, they will fail to meet their full potential.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.5 COMPENSATION AND CLASSIFICATION

The single most important aspect of the human resources function to the vast majority of employees will always be the compensation and classification program. Employees must feel as though they are being paid a competitive wage for the services that they provide to the organization, whether they are processing purchase orders, planning for new curriculum development, or providing legal representation to the district. Concurrently, the organization must develop a clearly communicated compensation philosophy—public education organizations are not for-profit private enterprises, and must treat their compensation packages accordingly. Employees must be aware of these factors and agree with the tenets of public service. With respect to benefits, the organization must be cognizant of the fact that true compensation includes not only salary, but also any additional benefits that the organization provides—health care coverage, retirement programs, paid leave, etc. Examining the district's compensation necessitates looking at both the salary and the benefits offered.

Whereas compensation primarily focuses on the external equity of a compensation and benefits package, classification emphasizes the accuracy of an organization's job descriptions and how fairly they compare internally. Internal equity is the product of an effective and up-to-date classification plan. Failure to properly classify employees can lead to preventable turnover and improper hiring practices.

FINDING

Based on both the anecdotal data as well as the survey data collected and analyzed, there is a concern among employees and leaders as to the competitiveness of the compensation package offered in Toledo Public Schools. More than half were also either very dissatisfied or dissatisfied with the district's health insurance program. In addition, there were concerns among employees regarding the accuracy and age of many job and classification descriptions.

Exhibit 4-10 provides survey responses for central office administrators to the questions pertaining to personnel compensation—both for TPS employees as well as peers. On the salary side, 84 percent of TPS survey respondents indicated that they were either very dissatisfied or dissatisfied with the salary levels within the district compared to an average response of 41.6 percent in peer districts—this is a dramatic difference. As shown, more than twice the number of TPS administrators disagree that salary levels are competitive.

Exhibit 4-10
Survey Results for Compensation Questions

Survey Statement	Toledo Public Schools		Peers	
	SA + A	SD + D	SA + A	SD + D
Salary levels in the school district are competitive.	12.0%	84.0%	43.5%	41.6%
My salary level is adequate for my level of work and experience.	26.7%	72.0%	45.3%	40.8%

Source: Evergreen Solutions Survey Results, 2013.

Compensation is commonly cited as a primary cause for turnover among exit interviewees. In some cases, improving a compensation plan can curtail turnover among staff. When asked about job satisfaction and rewards for competence and experience, 36 percent of responding central office administrators indicate that they either disagree or strongly disagree that they are satisfied with their job as opposed to just 2.5 percent among peers. Close to a quarter of responding administrators indicate that they either agree or strongly agree that they are actively looking for a job outside of the district; compared to just 3.6 percent on average among peers. **Exhibit 4-11** illustrates the differences in perceptions between Toledo Public Schools and its peers with respect to job satisfaction.

Exhibit 4-11
Survey Comparison of Job Satisfaction

Survey Statement	Toledo Public Schools		Peers	
	SA + A	SD + D	SA + A	SD + D
The district rewards competence and experience, and provides qualifications needed for promotion.	9.3%	85.4%	39.3%	40.6%
I am satisfied with my job in the school district.	60.0%	36.0%	80.0%	2.5%
I am actively looking for a job outside the school district.	22.7%	44.0%	3.6%	71.7%

Source: Evergreen Solutions Survey Results, 2013.

Exhibit 4-12 shows average salaries in TPS administrative, professional, certified, classified, and other staff as compared to peer districts. The top chart compares districts of similar size across the State of Ohio, including Akron, Cincinnati, Dayton, and South-Western City. The bottom chart compares to peer districts only in Lucas County: Oregon City, Springfield Local, Sylvania City, and Washington City.

Interestingly, Toledo Public Schools has kept pace with its large district peers at a considerably better rate than its smaller local county peers. In some cases, funding per employee in smaller districts is higher, thus allowing a higher percentage of budget for compensation. The data year presented (2010-11) is the latest year for which the data were available in this much detail.

Exhibit 4-12
Average Salary Comparisons for Staff Groups by District
2010-11 School Year

District	Administrative Staff Salary Avg	Professional Staff Salary Avg	Other Staff Salary Avg	Certified Staff Salary Avg	Classified Staff Salary Avg
Toledo City	$45,785	$51,127	$25,940	$56,241	$27,085
Akron City	$34,176	$50,221	$27,797	$52,829	$26,546
Cincinnati City	$58,360	$52,214	$32,324	$66,265	$28,865
Dayton City	$47,751	$46,723	$32,561	$54,719	$30,597
South-Western City	$42,786	$58,452	$25,418	$63,112	$26,975
Peer Average	**$45,768**	**$51,903**	**$29,525**	**$59,231**	**$28,246**

District	Administrative Staff Salary Avg	Professional Staff Salary Avg	Other Staff Salary Avg	Certified Staff Salary Avg	Classified Staff Salary Avg
Toledo City	$45,785	$51,127	$25,940	$56,241	$27,085
Oregon City	$51,633	$60,420	$27,537	$64,072	$30,141
Springfield Local	$57,682	$60,724	$19,481	$63,116	$24,068
Sylvania City	$53,656	$57,612	$32,822	$64,170	$32,179
Washington Local	$50,457	$49,009	$32,054	$51,752	$34,159
Peer Average	**$53,357**	**$56,941**	**$27,974**	**$60,778**	**$30,137**

http://ilrc.ode.state.oh.us/PublicDW/asp/Main.aspx?server=mstris2&project=ILRC&evt=3002&uid=guest&pwd=&persist-mode=%228%22

RECOMMENDATION

Recommendation 4-20:

Conduct a comprehensive classification and compensation study to address potential issues of internal and external equity, and accuracy of job descriptions.

TPS should form a Compensation and Classification Committee to perform the following functions: develop an RFP for an external Human Resources consulting firm to conduct a comprehensive compensation and classification study, and serve in an advisory capacity to the selected consulting firm.

The Committee should include between five and seven individuals, including the Chief Human Resources Officer, the Superintendent or their designee, and members of collective bargaining groups. As the administrator of the compensation and classification system for the district, the

Chief Human Resources Officer or designee should chair the Committee and serve as primary contact.

By hiring an outside consultant to conduct the study, human resources staff time will be left available to implement other recommendations and complete required job tasks. By including employee representatives on the Committee, TPS can ensure employee concerns are represented during selection of a consultant and during the course of the study.

Benefits packages comprise a growing percentage of public sector compensation. In some school districts, the benefits percentage can be as high as 40 percent. Increasingly, public organizations are decreasing benefits in order to compensate for shrinking budgets. Many view this as the only alternative to layoffs or furloughs. However, it would be advantageous for the district to include the benefits program in conducting a comprehensive classification and compensation study. This examination of the total compensation package can be invaluable in assessing overall competitiveness. Some view these types of studies as unnecessary or superfluous; however, when one considers their impact on retention and recruitment, they can ultimately save the district a significant amount of time and money in the long run.

FISCAL IMPACT

Depending on the scope of services contracted through an outside firm, a comprehensive compensation and classification study will cost the district between $100,000 and $150,000.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Conduct Classification and Compensation Study	($125,000)	$0	$0	$0	$0

4.6 COLLECTIVE BARGAINING

Union agreements and the collective bargaining process represent a significant amount of time invested by the human resources staff. With nearly every employee of the district represented by one of the three major unions, these agreements shape how virtually every service is delivered—both internally and externally. The collective bargaining process can be very positive in that it offers an opportunity for consistent and open communication between the management of the district and the employees. In some cases, organizations are hindered by adversarial contract negotiations where service delivery is impacted negatively. In a public education setting, maintaining high quality and efficient contract negotiations and an overall positive collective bargaining process are vital to achieving the mission of the district.

FINDING

By all accounts, the working relationships that exist between management and the three major collective bargaining groups are positive and amicable. TPS has a long history of organized labor and the individuals in key positions of both district and union leadership have a sound understanding of the importance of friendly negotiations. No matter how simple or complex a

union contract is, or how many people it represents, when the bargaining process degenerates to distrust and political gamesmanship, everybody suffers.

With high quality service delivery being a top priority of every district employee, preservation of effective and positive labor relationships is essential.

COMMENDATION

Toledo Public Schools is commended for maintaining positive relationships with its collective bargaining groups.

FINDING

Toledo Public Schools does not have a strict policy governing what necessitates a Memorandum of Understanding (MOU). Instead, MOUs are created with some degree of excess and irregularity.

MOUs are a necessary part of the collective bargaining process, but they can be an administrative burden if they become excessive. Anecdotal information from interviewees found that MOUs are created in situations that would not traditionally require one. **Exhibits 4-13** through **4-15** display the MOUs completed for each of the three labor unions. One can quickly tell that the three unions are not equal in their demands or creation of MOUs.

Exhibit 4-13 displays the MOUs for 2010-2012 for the ACSCME locals. Over this three-year period AFSCME required a total of 11 MOUs; their dates and subjects are displayed.

Exhibit 4-13
Toledo Public Schools
AFSCME Local MOUs
2010-2012

MOU #	Date 2013	Subject
AFS-13-001	1/11/2013	Building Operator Overtime
Letter of Agree.	1/10/2013	Security Monitor Technicians
	2012	
AFS-12-005	5/16/2012	Incentive Compensation as per School Improvement Grant (SIG) Requirements
AFS-12-004	5/12/2012	Cleaning Pool for AFSCME Local 349
AFS-12-003	3/1/2012	Article 29.15, Compensatory Time
AFS-12-002	3/1/2012	Article 29.12, Shift Hours
AFS-12-001	1/5/2012	Security Specialist Positions - Rate of Pay
	2011	
AFS-11-002	11/11/2011	Revisit Staffing Formula at the Elementary Buildings
AFS-11-001	Dec-11	Bus Aides as Food Service Substitutes
	3/28/2011	Agreement to correct High School Staffing wording erroneously omitted from CBA
	2010	
AFS-10-001	5/24/2010	Stipend to Compensate Clerical Employees for SunGard "Train the Trainers"

Source: Toledo Public Schools, 2013.

The TFT (teachers) and TAAP (administrators) unions, on the other hand, have had significantly more MOUs over the same period of time:

- **Exhibit 4-14** shows MOUs for the TFT union from 2010 to 2012, dates. As can be seen, over the same three-year period, the TFT union executed 67 MOUs.

- **Exhibit 4-15** shows MOUs for the TAAP (administrators) union from 2010 to 2012, dates and subjects. During this time, the TAAP union executed 48 MOUs.

MOUs traditionally occur for a number of valid reasons. The three most common are the creation of new programs, changes to compensation, or creation of new positions. Beyond this, less formal MOUs are used. According to feedback received during the data gathering process for this audit, many MOUs that exist for TPS are created not at the request of the Human Resources Department, but only at the request of the Payroll Department.

When Requests for Personnel Action Forms (RFPAs) are submitted and indicate a need for additional compensation; a red flag is raised in the Payroll Department and an MOU is requested. At this point, an Human Resources employee, most likely a Director or the Chief Human Resources Officer, drafts an MOU and submits it for approval. This process is not always adhered to; it was reported that on a number of occasions the Chief Financial Officer has intercepted these requests for MOUs, and directed the Payroll Department to complete the change and/or payment without an MOU being created.

RECOMMENDATION

Recommendation 4-21:

Enforce the union contract requirements which are explicit as to the circumstances which require the creation of an MOU for each of the three collective bargaining units, and reduce total MOUs by 75 percent.

Current union contract language refer to MOUs as part of the existing contracts, and describe situations where MOUs should be created. There is little ambiguity in what absolutely requires an MOU and what does not; however, it appears that almost any change, no matter how small or temporary has resulted in these high numbers. In some cases, this is brought on by a desire to avoid conflict or to ensure that every individual is treated exactly the same; however, the current level of MOUs is creating an administrative burden on the Human Resources staff who must draft, edit, finalize, process and file these documents—not to mention the slowing effect they have on workflow throughout the district.

This recommendation is subject to contract negotiations.

Exhibit 4-14
Toledo Public Schools
Toledo Federation of Teachers MOUs
2010-2012

MOU #	Date	Subject
	2012	
TFT-12-040	12/10/2012	Payment to Resident Educator Mentors for Grant Payment
TFT-12-039	12/3/2012	Priority, Focus, Alert or School Improvement Buildings for the 2012-13 School Year
TFT-12-037	11/12/2012	TPS After School Academy
TFT-12-036	11/7/2012	Substitute Teacher Retiree Cohort
TFT-12-034	11/7/2012	Daily Substitute Professional Development for Non-Educators
TFT-12-033	10/15/2012	Highly Qualified Teacher (HQT) Professional Development - Fall 2012
TFT-12-032	10/2/2012	Career Technology Club Stipends
TFT-12-031	9/13/2012	English/Language Arts (ELA) Coordinators
TFT-12-030	9/13/2012	Math Coordinators
TFT-12-029	9/13/2012	Science Coordinators
TFT-12-028	9/12/2012	Extended Day for SIG, Robinson ES
TFT-12-027	9/12/2012	Extended Day for SIG, Pickett Academy
TFT-12-026	9/12/2012	Extended Day for SIG, Glenwood ES
TFT-12-025	9/12/2012	Extended Day for SIG, Scott HS
TFT-12-024	9/5/2012	Data Coordinators
TFT-12-022	8/29/2012	Teachers on Special Assignment
TFT-12-021	8/22/2012	New Teacher Academy, Janet Bird and Mary Toneff
TFT-12-020	8/14, REV 12/3/2012	Ohio Teacher Evaluation System (OTES) Pilot for the 2012-2013 Year Only
TFT-12-019	June 2012	Blackboard Learning Management System (LMS) for the Teaching staff at TECHS, TTA, DL Instruc., and teachers at Birmingham ES that will participate in the virtual school pilot
TFT-12-017	7/5/2012	Harcourt Hougton Mifflin Journeys, revised Curriculum Map for K-2 English LA Teachers
TFT-12-016	6/14/2012	Teacher Compensation for Camp FUNdamentals at Glenwood, Pickett and Robinson Elementary & Scott HS
TFT-12-015	5/30/2012	Highly Qualified Teacher (HQT) Professional Development - Summer 2012
TFT-12-014R	6/20/2012	PreSchool Summer Assessments
TFT-12-013	5/22/2012	District-Wide Transition Coaches
TFT-12-012	5/7/2012	Incentive Compensation as per School Improvement Grant (SIG) Requirements
TFT-12-011	5/1/2012	Kids Express Summer Programming at Reynolds, Garfield,
TFT-12-010	4/11/2012	Secondary Summer School for the 2012-2013 School Year
TFT-12-009	4/10/2012	Fuel Up to Play 60 (FUTP60) Grant Stipends
TFT-12-008C	4/17/2012	Employment of Ohio Masters Network in Education (OMNIE) Students - Keisa Schwochow
TFT-12-008B	4/4/2012	Employment of Ohio Masters Network in Education (OMNIE) Students - Ashley Zurawick
TFT-12-008A	4/4/2012	Employment of Ohio Masters Network in Education (OMNIE) Students - Michael Rahal
TFT-12-007	3/22/2012	The Hiring, Staffing and Operation of the Phoenix and Polly Fox Academies
TFT-12-006	3/21/2012	Educational Research and Dissemination Program
TFT-12-005	2/14/2012	Toledo Team Incentive Pay System (TTIPS)
TFT-12-004	1/17/2012	RAISE and MAPS - Mandatory Professional Development
TFT-12-003	1/17/2012	RAISE Program for the 2011-2012 School Year
TFT-12-002	1/6/2012	HQT Professional Development, Corrected Reading Presenters, Fall 2011 Session
TFT-12-001	1/4/2012	Freshman Basketball Coaches for the 2011-2012 School Year Only

Exhibit 4-14 (Continued)
Toledo Public Schools
Toledo Federation of Teachers MOUs
2010-2012

MOU #	Date	Subject
	2011	
TFT-11-023	12/12/11	Career Technology Club Stipends
TFT-11-022R	02/02/12	Transforming Teaching and Learning Grants from eTech, Woodward & Rogers - REVISED
TFT-11-022	12/06/11	Transforming Teaching and Learning Grants from eTech, Woodward & Rogers
TFT-11-021	11/21/11	Article VIII - Compensation, Sick Leave, Extra Duties, Section A, Pg. 24
TFT-11-020	11/21/11	Supplemental Education Services (PIE) Tutors Compensation
TFT-11-019	10/31/11	Appointments to the Intern Board of Review
TFT-11-018	09/21/11	Extended Day, Glenwood K-8 School Paraprofessionals (Revised MOU in 11/22 board agenda)
TFT-11-017	09/20/11	Permanent SIG Subs for Glenwood, Pickett, Robinson & Scott
TFT-11-016	09/19/11	TFT Supplementals
TFT-11-015	09/13/11	Extended Day, Glenwood K-8 School
TFT-11-014R	Rev. 02/10/12	Highly Qualified Teacher (HQT) Professional Development - Fall Session
TFT-11-014	08/30/11	Highly Qualified Teacher (HQT) Professional Development - Fall Session
TFT-11-013	07/15/11	Robinson Turnaround Protocols
TFT-11-012		Marzano Professional Development
TFT-11-011	07/15/11	General Staffing Info
TFT-11-010	07/01/11	SEL Program Courses
TFT-11-009	06/04/11	Bell Times
TFT-11-008	05/16/11	Distance Learning
TFT-11-007	06/27/11	Special Education Classrooms - TPS Transformation Plan and ODE Oversight
TFT-11-006	06/27/11	The Transformation of Middle Schools, 2011-2012
TFT-11-005	06/09/11	Toledo Review and Alternative Compensation System (TRACS)
TFT-11-004	06/24/11	Highly Qualified Teacher (HQT) Professional Development
TFT-11-003	06/17/11	Natural Science Technology Summer Maintenance
TFT-11-002	06/10/10	Extended time for the Coordinator of Health Services
TFT-11-001C	05/18/11	Employment of OMNIE Students - Danielle Rogers
TFT-11-001B	05/18/11	Employment of OMNIE Students - Emily Everly
TFT-11-001A	05/18/11	Employment of OMNIE Students - Summer Corrai
	03/29/11	Agreement with TAAP, TFT & TPS re SEL Program Expansion
	2010	
TFT-10-006	8/17/2010	Regarding Expired Licenses Termination
TFT-10-005	6/9/2010	Closing of Lincoln Academy 2010
TFT-10-004	6/9/2010	Closing of Libbey High School 2010
TFT-10-003	6/4/2010	2010 Summer/Fall Closures & Transitions, OSFC Projects, Program Relocations
TFT-10-002	5/24/2010	Extended time for Ann C. Cipriani
TFT-10-001	1/8/2010	Race to the Top

Source: Toledo Public Schools, 2013.

Exhibit 4-15
Toledo Public Schools
TAAP MOUs
2010-2012

MOU #	Date	Subject
	2012	
TAA-12-029	12/04/12	Toledo Public Schools After School Academy (TASA)
TAA-12-028	12/04/12	Priority, Focus, Alert or School Improvement Buildings for the 2012-13 School Year
TAA-12-027	11/21/12	Rehiring Edward C. Kaser, Jr. to the Position of Principal, Elementary, Keyser
TAA-12-026	10/19/12	Contracting with Robert Clark to the Position of Principal Mentor/Consultant
TAA-12-025	09/20/12	Administrator in Charge - David Volk, TTA
TAA-12-024	09/12/12	Extended Day for SIG, Robinson ES
TAA-12-023	09/12/12	Extended Day for SIG, Pickett Academy
TAA-12-022	09/12/12	Extended Day for SIG, Glenwood ES
TAA-12-021	09/12/12	Extended Day for SIG, Scott HS
TAA-12-020	09/06/12	Additional Compensation for Payroll Administrative Staff
TAA-12-019	09/05/12	District-Wide Professional Development Plan
TAA-12-018	09/05/12	Mental Health Student/Client Coordinator Supplemental for Westfield Principal
TAA-12-017	08/22/12	Elem. Counselor Career Develop. Coord. Supplemental
TAA-12-016	08/16/12	Acting Assignments for Members of the ULDP
TAA-12-015	07/24/12	Admin in Charge, Summer Jump Start and/or SESL
TAA-12-014	07/10/12	Gateway to College (Owens Community College) Liaison Supplemental
TAA-12-013	07/03/12	Agreement, Hanthorn, Jeffrey, Rosa Parks Principal
TAA-12-012	06/21/12	PreSchool Summer Assessments, Matrix Personnel
TAA-12-010	06/06/12	Administrator Compensation for Camp FUNdamentals at Glenwood, Pickett & Robinson, and Scott
TAA-12-009	05/30/12	Temporary Position Reclassification at Rosa Parks for the 2012-2013 School Year
TAA-12-007	05/07/12	Incentive Compensation as per School Improvement Grant (SIG) Requirements
TAA-12-006	05/01/12	Kids Express Summer Programming at Reynolds, Garfield and Leverette
TAA-12-005	04/04/12	PLATO Summer Academy for the 2012-2013 School Year
TAA-12-004	03/22/12	The Hiring, Staffing and Operation of the Phoenix and Polly Fox Academies
TAA-12-003	03/22/12	Alternative Supplemental Reevaluation Process
TAA-12-002	03/21/12	Teaching Administrator Academy: Empowering Current Urban Leaders
TAA-12-001	01/18/12	RAISE and MAPS - Mandatory Professional Development
	2011	
TAA-11-014R	02/02/12	Transforming Teaching and Learning Grants from eTech, Woodward & Rogers High Schools - REVISED
TAA-11-014	12/06/11	Transforming Teaching and Learning Grants from eTech, Woodward & Rogers High Schools
TAA-11-013	11/21/11	Supplemental Education Services (PIE) Tutors Compensation
TAA-11-012	09/13/11	Supplemental Positions
TAA-11-010	08/31/11	The Redesigning of Glenwood Elementary School
TAA-11-009	08/09/11	Counselor Staffing for the 2011-2012 School Year
TAA-11-008	08/02/11	Acting Principals in Beverly, East Broadway and Spring Elementary Schools
TAA-11-007	07/27/11	Principal Positions at Glenwood and Robinson
TAA-11-006	07/27/11	Robinson and Glenwood Principal Classification
TAA-11-005	07/20/11	Sandra Ellis as Larchmont Principal
TAA-11-003	07/27/11	Temporary Position Reclassifications for the 2011-2012 School Year
TAA-11-002	06/16/11	Administrator on Special Assignment - Stacey Scharf (K-8 Transformation)
TAA-11-001	Rev. 8/2/11	The Redesigning and Reopening of Robinson
	2010	
TAA-10-008	08/23/10	Administrative Leave, Other Cause
TAA-10-007	08/10/10	Recruitment/Retention Incentive for Pickett Elementary Principal
TAA-10-006	07/22/10	One Year Dean of Students Position at King Elementary School
TAA-10-004	05/01/10	Stipend to Compensate Administrators for SunGard "Train the Trainers"
TAA-10-003	05/07/10	Salary for Intern Psychologists
TAA-10-002	05/01/10	Acting Assignments for Members of the Urban Leadership Development Plan (ULDP)
TAA-10-001	02/18/10	Readiness & Emergency Mgmt for School (REMS)

Source: Toledo Public Schools, 2013

FISCAL IMPACT

If each MOU requires approximately three hours of total district staff time at an average of $35 per hour when one considers a composite of the various Director's time and clerical time, the 126 MOUs issued and approved from 2010 through 2012 have cost the district a conservative estimate of 378 hours or $13,230 worth of staff time. This is nearly 20 percent of a standard 2,080 hour full-time employee. Since it is the Director and Chief Human Resources Officer positions who write the majority of these MOUs, reducing this burden will free these individuals up for other activities.

No fiscal impact is shown since staff hours would be diverted for another purpose.

FINDING

Toledo Public Schools, through its AFSCME local union agreement, conducts an annual process known throughout the district as 'bump day'. Bump day typically occurs in the summer and is the process by which vacated positions are filled through a bid process and the subsequent vacancy is bid upon. The process also includes the option for people of higher seniority to bump employees of lower seniority from their present positions—thus forcing individuals out and causing them to bid/bump on another vacancy or position where they outrank the current incumbent. As was described by those who participate in it, bump day is a very disruptive and emotional process that causes a high degree of turmoil and turnover throughout the district.

On one hand, union representatives will defend bump day by describing it as an opportunity for employees to be in control over where and for whom they work. From this perspective one can see the benefit of such a system. On the other hand, however, among non-leadership union members and management who were interviewed on the subject, bump day is universally disliked. The most common response to the question of what do you think of bump day was "I hate it" or "I wish it would go away." While not every employee in the district was given the opportunity to respond to this question, with the feedback that was received being so universally negative, one has to question the impact that bump day has on the overall morale of the district.

From a productivity perspective, bump day has promoted turnover among regular union employees. As was previously discussed, some positions are identified as 'limited rights' so as to excuse them from the bump day process; a previous recommendation in this chapter proposes that certain human resources positions be classified as 'limited rights.' The impact of bump day, however, can be felt throughout the district. Frequent turnover, inconsistent institutional knowledge, fractured relationships, and hurt feelings combine to cause a reduction of productivity and morale in Toledo Public Schools. Based on the expressed opinions of management and union members being negative toward bump day, it is unclear why it remains in place.

RECOMMENDATION

Recommendation 4-22:

Eliminate the bump day process.

If eliminating bump day accomplishes only improved morale among the workers, then it would be a worthwhile step; however, long- term efficiency and effectiveness of every department will be improved as turnover is reduced. Major functions such as human resources, fiscal operations, transportation, and security are negatively impacted by the consistent turnover this process causes.

As previously discussed, an additional threat brought on by the bump process is the potential disconnect between employees and their roles as ambassadors of good customer service. A long-term employee of the district who is forced to bid out into a new classification may bid on a role they are less experienced in and less comfortable with. Customer service in situations such as this can struggle significantly. An employee (who was originally hired into a clerical role in a department such as finance, where customers are primarily internal and the emphasis is on data and processes) might struggle if this employee ends up bidding on a school secretary position where the bulk of the job is to interface with the public and respond to external demands.

Interviewees were asked to recall their history of employment that lead from their original date of hire to their current posting in human resources. Those employees who were subject to the bump had remarkable numbers of unique assignments. Employees reported holding certain clerical positions for as few as eight days before they bid out into another position. No employee, no matter how skilled, could be expected to learn a job and perform at a reasonable level if they are present for just eight days. Many held clerical positions in school sites and multiple central office departments in the same year. This is disruptive and represents what can happen when a seemingly positive thing like choosing one's own work location is taken to the extreme. This situation is untenable and must be reconsidered.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

The elimination or amendment of the bump/bid process will come at no direct cost to the district. In reality, turnover and lost productivity experienced by staff changes as the result of the bump process have likely cost the district hundreds of thousands of dollars over the years. Exact savings for this recommendation are impossible to calculate, but preserving institutional knowledge and reducing the impact of involuntary turnover should be seen as a high priority for Toledo Public Schools.

CHAPTER 5:
FINANCIAL MANAGEMENT

5.0 FINANCIAL MANAGEMENT

This chapter of Evergreen's report addresses the finance-related activities of the Toledo Public Schools (TPS). For purposes of this report, financial management is presented in the following the broad areas:

5.1 Financial Organization and Management
5.2 Accounting and Budgeting
5.3 Purchasing
5.4 Payroll
5.5 Accounts Payable and Receivable
5.6 Cash, Investments, and Bond Management
5.7 Asset and Risk Management

TPS has an annual operating and all funds budget that exceeds $300 million annually. The Fiscal Year (FY) for TPS begins on July 1 and ends on June 30 of each year. The School Board must adopt an Annual Appropriations Measure by October 1 every year. Appropriations are restricted by the certified resources. The Treasurer's Office and Director of Accounting and Finance monitor budget to actual expenditures and appropriations are adjusted as needed.

The School Board approves all supplemental appropriations and a revised Amended Certificate is obtained if necessary. TPS has a standing Finance Committee that generally meets on the second Wednesday of each month to review the financial matters of the district. The Committee submits copies of financial reports and copies of its minutes to the full Board, and makes recommendations for Board action based on the committee's discussions.

House Bill 412, passed by the Ohio State Legislature and enacted into law effective July 1, 1998, requires the Board of Education to submit a Five-Year Financial Forecast to the Ohio Department of Education in May and October of each year. At that time, the President of the Board of Education, the Superintendent and the Treasurer must certify that adequate revenue will be available to maintain all personnel, programs, and services essential to the operation of an adequate educational program for the length of each contract up to five years. The forecast presented in October 2012 is shown in **Exhibit 5-1**.

When looking at the financial management of a school district, it is important to look carefully at the district's spending patterns in comparison to its peers. For purposes of this review, two sets of peer districts were selected. The first set of regional peers includes those school districts that are similar in size and demographics to TPS. The second set of peers consists of school districts near TPS that may be somewhat different in size, but are in neighboring communities, and therefore the data are relevant for comparison purposes.

In 2010-11, **Exhibit 5-2** shows that, with the exception of the Akron City elementary schools, TPS spent more per pupil on Instruction and Pupil Support than its regional and neighboring peer districts at all grade levels.

Exhibit 5-1
Toledo Public Schools
Five Year Forecast - Fiscal Year End 2013 with Projections Through 2017
General & Related Funds (504)

	Actual 2012	Estimated 2013	Estimated 2014	Estimated 2015	Estimated 2016	Estimated 2017
BEGINNING(unencumbered) BALANCE:	**$615,363**	**$11,817,687**	**$10,908,226**	**($1,297,398)**	**($24,893,949)**	**($59,584,534)**
REVENUES:						
From Local Sources						
Real Estate	$81,835,553	$80,089,322	$78,839,322	$78,839,322	$78,839,322	$78,839,322
Personal Tangible	$91,818	$75,000	$0	$0	$0	$0
Investment Earnings	$94,524	$55,000	$55,000	$55,000	$100,000	$150,000
Other	$11,265,664	$10,253,252	$9,560,000	$9,560,000	$9,560,000	$9,560,000
From State Sources						
Foundation Program	$197,790,160	$196,879,424	$197,629,215	$197,629,215	$197,629,215	$197,629,215
Foundation Program :Career Technology	$3,303,253	$3,303,253	$3,303,253	$3,303,253	$3,303,253	$3,303,253
Rollback and Homestead	$10,259,806	$10,011,165	$9,854,915	$9,854,915	$9,854,915	$9,854,915
Personal Property Tax Reimbursement	$7,095,252	$783,000	$783,000	$783,000	$783,000	$783,000
Other	$0	$0	$0	$0	$0	$0
From Federal Sources	$8,413,585	$3,226,848	$2,098,581	$1,602,509	$1,850,545	$1,850,545
From Other Sources						
Proceeds From Sale of Notes	$20,000,000	$0	$0	$0	$0	$0
Budget Reserve	$0	$0	$0	$0	$0	$0
Return of Advance	$1,369,681	$2,051,064	$2,000,000	$2,000,000	$2,000,000	$2,000,000
TOTAL REVENUES	**$341,519,296**	**$306,727,328**	**$304,123,286**	**$303,627,214**	**$303,920,250**	**$303,970,250**
TOTAL BALANCE Plus REVENUES	**$342,134,659**	**$318,545,015**	**$315,031,513**	**$302,329,816**	**$279,026,302**	**$244,385,716**
EXPENDITURES:						
Salaries	$132,190,441	$129,500,000	$133,385,000	$137,386,550	$141,508,147	$145,753,391
Fringe Benefits	$69,565,099	$64,585,504	$68,460,634	$72,568,272	$76,922,369	$81,537,711
Purchased Service	$13,187,067	$12,900,000	$13,158,000	$13,421,160	$13,689,583	$13,963,375
Utilities	$6,996,411	$7,200,000	$7,344,000	$7,490,880	$7,640,698	$7,793,512
Tarta	$887,816	$711,000	$725,220	$739,724	$754,519	$769,609
Ed-Choice (Vouchers)	$7,978,118	$8,239,886	$8,500,000	$9,000,000	$9,500,000	$10,000,000
Community School Tuition	$65,611,599	$69,664,069	$71,000,000	$72,000,000	$73,000,000	$74,000,000
Supplies and Textbooks	$7,396,330	$8,136,330	$6,986,057	$7,775,778	$8,681,293	$8,854,919
Other Expenses	$3,262,941	$3,500,000	$3,570,000	$3,641,400	$3,714,228	$3,788,513
Cafeteria Subsidy	$696,384	$700,000	$700,000	$700,000	$700,000	$700,000
Transfers	$327,617	$500,000	$500,000	$500,000	$500,000	$500,000
Advance of Funds	$2,051,064	$2,000,000	$2,000,000	$2,000,000	$2,000,000	$2,000,000
Repayment of Notes	$20,166,085	$0	$0	$0	$0	$0
TOTAL EXPENDITURES	**$330,316,972**	**$307,636,789**	**$316,328,911**	**$327,223,764**	**$338,610,836**	**$349,661,029**
ENDING(unencumbered) BALANCE:	**$11,817,687**	**$10,908,226**	**($1,297,398)**	**($24,893,949)**	**($59,584,534)**	**($105,275,313)**

Source: TPS Board Documents, Regular Meeting, October 23, 2012.

Exhibit 5-2
Comparison of TPS Versus Peers Expenditures per Pupil by School Type

District	Expenditure Type	2010-11 School Year			2009-10 School Year			2008-09 School Year		
		HS	MS	ES	HS	MS	ES	HS	MS	ES
Regional Peer Districts										
Toledo Public Schools *	Administrative	$781	$965	$610	$747	$745	$758	$732	$727	$741
	Building Operations	$2,286	$2,890	$2,093	$2,321	$2,295	$2,317	$2,422	$2,392	$2,414
	Staff Support	$221	$392	$380	$377	$377	$379	$315	$315	$321
	Pupil Support	$1,914	$2,080	$1,509	$1,810	$1,786	$1,810	$1,701	$1,673	$1,694
	Instructional	$7,479	$8,159	$7,383	$7,127	$7,292	$7,184	$6,575	$6,863	$7,139
Akron City	Administrative	$740	$887	$714	$692	$826	$659	$709	$923	$667
	Building Operations	$2,503	$2,451	$2,328	$1,958	$2,372	$2,162	$1,921	$3,155	$2,243
	Staff Support	$751	$1,044	$774	$609	$781	$759	$501	$726	$637
	Pupil Support	$1,548	$1,498	$1,149	$1,415	$1,435	$1,043	$1,393	$1,360	$1,017
	Instructional	$6,880	$7,302	*$8,007*	$6,565	$7,113	$7,785	$6,293	$7,365	$7,744
Cincinnati City	Administrative	$693	--	$657	$731	--	$628	$699	--	$575
	Building Operations	$1,205	--	$1,256	$1,301	--	$1,179	$1,473	--	$894
	Staff Support	$1,028	--	$1,060	$676	--	$580	$830	--	$747
	Pupil Support	$1,293	--	$1,469	$1,280	--	$1,471	$1,163	--	$1,093
	Instructional	$6,921	--	$6,960	$6,923	--	$7,159	$6,585	--	$6,977
Dayton City	Administrative	$785	--	$583	$852	--	$535	$742	$823	$524
	Building Operations	$1,210	--	$1,247	$1,198	--	$1,369	$1,096	$1,572	$1,256
	Staff Support	$558	--	$544	$484	--	$507	$309	$324	$439
	Pupil Support	$934	--	$933	$848	--	$940	$750	$630	$823
	Instructional	$6,139	--	$6,893	$6,342	--	$6,826	$5,907	$10,220	$6,574
South-Western City	Administrative	$566	$546	$477	$442	$422	$334	$410	$425	$337
	Building Operations	$568	$677	$688	$507	$557	$507	$531	$552	$505
	Staff Support	$222	$169	$163	$98	$72	$190	$66	$20	$150
	Pupil Support	$807	$627	$310	$548	$427	$174	$657	$518	$214
	Instructional	$5,419	$6,102	$5,702	$5,556	$6,069	$5,307	$5,370	$6,023	$5,248
Regional Peer Average	**Administrative**	**$696**	**$717**	**$608**	**$679**	**$624**	**$539**	**$640**	**$724**	**$526**
	Building Operations	**$1,372**	**$1,564**	**$1,380**	**$1,241**	**$1,465**	**$1,304**	**$1,255**	**$1,760**	**$1,225**
	Staff Support	**$640**	**$607**	**$635**	**$467**	**$427**	**$509**	**$427**	**$357**	**$493**
	Pupil Support	**$1,146**	**$1,063**	**$965**	**$1,023**	**$931**	**$907**	**$991**	**$836**	**$787**
	Instructional	**$6,340**	**$6,702**	**$6,891**	**$6,347**	**$6,591**	**$6,769**	**$6,039**	**$7,869**	**$6,636**
Neighboring Peer Districts										
Toledo Public Schools	Administrative	$781	$965	$610	$747	$745	$758	$732	$727	$741
	Building Operations	$2,286	$2,890	$2,093	$2,321	$2,295	$2,317	$2,422	$2,392	$2,414
	Staff Support	$221	$392	$380	$377	$377	$379	$315	$315	$321
	Pupil Support	$1,914	$2,080	$1,509	$1,810	$1,786	$1,810	$1,701	$1,673	$1,694
	Instructional	$7,479	$8,159	$7,383	$7,127	$7,292	$7,184	$6,575	$6,863	$7,139
Oregon City	Administrative	$313	$180	$352	$305	$194	$349	$314	$395	$319
	Building Operations	$702	$570	$527	$813	$608	$499	$915	$659	$540
	Staff Support	$61	$2	$6	$56	$2	$2	$59	$4	$5
	Pupil Support	$754	$521	$205	$768	$552	$166	$869	$725	$186
	Instructional	$6,575	$5,745	$5,475	$6,363	$5,755	$5,257	$6,869	$6,475	$5,470
Springfield Local	Administrative	$627	--	$500	$574	--	$465	$562	$412	$503
	Building Operations	$2,003	--	$1,582	$1,713	--	$1,628	$1,904	$2,668	$1,527
	Staff Support	$23	--	$22	$25	--	$20	$42	$56	$47
	Pupil Support	$1,045	--	$617	$1,167	--	$713	$1,117	$986	$500
	Instructional	$4,982	--	$6,161	$5,388	--	$6,353	$5,066	$6,016	$6,540
Sylvania City	Administrative	$711	$637	$513	$673	$599	$529	$654	$626	$477
	Building Operations	$1,332	$1,016	$938	$1,442	$1,815	$2,345	$1,305	$1,158	$902
	Staff Support	$43	$27	$12	$40	$29	$14	$44	$30	$15
	Pupil Support	$1,128	$814	$500	$1,101	$759	$582	$1,037	$750	$476
	Instructional	$6,183	$6,575	$6,158	$6,087	$6,588	$6,505	$5,938	$6,420	$5,837
Washington Local	Administrative	$707	$804	$513	$672	$773	$536	$679	$717	$522
	Building Operations	$2,544	$2,232	$1,722	$2,423	$2,229	$1,798	$2,522	$2,174	$1,885
	Staff Support	$250	$647	$522	$214	$585	$512	$261	$483	$530
	Pupil Support	$978	$933	$703	$900	$897	$747	$851	$895	$677
	Instructional	$7,131	$6,445	$6,442	$6,742	$6,497	$6,894	$6,552	$5,920	$6,480
Neighboring Peer Average	**Administrative**	**$590**	**$540**	**$470**	**$556**	**$522**	**$470**	**$552**	**$538**	**$455**
	Building Operations	**$1,645**	**$1,273**	**$1,192**	**$1,598**	**$1,551**	**$1,568**	**$1,662**	**$1,665**	**$1,214**
	Staff Support	**$94**	**$225**	**$141**	**$84**	**$205**	**$137**	**$102**	**$143**	**$149**
	Pupil Support	**$976**	**$756**	**$506**	**$984**	**$736**	**$552**	**$969**	**$839**	**$460**
	Instructional	**$6,218**	**$6,255**	**$6,059**	**$6,145**	**$6,280**	**$6,252**	**$6,106**	**$6,208**	**$6,082**

** Since TPS submitted these data to the State, TPS eliminated middle schools and restructured to create K-8 campuses.*
Source: Ohio Department of Education, 2013.

Exhibit 5-3 compares the total expenditures for each of the peer school districts and the Toledo Public Schools in terms of total dollars and the percent of total dollars spent in each category. As a percent of total expenditures, in 2010-11, TPS spent about 12 percent on administration, down from 12.7 percent in 2008-09. Only Dayton City (12.7 percent) and Sylvania City (12.1 percent) spent a higher percentage in 2010-11 on administration.

Exhibit 5-4 shows select indicators related to property valuations and taxation. As shown, only Dayton City Schools have a lower Assessed Valuation Per Pupil than TPS.

5.1 FINANCIAL ORGANIZATION AND MANAGEMENT

In Ohio, the position of Treasurer is a legislated position that reports directly to the Board of Education. Section 3313.22 (A) of the Ohio Revised Code includes the following information relating to the appointment of a Treasurer:

> *…the board of education of each city, local, exempted village, and joint vocational school district, at a regular or special meeting held not later than the first day of May, shall appoint a treasurer, who shall be the chief fiscal officer of the school district. The treasurer shall be appointed for a term not longer than five years beginning the first day of August and ending the thirty-first day of July. The board shall execute a written contract of employment with the treasurer. At the expiration of a treasurer's current term of employment, the treasurer is deemed re-employed for a term of one year at the same salary plus any increments that the board may authorize, unless the board, on or before the first day of March of the year in which the contract of employment expires, either re-employs the treasurer for a succeeding term as provided in division (C) of this section or gives to the treasurer written notice of its intention not to re-employ the treasurer. A treasurer shall not be transferred to any other position during the term of the treasurer's employment or re-employment except by mutual agreement by the treasurer and the board…*

The Treasurer's duties and responsibilities are also laid out in law, with some specificity. The general duties relating to money and the reporting relationship of the Treasurer directly to the Board (*emphasis added*) are noted in Section 3313.31 of the Ohio Revised Code as follows:

> *(A) All the duties and obligations of the county auditor, county treasurer, or other officer or person relating to the moneys of a school district shall be complied with by dealing with the treasurer of the board of education thereof. The treasurer shall be the chief fiscal officer of the school district, shall be responsible for the financial affairs of the district, and shall report to and is subject to the direction of the district board of education. Except as otherwise required by law, no treasurer shall be required to verify the accuracy of nonfinancial information or data of the school district.*
>
> *(B) Notwithstanding any provision of the Revised Code to the contrary, but subject to section 3319.40 of the Revised Code, in all school districts and educational service centers, the treasurer shall direct and assign employees directly engaged in the day-to-day fiscal operations of the district or service center, as those employees are so designated by the board of the district or service center.*

Exhibit 5-3
Comparison of Expenditures per Pupil – Toledo Public Schools Versus Peer School Districts

Ohio Peer District	Expenditure (Exp) Type	2010-11 School Year				2009-10 School Year				2008-09 School Year			
		Total	ADM	Per Pupil	% of Total	Total	ADM	Per Pupil	% of Total	Total	ADM	Per Pupil	% of Total
Toledo Public Schools	Administrative	$37,184,824	22,277	$1,669	12.00%	$42,179,780	25,194	$1,674	12.40%	$43,467,503	25,814	$1,684	12.70%
	Building Operations	$53,837,266	22,277	$2,417	17.40%	$61,279,242	25,194	$2,432	18.00%	$64,985,203	25,814	$2,517	19.00%
	Staff Support	$8,837,827	22,277	$397	2.90%	$11,056,575	25,194	$439	3.20%	$10,828,602	25,814	$419	3.20%
	Pupil Support	$40,976,576	22,277	$1,839	13.30%	$46,663,965	25,194	$1,852	13.70%	$44,745,732	25,814	$1,733	13.10%
	Instructional	$167,892,524	22,277	$7,537	54.40%	$180,047,381	25,194	$7,146	52.80%	$178,542,168	25,814	$6,916	52.10%
	Total	$308,729,016	22,277	$13,859	100.00%	$341,226,944	25,194	$13,544	100.00%	$342,569,208	25,814	$13,270	100.00%
Akron City	Administrative	$37,032,692	22,425	$1,651	11.80%	$36,481,527	23,044	$1,583	12.00%	$35,416,231	23,427	$1,512	11.50%
	Building Operations	$56,274,994	22,425	$2,509	17.90%	$51,475,141	23,044	$2,234	16.90%	$56,769,925	23,427	$2,423	18.50%
	Staff Support	$20,627,194	22,425	$920	6.60%	$18,431,613	23,044	$800	6.10%	$16,141,084	23,427	$689	5.30%
	Pupil Support	$31,272,528	22,425	$1,395	9.90%	$29,597,912	23,044	$1,284	9.70%	$29,218,213	23,427	$1,247	9.50%
	Instructional	$169,466,974	22,425	$7,557	53.90%	$168,199,310	23,044	$7,299	55.30%	$169,840,697	23,427	$7,250	55.30%
	Total	$314,674,382	22,425	$14,032	100.00%	$304,185,503	23,044	$13,200	100.00%	$307,386,150	23,427	$13,121	100.00%
Cincinnati City	Administrative	$50,623,355	32,003	$1,582	11.20%	$49,210,754	32,506	$1,514	11.30%	$51,313,323	33,121	$1,549	11.90%
	Building Operations	$97,137,318	32,003	$3,035	21.60%	$85,935,105	32,506	$2,644	19.70%	$82,437,132	33,121	$2,489	19.10%
	Staff Support	$34,573,736	32,003	$1,080	7.70%	$25,722,942	32,506	$791	5.90%	$30,729,691	33,121	$928	7.10%
	Pupil Support	$45,611,865	32,003	$1,425	10.10%	$46,475,384	32,506	$1,430	10.60%	$40,326,612	33,121	$1,218	9.40%
	Instructional	$222,253,332	32,003	$6,945	49.40%	$229,810,865	32,506	$7,070	52.60%	$226,172,498	33,121	$6,829	52.50%
	Total	$450,199,605	32,003	$14,067	100.00%	$437,155,049	32,506	$13,449	100.00%	$430,979,257	33,121	$13,012	100.00%
Dayton City	Administrative	$25,209,963	14,174	$1,779	12.70%	$25,009,140	13,986	$1,788	12.50%	$24,298,397	14,390	$1,689	12.60%
	Building Operations	$49,621,602	14,174	$3,501	24.90%	$51,421,161	13,986	$3,677	25.80%	$49,916,790	14,390	$3,469	25.80%
	Staff Support	$11,284,637	14,174	$796	5.70%	$11,902,562	13,986	$851	6.00%	$9,580,092	14,390	$666	5.00%
	Pupil Support	$18,054,876	14,174	$1,274	9.10%	$17,333,378	13,986	$1,239	8.70%	$16,373,219	14,390	$1,138	8.50%
	Instructional	$94,931,300	14,174	$6,697	47.70%	$93,724,167	13,986	$6,701	47.00%	$93,008,978	14,390	$6,463	48.10%
	Total	$199,102,377	14,174	$14,047	100.00%	$199,390,409	13,986	$14,257	100.00%	$193,177,476	14,390	$13,424	100.00%
South-Western City	Administrative	$22,316,723	19,230	$1,161	11.20%	$22,486,717	19,950	$1,127	11.40%	$22,724,686	20,717	$1,097	11.40%
	Building Operations	$35,234,951	19,230	$1,832	17.60%	$34,512,234	19,950	$1,730	17.50%	$35,617,823	20,717	$1,719	17.90%
	Staff Support	$11,909,142	19,230	$619	6.00%	$11,265,338	19,950	$565	5.70%	$8,283,922	20,717	$400	4.20%
	Pupil Support	$18,615,588	19,230	$968	9.30%	$17,090,272	19,950	$857	8.70%	$18,095,620	20,717	$873	9.10%
	Instructional	$111,869,922	19,230	$5,817	55.90%	$112,014,689	19,950	$5,615	56.80%	$114,726,364	20,717	$5,538	57.50%
	Total	$199,946,324	19,230	$10,397	100.00%	$197,369,250	19,950	$9,893	100.00%	$199,448,416	20,717	$9,627	100.00%
Regional Peer Average	**Administrative**	**$33,795,683**		**$1,543**	**11.73%**	**$33,297,035**		**$1,503**	**11.80%**	**$33,438,159**		**$1,462**	**11.85%**
	Building Operations	**$59,567,216**		**$2,719**	**20.50%**	**$55,835,910**		**$2,571**	**19.98%**	**$56,185,418**		**$2,525**	**20.33%**
	Staff Support	**$19,598,677**		**$854**	**6.50%**	**$16,830,614**		**$752**	**5.93%**	**$16,183,697**		**$671**	**5.40%**
	Pupil Support	**$28,388,714**		**$1,266**	**9.60%**	**$27,624,237**		**$1,203**	**9.43%**	**$26,003,416**		**$1,119**	**9.13%**
	Instructional	**$149,630,382**		**$6,754**	**51.73%**	**$150,937,258**		**$6,671**	**52.93%**	**$150,937,134**		**$6,520**	**53.35%**
	Total	**$290,980,672**		**$13,136**	**100.00%**	**$284,525,053**		**$12,700**	**100.00%**	**$282,747,825**		**$12,296**	**100.00%**

Exhibit 5-3 (Continued)
Comparison of Expenditures per Pupil – Toledo Public Schools Versus Peer School Districts

Neighboring Peer District	Expenditure (Exp)Type	2010-11 School Year				2009-10 School Year				2008-09 School Year			
		Total	ADM	Per Pupil	% of Total	Total	ADM	Per Pupil	% of Total	Total	ADM	Per Pupil	% of Total
Toledo Public Schools	Administrative	$37,184,824	22,277	$1,669	12.00%	$42,179,780	25,194	$1,674	12.40%	$43,467,503	25,814	$1,684	12.70%
	Building Operations	$53,837,266	22,277	$2,417	17.40%	$61,279,242	25,194	$2,432	18.00%	$64,985,203	25,814	$2,517	19.00%
	Staff Support	$8,837,827	22,277	$397	2.90%	$11,056,575	25,194	$439	3.20%	$10,828,602	25,814	$419	3.20%
	Pupil Support	$40,976,576	22,277	$1,839	13.30%	$46,663,965	25,194	$1,852	13.70%	$44,745,732	25,814	$1,733	13.10%
	Instructional	$167,892,524	22,277	$7,537	54.40%	$180,047,381	25,194	$7,146	52.80%	$178,542,168	25,814	$6,916	52.10%
	Total	$308,729,016	22,277	$13,859	100.00%	$341,226,944	25,194	$13,544	100.00%	$342,569,208	25,814	$13,270	100.00%
Oregon City	Administrative	$3,876,472	3,856	$1,005	9.70%	$3,967,226	3,890	$1,020	10.10%	$4,027,124	3,836	$1,050	9.70%
	Building Operations	$8,125,305	3,856	$2,107	20.30%	$7,967,286	3,890	$2,048	20.30%	$8,406,202	3,836	$2,191	20.20%
	Staff Support	$691,089	3,856	$179	1.70%	$692,980	3,890	$178	1.80%	$701,160	3,836	$183	1.70%
	Pupil Support	$4,574,850	3,856	$1,187	11.40%	$4,231,096	3,890	$1,088	10.80%	$4,823,916	3,836	$1,257	11.60%
	Instructional	$22,698,207	3,856	$5,887	56.80%	$22,293,053	3,890	$5,730	56.90%	$23,674,924	3,836	$6,171	56.90%
	Total	$39,965,922	3,856	$10,366	100.00%	$39,151,640	3,890	$10,064	100.00%	$41,633,326	3,836	$10,853	100.00%
Springfield Local	Administrative	$3,955,385	3,958	$999	10.70%	$3,897,508	3,939	$989	10.30%	$3,796,545	3,916	$969	9.90%
	Building Operations	$6,841,659	3,958	$1,728	18.50%	$6,599,113	3,939	$1,675	17.40%	$7,501,195	3,916	$1,916	19.60%
	Staff Support	$117,005	3,958	$30	0.30%	$114,753	3,939	$29	0.30%	$241,098	3,916	$62	0.60%
	Pupil Support	$2,963,603	3,958	$749	8.00%	$3,384,873	3,939	$859	8.90%	$3,228,758	3,916	$824	8.50%
	Instructional	$23,014,196	3,958	$5,814	62.40%	$23,902,371	3,939	$6,068	63.10%	$23,422,484	3,916	$5,981	61.30%
	Total	$36,891,848	3,958	$9,320	100.00%	$37,898,619	3,939	$9,622	100.00%	$38,190,080	3,916	$9,752	100.00%
Sylvania City	Administrative	$10,249,932	7,312	$1,402	12.10%	$10,612,366	7,257	$1,462	11.20%	$9,730,852	7,489	$1,299	11.60%
	Building Operations	$16,221,921	7,312	$2,218	19.20%	$24,618,496	7,257	$3,392	26.00%	$16,707,910	7,489	$2,231	19.90%
	Staff Support	$2,837,470	7,312	$388	3.40%	$1,003,970	7,257	$138	1.10%	$1,035,456	7,489	$138	1.20%
	Pupil Support	$9,517,245	7,312	$1,302	11.20%	$12,094,407	7,257	$1,667	12.80%	$11,431,314	7,489	$1,526	13.60%
	Instructional	$45,804,572	7,312	$6,264	54.10%	$46,275,627	7,257	$6,377	48.90%	$45,004,752	7,489	$6,009	53.60%
	Total	$84,631,141	7,312	$11,574	100.00%	$94,604,866	7,257	$13,037	100.00%	$83,910,282	7,489	$11,204	100.00%
Washington Local	Administrative	$8,610,451	6,613	$1,302	11.20%	$8,103,641	6,535	$1,240	10.70%	$8,246,904	6,536	$1,262	11.20%
	Building Operations	$14,767,262	6,613	$2,233	19.30%	$14,651,935	6,535	$2,242	19.30%	$15,179,926	6,536	$2,323	20.50%
	Staff Support	$3,077,125	6,613	$465	4.00%	$2,832,136	6,535	$433	3.70%	$2,916,589	6,536	$446	3.90%
	Pupil Support	$6,150,672	6,613	$930	8.00%	$6,040,903	6,535	$924	8.00%	$5,710,937	6,536	$874	7.70%
	Instructional	$44,001,899	6,613	$6,654	57.40%	$44,332,210	6,535	$6,784	58.40%	$41,902,791	6,536	$6,411	56.70%
	Total	$76,607,411	6,613	$11,585	100.00%	$75,960,825	6,535	$11,624	100.00%	$73,957,147	6,536	$11,316	100.00%
Neighboring Peer Average	**Administrative**	**$6,673,060**		**$1,177**	**10.93%**	**$6,645,185**		**$1,178**	**10.58%**	**$6,450,356**		**$1,145**	**10.60%**
	Building Operations	**$11,489,037**		**$2,072**	**19.33%**	**$13,459,208**		**$2,339**	**20.75%**	**$11,948,808**		**$2,165**	**20.05%**
	Staff Support	**$1,680,672**		**$266**	**2.35%**	**$1,160,960**		**$195**	**1.73%**	**$1,223,576**		**$207**	**1.85%**
	Pupil Support	**$5,801,593**		**$1,042**	**9.65%**	**$6,437,820**		**$1,135**	**10.13%**	**$6,298,731**		**$1,120**	**10.35%**
	Instructional	**$33,879,719**		**$6,155**	**57.68%**	**$34,200,815**		**$6,240**	**56.83%**	**$33,501,238**		**$6,143**	**57.13%**
	Total	**$59,524,081**		**$10,711**	**100.00%**	**$61,903,988**		**$11,087**	**100.00%**	**$59,422,709**		**$10,781**	**100.00%**

Source: Ohio Department of Education, 2013.

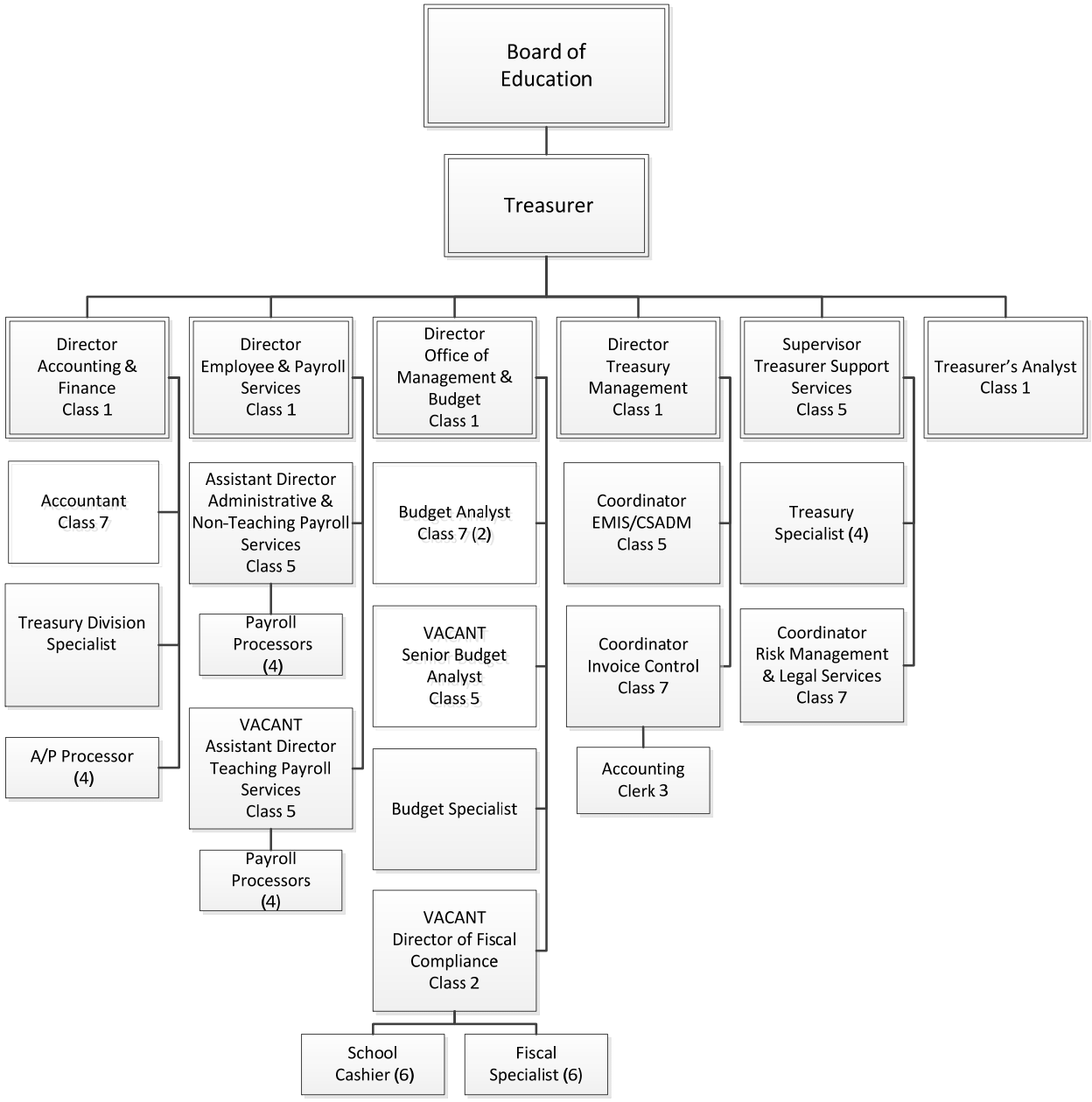
Exhibit 5-4
Comparison of Select County Indicators

School Districts	Assessed Valuation Per Pupil FY12	Per Pupil Rev. Raised By 1 Mill of Property Tax FY12	Total Property Tax Per Pupil FY12	Rollback Homestead Per Pupil FY11	OSFC 3-Year Valuation Per Pupil FY12	Ranking of OSFC Valuation Per Pupil FY12	Current Operating Millage Incl JVS FY12	Class 1 Effective Millage Incl JVS FY12	Class 2 Effective Millage Incl JVS FY12	Inside Millage FY12	Local Tax Effort Index FY11
Regional Peers of Similar Size and Demographics											
Toledo Public Schools	$82,090.17	$82.09	$3,055.05	$351.96	$87,389.81	100	61.20	30.66	49.65	3.60	0.9000
Akron City	$100,090.64	$100.09	$4,256.14	$473.55	$99,898.78	182	68.10	39.30	47.54	4.20	1.3963
Cincinnati City	$156,810.97	$156.81	$6,690.83	$597.78	$164,735.92	463	63.64	38.65	47.38	4.19	1.0589
Dayton City	$81,575.27	$81.58	$3,240.31	$422.79	$84,876.80	89	67.55	32.85	51.50	4.48	1.1691
South-Western City	$116,605.97	$116.61	$4,608.57	$525.20	$121,857.94	300	65.05	35.09	48.38	3.85	0.9894
Peer Average	**$113,770.71**	**$113.77**	**$4,698.96**	**$504.83**	**$117,842.36**	**258.5**	**66.09**	**36.47**	**48.70**	**4.18**	**1.1534**
Peers in the Surrounding Area											
Toledo Public Schools	$82,090.17	$82.09	$3,055.05	$351.96	$87,389.81	100	61.20	30.66	49.65	3.60	0.9000
Oregon City	$146,838.56	$146.84	$5,712.77	$674.67	$178,762.27	488	59.00	34.02	47.82	6.00	0.9322
Springfield Local	$175,464.98	$175.46	$6,886.35	$707.33	$211,879.83	534	72.60	38.61	38.94	5.50	0.7942
Sylvania City	$189,874.81	$189.87	$7,242.27	$942.35	$222,065.90	548	72.20	37.12	39.79	5.00	0.6894
Washington Local	$130,677.50	$130.68	$5,030.76	$545.34	$160,987.89	451	71.10	35.15	42.86	5.30	1.0403
Peer Average	**$160,713.96**	**$160.71**	**$6,218.04**	**$717.42**	**$193,423.97**	**505.25**	**68.73**	**36.23**	**42.35**	**5.45**	**0.8640**

Source: Ohio Department of Education, 2013.

In other words, the Treasurer reports directly to the Board, rather than to the Superintendent of Schools, and all of the Treasurer's employees report directly to the Treasurer rather than to the Superintendent. **Exhibit 5-5** shows the organization structure of the Treasurer's Division in Toledo Public Schools.

Exhibit 5-5
Organization of Treasurer's Division
Toledo Public Schools



Source: TPS Treasurer's Office, 2013

As shown, the Treasurer has 47 budgeted positions reporting directly or indirectly to him. The Treasurer is over each of the functional areas discussed in this chapter, with the exception of Purchasing, which TPS handles in a more decentralized manner.

As part of the audit process, Evergreen conducted a survey of central office administrators, school administrators and teachers. **Exhibit 5-6** shows the financial management related responses by staff type.

Exhibit 5-6
TPS Survey Responses on Financial Management

Financial Management	Central Office Administrators		School Administrators		Teachers	
	*SA + A	*SD + D	*SA + A	*SD + D	*SA + A	*SD + D
Site-based budgeting is used effectively to extend the involvement of principals and teachers.	10.80%	31.10%	24.70%	48.10%	19.00%	32.90%
Campus administrators are well trained in fiscal management techniques.	6.80%	43.20%	7.80%	74.00%	11.20%	25.70%
Funds are managed wisely to support education in the school district.	26.00%	32.90%	28.60%	51.90%	9.00%	56.10%
The district's financial reports are easy to understand and read.	21.60%	28.40%	10.40%	51.90%	8.60%	39.30%
Campus and program administrators have sufficient access to the financial data they need.	33.80%	17.60%	26.70%	37.30%	9.80%	21.10%
Financial reports are made available to community members when asked.	33.80%	2.80%	21.10%	3.90%	12.10%	9.90%

Source: Evergreen Solutions Survey Results, 2013.

*SA=Strongly Agree; A= Agree; SD = Strongly Disagree; D = Disagree

As shown, responses to the survey questions were predominantly negative, but it is important to note that while school administrators generally expressed strong opinions one way or the other, from 35 to 78 percent of central office administrators and teachers expressed no opinion.

FINDING

The organizational structure of the Treasurer's Division has been in a state of change since 2006. The current Treasurer assumed the position of Interim Treasurer in September 2011 and Treasurer in February 2012. The structure of the office has evolved over time, with the current Treasurer initiating some changes when he assumed office.

Until 2006, there was a cabinet-level Assistant Treasurer's position. The previous Treasurer eliminated that position. The current Treasurer created the Treasurer's Analyst position to assist him in dealing with day-to-day management of the Division, but this person provides only limited administrative support. The Supervisor of Treasurer Support Services provides the Treasurer assistance in his role as Secretary to the Board by preparing board minutes and dealing with some board scheduling issues. In all, however, the Treasurer receives only piece-meal

administrative assistance, and is consequently mired in administrative tasks that impede his ability to effectively address some of his primary duties as Treasurer.

Four Treasury Specialists currently report to the Supervisor of Treasurer Support Services. These individuals perform a variety of tasks such as bank reconciliations, new vendor set-ups in SunGard, reviews of open purchase requests, depositing checks received in central office, assisting staff to reopen or close purchase orders, and maintaining spreadsheets to track and allocate print shop, warehouse, and postage expenditures. One of these positions recently became vacant, and while all are important functions, it is not clear that four individuals are needed to perform these functions.

There is also considerable overlap between Accounting and Finance and the Office of Budget Management (OMB) functions. Journal entries can and are made by both groups as well as Treasury Management. Budget revenues (with exception of federal funds) are handled by Accounting and Finance, whereas OMB handles revenues for funds 400 and higher.

While financial functions have been implemented in SunGard, not all of the modules or the capabilities of the system are being used. Rather, it appears that the system was implemented to the point where basic functions could be performed, but approval processes are onerous, reporting is limited, and there is considerable frustration at the campus and departmental level with the system usability in general. The Treasurer provided a list of 49 problems/tasks that need to be address in SunGard, including enhancing the systems report capabilities, automating the bank reconciliations, processes for alerting users to open purchase orders, and automation of some or all of the accounts receivable functions, to name a few. The Treasurer, however, has no one who is considered an expert in the use or full implementation of SunGard, therefore he has no ability to meet the growing needs of the user community or address some of the problems that are causing the Board concern, such as the continued need for Confirming Purchase Order approvals. Employing a person to tap into the full capabilities of SunGard to address the accounting and reporting requirement is imperative.

In FY 2012, when middle and elementary schools were merged, an additional Fiscal Specialist position was added in OMB to deal with some of the work previously performed by middle school cashiers. Soon after the person was hired, the position was reassigned to assist in handling grants. OMB oversees grants, acting as a gatekeeper and resource for the Academic areas. Responsibilities for the grants are assigned to specific individuals who pride themselves on their knowledge and expertise in dealing with these grants. It is not clear, however, that this additional position is needed, as this was not the intent of the position and the department was functioning effectively prior to the addition of this position.

Finally, there are positions reporting to the Director of Treasury Management that perform no functions related to investments or the overall management of the Treasury. The Coordinator of Invoice Control appears to perform functions more closely aligned with the Accounts Payable or Accounting function. The Coordinator for EMIS/CSADM position performs functions related to student accounting, and appears to more appropriately belong under the Director of the EMIS System in the Academic area. When asked why these individuals reported as they do, the

Treasurer indicated that for the Director to be paid at the level he needed for the type of work performed, he had to have direct reports.

This recommendation is subject to contract negotiations.

RECOMMENDATION

Recommendation 5-1:

Reorganize the Treasurer's Division, and redefine and fill the vacant positions to ensure that the division can fully automate labor-intensive and error-prone processes and provide greater levels of service to its users, the Board, and the public.

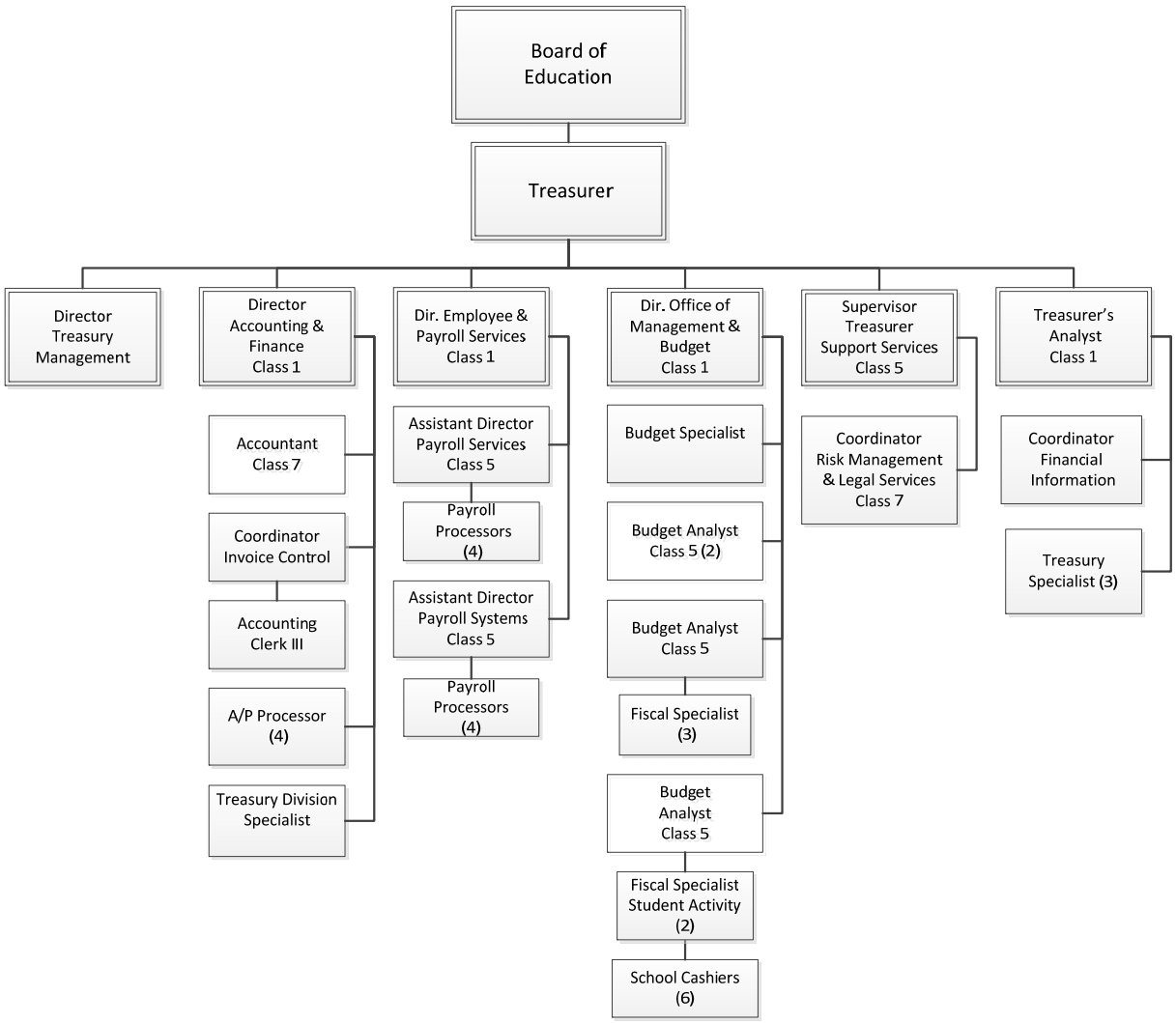
The recommended changes to the organization structure should position the Treasurer's Office to achieve greater efficiencies.

Recommended Change	Salary Savings (Cost)	Benefits ($13,745 Health + 18.6% Fringes)	Total Savings (Cost)
Eliminate the vacant Treasury Specialist position reporting to the Supervisor of Treasurer Support Services, and redistribute responsibilities to the remaining three specialists in that area.	$37,109	$20,647	$57,756
Create a position of Coordinator of Financial Information to oversee full implementation of SunGard finance modules and create user-friendly interfaces and reports; reports to Treasurer's Analyst.	($61,484)	($24,911)	($86,395)
Redefine the job description for the Supervisor of Treasurer Support Services to serve as executive administrative support for the Treasurer and the Board as well as continue oversee Risk programs.	No change	No change	$0
Move the three Treasury Specialists currently reporting to the Supervisor of Treasurer Support Services to report to the Treasurer's Analyst.	No change	No change	$0
Transfer the Coordinator EMIS/CSADM position to report to the Director of EMIS Systems.	No change	No change	$0
Transfer the Coordinator of Invoice Control to Finance and Accounting.	No change	No change	$0
Eliminate the OMB Fiscal Specialist position created in FY 2012.	$37,109	$20,647	$57,756
Net Savings (Cost) of Immediate Changes			**$29,118**

The recommended structure of the Treasurer's Division once these changes are implemented is shown in **Exhibit 5-7**.

The timing of the recommended changes would be contingent on the full implementation of the finance capabilities in SunGard, and the full implementation of SunGard's Human Resources/Payroll modules. Savings for those process improvements are recognized in later sections of this chapter.

Exhibit 5-7
Recommended Structure of the Treasurer's Division



Source: Created by Evergreen Solutions, 2013.

FISCAL IMPACT

As shown above, the elimination of two vacant positions and the creation of a Coordinator of Financial Information will result in net savings of $29,118 based on the salaries for those positions plus benefits.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Reorganize the Treasurer's Division	$29,118	$29,118	$29,118	$29,118	$29,118

FINDING

Financial processes are not fully implemented in SunGard. Although the financial information is there, the reporting features are hard to read and manage. Campus and departmental staff and administrators expressed frustration with the system, and some of the processes are onerous.

TPS began implementing the SunGard system during 2009-10. New software programs were to be implemented for all facets of the district including Finance, Payroll, Human Resources and Student Data. The financial software was implemented on July 1, 2010. The Payroll and Human Resources Department began implementation, but it was not completed. The Student Data portion was implemented in fiscal year 2010.

As noted the previous section, the Treasurer has compiled a list of 49 items within the SunGard system, or relating to integration of SunGard with other systems that have the potential for vastly improving the financial operations of the district.

Primary among the issues is the need for more meaningful reports, and for dashboards or other tools that would allow users to quickly view budgets and other needed information at the detail level that meets their needs. During interviews, campus-level administrators said they had considerable difficulty trying to understand the reports they can access in the system or the reports being provided to them by the Treasurer's Office.

Financial reports, such as the Comprehensive Annual Financial Report, are not automated. Revenue and Expenditure reports showing monthly totals must be cobbled together using Excel based on multiple computer-generated reports. Financial reports generated by the system for use in this study were either far too detailed, containing thousands of pages of detail, or were summarized to the very highest level.

The Board has expressed its frustration with confirming purchase orders, defined as purchases or expenditures that exceed budgeted funds and must be confirmed by the Board. Despite very clear instructions from the Board, and memos issued by the Treasurer, confirming purchase orders continue to be brought to the Board every month. If the encumbrance controls within the SunGard system were functioning as intended, and if the system was used to prevent staff from making any purchases or requisitions without entering the information into the system, the need for most confirming purchasing orders would be eliminated.

Staff in the Office of Management and Budgeting are continually called on by campus-level staff for assistance with grants and activity funds. In the absence of meaningful and easy to read reports that show the balances available within each fund at the campus-level, OMB staff is called on to assist in decision-making advice. Principals told the Evergreen Team that they did not feel they had control of their own budgets. Further, campus-level administrative personnel rely heavily on the OMB Fiscal Specialist over grants and student activity funds for training and assistance.

Some of these problems are the direct result of only partial implementation of the finance capabilities in SunGard. According to staff who participated in the implementation process, the

system capabilities that were implemented included the minimum necessary to get the system up and running. Although the system has the power to do much more, the current processes and reporting capabilities are limited.

RECOMMENDATION

Recommendation 5-2:

Fully implement the financial components of the SunGard system, and create user-friendly reporting and data extraction capabilities that assist rather than inhibit campus and department decision-making processes.

As discussed in **Recommendation 5-1**, the implementation of this recommendation is contingent upon the creation of a Coordinator of Financial Information position. This individual would coordinate with the Computer Services Department and the vendor to facilitate report writing needs and design workflows and recurring calculations to support financial reporting needs of the district. During transition of Payroll from the legacy mainframe system to SunGard, this individual should be responsible for maintaining efficient and effective operation of both the financial and payroll software systems.

FISCAL IMPACT

As discussed in **Recommendation 5-1**, the implementation of this recommendation is contingent upon the creation of a Coordinator of Financial Information position. The costs associated with the hiring of that individual are shown as part of the fiscal impact statement for **Recommendation 5-1.**

Assuming that implementation of this recommendation is complete within the next year, beginning in 2014-15, two OMB Fiscal Specialist positions that deal primarily with grants and student activity funds can be eliminated, for a savings of $115,513 as shown below.

SunGard Finance Enhancements	Annual Salary	Benefits ($13,745 for Health + 18.6% for Fringes)	Total Savings
By year two, eliminate one OMB Fiscal Specialist Student Activity (OMB)	$37,109	$20,647	$57,756
By year two, eliminate one OMB Fiscal Specialist Student Grants	$37,109	$20,647	$57,756
Saving Beginning in Year Two	**$74,218**	**$41,295**	**$115,513**

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Fully Implement The SunGard Finance Capabilities	$0	$115,513	$115,513	$115,513	$115,513

FINDING

Campus level staff members are not well trained to handle the financial and business operations at the campuses, which is causing errors, delays and frustration of all types throughout the organization.

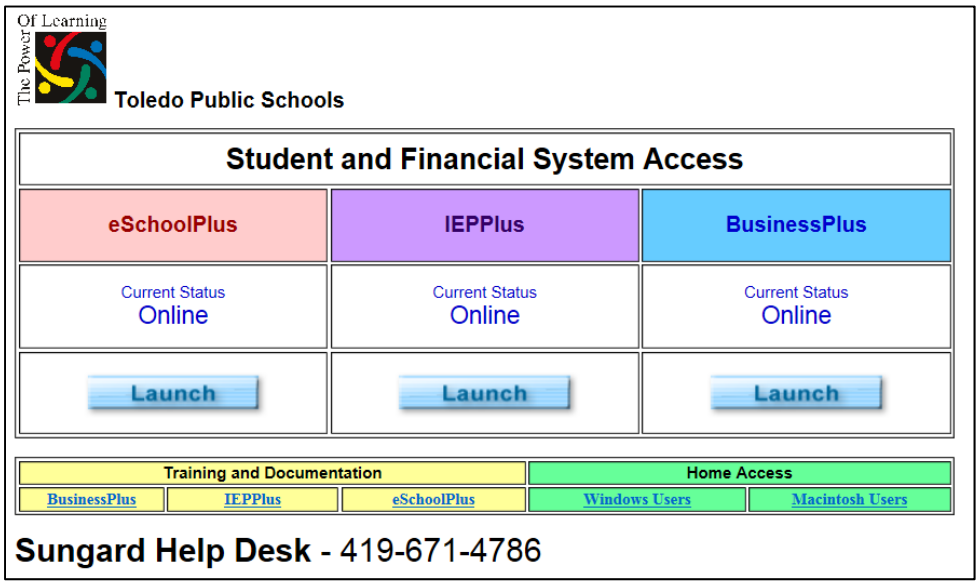
Of school administrators responding the Evergreen's Survey, 74 percent disagreed or strongly disagreed with the statement that "Campus administrators are well trained in fiscal management techniques." Principals echoed this response in focus group sessions. Campus cashiers and secretaries expressed similar concerns.

The three areas of greatest concern involve:

- the use of the SunGard system;
- understanding the budgets and budget allocation decisions; and
- the handling of personnel and timekeeping records.

Within the SunGard, there are a series of videos and under yellow Training and Documentation section found in the lower left-hand corner of the screen shown here in **Exhibit 5-8.**

Exhibit 5-8
SunGard Entry Screen



Source: https://connect.tps.org/,DanaInfo=iisserv.tps.org,SSO=U+

When the user clicks on the BusinessPlus training, the user has the opportunity to select Financials, Human Resources, Payroll and web.config. Within the Financials Section, the user has access to the following list of options:

11/20/2010 10:15 AM	***414617119***	***Budget Amendments.wmv***
8/23/2010 3:08 PM	931328	Entering Direct Cash Receipt (revised 8.19.10).doc
3/15/2011 2:27 PM	26112	How to do an Amending.doc
12/2/2011 10:08 AM	392704	Navigation (revised 12.1.11).doc
1/25/2011 3:38 PM	826880	Once amending is completed.doc
7/22/2010 5:52 PM	251904	PO Receiving Guide (7.21.10).doc
12/2/2011 10:08 AM	3541504	Purchase Request (revised 12.1.11).doc
8/9/2010 9:37 AM	*526665413*	***Purchase Request Capture Video.wmv***
8/9/2010 8:53 AM	*132638707*	***Receiving Capture Video.wmv***
8/23/2010 3:08 PM	29184	Registration or Travel PR.doc
3/16/2011 8:13 AM	616448	SunGard Ledger Listing Report Instructions.doc
7/22/2010 5:52 PM	627200	Workflow Approvals (revised 7.21.10).doc
8/9/2010 8:23 AM	*232335079*	***Workflow Capture Video.wmv***

The items shown in bold/italics are videos, walking the user through the processes, while the others are Word documents that contain screen prints and instructions on how to perform each of the listed functions. Principals said this information was very helpful, but often they or their staff do not have the time to go into the system and sit through a video or read all of the instructions to find out what to do when they are in the middle of an entry and cannot proceed.

In addition to their other duties, three of the four Treasury Specialists in the Treasurer's Divisions are responsible for training campus and other staff on SunGard, as needed. As new secretaries assume duties in the schools throughout the year, they hold group-training sessions for ten or more individuals in the central training lab. According to the Director of the Office of Management and Budget (OMB), one of the hardest issues that they have to deal with on an annual basis is the "bump" process, where once each year the secretaries bid on and often change positions. The individuals taking on the campus positions, and even some positions in administration, are unfamiliar with the duties and responsibilities they will be expected to carry out, and a completely new round of training both at the campus and department level, as well as of training on the systems must occur.

Principals also said they had very little guidance regarding budget decisions or assistance in trying to determine which funds can be used for which purposes. Federal and state grant money come with various restrictions on its use. Further, principals said they are given their budgets at the beginning of the year, but have no idea which of the funds are actually available for use and which are fixed and cannot be used for other purposes. They are able to pull reports from SunGard showing budgets in comparison to actual expenditures, but for the most part the information is not presented in a user-friendly form and format. Staff regularly call OMB for guidance and direction, and basically OMB verbally gives them feedback and assistance with the budget options.

Another area of constant frustration is the human resource and payroll processing functions. Again, much of the information regarding how to conduct each of the various processes is communicated to the campuses verbally.

RECOMMENDATION

Recommendation 5-3:

Create a Campus/Departmental Operations Manual made up of basic instructions for conducting each of the key functions performed by campus-level staff.

While one individual should be placed in charge of compiling the information for the manual, the manual should not be written by a single person. Rather, individuals from each of the primary areas should work with and through experienced campus-level staff to write the instructions for each of the key functions. Campus-level staff should then participate in the edit and testing of the instructions to ensure that the information is clear and understandable.

Since each campus will have a unique way of conducting each process, the campus-level staff should be encouraged by their principals to document those unique processes. Then, when new individuals assume positions at a given campus, the procedure book can be used as the individual's manual for orienting the staff to the new position.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

In the FY2011, TPS was cited by the Ohio State Auditor's Office for a number of deficiencies and material weaknesses.

State statutes require an annual audit by independent accountants, and TPS has used the Ohio State Auditor's Office to conduct these audits for many years. The external auditor's report provides an opinion on whether the information presented in the financial reports is correct and free from material misstatements. Of the audited financial statements reviewed (FY 2007 through FY 2011) TPS has received an Unqualified Opinion, meaning that the auditor found that TPS's financial condition, position, and operations are fairly presented in the financial statements.

In addition to rendering an opinion, the auditor identifies both material weaknesses and significant deficiencies that could affect the accuracy and completeness of financial statements.

Over the five years, TPS has been cited for both compliance and material control weaknesses as well as significant control deficiencies. The following statements describe the various types of material weaknesses and significant deficiencies:

Internal Control – Financial Reporting

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent or detect misstatements on a timely basis.

*A **material weakness** is a deficiency, or combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis.*

*A **significant deficiency** is a deficiency or a combination of deficiencies in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.*

Internal Control – Compliance

A deficiency in internal control over compliance exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct noncompliance with a type of compliance requirement of a federal program on a timely basis.

*A **material weakness** in internal control over compliance is a deficiency, or combination of deficiencies, in internal control over compliance, such that there is reasonable possibility that material noncompliance with a type of compliance requirement of a federal program will not be prevented, or detected and corrected, on timely basis.*

*A **significant deficiency** in internal control over compliance is a deficiency, or combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.*

Because TPS expends more than $500,000 per year in federal funds, auditors are required to conduct the audit in accordance with standards applicable to financial audits contained in *Government Auditing Standards,* issued by the Comptroller General of the United States; OMB Circular A-133, *Audits of* States, *Local Governments, and Non-Profit Organizations* and the State Single Audit Implementation Act.

Therefore, auditors conduct tests of the entities compliance with certain provisions of laws, regulations, contracts and grant agreements. Noncompliance in one of these areas could have a direct and material effect on the amounts shown in the financial statements.

Exhibit 5-9 presents a summary of the audit findings for TPS from FY2007 through FY 2011.

The significant deficiencies noted in FY 2008 and FY 2009 were identical, resulting from an antiquated software system that was in the process of being replaced. When SunGard was implemented, these particular issues were addressed.

In FY 2011, the auditor issued the report on March 21, 2012, enumerating 18 findings. Because the fiscal year ends on June 30, TPS had a period of only three months to review and correct the problems identified in each finding. Consequently, in conversations with staff, they believe that auditors will repeat at least six of the findings in FY 2012.

Exhibit 5-9
Summary of Auditor Results
FY 2007- FY 2011

Auditor's Opinion	2007 Unqualified	2008 Unqualified	2009 Unqualified	2010 Unqualified	2011 Unqualified
Were there any material control weaknesses reported at the financial statement level (GAGAS)?	No	No	No	No	***Yes (3)***
Were there any other significant deficiencies in internal control reported at the financial statement level (GAGAS)?	No	***Yes (1)***	***Yes (1)***	No	***Yes (3)***
Was there any reported material noncompliance at the financial statement level (GAGAS)?	No	No	No	No	***Yes (3)***
Were there any material internal control weaknesses reported for major federal programs?	No	No	No	No	***Yes (9)***
Were there any other significant deficiencies in internal control reported for major federal programs?	No	No	No	No	No

Source: TPS Comprehensive Annual Financial Reports, 2007 through 2011.

In addition, auditors often issue a management letter to alert the district to certain irregularities that did not rise to the level of a material weakness or a significant deficiency. These irregularities are not shared in the audited financial reports, but instead are shared with management and the Board so that changes can be made to proactively address these concerns.

Not all of the issues addressed in the audit or in the management letters are things over which the Treasurer or his staff may have control. Addressing some of the findings, for example, dealing with Title I funds or Food Service, may require intervention by individuals who report directly to the Superintendent and other Cabinet members. Further, some issues may require changes to districtwide policies or procedures.

The audit findings and the corrective actions being taken to address each of the audit findings can be found in the Board's Finance Committee minutes over the last year. There is not, however, a regular report to the Board regarding the status of each audit finding, nor did the review team find any reference to the issues raised in the auditor's management letter. Further, from the information provided in the minutes, as the Treasurer brought forth corrective measures for review and implementation by the Board, some Board members appeared to have questions about the reasoning behind the findings and the need to address certain findings.

RECOMMENDATION

Recommendation 5-4:

Establish a process whereby the Board's Finance Committee and the Superintendent's Cabinet review the results of the Annual Audit as well as the issues resulted in the Auditor's Management Letter and are kept apprised of the corrective actions being taken to address those issues.

By proactively keeping the Board and Cabinet members apprised of the audit findings, and providing them an explanation of the issues, circumstances and proposed remediation, the Board and Cabinet will be better informed and able to work with management to put policies and procedures in place to address those concerns.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

TPS is currently contributing more to the employee health insurance fund than is needed to match the needs of the fund.

TPS employees are able to select the type of coverage that they need to cover them and their families. Based on the selected type of coverage, the employee's premium amount is deducted from their check each month. In addition to the amounts contributed by the employee for the health care premium, the district annually contributes another $13,745 per eligible employee to the fund. The amount of the district's contribution is set based on the actuarial estimates of need and the negotiated employee contribution rates.

At the end of FY 2012, the accumulated gain to the fund was $3,585, 575, with the fund showing available cash at the end of the year at $12,866,636. As of the end of December 2012, the amount of available cash has risen to $17,491,374.

The Board Finance Committee has addressed the topic of the self-insurance fund at several of its meetings. The January 9, 2013 meeting minutes contain the following mention:

> *Mr. Cleland stated that the balance is climbing in the 024 fund [the employee self-insurance fund] and he is having our consultant look into this.*
>
> *Mr. Cleland explained that the two sources that fund the 024 account are shared from employees and district. "There is no need to have excess cash in this account just an appropriate amount. When we have less money in this fund, we have more money in our operating fund", he stated. "We have to adjust accordingly. Employee contributions were supposed to increase to 15% but we kept them lower at 13.5%" he concluded.*
>
> *Dr. Adams pointed out that the balance is usually around $14 million, at least since she's been on the board. Mr. Cleland said the ideal amount is around $11 million.*

Based on interviews with key leaders and Board members, there is concern that if a single employee experiences a catastrophic illness, the fund could be depleted overnight. In reality, the district carries a catastrophic stop loss policy through Gerber Life to cover claims that exceed $375,000. This coverage, as well as historical costs, the age of the workforce and a multitude of other factors are considered when the actuary makes the yearly projections.

In July 2012, the independent health actuary, Timothy P. Berghoff, LLC, projected adequate loss reserves for the Self-Funded Medical, Dental and Drug Plans for the Toledo Public Schools as follows:

Drug	*$662,100*
Medical and Dental	*$4,517,700*
Total	*$5,179,800*

The amount held in reserve should equal the amount shown above plus one month's expense plus $1 million dollars, or approximately $12 million.

Monies contributed to the Self-Insurance Fund cannot and should not be removed and used for other purposes. It should be noted that efforts to balance the budget resulted in concessions by employees regarding their premiums and coverages, which in turn were projected to result in overall savings to the district. The district's position in terms of operations continues to be tenuous, at best, based on the information provided in the October 2012 Five-Year Forecast shown in **Exhibit 5-1**. Therefore, continuing to contribute more than is needed to support the fund, however, means that TPS is diverting needed cash from General Operations into a fund that has cash reserves exceeding its needs.

RECOMMENDATION

Recommendation 5-5:

Adjust the amount of the district's contribution to Fund 024 to meet the needs of the fund as defined by TPS actuaries.

It appears that reserves of between $11 and $12 million are appropriate. When making adjustments to the district's contribution rate, the Treasurer should continue to monitor claims and other activities throughout the year, to ensure that the fund's performance remains on track.

FISCAL IMPACT

Conservatively, TPS should be able to reduce the amount of General Operating contributions to Fund 024 by a minimum or $2.5 million in the next year. In future years, the assumption is that unless other changes are made to the program, these savings will be sustainable. The actual amount of the savings over current contributions to the fund will depend entirely on the actuarial reports each year.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Adjust TPS Contribution to Fund 024	$2,500,000	$2,500,000	$2,500,000	$2,500,000	$2,500,000

5.2 ACCOUNTING AND BUDGETING

The accounting and budgeting functions are jointly carried out by staff in the Finance and Accounting Section and the Office of Management and Budget. While the work of the two sections is not duplicative, both sections have the ability to make journal entries and both have assorted specific responsibilities for accounting, budgeting and reporting.

As shown in **Exhibit 5-10,** in FY 2011, TPS received a higher percentage of its revenues from state sources than its peers.

Exhibit 5-10
Comparison of Revenue Sources

Ohio Peer District	District State Revenue As % Of Total FY11	District Local Revenue As % Of Total FY11	District Federal Revenue As % Of Total FY11
Toledo Public Schools	52.44%	29.12%	18.44%
Akron City	48.75%	35.19%	16.05%
Cincinnati City	29.26%	54.07%	16.68%
Dayton City	50.79%	32.42%	16.79%
South-Western City	44.45%	44.42%	11.13%
Peer Average	**43.31%**	**41.53%**	**15.16%**

Lucas County Peer District	District State Revenue As % Of Total FY11	District Local Revenue As % Of Total FY11	District Federal Revenue As % Of Total FY11
Toledo Public Schools	52.44%	29.12%	18.44%
Oregon City	43.19%	52.46%	4.36%
Springfield Local	27.67%	64.99%	7.34%
Sylvania City	29.32%	64.97%	5.72%
Washington Local	40.47%	50.36%	9.17%
Peer Average	**35.16%**	**58.20%**	**6.65%**

Source: Ohio Department of Education, 2013.

FINDING

TPS does not effectively use its annual budget process as a planning tool, does not involve the board and community members in meaningful budget discussions, and departments and schools have only limited input into the budget process in general.

Among the primary School Board Powers and Duties as outlined in Board Policy BBA is to "determine and approve the annual budget and appropriations."

The following statements are presented as part of the Board Fiscal Management Goals stated in Board Policy DA (*emphasis added*):

> *With the cooperation of the Treasurer and assistance from other designated personnel, the Superintendent is expected to develop an efficient and effective procedure for fiscal accounting, purchasing and the protection of plant, grounds, materials and equipment through prudent and economical operation, maintenance and insurance.*

The Board seeks to achieve the following goals to:

1. *engage in thorough advance planning, with staff and community involvement, in order to develop budgets and to guide expenditures that support District initiatives and to achieve the greatest educational returns for the dollars expended;*

2. *establish levels of funding which provide high quality education for the District's students;*

3. *use the best available techniques for budget development and management;*

4. *provide timely and appropriate information to all staff with fiscal management responsibilities and*

5. *establish effective procedures for accounting, reporting, business, purchasing and delivery, payroll, payment of vendors and contractors and all other areas of fiscal management.*

According to the Office of Management and Budgeting (OMB), for the last three years, OMB has prepared a preliminary discretionary budget for each Budget Center Director. These discretionary budget drafts come with instructions that the budget shown will be used as part of the overall budget unless the budget center director provides a rebuttal to the amounts shown.

OMB staff indicated that there are seldom more than four or five rebuttals, and those primarily come from the Business Office divisions. Campuses do not usually submit rebuttals, as campuses are able to appeal to the Assistant Superintendents for "bailout money" throughout the year. Each year, a dollar amount is budgeted to the Assistant Superintendents for "bailouts" (Object 890 or 410). This year that amount was approximately $246,000. If a campus runs out of money, the principal appeals to the Assistant Superintendent over a particular school. The Assistant Superintendents have authority to submit a budget amendment request to move the money from the "bailout" fund to the requesting campus. If the bailout monies are not used by the campuses, the Assistant Superintendents have discretionary authority to use the money as they deem appropriate.

Only when there is a rebuttal of the discretionary budgets, or when positions are being added or substantially changed, are schools and departments required to provide budget justifications.

The remainder of the budget is for staffing. The Assistant Superintendents and Chief Academic Officer forecast how many students will be attending which schools in the coming year. Based on the enrollment projections, they prepare staffing projections for teachers based on a formula. Directors make recommendations on other staffing decisions and position control is used to track positions and their costs using an average salary for each position plus the applicable benefit rates. In recent years, the TPS Transformation Plan has guided much of the campus-level staffing decisions, particularly as the district transitioned from the K-5/Middle School/High School format to K-8 Elementary/High school format.

The Board approves the annual appropriation request at the June Board meeting. Because the final numbers are not fully known at that time, the Board's review and comments are somewhat limited. The Treasurer's Division uploads the budget information into SunGard at that time. After the beginning of the school year, the Board is asked to review and make significant budget changes when revised revenue estimates and actual enrollment numbers are available.

According to the Treasurer, once approved, the final budgets are discussed and made available to the public in the following ways:

- Open Finance Committee meetings
- Open Board meetings (public input is welcomed)
- TPS website – Board Docs tool *(http://www.boarddocs.com/oh/tps/Board.nsf/Public)*
- Public records requests

The informal budget process calls for some or all of the staffing projections and the discretionary budgets to be conducted during the Spring of each year. The Transformation to the K-8/High School format caused a significant delay in the forecasts, but even during the last year, delays occurred for other reasons.

Ohio's Hilliard City School District, for example, received a Meritorious Budget Award from ASBO International for its FY 2011-12 budget. The Budget Calendar presented in that document is shown in **Exhibit 5-11.**

In the absence of a published and accepted budget calendar, some participants may not understand how delays can negatively affect the ability of the district to produce a meaningful budget in the time allotted and prescribed by law.

As shown in **Exhibit 5-12**, in addition to the regular budget calendar, Hilliard also presented a budget calendar for dealing with capital budgeting.

Having a published process and calendar /budget creation guidelines provides a level of transparency and can be used to more directly link the goals and objectives of the district to the monies being expended.

RECOMMENDATION

Recommendation 5-6:

Develop a Budget Calendar and budget creation guidelines that allow for meaningful input from internal stakeholders as well as the Board and the community.

Exhibit 5-11
Sample Budget Calendar for
Hillard City School District
2012-13

Date	Event	Action By
January, 2012	Begin staffing plan, review enrollment projections	Assistant Superintendent, Director of Human Resources, Director of Pupil Services
February 14, 2012	Pre-k – 12 assignments, staffing recommendations	Assistant Superintendents, Director of Human Resources, Elementary Principals
February, 2012	District staffing other than teachers	Operations Team (1)
March 12, 2012	Certification of Tax Rates & Amounts	Franklin County Auditor, Board of Education
April 12, 2012	Distribute budget allocations	Operations Team
May, 2012	Finalize all staffing	Operations Team
May, 2012	Review building site and district administration budgets	Operations Team
May 16, 2012	Finalize building site and central budgets	Operations Team
June, 2011	Finalize Temporary Appropriation Resolution	Treasurer's Office
June 11, 2012	Adoption of Temporary Appropriation Resolution	Board of Education
August, 2012	Revise and refine revenue estimates. Revise and finalize staffing and other costs.	Treasurer, Operations Team
September 27, 2012	Adoption of Permanent Appropriation Resolution	Board of Education
October through June	Monthly revisions to budget within legal parameters	Administrators, Treasurer
June, 2013	Adopt Amended Appropriation Resolution if necessary	Board of Education

Source: Hillard City School District, 2013.

Exhibit 5-12
Sample Capital Projects Budget Calendar
Hillard City School District
2012-13

Date	Event	Action By
February 2012	**Identify District projects and needs**	Director of Business Affairs, Assistant Superintendent of Operations
March 2012	**Prioritize projects, determine available resources and cash flow**	Director of Business Affairs, Assistant Superintendent of Operations, Treasurer
April 2012	**Complete prioritization and revise future year projects and cash flow**	Director of Business Affairs, Assistant Superintendent of Operations, Treasurer, Superintendent
June, 2012	**Finalize Temporary Appropriation Resolution with Capital Budget included**	Treasurer's Office
June 11, 2012	**Adoption of Temporary Appropriation Resolution**	Board of Education
September 27, 2012	**Adoption of Permanent Appropriation Resolution**	Board of Education
October through June	**Review all projects for cash flow compliance, monthly revisions to budget within legal parameters**	Director of Business Affairs, Assistant Superintendent of Operations, Treasurer
June 2013	**Adopt Amended Appropriation Resolution if necessary**	Board of Education

Source: Hillard City School District, 2013.

There are standards set forth by both ASBO and GFOA for budget preparation and presentation that could provide the framework for a comprehensive budget process. At a minimum, the budget preparation process should begin with goal setting and strategic planning by the Board.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Comprehensive Annual Financial Report (CAFR) for Toledo Public Schools has consistently received awards for excellence from the Government Finance Officers Association (GFOA) of the United States and Canada and the Association of School Business Officials International (ASBO).

Between 1989 and 2011, GFOA has awarded TPS a Certificate of Achievement for Excellence in Financial Reporting for the form and content of its CAFRs. The Certificate of Achievement is the highest form of recognition for excellence in state and local government financial reporting. The document must be efficiently organized in conformity with program standards and satisfy both Generally Accepted Accounting Principles and applicable legal requirements.

For the last 15 years, ASBO has awarded TPS its Certificate of Excellence in Financial Reporting. This award certifies that the report substantially conforms to the principles and standards of financial reporting as recommended and adopted by ASBO. An expert ASBO Panel of Review, consisting of Certified Public Accountants and practicing school business officials, grants the award only after an intensive review of financial reports. Receiving the award is recognition that a school district has met the highest standards of excellence in school financial reporting. A Certificate of Excellence is valid for a period of one year only.

COMMENDATION

The Toledo Public Schools have consistently been recognized for excellence in the reporting and presentation of its Comprehensive Annual Financial Report.

FINDING

Although TPS prepares its CAFR each year in compliance with GFOA and ASBO International standards, the district has not embraced the same concept for budgeting. These same entities have standards related to budget preparation and reporting that encourage transparency and participation by all stakeholders—elected officials, administrators, employees and their representatives, citizen groups, and business leaders.

TPS's budget documents are not easy to read, nor are there any budget narratives describing departmental or functional activities and goals for the new year. The appropriation documents provided to the Evergreen Team for the last two years exceeded 1,000 pages each. One page summary documents were located on BoardDocs, but there appears to be no Budget Book where the Board or community can go to find specific information on the proposed expenditure budgets, or current budgets as compared to prior years.

It appears that the budget process has been a reporting of what has happened in the past, rather than a process for planning for the future.

As noted earlier, the Hillard City School District is preparing their budget in compliance with ASBO standards. The Meritorious Budget Awards Program promotes and recognizes excellence in school budget presentation and enhances the school business officials' skills in developing, analyzing and presenting a school system budget.

The Meritorious Budget Awards Program (MBA):

- provides clear budget presentation guidelines;
- defines up to date budget practices;
- encourages both short- and long-range budget goals;
- promotes sound fiscal management practices;
- promotes effective use of educational resources;
- facilitates professional growth and development for the budget staff; and
- helps build solid development, analytical, and presentation budget skills.

GFOA has a similar program, which is also viewed as a way for local school districts, municipalities, and other governmental entities to expand their knowledge of budgeting techniques and improve the transparency of the documents provided to the public.

RECOMMENDATION

Recommendation 5-7:

Adopt the nationally recognized standards for budget preparation, including the adoption of a formal budget calendar, and apply for either the ASBO or GFOA budget awards.

An award by the GFOA represents a significant achievement by a governmental entity, reflecting commitment of the governing body and staff to meet the highest principles of governmental budgeting. In order to receive the budget award, TPS would be required to satisfy nationally recognized guidelines for effective budget presentation. These guidelines are designed to assess how well an entity's budget serves as a policy document, a financial plan, an operations guide, and a communications device. Budget documents must be rated "proficient" in all four of those categories to receive the award.

While implementing the GFOA standards will require a major commitment by the Board and the TPS Leadership Team, it is a process that can benefit the district financially and provide the community and its taxpayers a level of transparency that can mitigate the impact of controversial decisions during hard economic times.

FISCAL IMPACT

The cost for making application for the ASBO Meritorious Budget Award would be approximately $1,100 per year.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Adopt Nationally Recognized Standards for Budget Preparation	($1,100)	($1,100)	($1,100)	($1,100)	($1,100)

5.3 PURCHASING

An effective purchasing system allows a school district to provide quality materials, supplies, and equipment in the right quantity in a timely, cost-effective manner.

Purchasing includes those activities involved in the identification and purchase of supplies, equipment and services needed by the district, as well as the storage and distribution of goods. Goods and services must be obtained according to the specifications of the users; at the lowest possible cost; and within state laws and regulations including the state's Procurement Code.

This section focuses on the overall purchasing system, including purchase order procedures, bidding practices, internal controls, warehousing, and integration of systems.

As part of the review process, Evergreen conducted a survey of district administrators, school administrators and teachers. **Exhibit 5-13** shows the purchasing related responses by staff type.

A majority of district administrators giving an opinion on question #71 responded positively about being able to get what they need when they need it. All other responses were predominantly negative.

Exhibit 5-13
TPS Survey Responses on Purchasing

Purchasing	Central Office Administrators		School Administrators		Teachers	
	SA + A	SD + D	SA + A	SD + D	SA + A	SD + D
The Purchasing Office gets me what I need when I need it.	40.50%	36.50%	21.30%	37.30%	27.80%	40.00%
The school district purchases the highest quality materials and equipment at the lowest possible cost.	27.00%	28.40%	13.30%	53.30%	16.20%	44.70%
The purchase order process is efficient and effective.	27.00%	48.70%	14.90%	58.10%	25.20%	43.90%
The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	25.70%	29.80%	17.60%	47.30%	30.30%	45.60%

Source: Evergreen Solutions Survey Results, 2013.

FINDING

TPS uses petty cash accounts rather than purchasing cards for miscellaneous low dollar purchases at campuses and selected departments.

TPS currently maintains more than 70 checking accounts, including 57 petty cash accounts. Of the 57 petty cash accounts, 48 are currently active. High schools have a petty cash limit of $2,000, while elementary schools have a limit of $1,000. In addition to schools, Food Service, Transportation, and the Pearson Center have petty cash accounts with limits of between $500 and $1,000.

Maintenance of these accounts, including bank reconciliations and audits, are time consuming. A Treasury Specialist is responsible for performing all monthly bank reconciliations, including those for the petty cash accounts. According to an analysis performed by the Director for Treasury Management, the annual bank fees for maintaining the petty cash funds is approximately $21,000. In addition, approximately $5,000 in staff time is used in performing bank reconciliations, audits, and state and federal program review and approvals.

A purchasing card (P-Card) is a credit card issued by a district to its employees. P-Card expenditures are paid monthly to the issuing bank in the form of a one lump-sum payment. Both the cardholder and Accounts Payable staff can review cardholder payments daily, weekly or monthly. A school district can also exert more financial control over employee purchases and prevent employees from abusing the employee reimbursement system by using a procurement card. Districts can set spending limits for each P-Card and place restrictions on the types of purchases it can be used to make. Put simply, P-Cards can prevent employees from purchasing goods that they should not be purchasing from vendors they should not be using. P-Cards can also significantly reduce the number of purchase orders and payments a district must process annually.

While there may be fees associated with the use of P-Cards, there are also opportunities for reducing other forms of internal paperwork. For example, some organizations allow P-Cards to be used to purchase postage. TPS currently maintains a supply of postage stamps in the central office for the whole district. A Treasury Specialist receives requests from the schools or departments for stamps, logs the request and charges on a spreadsheet, and sends the stamps to the requestor. At the end of the month, the spreadsheet is sent to OMB for a journal entry. The use of P-Cards for postage in TPS could eliminate a great deal of paper shuffling, but also may prove to be more convenient for some departments and campuses.

RECOMMENDATION

Recommendation 5-8:

Implement a Purchasing Card (P-Card) system to replace petty cash accounts.

To start the program, TPS should contract with a financial institution to provide procurement card services. Billing for the cards would be consolidated through a single bill to the TPS Accounts Payable Section. TPS will also need to develop and share policies and internal procedures for the use and monitoring of the cards with all involved.

Once the system is fully implemented for petty cash accounts, other applications of the P-Card system may be possible.

FISCAL IMPACT

At a minimum, implementation of a P-Card system should reduce the number of checks and banking fees, and significantly reduce the workload on Accounts Payable and other Treasurer Division staff. Net savings are conservatively estimated at one-half of the current cost for administering the petty cash accounts, or $13,000 annually.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Implement a Purchasing Card (P-Card) System	$13,000	$13,000	$13,000	$13,000	$13,000

FINDING

Business Operations and Administration has centralized the bidding and purchasing processes within that Division to achieve efficiencies.

While the district has a series of purchasing policies and procedures, the Business Division has implemented processes designed to increase competition and ensure that the Division receives the highest quality products and services at the lowest cost.

When the current Chief Business Officer came to the district, he began looking for ways to save money, generate more competition among vendors, and consolidate some of the purchasing functions to achieve greater efficiencies. While Board policy acknowledges the statutory duty to competitively bid contracts for construction, repair and improvements of school property of $25,000 or more, he developed a series of procedures for his division that encouraged the departments reporting to him to seek out price quotes and bids for items that had not been purchased in this manner before. These departments include some of the major cost centers within the district outside of academics (including Transportation, Food Service, Maintenance and Operations, Warehouse Operations, Construction Management, Printing and Mailroom Service, Security and Computer Services).

Additionally, the Business Division Manager position was created to centralize the purchasing and bidding processes for the division, and individuals with purchasing responsibilities in the various departments were brought together to form this centralized unit.

Exhibit 5-14 provides a list of the Business Division's bidding and quotation limits. The procedures go on to explain the process for issuing a Request for Proposal or Request for Quotation, and provide sample documents to guide the user through the process.

The Business Division Manager stated that they began by gathering a full list of the vendors, and then asked vendors if they wanted an email notification of the district requested proposals or quotes. About 200-300 vendors are now on the email notification list. Also on that list are representatives of the various Chambers of Commerce, which is another way for the district to encourage more vendors to participate.

The process begins when departments write a scope of work and submit the information to the Business Division Manager. The request is posted through the email process and on the TPS website. When proposals come in, the Treasurer's Office date stamps the proposals and handles the receipt process so that there is some separation of duties.

Exhibit 5-14
Business Operations and Administration
Purchasing Procedures

INTRODUCTION

1. Goods/Services that cost between one and 00/100 dollars ($1.00) and one thousand four hundred ninety nine and 00/100 dollars ($1,499.00) can be purchased at the Director's discretion.

2. Goods/Services that cost between one thousand five hundred and 00/100 dollars ($1,500.00) and five thousand and 00/100 dollars ($5,000.00) must be quoted as provided in Section II. ("Director Quotes").

3. Goods/Services that cost between five thousand and 00/100 dollars ($5,000) and twenty four thousand nine hundred ninety nine and 00/100 dollars ($24,999) must be quoted as provided in section III below (the "Request for Proposal/Request for Quotes").

4. Purchases with a cost of twenty five thousand and 00/100 ($25,000.00) or more must be publicly bid.[1] The following goods/services, in spite of the costs, do not have to be publicly bid.

   - Fuel;
   - Insurance;
   - Services;
   - Textbooks; and
   - Computer hardware and software.

5. Goods/Services that exceed **five thousand and 00/100 dollars** ($5,000.00) require a fully executed contract as provided in Section V.

Source: TPS Business Services Division, 2013.

The initiating director or foreman schedules a time with the Business Division Manager to open the proposals and verify that the vendor has submitted all of the required documentation. The initiating director and foreman make a determination and recommend the award. Once chosen, staff working under the Business Division Manager sends notification to the winners and works out all of the contractual issues.

The division has also broken up some of the bids that were previously all or nothing proposition for a vendor. Today, there could be five or six vendors pre-approved during the bid process, with each vendor awarded a portion of the contract. For example, the low bidder on toilet paper may receive a contract to provide toilet paper for all schools, while another vendor may provide other types of supplies.

The Division has also begun to put Master Service Agreements in place for certain repetitive services. The vendor bids a price per hour for the service and is paid when and if the district uses those services.

Some of the savings achieved as a result of the centralization of purchasing and institution of more stringent purchasing procedures are shown in **Exhibit 5-15**.

Exhibit 5-15
Savings Reported by Business Division
FY 2012 and FY 2013 (to date)

Project	FY12	FY11	Savings
Summer Cleaning Supplies	$78,233.58	$98,708.95	$20,475.37
Backflow Preventor Inspection	$8,990.00	$16,815.00	$7,825.00
Fire Suppression Inspection	$41,562.00	$57,065.00	$15,503.00
FY 2012 Saving			**$43,803.37**
Project	**FY13**	**FY12**	**Savings**
Elevator PM	$22,080.00	$50,400.00	$28,320.00
Chillers PM	$47,470.00	$50,936.26	$3,466.26
AHU's PM *	$23,776.00	$8,100.00	-$15,676.00
Cooling Water Tower Testing	$1,190.00		
Boiler Water Analysis	$2,800.00	$3,335.00	$535.00
Palmer Energy	$49,500.00	$49,500.00	$0.00
Toledo Building Services	$13,887.00	$12,765.00	-$1,122.00
Waste Management	$220,000.00	$248,714.16	$28,714.16
Summer Cleaning Supplies	$69,002.21	$78,233.58	$9,231.37
Backflow Preventor Inspection	$10,232.00	$8,990.00	-$1,242.00
Fire Suppression Inspection	$17,605.00	$41,562.00	$23,957.00
Pest Control	$53,600.00	$48,600.00	-$5,000.00
Toledo Police Dept.	$188,749.32	$201,730.71	$12,981.39
FY 13 Savings as of 1/1/13			**$84,165.18**

Source: Business Division Manager's Office, 2013.

As shown, the Business Division has saved more than $120,000 since implementing the centralized purchasing concept, and the savings continues to grow.

COMMENDATION

Business Operations and Administration has implemented a centralized purchasing process that is achieving significant savings for Toledo Public Schools by encouraging vendor participation as a way of increasing competition.

FINDING

The decentralized purchasing functions throughout the remainder of the district are not always achieving the levels of efficiency or internal control that might be possible with a more centralized system.

TPS uses cooperative purchasing agreements in some instances to assist the district in purchasing certain goods and services at lower prices. For example, TPS is a member of the State of Ohio Cooperative Purchasing Program, which offers Ohio counties, townships, municipalities, school

districts, public libraries, regional park districts and other political subdivisions the benefits and costs savings of buying goods and services through state contracts.

Membership in the National Association for the Exchange of Industrial Resources (NAEIR) entitles TPS Industrial and Engineering Technology Department to order tools and classroom supplies to benefit all vocational education teachers, while only paying shipping costs.

MiCTA membership allows TPS to purchase telecommunications equipment and services, and Food Services benefits from its participation in the US Communities Government Purchasing Alliance.

These agreements do not, however, mean that the academic and other areas of TPS operation are not regularly making purchases that require the assigned individuals to maintain a working knowledge of the formal or informal bidding or proposal processes. The infrastructure for a more centralized purchasing system is in place in Business Operations and Administration, which could, in some instances, be used by other TPS departments.

RECOMMENDATION

Recommendation 5-9:

Explore the possibility of centralizing more of the district's purchasing functions under Business Operations and Administration as a way to increase competition and remove some of the administrative burden in other departments.

Centralizing more of the purchasing functions can eliminate duplication of effort by the various departments, increase overall efficiency, and result in lower costs for goods and services. Additionally, the work being done in Business Operations and Administration to encourage vendor participation, is building relationships with vendors and community leaders.

FISCAL IMPACT

Depending on the number and type of purchasing activities assumed by Business Operations and Administration, it may be necessary to transfer one clerical position from another area to the Business Office to assist with processing needs. This should not result in additional cost to the district.

If savings similar to those already experienced by Business Operations and Administration are possible in other areas of the district's operation, it is reasonable to assume that additional savings of $50,000 per year are possible.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Centralize TPS Purchasing Functions	$50,000	$50,000	$50,000	$50,000	$50,000

5.4 PAYROLL

Regular payroll in TPS is run every two weeks, while special payrolls run during the odd weeks between regular payrolls. Special payrolls include pay for such things as sick leave bonuses, longevity, clothing allowances, and other stipends that are contractually paid separate from the regular payroll, often on a once a year basis. Most regular payroll is direct deposited into the employee's bank account, whereas special payrolls are paid by check.

FINDING

Payroll has developed desk procedures for each desk within the Payroll Department as a way to ensure that each step in the very complex payroll processes described in **Exhibits 5-16** through **5-22** are performed consistently.

The Payroll Director and Assistant Director said that desk procedures became critically important because of high turnover rates and the need for consistency and accuracy in the performance of the various processes.

Each employee is responsible for maintaining his or her desk procedures. Periodically, staff members switch desks and test each other's manuals to ensure that they work. During on-site work, the desk manual for Data Entry was examined. The manual contained instructions and screen shots for the many types of entry that the Data Entry person is required to perform.

In addition, the individual had added reference material that she regularly uses, such as memos, emailed instructions and salary tables. In all, staff said that when a person is absent or a position is vacant, one of them or a substitute can perform the function using the desk procedures.

COMMENDATION

Desk procedure manuals are being used effectively in the Payroll Office to ensure that institutional knowledge is retained and processes can and will be performed with consistency.

FINDING

Payroll is not functioning efficiently and the complexity of processes, the sheer volume of paper, and the department's dependence on an outdated mainframe system are contributing to that inefficiency.

TPS processes its payroll through a legacy mainframe system used by both Human Resources and Payroll. Hard copy forms are manually approved and entered into the system to set up and change employee data. Because the district has no districtwide automated time keeping system, timesheets, leave and exceptions to the payroll are manually tallied and entered.

Two years ago, while the district was transitioning to SunGard for finance and student accounting, an attempt was made to transition the Human Resource and Payroll functions to that system. The effort was met with significant resistance. According to the Chief Human Resource

Officer, at that point in time, the SunGard system was not capable of handling the five different contract requirements and the nuances of those contracts. She indicated that she developed some 80 different payroll scenarios, and the SunGard system was never able to produce the same payroll for those scenarios as the legacy system.

The legacy system does not, however, have the capability of tracking and automatically paying employees based on the contract requirements and provisions. Rather, Payroll staff track the provisions manually using Excel spreadsheets and run special payrolls and perform other manual corrections as shown in the process flows.

Exhibits 5-16 through **5-22)** provide a high-level overview of Payroll's processes for setting up and changing employee records, processing various type of payroll and finally, performing the final cross walk, which is where payroll is physically reconciled and expenditures in the legacy mainframe system are ultimately entered into the SunGard system.

As shown in the process flows, the process is not simple. Payroll staff work diligently to check and double check the balances using control totals maintained in Excel and are reconciled to edit reports generated through the legacy system.

Other departments and divisions have access to the legacy system as well, and Payroll staff indicated that there is no way to prevent changes from being made between the time they complete their work, and the time checks are cut. This means that they are required to check and recheck the balances over and over again, to make sure that nothing has crept into the system to distort the final payroll numbers.

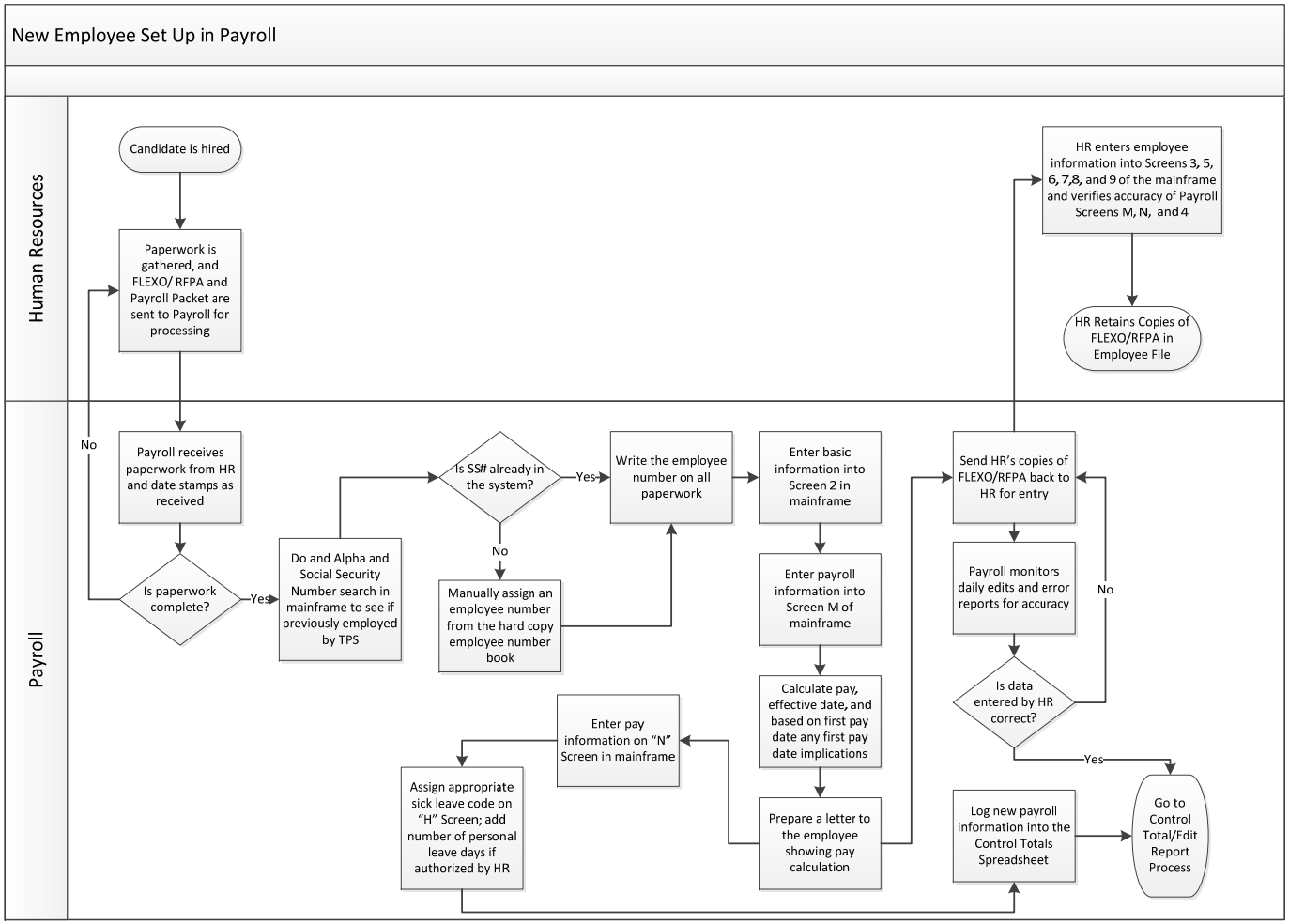
Payroll staff said that their greatest pride comes from the knowledge that despite all of these impediments, payroll always goes out.

The legacy system itself is another cause for concern. The system is managed and supported by a single staff person in the Computer Services Department, with little or no backup should she not be able to provide support. In interviews, staff said that because of the age of the system and the fact that it is no longer support by the vendor, parts have had to be ordered off Craig's List when repairs were needed. The district, however, is 100 percent dependent on this system and this individual to support the system. If the system fails, TPS will not have the ability to run its payroll.

When asked how long the current system will last, staff gave varying responses of between six months and two years. If this is even near accurate, the need for immediate conversion to some other system is imperative. Options posed to staff as a stopgap measure included hiring a vendor to run the payroll remotely, using the data currently being input into the mainframe system. Staff universally said that if a conversion were needed, it would be better to directly convert to SunGard rather than expending the effort to convert to a vendor system and then convert to SunGard in the future.

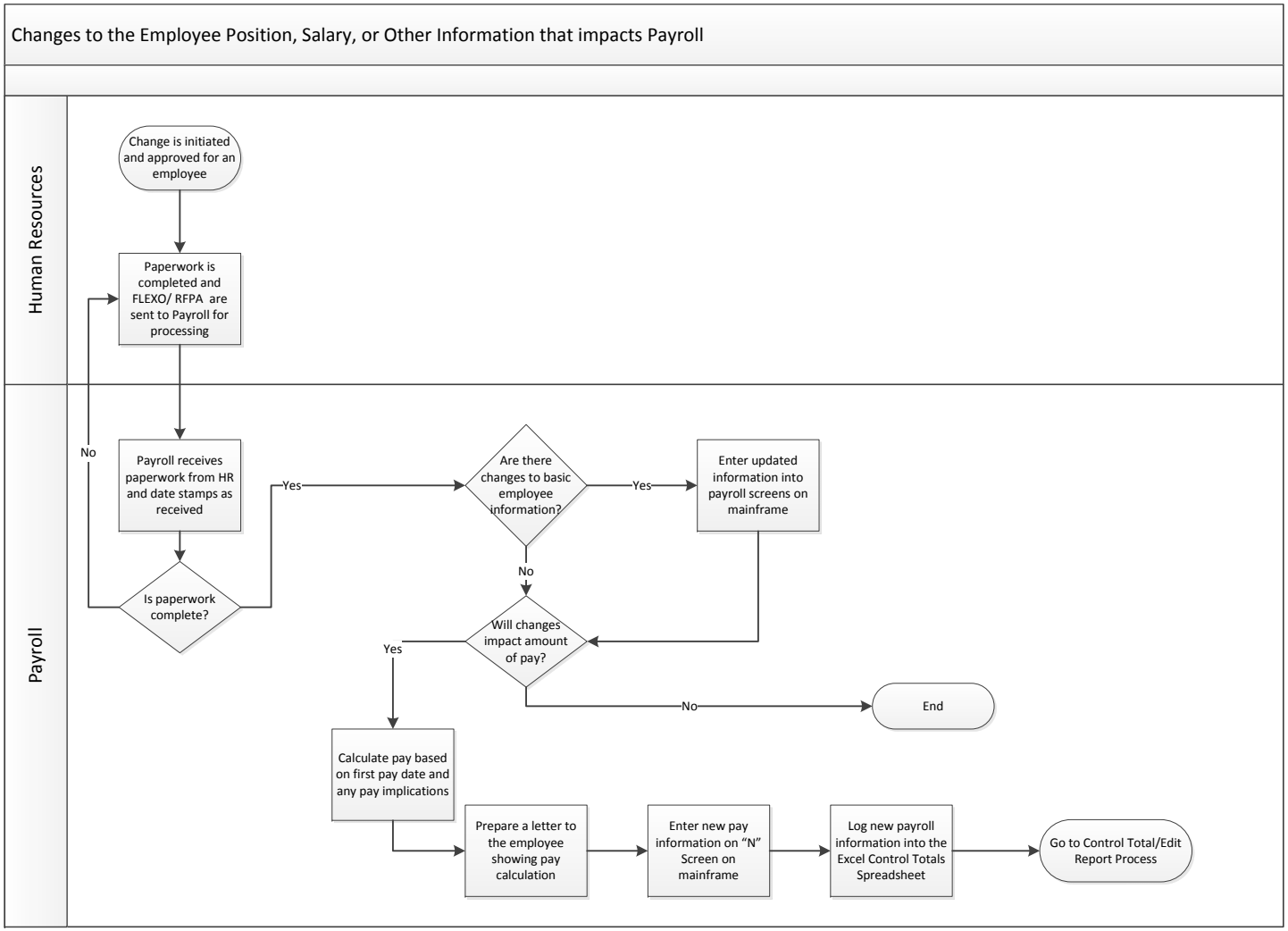
According to the Computer Services Department, money was originally set aside for the conversion, which they felt would be sufficient to complete the work. Computer Services further indicated that SunGard provides the set-up, the technical support staff training, and the user training - at no additional costs to the district.

Exhibit 5-16
Payroll Process Flow for New Employee Set Up



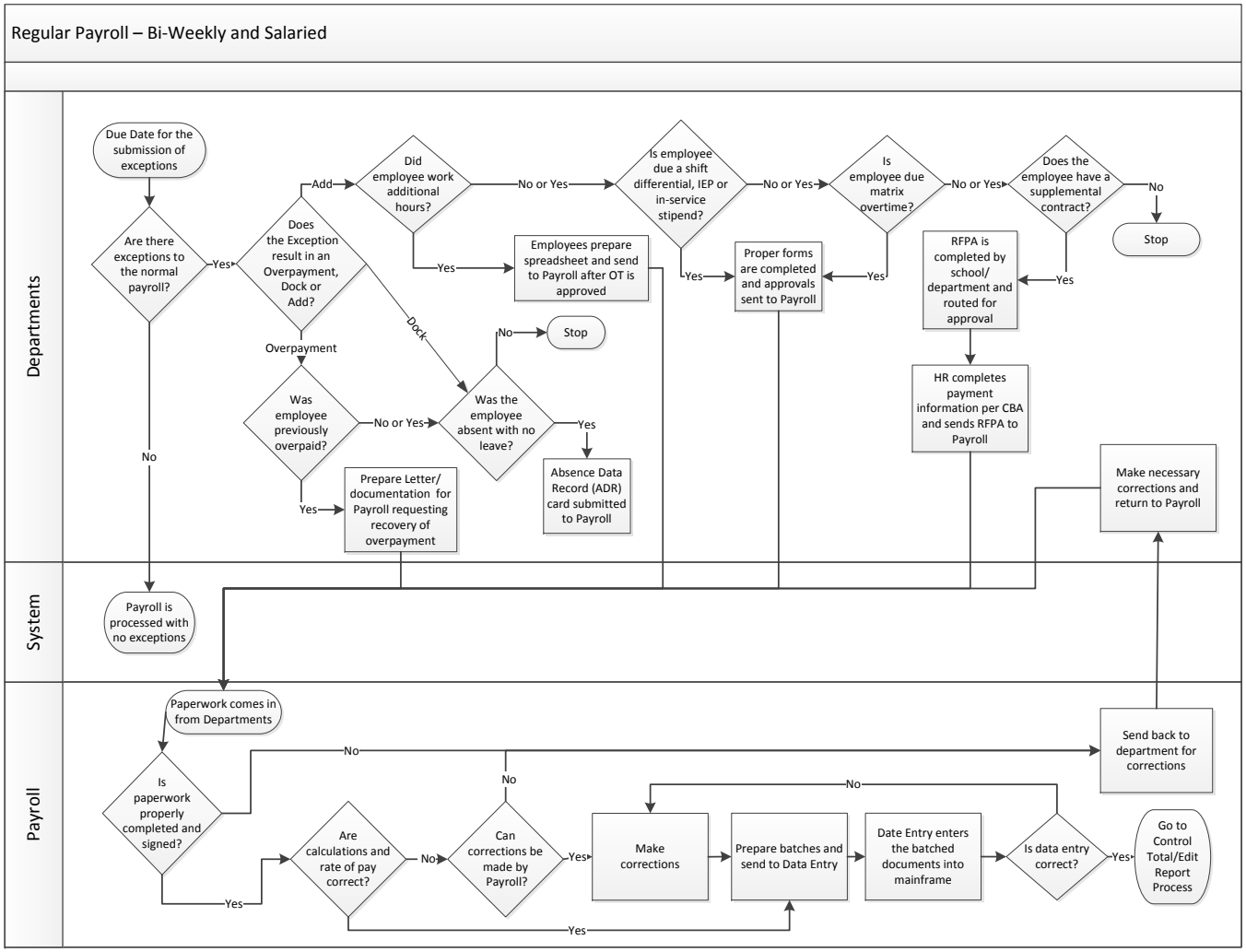
Source: Created by Evergreen Solutions, 2013.

Exhibit 5-17
Payroll Process Flows for Changes to Employee Set Up



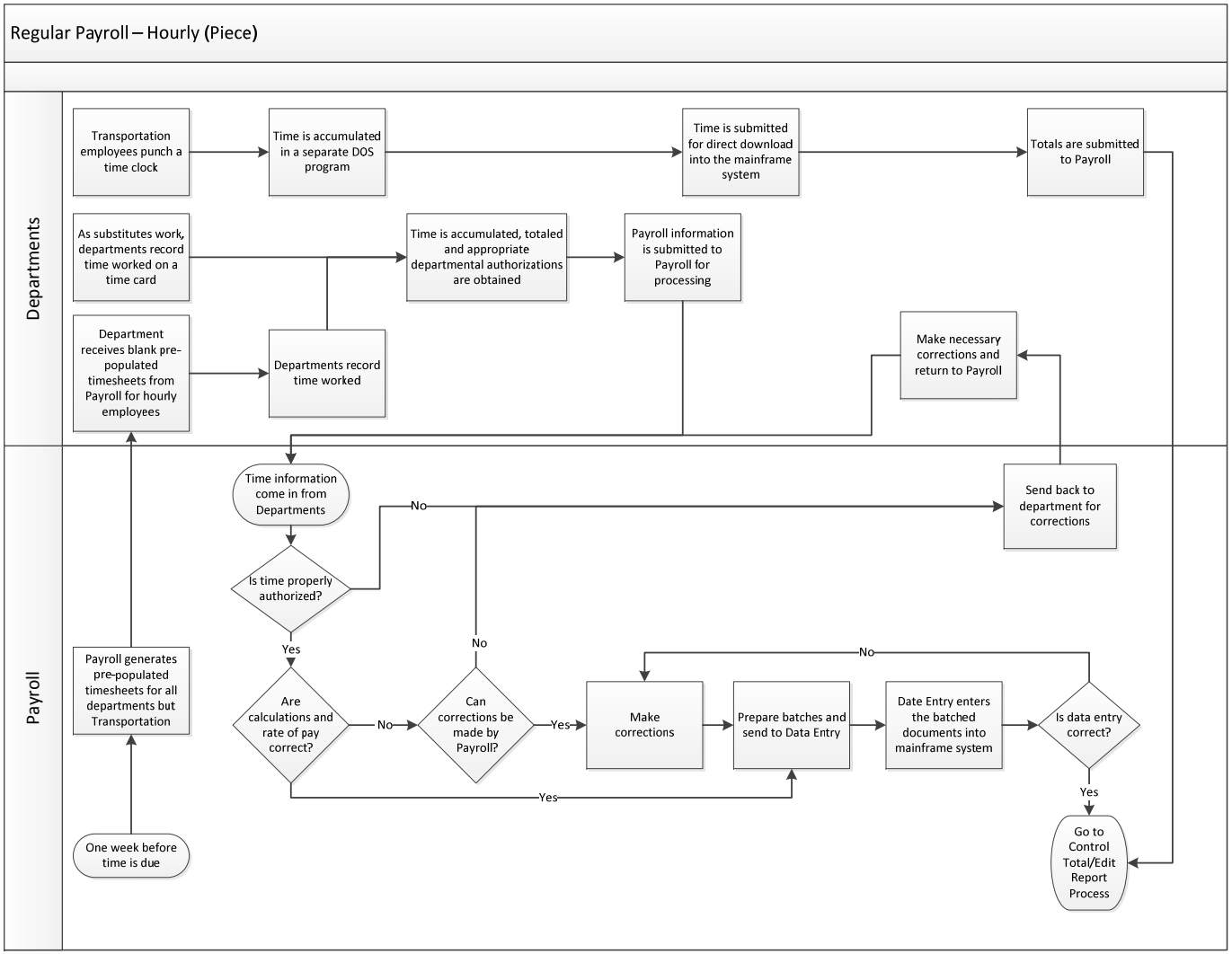
Source: Created by Evergreen Solutions, 2013.

Exhibit 5-18
Payroll Process Flows for Regular Bi-Weekly and Salaried Payroll



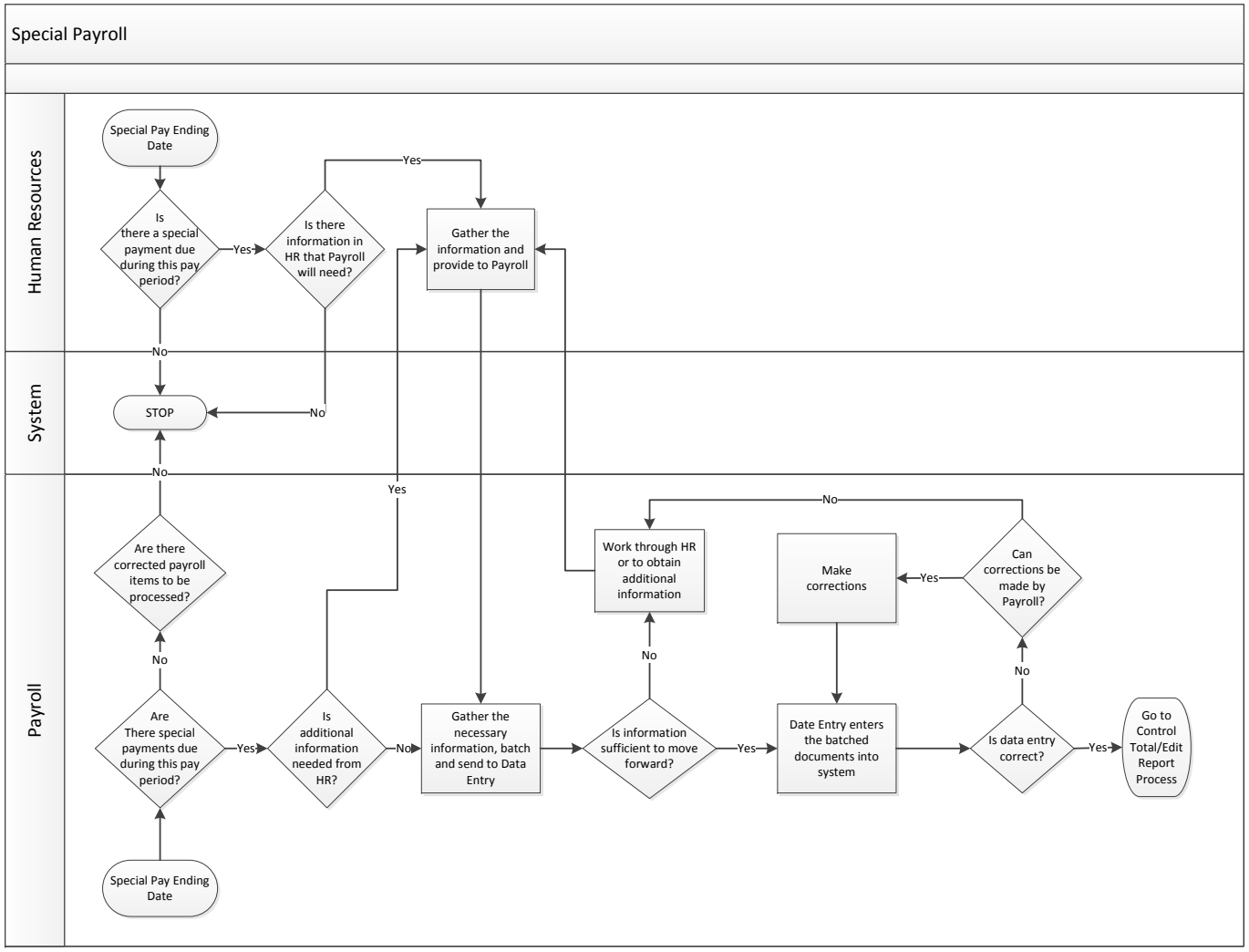
Source: Created by Evergreen Solutions, 2013..

Exhibit 5-19
Payroll Process Flow for Hourly Payroll



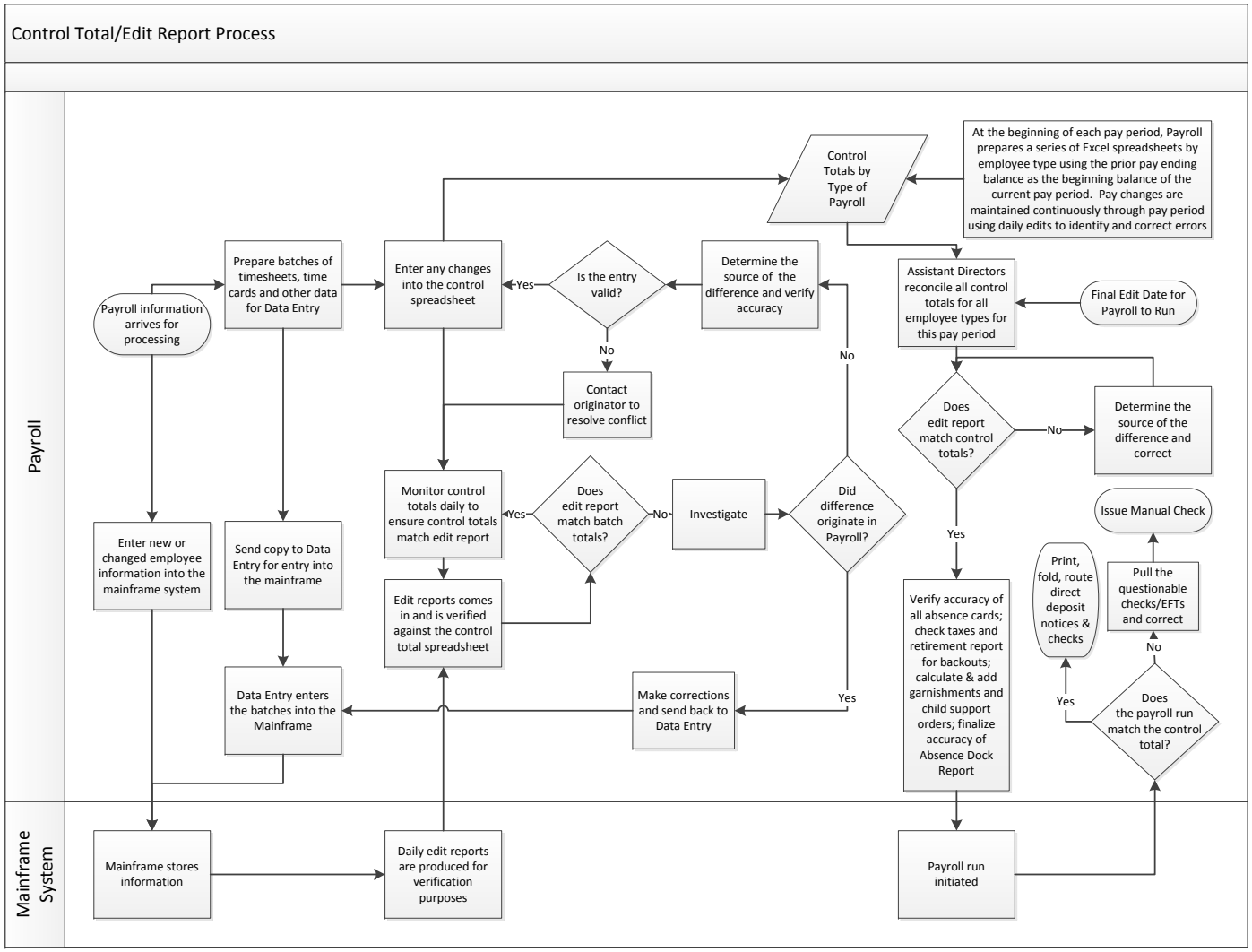
Source: Created by Evergreen Solutions, 2013..

Exhibit 5-20
Payroll Process Flow for Special Payroll



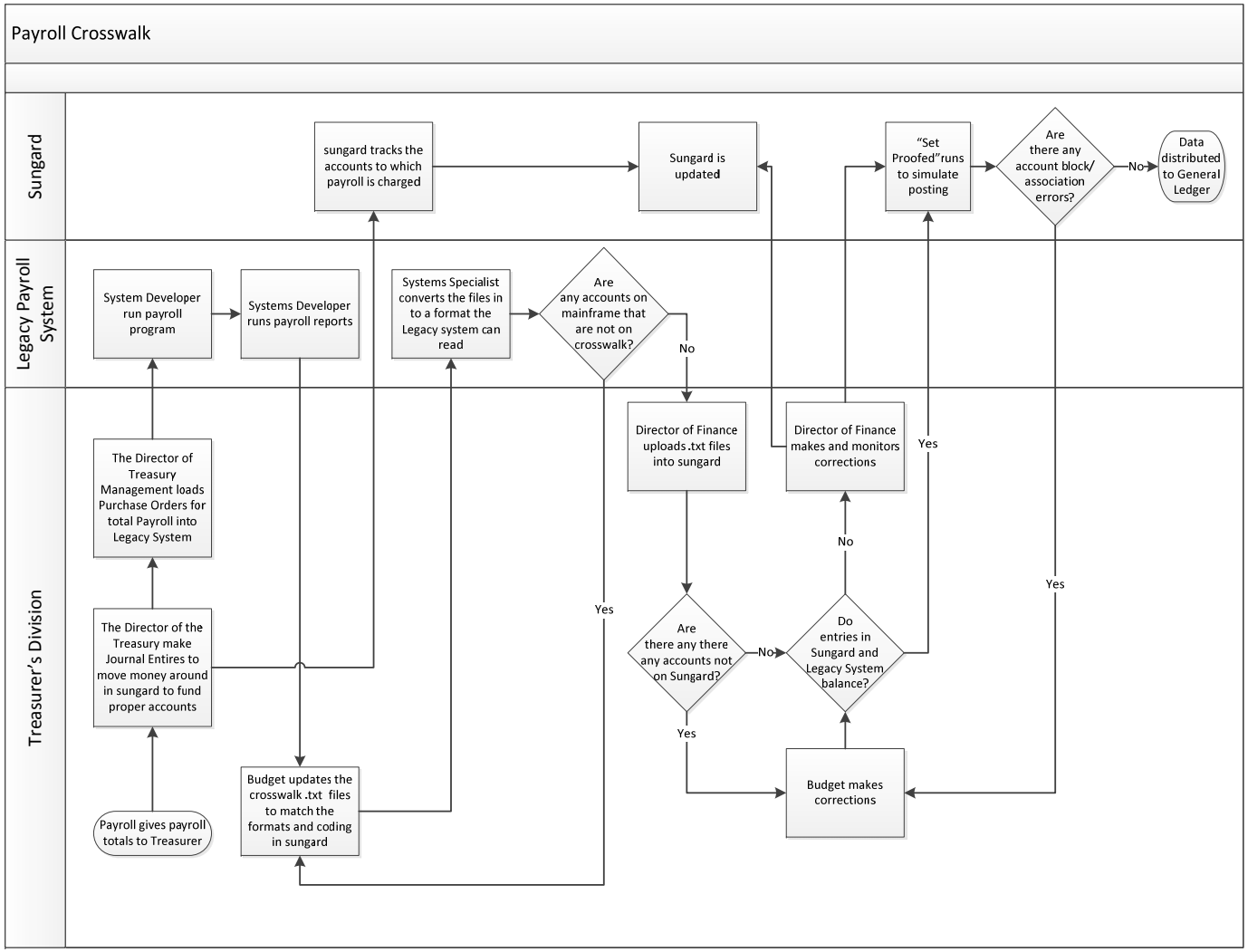
Source: Created by Evergreen Solutions, 2013..

Exhibit 5-21
Payroll Process Flow for Control Totals and Edits



Source: Created by Evergreen Solutions, 2013.

Exhibit 5-22
Payroll Process Flow for Payroll Crosswalk to SunGard



Source: Created by Evergreen Solutions, 2013.

The individuals in Computer Services who deal with the legacy system as well as the person who was involved in the initial SunGard conversion are eligible for retirement, meaning that tapping their institutional knowledge is another reason for considering an immediate conversion.

RECOMMENDATION

Recommendation 5-10:

Immediately begin the process of converting Human Resources and Payroll to SunGard, with a goal of having the Human Resources modules fully implemented by 2014-15.

The conversion process should be led by a team of staff from Human Resources, Payroll and the Computer Services Department as well as labor representatives. The planning for the conversion should not be focused on simply replacing the existing system, but rather should explore ways to fully automate every possible aspect of the Human Resource and Payroll function, reduce duplicative and redundant entry points, and include internal and external controls to prevent or reduce the possibility of undetected errors. Throughout the planning and implementation process, careful documentation should be kept of the system and the procedures that are envisioned for each of the processes.

FISCAL IMPACT

SunGard can provide a Project Manager for the conversion who can come on site to plan and detail the conversion/transition process, and then can be available remotely to any staff who need support or assistance with the new system. In March 2013, TPS signed an addendum to the Sungard contract for $508,300 for these additional services. In addition, there may be other internal costs to the district for implementation support, therefore total costs for implementation are conservatively estimated at $600,000 for the first year.

Also according to the Computer Services Department, once the legacy mainframe system is closed down, TPS will be able to save approximately $165,000 annually, since SunGard will be the hosted system and no local processor is needed.

Once full implementation of the Human Resource and Payroll functions in SunGard is complete and manual processes are reduced or eliminated, data entry staff in Payroll and at least one of the Payroll Processors can eliminated at the savings shown below.

SunGard Human Resources/ Payroll Implementation	Salary	Benefits ($13,745 for Health + 18.6% Fringes)	Total
By year three eliminate two payroll data entry (Accounting Specialist) positions @ $36,777.	$73,554	$41,295	$114,849
By year three, eliminate one payroll processor (Payroll Specialist) position.	$37,109	$19,534	$56,643
Saving Beginning in Year Three	**$110,663**	**$60,829**	**$171,492**

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Implementation Costs	($600,000)	$0	$0	$0	$0
Savings from the Elimination of the Mainframe System	$0	$165,000	$165,000	$165,000	$165,000
Savings from the Elimination of Positions	$0	$0	$171,492	$171,492	$171,492
Net Savings (Costs)	**($600,000)**	**$165,000**	**$336,492**	**$336,492**	**$336,492**

FINDING

Payroll staff members do not currently have the level of expertise and technical knowledge to actively participate in the SunGard conversion. That transition will require leadership in terms of knowledge of payroll and accounting, but also critical knowledge and expertise in the capabilities and nuances of SunGard.

Although some staff members were with the district at the time that the district initially attempted conversion, none of the staff or supervisors has direct knowledge of or experience with SunGard and its capabilities.

At this time, one of the Assistant Director positions in Payroll is vacant and has not yet been posted. The opportunity exists to fill this position with a person who not only has knowledge of payroll, but also has worked with SunGard and can visualize how this system could work to streamline Payroll processes in this district.

RECOMMENDATION

Recommendation 5-11:

Redefine the vacant Assistant Director position to require knowledge and experience with SunGard, and assign this individual responsibility for assisting with the conversion.

A person with SunGard HR experience will be needed if the payroll function is to be fully automated in a timely manner.

This recommendation will require contract negotiation.

FISCAL IMPACT

The position is budgeted, therefore implementing this recommendation can be accomplished at no additional cost to the district.

FINDING

Inconsistencies among the various labor contracts and massive numbers of add-ons and special payment agreements add additional complexity to the system, which are costly to administer and could hinder the conversion to SunGard.

Exhibit 5-23 provides an excerpt from the Payroll Deduction and Sick Leave Increment Schedule. There are 22 different deduction and sick leave increments shown, and each is administered during different pay periods throughout the year. This complex chart is used by Payroll to initiate the actions shown. There is no consistency between the contracts; therefore, activities such as deductions for dues are handled differently for different organizations.

Exhibit 5-23
Payroll Deduction and Sick Leave Increment Schedule

TOLEDO PUBLIC SCHOOLS 2012-2013 SCHOOL YEAR
PAYROLL DEDUCTION AND SICK LEAVE INCREMENT SCHEDULE

AFSCME Dues Local 2174	AFSCME Dues Locals 272, 349, 840, 2853	AFSCME People	AFLAC	Central Reserve & Conseco	College Advantage	Health/Drug/Dental/Optical Insurance	Post-tax Retirement Purchase	Pre-tax Retirement Purchase	Professional Dues	SERS Pension Report	Sick Leave Increment	STRS Pension Report	TAAP Dues (9, W)	Tax Sheltered Annuity (403(b) & 457(b))	TFT Contract Dues (2, E, F, J)	TFT Daily/Hourly Dues (O, P, G, H)	TFT Political Action	TPS Credit Union	United Way & United Negro College Fund	Garnishments (26 pays) & Child Support (26 or 21 pays)	Voluntary Life Insurance	Pay Ending	Pay Date	Check # Tchrs	Check # Admin	<<Reminder>> All pay stubs are mailed home via U.S. mail when school is not in session. NOTES:
X						X	X	X				X	X	X		X		X		X		08/10/12	**08/17/12**	25	1	First pay of 2012/13 year for all administrators & cabinet
										X	X	X				X		X		X		08/24/12	**08/31/12**	26	2	Last pay of 2011/12 year for contract teachers on 12-mo pay
X	X	X	X		X	X		X	X			X	X	X	X	X	X	X	X	X	X	09/07/12	**09/14/12**	1	3	First pay of 2012/13 year for all contract teachers
X			X	X		X	X	X		X	X	X	X	X	X	X		X	X	X		09/21/12	**09/28/12**	2	4	
X	X	X	X		X	X		X	X			X	X	X	X	X	X	X	X	X	X	10/05/12	**10/12/12**	3	5	
X			X	X		X	X	X		X	X	X	X	X	X	X		X	X	X		10/19/12	**10/26/12**	4	6	
X	X	X	X		X	X		X	X			X	X	X	X	X	X	X	X	X	X	11/02/12	**11/09/12**	5	7	
X			X	X		X	X	X				X	X	X	X	X		X	X	X		11/16/12	**11/23/12**	6	8	<<PAYSTUBS MAILED HOME VI U.S. MAIL>>
X	X	X	X		X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	11/30/12	**12/07/12**	7	9	
X			X	X		X	X	X				X	X	X	X	X		X	X	X		12/14/12	**12/21/12**	8	10	
X	X	X	X		X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	12/28/12	**01/04/13**	9	11	<<PAYSTUBS MAILED HOME VI U.S. MAIL>>

Source: TPS Payroll Department, 2013.

Special payrolls are scheduled around the many contract provisions. **Exhibit 5-24** provides a list of the special payrolls and the types of additional payments that are routinely made to employees based on the group to which they belong.

Exhibit 5-24
Special Payment Schedule
Pay Dates 7/01/12 through 6/30/13

Special Payment	Group	Pay Date
Vacation Payment Vacation Payment	AFSCME (p71) Cabinet (AFSCME p71)	7/06/12
Unused Personal Leave Remaining Vacation Days Remaining Vacation Days Clothing Allowance Tool Allowance	Paraprofessionals (p42) AFSCME (p67) AFSCME Bus Drivers & Aides (p67) Local272 (p61) Local 272 (p118)	7/13/12
Vacation Buy-Back	Cabinet	8/10/12
Unused Personal Leave	Admin/Cabinet (TAAP p88)	8/24/12
License Pay	Refrig &Air Cond (p120)	9/21/12
License Pay Clothing Allowance Clothing Allowance Clothing Allowance Clothing Allowance	Local 272 & 349 (OPOTA) (p.120 & 142) Local 840 (p140) Local 2174 (p166) Local 2853 Non-Probation, Subs, Driver Trainer (p193) Local 349 Misc Labor & Cust (p140)	10/5/12
Behavior Modification Option lV	Teachers (p211, 11\ Teachers (p211, 12)	10/19/12
Longevity Sick Leave Bonus Longevity PGC Credit PGC Credit College Degree Pay Sick Leave Bonus Sick Leave Bonus Sick Leave Bonus Sick Leave Bonus Sick Leave Bonus	Longevity AFSCME (p39) AFSCME (p33) Paraprofessionals (p59) AFSCME (p60) Paraprofessionals (p58 & Addtl Econ Items signed 7/23/08 & 09/08/08) Local 2174 (p165-1 66) Teachers (p134) Administrators (p85) Cabinet (TAAP p85) Sub Teachers Class I & ll (p30) Paraprofessionals (p61)	12/14/12
Medicaid Documentation	Administrators (p.82)	1/25/13
Behavior Modification Option lV	Teachers (p.211, 11) Teachers (p.211, 12)	2/22/13
Medicaid Documentation Application & Employment Process Reimbursement Special Ed Overload Payment Club Advisors Payment Educational Incentive Unused Personal Leave Remaining Vacation Days	Administrators (p.82) Substitute Teachers (p.32, N) Teachers (p 203, 10) Teachers (p 168, H) Administrators (p 103) Teachers/Hourly (p.117, D) Paraprofessionals (p.60, L)	6/28/13

Source: TPS Payroll Department, 2013.

In some instances, the payments are routinely made to all employees in a given classification and title, rather than based on an event. For example, specified dollar amounts are paid for clothing allowances to employees in specific groups. From a processing perspective, it would be simpler to increase the employee's regular pay by that amount and pay it out annually, rather than creating a separate payroll run to specifically issue that group of employees a check for less than $100.

Processing these special payrolls is costly as a physical check is issued, rather than allowing the payment to be direct deposited.

RECOMMENDATION

Recommendation 5-12:

Work with labor organizations to seek ways to simplify payroll by including all possible payroll add-ons in the employee's regular salary, and begin issuing special payrolls via direct deposit where possible.

While adjusting regular salaries to include all possible incremental add-on will require negotiation, the salaries and benefits for employees should remain unchanged. The benefits to be derived from full implementation of this recommendation include a reduction in the total number of checks cut and distributed, and the removal of one level of complexity that will make conversion to SunGard more manageable. As noted above, the labor organizations should have representation on the SunGard conversion team so that they are aware of how this added complexity is affecting that conversion.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented at no cost to the district. Discontinuing the practice of issuing checks for special payroll should result in savings in terms of printing and check processing; however, the actual dollar amount of those savings cannot be determined at this time.

FINDING

Although TPS has instituted a direct deposit system for employees, paper pay stubs are still folded and physically delivered to employees, which negates some of the processing benefits of using direct deposit.

In many organizations, pay stubs for each period are either emailed to staff or made available to staff on-line through its on-line timekeeping system. Since TPS does not currently have an on-line timekeeping system, the alternative to the physical distribution of paper documents would be an email distribution. Not all employees in the district, however, have an assigned email.

RECOMMENDATION

Recommendation 5-13:

Assign emails to all TPS employees, and begin distribution of pay stubs electronically.

Employees who work in the field and do not have an assigned computer should be given access to a computer in the main office and should be instructed on how to access their TPS emails from home. Only in extreme cases should the district continue to produce hardcopy pay stubs.

FISCAL IMPACT

This recommendation should result in overall savings to the district in terms of printing and handling; however, the actual dollar amount of those savings cannot be estimated at this time.

FINDING

The State Auditor cited TPS for continuing to pay employees who had not signed and returned their annual contracts in a timely manner.

Finding 2011-003 in the FY 2011 Comprehensive Annual Financial Report reads:

> *Article VII. of the Toledo Association of Administrative Personnel Contract, Article VI. of the Toledo Federation of Teachers Contract, and Article IX. of the Toledo Federation of Teachers Contract require District employees to be issued a contract. An employee must have a contract to show the correct rate of pay approved by the District's board and to show valid employees.*
>
> *Signed contracts were not returned and obtained by the District for all employees who are part of the above noted union contract.*
>
> *Absence of a signed contract hinders the ability to determine the individual is a valid employee of the District. Failure to maintain employee contracts could result in the improper salary rate being paid to employees.*
>
> *We recommend the District issue and collect contracts for all employees to ensure that the employees are being paid the approved rate of pay. We also recommend a copy of the valid employee contract be maintained in the employee personnel file.*

The Treasurer's staff indicated that the audit finding would be repeated in the FY 2012 audit, as about 14 percent of the tested files did not contain a signed contract.

RECOMMENDATION

Recommendation 5-14:

Implement a process whereby pay is held until such time as a signed contract is on file.

Employees and the impacted labor organizations should be made aware of the district's intent and a deadline for the return of signed contracts should be strictly enforced.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

5.5 ACCOUNTS PAYABLE AND RECEIVABLE

The Finance and Accounting Department in the Treasurer's Division is primarily responsible for accounting for, and in some instances collecting, incoming state and local revenues, whereas the Office of Management and Budget works primarily with federal grant funds.

Accounts Payable has four individuals who are responsible for processing invoices based on an alpha split. Two individuals work vendor invoices A-L, and two handle M-Z.

FINDING

Accounts Payable has initiated a procedure for paying its vendors just prior to the due date to ensure that cash remains on deposit with TPS' depository and continues to earn interest until it is paid.

Several years ago, TPS had a serious problem with paying its bills on time. Processes were instituted to significantly speed up the vendor payment processes, so much so that the vendors were being paid well in advance of due dates. This action was good because the district was no longer having to pay penalties for late payment, and in some cases would receive discounts for early or timely payments. On the other hand, most vendor invoices give no discount, therefore early payment means that TPS is accruing no benefit from early payment.

To remedy this situation, Accounts Payable put a process in place to run all vendor payments approximately nine calendar days in advance of the due date. **Exhibit 5-25** provides a list of the check run dates versus the vendor due dates for illustration purposes.

Exhibit 5-25
Accounts Payable Check Run Dates Versus Vendor Due Dates

Check Run Date	Pay Through Date
Wednesday, 3/6/13	Due Date 3/15/13
Wednesday, 3/13/13	Due Date 3/22/13
Wednesday, 3/20/13	Due Date 3/29/13
Thursday, 8/28/13 (Confirming)	Due Date 4/5/13

Source: TPS Accounts Payable Office, 2013.

As invoices come into Accounts Payable, the due dates are entered into the system and vendor payments are generated on the run dates shown above.

COMMENDATION

The Accounts Payable Unit has recognized the need to maintain cash reserves in the bank for as long as possible, and has implemented a process to retain the cash until needed, while still paying vendors in a timely manner.

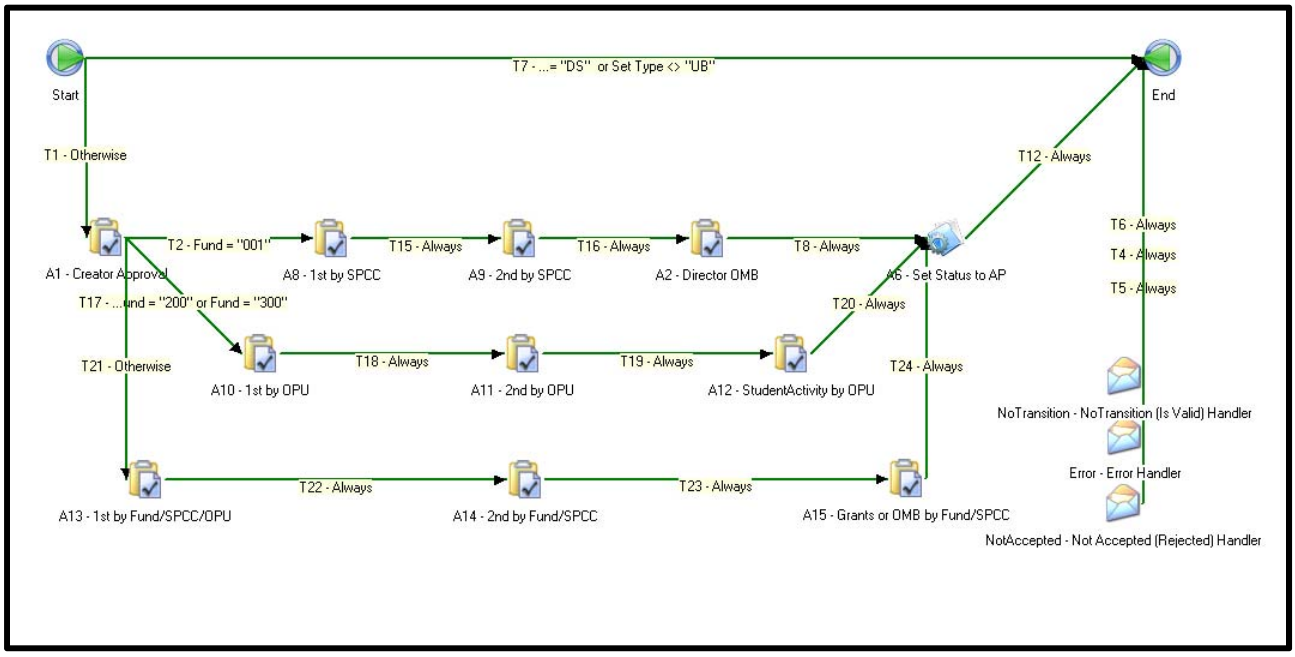
FINDING

Confirming purchase orders, or purchases that exceed the amount budgeted and require the approval or confirmation of the Board, delay vendor payments and are occurring with regularity.

When an employee submits a request for purchase in the SunGard system, the system not only checks to be sure that there is money in the budget code stipulated on the purchase request, but also routes the request through a list of people for approval. The required approvals are coded into the system based on various factors, such as the originating department, the fund and object code being used for payment and the like.

Exhibit 5-26 illustrates a sign-off path for a single process related to the purchase of technology.

Exhibit 5-26
SunGard Approval Workflow Example



Source: TPS Computer Services Department, 2013.

Once all approvals are made in the system, a Purchase Order (PO) is typically issued and mailed to the vendor, who then fills the order. When the goods or services are received, the receiving date is entered into SunGard showing whether all or part of the order has arrived. The vendor sends an invoice and the invoice is matched to the PO and receiving documents, at which time Accounts Payable is able to process a check for the vendor during the normal run, based on the due date on the invoice.

With all of these controls in place, the question becomes, "How can an order be placed without authorization to expend the funds – thereby making it necessary to ask the Board to authorize payment for a purchase after the fact?"

There are basic reasons why this happens:

- The SunGard safeguards have not been activated, as is the case with utilities, for example, since regardless of the actual cost, the bill has to be paid.
- The purchase was never entered into SunGard, therefore all safeguards are circumvented.
- The invoice is for an amount that exceeds the purchase price originally entered into the system.

The first scenario is understandable, with the assumption that the Board and the Administration have a complete list of all purchases and scenarios to which this applies, and are in agreement that this is the best way to handle those purchases.

The second scenario is one that is repeated with regularity, as many Warehouse requisitions, printing requests, postage purchases and the like, are accumulated and allocated to the divisions and account codes after the fact, without checking to see if there is money in the specific division or account code to cover the cost.

Within that second scenario is the exception to the rule, where someone has willfully and with intent, circumvented the process. Some examples of this type of circumvention were given to the review team, stating that the originator(s) were frustrated with the delays in processing and decided "it was better to ask for forgiveness than to wait for permission."

The third scenario, that of the invoice exceeding the amount shown on the purchase request, should be a red-flag indicating error. For example, Accounts Payable said that many POs do not have shipping and handling included in the purchase price. When the invoice comes in with shipping and handling included, they must back track to make adjustments, and in some cases, the shipping and handling will throw the purchase over-budget. Training and perhaps additional controls are needed to detect the errors earlier in the process.

On the other hand, Food Services provided a list of examples where vendors billed more for individual food or supply items than were listed on their bid. These invoices should not be paid until the discrepancies are resolved with the vendor.

RECOMMENDATION

Recommendation 5-15:

Conduct an analysis of the reasons for all confirming purchase orders and initiate a process whereby remedies are developed for each scenario.

Finding acceptable solutions for each of the scenarios will require collaboration with the Board and Cabinet. Further, if willful violations are detected, swift disciplinary action should be initiated to prevent fraud and abuse of the system.

FISCAL IMPACT

This recommendation can be implemented with existing resources

5.6 CASH, INVESTMENTS, AND BOND MANAGEMENT

Developing an effective cash management program can provide a district with additional revenues to fund essential programs and operations. Maximizing the return on invested funds while ensuring the safety and liquidity of investments has become a high priority. Effective cash management programs:

- provide market rates of return through the use of various investment instruments;
- are based on a comprehensive written investment policy approved by the board; and
- allow personnel to become skilled in investment procedures and techniques and stay abreast of current money markets.

FINDING

TPS has a comprehensive Investment and Cash Management Policy last updated and approved June 13, 2012 by the Board's Finance Committee, which complies with Chapter 135 of the Ohio Revised Code regarding where the District is permitted to invest their public funds.

The purpose and scope of the policy states, in part, the following:

> *The public funds of the District are to be deposited and invested in a manner designed to (i) ensure preservation of capital, (ii) meet the daily liquidity and cash flow demands of the District for operating and capital costs, and (iii) provide an investment return competitive with financial market benchmarks established by the District, and (iv) be consistent with all applicable statues, rules and regulations governing the investment of interim moneys by an Ohio school district.*

The 36-page policy document is comprehensive, laying out the types of acceptable investment instruments as well as the roles and responsibilities of the Director of Treasury Management.

In January 2010, the policy received a Certificate of Excellence in Investment Policy Award from the Association of Public Treasurers of the United States and Canada.

COMMENDATION

Toledo Public Schools has developed a comprehensive investment policy to protect and guide the district's investments, which has been recognized for excellence by the Association of Public Treasurers of the United States and Canada.

FINDING

The Director of Treasury Management is actively managing the district's more than $140 million portfolio, in much the same way as an external financial advisor. Yet, there is no trained back-up for the investment level work he performs, nor is there a succession plan in place should he decide to retire or otherwise leave the district.

Because of the way school districts are funded in Ohio, nearly every district has excess funds at certain times of the year that are not needed to pay district expenses for days, weeks or even months. Investing these funds wisely can enhance the district's cash position as interest is earned, while poor or unskilled choices can, in a worst-case scenario, result in losses.

Many districts the size of TPS do not, however, have an individual on staff with the experience and expertise to actively manage investments. Rather, they may elect to keep their money in Certificates of Deposit (CD) and/or a state investment pool, such as the State Treasury Asset Reserve (STAR). CD's, however, typically earn a lower rate of interest and cash is not available on demand without the payment of some form of penalty. In a pool, the interest rate is higher, and the money is liquid, meaning the cash can be accessed quickly, when needed. TPS has achieved earning at least comparable with STAR, and during better economic times, earning has exceeded those available through STAR.

The Investment Policy noted above outlines limited authority for the OMB Director and the Treasurer's Analyst in the absence of the Director of Treasury Management. According to the Director of Treasury Management, these individuals have a thorough knowledge and understanding of all of the other aspects of his job, and have performed those duties laudably during his absences. Further, the Director said that he is documenting all of the processes and procedures he uses to carry out those duties. His greatest concern, however, is that there is no one in the district that has the expertise or experience needed to manage a $140 million investment portfolio.

RECOMMENDATION

Recommendation 5-16:

Establish a succession plan for the position of Director for Treasury Management, which includes a deliberate plan for how the district will manage its investments in the future.

The option of replacing the Director with someone of his caliber should he retire or take a position in another district could be cost prohibitive. Best estimates of the salary ranges for an investment professional are from $150,000 to $200,000 annually. Therefore, it is imperative that the district work with the current Director to develop a succession plan that includes training a successor for all aspects of his job, and a deliberate plan for how the district will handle its investments in the future.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

In 2012, the Director for Treasury Management recommended a bond-refunding proposal to the Board, which ultimately saved taxpayers more than $10 million.

Refunding involves retiring or redeeming an outstanding bond issue at maturity by using the proceeds from a new debt issue. The new issue is typically issued at a lower rate of interest than the refunded issue, ensuring significant reduction in interest expense for the issuer. Based on the historically low interest rates available today, the opportunities increase for using refunding to reduce the interest expense on bonds issued at higher rates prior to the economic downturn.

Based on the numbers provided by Fifth Third Securities, Inc. TPS saved $5.03 million by issuing School Construction and Improvement Refunding Bonds, Series 2012. Another $5.22 million was saved by issuing the School Facilities Improvement Refunding Bonds, Series 2012B. The proceeds from these bonds were used to retire the Classroom Facilities Improvement Bonds, Series 2003; School Site and Facilities Improvement Bonds, Series 2003; and School Facilities Improvement Bonds, Series 2003B**.**

The Director said that he is currently reviewing additional opportunities, which could result in addition bond refundings in 2013.

COMMENDATION

Toledo Public Schools has actively sought to control its interest expense on outstanding bonds through bond refunding.

5.7 ASSET AND RISK MANAGEMENT

An effective asset and risk management program aims to control costs by ensuring that the district is adequately protected against all significant losses and the property and equipment of the district properly accounted for and controlled.

In addition to the coverages shown below, the district is required to provide bonding or professional liability insurance for key administrators and board members. Brooks Insurance

covers the Treasurer ($355). The Hylant Group covers the Chief Business Manager ($1,083) as well as the Superintendent and all board members ($314).

Exhibit 5-27 provides a list of the districtwide insurance coverages by type, showing the coverage limits and the annual premium rates.

Exhibit 5-27
Toledo Public Schools
Insurance Coverage by Type

Type of Insurance	Company	Coverage Limits	Annual Premium including Fees
Multi-Peril Casualty	Marsh	• $1,000,000 for each occurrence	$283,358
Property	Hylant Group	• Property Damage Per Occurrence Limit - $200,000,000	$421,328
Aircraft and Pilot Liability	Special Aviation Underwriters LLC	• Bodily Injury and Property $1,000,000 • Passenger Medical $3,000 person/$12,000 occurrence	$1,095
Airport General Liability	Caitlin Insurance Company Inc.	• Aviation Commercial General Liability - $1,000,000 • Aviation Products General Liability - $1,000,000 • Ground Hangar Keepers Liability - $250,000	$13,125
Athletic Coverage – Interscholastic Sports and Football	Monumental Life Insurance Company	• Hospital and Professional Services - $25,000 • Accidental Death - $5,000 • Dismemberment - $20,000 • Dental - $500/tooth	$52,400

Source: TPS Coordinator of Risk Management & Legal Services, 2013.

FINDING

Although TPS is under no legal obligation to periodically rebid its insurance coverages, the district has made it a practice to rebid the most costly coverages, including Multi-Peril Casualty and Property every three years.

The Coordinator handles the posting and bidding processes with help from the Chief Business Manager and one of the in-house attorneys. Additionally, as buildings are reappraised as part of the various construction projects, the Coordinator works with the providers to adjust the coverage. This practice ensures that all buildings are appropriately covered.

Because these are the most costly insurance coverages, the district is actively trying to control costs through regular monitoring and rebidding activities.

COMMENDATION

In an effort to control costs and ensure that buildings are fully covered, TPS is periodically rebidding key insurance coverages and seeking adjustments to coverages when buildings are reappraised.

FINDING

Despite the presence of Board Policy, past efforts to manage district assets have fallen short of the Board directives. Efforts are underway to remedy the situation, but these efforts may not be fully supported or understood by all members of the administration.

Excerpts from TPS Board Policy DID adopted August 18, 2009 and revised March 26, 2013 provide the following guidance on the handling of the district's assets (emphasis added):

> *…The District conducts a complete inventory every two years, by physical count, of all District-owned equipment and supplies. For purposes of this policy, "equipment" means a unit of furniture or furnishings, an instrument, a machine, an apparatus or articles which retain shape and appearance with use, is nonexpendable and does not lose its identity when incorporated into a more complex unit.*
>
> *This District maintains a fixed asset accounting system. The fixed asset system maintains sufficient information to permit:*
>
> 1. *preparation of year-end financial statements in accordance with generally accepted accounting principles;*
> 2. *adequate insurance coverage; and*
> 3. *control and accountability.*
>
> *…All equipment purchased, after the initial inventory, as capital outlay or replacement with a cost of $5,000 or more and with an estimated useful life of five years or more is tagged and made part of the equipment inventory. As determined by the Treasurer and Chief Business Manager, additional items with a purchase cost of less than $5,000 may be required to be tagged and inventoried. For fixed asset reporting purposes, all equipment in excess of $5,000 is used.*
>
> *A listing of all equipment is maintained for each building and department. This listing is updated annually by the close of the school year. This updated listing is then submitted to the Treasurer's office for audit purposes.*
>
> *A physical inventory of supplies is taken at the building level at the close of the school year. This updated listing is then submitted to the Treasurer's office for audit purposes. The*

Treasurer is assisted by the Chief Business Manager, principals, directors, supervisors and professional and support staffs in the performance of this function.

TPS defines capital assets as assets valued at $5,000 or more and with a useful life of more than five years. Controlled assets are defined as assets with a value of between $300 and $4,999.

For FY 2011, the State Auditor cited TPS for a significant deficiency for its handling of capital assets (Finding 2011-007) and noncompliance and a material weakness for its handling of federal assets (Finding 2011-011). Since TPS had not conducted a physical inventory since 2002, in the Spring of 2012, TPS engaged the services of Probar to perform a districtwide inventory. Using the results of that inventory, the district is working to improve the overall process for the future.

SunGard has a built in inventory system that has not been fully implemented. The Director of Finance and Accounting is currently attempting to upload the inventory data from the vendor's Excel spreadsheet into SunGard, and is using a temporary employee to assist him in this process.

Prior to the policy update in March 2013, the policy stated that inventories would be done every five years. Staff indicated that the district had planned to do its inventory every three years, however, they were told by the Ohio Department of Education that a physical inventory was required every two years.

The Business Division Manager and the Logistics/Delivery Foreman that oversees Warehouse Operations are working with the Director of Finance and Accounting to develop processes for ensuring that as assets are purchased, and appropriately tagged and entered into the system. Where at all possible, equipment purchases of all kinds are received at the Warehouse where they are being tagged and recorded.

This process is not foolproof, however, as not all purchases are coming through the SunGard system. For example, campuses may use PTO funds to purchase equipment for the school, and that equipment is delivered directly to the schools. Although the equipment is purchased with external funds, the asset is and will remain an asset of the district and should be recorded in the asset tracking system. In addition, if the purchaser uses a basic supply code to purchase equipment, the SunGard system does not route the purchase order through the Business Division Manager to be coded for delivery to the Warehouse.

Another element of an effective asset management system is the proper disposal of obsolete or assets beyond repair. Employees have been informed that they can no longer discard equipment, even when it is broken. Instead, the employee is to enter a work order into the system. Maintenance personnel then pick up the asset. If the asset is obsolete or beyond repair, the item is either destroyed or put up for auction. If the asset is still useable, the item is stored and reallocated to other locations, as needed. This will only work if 1) employees follow the directive and 2) employees are held accountable for items missing from their inventories.

When asked about the policy provision requiring schools to take an end of year inventory, staff indicated that they did not believe it was consistently being done. Further, they said teachers are not required to inventory their own classrooms at the end of year, and requiring them to do so

would have to be negotiated. The basis for any good asset management system involves holding employees accountable for the assets assigned to them. If teachers and campus administrators do not account for assets at the end of the year, it will be impossible for a teacher coming into that classroom at the beginning of the next year to accept responsibility for those assets.

Should the district conduct physical inventories every two years, with no interim checks and balances, it is possible that newly purchased assets and assets inappropriately disposed of will distort the overall inventory and perpetuate a continued problem with asset accounting.

RECOMMENDATION

Recommendation 5-17:

Establish an inventory system that assigns personal responsibility to the individuals with custody of the assets, and enforce the Board policies relating to annual counts at the campus level.

Involving campus and central office administrators as well as teachers in the discussions and final decision-making processes can help to ensure that all parties to the system understand the challenges and have buy-in into the system that is created.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Although all monies on deposit with TPS's depository institutions are protected against loss by Collateral Security Agreements, the Memorandum of Understanding (depository contract) currently used by the district does not contain a termination clause that would expressly allow the district to terminate the contract should the depository fail to meet the terms of the contract.

TPS maintains more than 70 checking accounts with a variety of banking institutions, including petty cash accounts for schools, escrow accounts for construction projects as well as the main accounts for payroll and accounts payable. The depository institutions include The Hunting National Bank, PNC Bank, N.A., FirstMerit Bank, N.A., Fifth Third Bank Cincinnati, Key Bank, RBS Citizens, and STAR Ohio.

With the exception of STAR Ohio, each depository institution is required to sign an MOU, which contains the terms and conditions under which the banks must operate when dealing with the district. The term is for five years, and currently all MOUs will expire in 2016. A separate Collateral Security Agreement is in place to insure that all of the district's money on deposit is secure. In this case, collateral refers to securities pledged by a bank to secure deposits of public

monies that are not otherwise insured by the Federal Deposit Insurance Corporation (FDIC) or other insurance units of the FDIC.

The Director for Treasury Management indicated that he can, at any time during the term of the agreement, simply withdraw funds from a bank. Currently the district has no funds on deposit with Key Bank and RBS Citizens, as the interest rate on those accounts was not currently competitive. In the future, if interest rates improve, TPS may choose to once again use these accounts. In other words, the relationship is not terminated, but rather the accounts could remain dormant until such time as the MOU term expires.

RECOMMENDATION

Recommendation 5-18:

Ensure that future depository agreements contain a termination clause that would expressly allow the district to terminate the agreement if the terms and conditions of the agreement are not met.

While there is no evidence that any of the banking institutions have violated their agreements, putting this clause into the Memorandum of Understanding will provide a further safeguard should the need arise.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

CHAPTER 6: FACILITIES

6.0 FACILITIES

This chapter examines the ways Toledo Public Schools manages and operates its facilities. This chapter contains the following six sections:

6.1 Organizational Structure
6.2 Facilities Planning
6.3 Facilities Maintenance
6.4 Custodial and Grounds Operations
6.5 Energy Management
6.6 Community Use of Facilities

The manner in which a school district maintains its facilities can have a significant effect on other school functions. Useful, well-maintained, up-to-date, and cheerful learning environments can help reinforce positive attitudes and performance by students, teachers, and administrators. For example, excellent indoor air quality, thermal comfort, and day lighting have been shown to improve concentration and learning. Facilities that are neither overcrowded nor underutilized create an educational community where team work, cooperation, and other positive attributes can be practiced and promoted.

An article on the Iowa Association of School Boards website provides an excellent summary of the significant benefits and contributions of school buildings to teaching and learning. Entitled *The Link Between Buildings and Learning*, the article addresses such issues as extended learning areas, interdisciplinary instruction, varied schedules, student teams or academies, productive environments, acoustics, ventilation, light, and color.

An excerpt from the website states:

> *A school building is an important tool to support learning. Experts agree that school facilities should be designed to facilitate what we know today about providing the best possible education for all students.*
>
> *IASB interviewed a number of experienced school architects and reviewed several articles to learn more about trends affecting school building design. This article summarizes what we found.*
>
> *Buildings Reflect the Education Program*
>
> *Schools are being designed and remodeled to accommodate how educators want to deliver instruction to improve student learning.*
>
> *Most Iowa schools were designed to support education based on large-group, teacher-centered instruction in individual classrooms. But current knowledge and research about learning call for new models of education that are characterized by more active student involvement.*

> *Students are doing rather than just receiving; creating rather than absorbing; they are thinking, working and solving problems. They are supported by teaching strategies such as cooperative, project-based and interdisciplinary learning. All require students to move about, work in various sized groups and be active.*
>
> *Source: Iowa Association of School Boards 2013.*

Well-planned facilities are based on the educational program and on accurate student enrollment projections. The design process should have input from all stakeholders—including administrators, principals, teachers, security specialists, parents, students, and the maintenance and operations staff. The selection of building materials—interior finishes; hardware; mechanical, electrical, and plumbing systems; and other major building components—should be made according to life-cycle cost analyses for an optimum total cost of construction, operations, and maintenance. As much as possible, the variety of all such materials and equipment should be limited to save repair and replacement costs, and reduce inventory and the need for training of maintenance staff.

The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program, and efficiently utilizes the school district's resources. Efficiencies in maintenance and operations are critical to ensuring that resources for direct instruction are maximized. On the other hand, extreme actions to reduce the cost of maintenance and operations can result in higher than acceptable costs of repair and replacement in the years to come. This cost of curing deferred maintenance can amount to as much as the square of the original cost of maintenance that was deferred. As a rule, deferred maintenance should be neither tolerated nor allowed to persist. Consequently, a difference must be recognized and enforced between reasonable economies and unreasonable cost reductions that cost eventually much more than the original savings.

Through great vision and confidence on the part of the state and the community, Toledo Public Schools has accomplished a feat that few facilities professionals ever have. The $800 million Building For Success Program, just completed, has been a near total renovation of the school district's physical plant. Combined with the recent change to a K-8 grade school structure, TPS school facilities have undergone a dynamic metamorphosis which will serve the community for many years to come.

With great change comes great challenge, however, and Toledo Public Schools now has a unique opportunity to 'refresh and reset' its approach to facilities management, using 21st Century technology and techniques to protect its contemporary schools. Indeed, this process has already begun with new leadership in the Maintenance and Operations Department. Evergreen's review of this department confirms what both the department's customers and staff are indicating—quality, cost and responsiveness of service are better now, and continue to improve.

Going forward, Toledo Public Schools needs to understand two prime principles of professional facilities management:

1. **The planning process never ends.** Indeed, TPS still owns 12 active schools and support sites, including the central office building, which were either partially renovated or not

renovated at all. Another nine leased and inactive sites are held with long-term maintenance obligations. This 34 percent of the inventory is more sites than many school districts hold in total. In addition, the changes in enrollment require constant attention to ensure the constructed inventory is the optimum size for the district's student population.

2. **There is no such thing as 'maintenance-free'.** School buildings are far more than four walls and a roof. Like the human body, dozens of separate but interconnected systems—from alarms to water heating—must be exercised and kept healthy, with problems diagnosed and cured quickly. Like a new car, new buildings must be "commissioned" or "broken in" to operate at optimum levels. Ongoing maintenance is required to fine-tune these systems. TPS will shortly reach the point where more than 50 percent of the systems installed will have primary warranty protections ending. A priority on preventive maintenance will preclude a drastic rise in repair costs.

Exhibit 6-1 demonstrates that Toledo Public Schools follows a path of expenditures on facilities that relates favorably to the four urban Ohio districts (Akron, Cincinnati, Dayton, and South-Western City) and the four local school districts in Lucas County (Oregon City, Springfield, Sylvania, and Washington) that were chosen for comparison purposes. TPS facilities expenses, in FY 2011, represented almost 17.5 percent of total expenditures, and slightly over $2,400 per pupil. While the lowest percentage of total expenditures of either group, TPS per pupil facilities spending was the median of its urban peers and the highest of local peers.

Exhibit 6-1
Toledo Public Schools and Peer District Comparison
Data for Facilities Expenditures
FY 2011

School District	Current Facilities* Expenditures	Per Pupil	Percent of Total
Toledo City	**$53,837,266**	**$2,417**	**17.40%**
Akron City	$56,274,994	$2,509	17.90%
Cincinnati City	$97,137,318	$3,035	21.60%
Dayton City	$49,621,602	$3,501	24.90%
South-Western City	$35,234,951	$1,832	17.60%
Peer Average	**$59,567,216**	**$2,719**	**20.50%**

School District	Current Facilities* Expenditures	Per Pupil	Percent of Total
Toledo City	**$53,837,266**	**$2,417**	**17.40%**
Oregon City	$8,125,305	$2,107	20.30%
Springfield Local	$6,841,659	$1,728	18.50%
Sylvania City	$16,221,921	$2,218	19.20%
Washington Local	$14,767,262	$2,233	19.30%
Peer Average	**$11,489,037**	**$2,072**	**19.33%**

Source: Ohio Department of Education, 2012.

*includes maintenance services, repairs, equipment, supplies, capital improvements, custodial services, and utilities.

6.1 ORGANIZATIONAL STRUCTURE

Maintenance and operations departments at educational facilities must be managed in a professional manner, administratively orderly and flexible enough to adapt to changing or expanding responsibilities. As essential service organizations in support of the educational delivery process, these departments are in many ways similar to related entities in the private sector. However, the "bottom line" for educational facility maintenance and operations organizations is results that can be measured in the following ways:

- uninterrupted and smooth operations;
- utilitarian and serviceable conditions;
- customer satisfaction;
- prudent management practices; and
- extended life of the physical plant assets.

FINDING

Exhibit 6-2 shows the current organization and staffing of the Toledo Public Schools Maintenance and Operations Department. As shown, the Maintenance and Operations Department is organized with a traditional, centralized structure based on trades and crafts and on specific service lines:

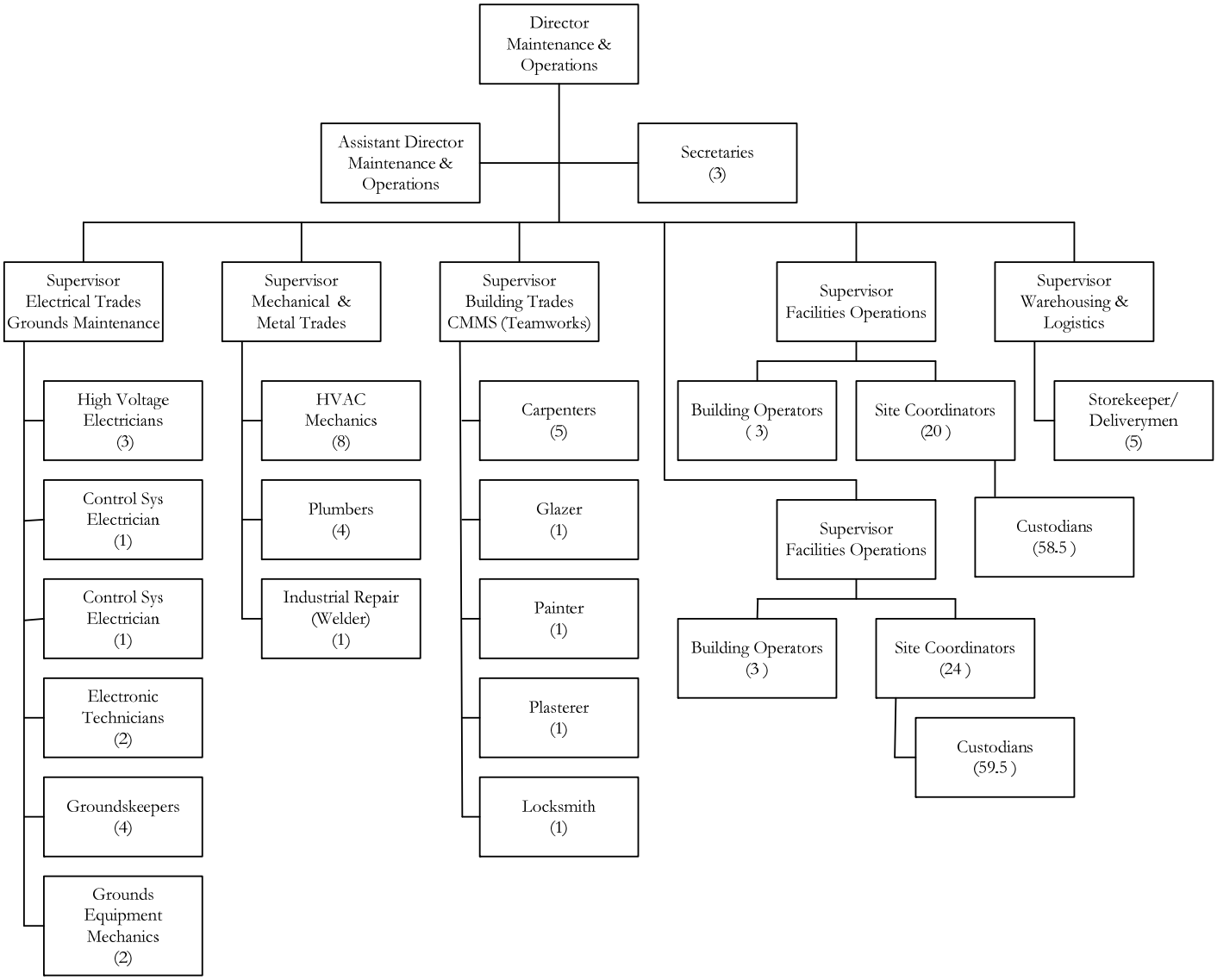
- **Electrical Trades**: high voltage (power) distribution, low voltage (controls) systems
- **Mechanical Trades:** heating, ventilation, air conditioning and refrigeration (HVACR), plumbing, metalwork and industrial arts
- **Building/Structural Trades:** carpentry, painting, glazing/windows, roofing, locksmiths
- **Logistics Services**: Materials management, warehousing, equipment inventory (assets), delivery
- **Custodial Services**

Custodial Services is primarily site-based, and both Foremen in this service line stay mobile and in direct support of their staff for over 75 percent of their working hours. This unit is also taking on routine aspects of maintenance management and preventive maintenance duties and thus is allowing the district to gain an aspect of zone-based, decentralized service—an emerging trend in the industry which provides greater response for the customer (see **Section 6.5** for more detail).

Other functions and service lines are dispersed throughout the district, including:

- **Grounds Maintenance:** managed by the Electrical Foreman
- **Computerized Maintenance Management System:** managed by the Building/Structural Foreman
- **Energy Management System:** managed by the Mechanical Foreman

Exhibit 6-2
TPS Maintenance and Operations Department
Current Organizational Chart



Source: TPS Facilities Department, 2013.

The Director, Assistant Director, and several Foremen have all been in their positions for less than two years. It was obvious during the audit that a great deal of innovation, adaptation, and improvement has been accomplished through this new leadership, and the organizational structure is viewed as evolving and continuously improving. A great degree of teamwork, cross training, and collaboration was observed throughout the department.

Exhibit 6-3 shows a comparison of TPS staffing levels of clearly defined trades against urban peer districts in Ohio.

Exhibit 6-3
Comparison of Defined Facilities Trades
by Staffing Level FTE
FY 2011

District	Carpenter	Electrician	Plumber	Other Crafts	Grounds-Keeping
Toledo	7	4	4	5	4
Akron	9	9	13	5	13
Cincinnati	8	9.4	7	18.5	0
Dayton	8	7	7	15	12
South-Western City	0	0	0	0	0
Peer Average	**6.25**	**6.35**	**6.75**	**9.63**	**6.25**
TPS Difference	**0.75**	**-2.35**	**-2.75**	**-4.63**	**-2.25**

Source: Ohio Department of Education, 2012.

The facilities management industry uses the major trades of carpentry, electrician and plumber to compare staffing across varied organizations. Even with the "skewing" effect of districts where these trades have been outsourced, **Exhibit 6-3** clearly shows that Toledo Public Schools is staffed 35 to 50 percent below urban peer districts in most skilled trades. Efficient leadership, management, and teamwork allow this lean organization to continue to satisfy the customer.

COMMENDATION

Toledo Public Schools is commended for effective teamwork and an efficient trades-based and customer-focused organizational structure.

FINDING

The July 2011 merger of the warehousing and logistics function with the Maintenance and Operations Department has been well received by the district leadership and schools. Combined with a reduction in materials inventories warehoused on-site, the merger allowed a single facility (the Pearson Center) to function as a single site, reducing the facilities inventory needed to be maintained.

The Warehouse still maintains an inventory of supplies with constant demand histories. Most of the 164 line items carried and managed at the Pearson Center are in direct support of the classroom and the school administration. The Pearson Center also maintains limited custodial supplies, maintenance supplies, and a small amount of electronics and technology items. Food services supplies are warehoused and managed separately.

COMMENDATION

Toledo Public Schools is commended for its successful merger of warehousing and logistics functions with facilities maintenance functions into a single department and facility site.

FINDING

During the height of construction under the Building For Success Program, a separate department was established and charged with construction management. This huge effort was very successful, relying on both in-house district staff and a variety of contracted professionals. This operation functioned separately from the Maintenance and Operations Department.

Currently there is a single position remaining from this effort, the Coordinator of Construction Projects, who is a direct staff report to the Chief Business Manager and is located in the central office.

During the audit it was stated that maintenance and other support departments did not have the degree of involvement, coordination, or collaboration requested with the construction unit during the planning and building process. This segregation of functions remains.

RECOMMENDATION

Recommendation 6-1:

Consolidate the Construction Management Office (Coordinator of Construction Projects) and activities under the Maintenance and Operations Department.

Construction management and projects coordination is and always has been an integral part of the facilities management operation which includes planning, design, construction, operation and maintenance, and leads back through demolition/disposal into planning again. Although there are times when the scale of effort demands separate organizations be staffed, complete collaboration is necessary to ensure that what is built is what is needed, and what is constructed can be maintained.

As active construction decreases, there is a significant opportunity to utilize the advanced skill set of the architect/engineer who manages construction as the lead facilities planner. The roles are compatible and contiguous: in periods of heavy construction there may be less planning, while in periods of less construction there is great opportunity to plan.

For seamless coordination and to maintain the proper focus on the larger facilities management process and the satisfaction of the customer, it is recommended that this position be a direct report to the Director of the Maintenance and Operations Department.

This recommendation may be subject to negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Several of the items requested from TPS in the Evergreen initial data request had never been calculated by the Maintenance and Operations Department. The Director and his staff acknowledged the utility of a standard set of facilities management metrics for use in managing department operations in a data-driven, decision-making approach.

While several sources in the facilities management profession provide guidance and suggest an array of metrics and informatics, a few statistically stable, widely accepted Key Performance Indicators (KPI) should be adopted by the Maintenance and Operations Department to help strategically manage quality, cost, and responsiveness.

RECOMMENDATION

Recommendation 6-2:

Establish and use Facilities Management Key Performance Indicators (KPI) to evaluate past performance and benchmark against peer organizations.

The National Center for Education Statistics provides a "Forum Guide to Facilities Information Management," which describes the process and importance of using Key Performance Indicators:

> *Safe and secure facilities that foster learning are crucial to providing quality education services, and developing and maintaining these facilities requires considerable resources and organization. Facility information systems allow education organizations to collect and manage data that can be used to inform and guide decision-making about the utility, efficiency, safety, and adequacy of school facilities. High-quality, timely data can be used to compare school facilities; inform decisions relating to school funding, design, renovation, and infrastructure improvements; and prioritize resources. Facilities data can also be linked with other education systems to better understand the effects of school environment on learning.*

Exhibit 6-4 compiles an initial list of KPIs for Toledo Public Schools from the NCES Forum Guide quoted above and from the Association of School Business Officials and APPA-Leadership in Educational Facilities (formerly the Association of Physical Plant Administrators).

This recommendation may be subject to union negotiations.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

Exhibit 6-4
Suggested Key Performance Indicators

KPI	Formula	Use
Asset Protection Index	Annual Facilities Operating and Maintenance Expenditures/Current Plant Replacement Value x 100%	Level of funding provided for proper stewardship of the facilities inventory (2-4% is acceptable).
Facilities Funding Intensity	Annual Facilities Operating and Maintenance Expenditures/Total Gross Square Feet	Level of funding provided for proper stewardship of the district's assets.
Facilities Funding Index	Annual Facilities Operating and Maintenance Expenditures/Total District Expenditures x 100%	Level of funding provided for proper stewardship of the district's assets.
Maintenance PPE	Annual Facilities Operating and Maintenance Expenditures/Student	Level of funding provided for proper stewardship of the district's assets.
Facilities Condition Index	Deferred Backlog of Maintenance Deficiencies ($)/ Current Plant Replacement Value x 100%	Relative indication of the state of deterioration or condition of the facilities inventory.
School Utilization Rate	Student Enrollment/School Capacity x 100%	Level of use of the building; degree of space management and use efficiency.
Facility Use Density	Gross Square Feet/Student Enrollment x 100%	Basic comparison and design indicator for size of school and type of space needed.
Work Response Time	Number days between approved work order and work order complete	Improves responsiveness to customer. May be used to track intervals in the workflow process.
Preventive Maintenance Percentage	Weekly labor hours for Preventive Maintenance work orders/Total weekly productive labor hours	Priority and focus on preventive maintenance (pro-active) maintenance versus corrective "breakdown" repairs (25-40% acceptable).
Energy Costs Index	Annual Utilities Expenditures/Gross Square Feet x 100%	Energy equity and efficiency comparison between different building types.
Energy Intensity Index	Thousand British Thermal Units/Gross Square Feet	Energy efficiency comparison between different building types and energy types.
Customer Satisfaction Index	Varies: Survey based scale, usually 1-5. Composited from 10 to 20 questions derived from customer's true quality requirements.	Measures perception of service based on chosen measures including quality, cost and responsiveness.

Sources: National Center for Education Statistics, "Forum Guide to Facilities Information Management," 2012, and Kinnaman, Maggie, Presentation, "Searching for Excellence Using APPA's Facilities Performance Indicators," 2007.

6.2 FACILITIES PLANNING

Engaging in planning for facilities is one of the most important activities of a school board and administration. The essential steps in the facilities planning process include:

- the development of a facilities plan that is responsive to the educational needs of the students and related educational programs;
- the optimum utilization of existing facilities to ensure that overbuilding does not occur, or that portable classrooms do not abound;
- accurate student demographic information that ensures new facilities are located in appropriate geographic areas of the school district, are designed to the optimum capacity, and are expandable if necessary; and

- a clear understanding of the safety and security needs of the contemporary educational setting.

FINDING

Toledo Public Schools has just come through one of the most intense periods of planning and construction in the history of Ohio's public schools. Approximately 40 brand new school buildings, four completely renovated, and five substantially renovated schools now comprise the district's inventory, yielding an effective average age of five years. It is estimated that 42 school buildings have been demolished or sold during the same 10-year period of construction.

Exhibit 6-5 summarizes the facilities inventory, showing size, year built, utilization, and property management notes. This list reconciles differences in size among four different artifacts received by Evergreen, and provides an accurate summary of 58 sites totaling just over five million square feet of actively funded and maintained space for the district. In addition, seven more sites are outleased on a continuing basis. Finally, the district still holds title to three inactive sites, comprising the old Riverside Hospital complex.

COMMENDATION

Toledo Public Schools is commended for its visionary and comprehensive renovation of its school buildings.

FINDING

A key concern in managing any property is the adequate protection of the assets constructed. The most widely accepted metric measuring this is the Asset Protection Index (API), defined as:

$$API = \frac{\text{Annual Maintenance and Repair Expenditures (\$)}}{\text{Current Plant Replacement Value (\$)}} \times 100\%$$

An acceptable range for this index is two to four percent, according to industry statistics. As shown in **Exhibit 6-5**, the current plant replacement value is $801,380,819 for active sites. Records provided to Evergreen show that applicable expenditures for these sites total $17,252,641. This yields an API of 2.2 percent—an acceptable level of asset protection.

The expenditures amount includes the $1.1 million reported from the Fund 034 levy set up specifically to provide maintenance funds for the newly constructed facilities. The special legislation and fund source show a great commitment to preserving and protecting the newly built environment.

COMMENDATION

Toledo Public Schools is commended for securing an adequate level of funding to maintain its facilities, as demonstrated by the Asset Protection Index of 2.2 percent.

Exhibit 6-5
TPS Building Inventory with Floor Area and Year of Construction
2012-13 School Year

Site / Building	Square Feet	Year Built	CPRV[1]	Notes
1. SCHOOLS				
A. K-8 Schools				
Arlington	44,342	2009	$7,499,938	
Arlington Mobile Classrooms	20,000		$820,000	(2 units). Not listed on insurance policy. Value estimated at $41/SF.
Beverly	91,751	2011	$14,866,000	
Birmingham	68,631	2011	$11,588,000	
Burroughs	47,769	2007	$7,478,000	
Byrnedale	80,719	2007	$80,719	
Chase STEM Academy	49,233	2009	$8,586,000	
DeVeaux	84,812	2008	$13,955,000	
East Broadway	84,421	2005	$13,387,000	Boys & Girls Club leasing part of building (0% utilities)
Edgewater	28,923	1928	$3,277,431	
Elmhurst	55,471	2008	$9,346,000	
Garfield	59,930	2007	$9,845,000	
Glendale-Feilbach	81,290	1974	$11,575,000	Renovated in Segment VI.
Glenwood	50,735	2008	$8,218,000	
Grove Patterson Academy	64,276	2009	$10,393,000	
Harvard	65,889	1926	$8,851,000	Renovated in Segment VI.
Hawkins	59,211	2010	$9,486,920	
Samuel Jones @ Gunkel Park	94,274	2007	$13,395,000	Neighborhood Health Assoc leasing 13,726 SF (+ 15% utilities)
Keyser	45,960	2007	$7,825,000	
ML King Jr Academy for Boys	44,365	2009	$7,349,000	
Larchmont	69,399	2009	$11,889,000	
Leverette	82,285	2007	$13,789,000	
Longfellow	70,186	1923	$11,329,000	Renovation 2011.
Marshall	48,038	2012	$6,866,701	Boys & Girls Club leasing 3,537 SF (0% utilities)
McKinley	45,383	2012	$9,083,390	
McTigue	99,546	2007	$16,016,000	
Navarre	59,930	2007	$9,799,000	
Oakdale	57,957	2005	$9,752,000	
Old Orchard	47,511	2011	$8,320,000	
Old West End Academy	63,646	1974	$10,030,000	Renovated in Segment VI.
Ottawa River	73,583	2005/2011	$13,057,000	Addition 2011.
Pickett	43,741	2012	$9,737,751	Not included on insurance listing. Value shown is project cost.
Raymer	59,983	2009	$9,951,000	
Reynolds	59,881	1961	$10,174,841	Renovation 2009.
Riverside	59,933	2011	$9,214,000	
Robinson	96,444	2006	$16,374,000	
Rosa Parks	53,932	2007	$8,940,000	
Sherman	53,012	2008	$9,118,000	Boys & Girls Club leasing 2,946 SF (0% utilities).
Spring	50,060	2009	$8,517,000	
Ella Stewart Academy for Girls	43,618	2007	$6,855,000	
Walbridge	44,282	2011	$7,920,000	
Whittier (Old)	126,168	1922	$6,906,341	
Whittier (New)	49,181	2008	$8,497,000	

Exhibit 6-5 (Continued)
TPS Building Inventory with Floor Area and Year of Construction
2012-13 School Year

Site / Building	Square Feet	Year Built	CPRV[1]	Notes
B. High Schools				
Bowsher High	255,352	2008	$59,248,429	Value includes stadium.
Rogers High	225,654	2006	$42,145,509	Value includes stadium.
Scott High	261,552	1913	$47,301,000	Renovation 2012.
Start High	301,801	2007	$55,316,881	YMCA leasing part of property. No lease income reported.
Waite High	290,191	1912	$54,317,893	Renovated in Segment VI.
Woodward High	172,557	2010	$29,506,000	Old Woodward HS still on insurance listing also. Value shown is new HS only.
C. Specialty Sites				
Frank Dick Agricultural Center	38,057	1974	$1,655,211	
Aviation Center	18,929	1975	$1,259,394	
Crossgates Pre-School	39,809	1966	$3,590,626	Renovated in Segment VI. SF and Value includes one portable classroom.
Mayfair at Westfield	44,363	2008	$7,125,000	Whole building leased to Head Start (100% utilities, TPS maintains).
Toledo Tech Academy / DeVilbiss Skill Center	291,664	1931	$41,247,851	
2. SUPPORT SITES				
East Toledo Annex / LOF Building	147,829		$21,018,000	Storage only.
Food Service Department	34,020	1974	$2,496,044	50% refrigerated storage.
Pearson Maintenance & Ops Center	64,231	1958	$2,584,475	Includes 2 outbuildings.
Thurgood Marshall Central Office Building	81,166	1921	$15,835,000	
Transportation Center	15,852	1962	$588,974	
Summit Annex	43,508		$6,186,000	Vacant. TPS Maintains. Not listed on insurance policy. Value estimated.
TOTAL ACTIVE MAINTAINED SITES	**5,006,236**		**$801,380,319**	
3. LEASED SITES				
Cotter Apprentice Building	63,391	1954	$2,801,280	Leased to NW Construction (100% utilities & maintenance).
Franklin Building	57,977	1924	$6,045,000	Leased to Head Start (100% utilities & maintenance). Not listed on insurance policy.
Glann Building	31,567	1915	$4,368,235	Leased to Arts Council (100% utilities & maintenance).
Heffner Building	7,496	1940	$1,790,219	No lease income reported.
Jefferson Center	130,957	1911	$19,785,795	Leased to Head Start (100% utilities & maintenance). Not listed on insurance policy.
Martin Building	24,855	1923	$3,439,431	Leased to Arts Council (100% utilities & maintenance).
Mt. Vernon Building	34,295	1927	$4,745,736	Leased to Head Start (100% utilities & maintenance).
TOTAL LEASED SITES	**350,538**		**$42,975,696**	
4. INACTIVE SITES				
Riverside Medical Arts Building	42,958		$4,773,407	
Riverside Hospital Building	124,016		$18,600,000	Not listed on insurance policy. Value estimated.
Electrical Vault at Riverside Hospital	NA		$1,030,225	
TOTAL INACTIVE SITES	**166,974**	**0**	**$24,403,632**	
GRAND TOTAL	**5,523,748**		**$868,759,647**	

Source: Prepared by Evergreen Solutions from data provided by TPS Maintenance and Operations Department, 2013.

[1]Current Plant Replacement Value

FINDING

The massive planning and construction program, Building For Success, has either realized or rendered outdated all previous Facilities Master Plans. No Master Plan document or other material was provided to Evergreen consultants.

As noted in this chapter's introduction, facilities planning should be an ongoing activity. Like groundskeeping and cleaning, the planning for the upkeep, renovation, expansion, alteration, and construction of school facilities must be a continuing event. Successful facilities planning must be an ongoing process.

As such, it helps everyone concerned—school board members, central office administrators, school administrators, fiscal managers, parents, and the general public—to better understand, agree upon, and support the district's goals and objectives in the management of its buildings.

RECOMMENDATION

Recommendation 6-3:

Prepare and implement a five-year facilities master planning process in Toledo Public Schools.

Toledo Public Schools should prepare a "Five-Year Facilities Master Plan for 2014-18," update it annually, use it as the official facilities plan for the district, and measure progress against the plan. The Five-Year Facilities Master Plan for 2014-18 should be established as a living document that guides the facilities planning, design, construction, operations and maintenance activities of the district.

The plan's characteristics are described below:

- The Facilities Master Plan document should be officially monitored and updated, and its contents distributed by the Maintenance and Operations Department to the TPS Superintendent and the School Board. Only planning actions compatible with this planning document should be initiated. If plans contrary to the document, or not contained in the document, are contemplated, then the plan must be amended.

- The initial document should be completed in time for the 2014-15 budget preparation, and should contain an immediate funding request for 2014-15 for such items as new construction, renovation, additions, and maintenance and operations. The funding request should also contain a forecast for the remaining four-year period.

- Every year (as one year of the plan is implemented), a new year should be added to the plan (e.g., the following year it becomes the Five-Year Capital Facilities Plan 2015-2019). This type of updating activity for the Plan should become mandatory to keep the Master Plan current as well as useful as a guide.

Prototype Plan Description

The Five-Year Facilities Master Plan should address the following:

- the strategy required to meet the need for facility improvement and for the capital investments necessary to support existing and projected educational needs;
- the educational goals of the district to satisfy the needs of students, parents, educators, administrative staff, and the community; and
- realistic strategies to help the district provide for its short- and long-range facilities needs.

The planning process never ends. As such, when the Five-Year Facilities Master Plan for 2014-2018 has been adopted, TPS should then commence a re-evaluation of the Plan in light of current and future needs. These reviews should occur as often as a new need arises, but not less than annually.

Goal-Setting Around Four Priorities

Planners must address four critical factors throughout the planning process: quality, educational program, budget, and time.

Before the planning process begins, TPS should decide which of these four priority areas is most important:

- financial constraints;
- time constraints;
- educational specifications (facility programs); or
- quality.

For example, if Toledo Public Schools is having financial problems, then the budget may cause TPS to follow a certain path to its end. Likewise, if time is a constraint, then TPS staff must consider that quality and educational specifications may have to take a back seat. It would be advised that key personnel address all four factors when considering compromises on the needs of the educational program.

Goal-setting for the Five-Year Facilities Master Plan should include the following:

- A thorough review, analysis, and evaluation of the recently completed renovations on TPS facilities. This process will enable understanding of the issues that require resolution.
- Recommend priorities and strategies concerning operations and maintenance, proposed projects, student and faculty stations, and potential financial sources that will meet the facility needs and educational goals of the district.
- Gathering data and preparing a Project Plan of Action. The Project Plan of Action should identify necessary routine operating and maintenance actions, special projects and their

priorities, define the scope, budgets and construction/renovation schedules. This plan will help to coordinate the financial and project phase issues.

- Provide a process that includes and involves all stakeholders: community, schools, administrators, and staff.

- Develop implementation guidelines for the Five-Year Facilities Master Plan and the Project Plan of Action.

Facilities Master Plan Team

Toledo Public Schools should assemble a Facilities Master Plan Team to oversee the steady, transparent, and accountable implementation of its Facilities Master Plan.

This Master Plan Team should include one or two School Board members as well as the Superintendent, facilities and real estate experts, demographers, educators, and stakeholders in the community. The Team would guide the facilities planning, design and construction effort in the district, and focus especially on educational philosophy, financing, and facilities needs.

It may be valuable to include members from other local and state government agencies on the team. Other school districts have found that by partnering with non-educational agencies during the planning process, it is often possible to develop school facilities that provide for other needs and activities in the community, thus increasing prospective facilities use revenue.

Community Meetings

Authentic community engagement instills a sense of ownership within a community, which is a key factor in sustaining school improvement efforts. Community input is essential in any Five-Year Facilities Master Planning process. It is advised that the Team conduct a series of "open forum" meetings, encouraging community participation. Initially, there should be at least three rounds of meetings in strategic locations that maximize the potential for community involvement. During the first round of meetings, the planning process should be explained, goals and objectives presented, and community input solicited on the educational needs.

Included in this appraisal should be discussions eliciting information about any new or unmet needs of students.

During the second round of meetings, the community should be apprised of the data collection efforts to date (e.g., the current status of TPS facilities, and the demographic data affecting the Master Plan).

The third round of meetings should present the Five-Year Facilities Master Plan, including the facilities condition assessment, the project plan, the implementation plan, and the financing plan. Any recommendations to construct new facilities, abandon existing facilities, or consolidate two or more facilities should be explained in detail. Sufficient time should be allotted to ensure full community awareness of the impact of all plan recommendations.

While there may be little community interest in the mundane aspects of facilities maintenance and operations, this information should also be presented because it is an essential and often costly element of any Facilities Master Plan.

As there may be considerable community discussion regarding the proposed project plan and financing plan, additional meetings may be held to address these concerns.

Professional Consultant

The Team should hire a professional firm to help the district establish and implement the facility planning process.

FISCAL IMPACT

The cost of creating and then updating the Facilities Master Plan is estimated to be about $30,000.

The full implementation of the plan, and its official use as a guide document for decision making, has the potential of creating a transparent set of actions that can be easily understood and thus supported or opposed by the general public. Savings due to an avoidance of errors, and less need to react rapidly to unanticipated or crisis situations, are palpable, but cannot be easily quantified at this time.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Prepare a Five-Year Facilities Master Plan	($30,000)	$0	$0	$0	$0

FINDING

As a consequence of the replacement of most schools in the district, and subsequent demolition and clearing of over 40 school buildings, TPS retains ownership of 21 properties which, though vacant, incur substantial maintenance expense.

Exhibit 6-6 shows the properties and their value according to the Lucas County Auditor's Office. Included is an estimate of the annual maintenance cost to maintain the property according to city codes and regulations.

Evergreen understands that there is no immediate need for these properties and that they are being retained for future contingency. Unfortunately, future value has a present cost.

RECOMMENDATION

Recommendation 6-4:

Develop a surplus property preservation and disposal plan.

Exhibit 6-6
TPS Surplus Properties and Cost to Maintain

Property / Address	Lucas County Auditor Value	Annual Maintenance Cost
Longfellow - 4112 Jackman	$200,000	$7,034
King - 1415 Lawrence	$71,800	$5,037
Nathan Hale - 1700 Shenadoah	$48,100	$15,658
East Side Central - 815 Navarre	$61,500	$16,229
Jones - 1320 Broadway	$113,000	$16,229
Lincoln - 1779 N. Detroit	$38,500	$14,446
Nelson Grace Park - 1001 N. Detroit	$41,700	$8,246
Warren - 2015 Warren	$104,400	$13,235
Fall-Meyer - 1800 Krieger	$241,000	$8,245
Lagrange - 1001 N. Erie	$49,200	$10,241
Beverly - 4022 Rugby	$125,800	$6,679
Fulton - 2517 Fulton	$74,700	$10,241
Leverette - 1111 Manhattan	$83,300	$7,034
Robinson - 1075 Horace	$218,200	$15,017
Whitney - 10 17th St.	$76,600	$10,241
East Toledo - 355 Dearborn	$239,500	$6,679
Heffner - 255 Heffner	$50,700	$5,037
Libbey - 1250 Western	$414,500	$37,348
Ryder - 3117 Nebraska	$145,100	$5,037
Newbury - 1062 Newbury	$50,000	$7,034
Washington - 520/539 Palmwood	$95,400	$8,246
TOTAL	**$2,543,000**	**$233,193**

Source: TPS Facilities Department, 2013.

One of the first tasks for the Master Planning Team (**Recommendation 6-13**) should be to examine the large amount of surplus property now held as a consequence of buildings demolished and of 'swing space' acquired (supposedly temporarily) to facilitate the Building For Success Program.

Just as older buildings remaining are being leased out or utilized, so the vacant school district lots across the City should be actively managed to mitigate maintenance costs or, preferably, sold and re-developed into tax-generating properties. Aside from the revenue from sale which could be applied to future improvement projects under the Master Plan, any actions which release the district from its maintenance burden will free up significant funds for use on active schools and classrooms.

Note: A leading candidate for closure and sale is the "East Toledo Annex", that is, the Libbey Owens Ford (LOF) company building. This large and energy intensive building can be disposed of following the completion of **Recommendation 6-13**.

FISCAL IMPACT

The actual number of properties to be sold, the sales price, and concomitant reduction of annual maintenance costs will depend on the actions of the Board through its Master Plan and the

strategy for sale on the market. The total potential of the school district to divest itself of all surplus properties reported is shown.

The land value revenue is split ($2,543,000/2 = $1,271,500) over the first two years to account for the time it will take to sell the property. Also, savings from maintenance costs are not applied in the first year. Revenue from the sale is shown as a savings for the year due to the opportunity cost to defray existing capital needs. Note that the Riverside Hospital complex is not included as no data were provided on this site.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Dispose of Surplus TPS Facilities	$1,271,500	$1,388,097	$233,193	$233,193	$233,193

FINDING

School districts typically purchase and sell real estate without agency or representation. Many times real estate transactions are not adequately negotiated and the market analysis of the value of the property acquired or sold is incomplete. The use of attorneys ensures that the transaction is completed legally, but much of the time districts, acting on their own behalf, are at a disadvantage. Most districts will purchase land and improvements at fair market value from a private owner, but sell excess property at far below the fair market value that the taxpayers deserve.

Due to a widespread trend of declining student enrollments in the past four years, many districts have surplus property to dispose, and a growing number have turned to realty services to ensure that surplus property is positioned for the highest and best use of the land and improvements, and is advertised to the appropriate market to gain the fair market value for the public assets.

RECOMMENDATION

Recommendation 6-5:

Retain a designated realtor services firm or agent to represent Toledo Public Schools in disposal of surplus real estate through a competitive procurement process.

The use of a realtor in disposing of surplus property is also a significant benefit for Toledo Public Schools in providing a professional third party to represent and negotiate on behalf of the district, relieving pressure on the central office administration to agree to arbitrarily low prices. Use of a realtor also leverages the district administration's resources, enabling more properties to be marketed and disposed of in less time.

The Institute for Public Procurement (NIGP) has several Requests for Proposals (RFP) packages which will assist Toledo Public Schools in soliciting, evaluating, and selecting this professional service competitively (see *http://www.nigp.org/eweb/StartPage.aspx?Site=NIGP&webcode=ResLibSearch*).

Consideration should be given to targeting local firms with regional or national support capabilities and those which have established reputations for marketing, development, and re-development of real estate in the commercial marketplace. Such firms should be invited to present various strategies for obtaining the optimum value from an available property (such as outparcel development, capability to re-zone certain properties, federal and state tax incentives for targeted buyers, and other measures).

FISCAL IMPACT

This recommendation can be implemented with existing resources. The RFP for Realtor Services should be structured so that proposers provide their commission schedules for comparison. Realtor commissions and other expenses to close the sale of property are typically deducted from the gross price offered, and Evergreen consultants experience with this service is that the increased value the Realtor firm can obtain more than offsets the cost of commission and expenses.

FINDING

The Thurgood Marshall Administration Building houses the central office of Toledo Public Schools. This former grade school, built in 1921, has been altered over many years to house the central office administration. Approximately 120 personnel occupy this 81,166 square foot building—an average of 676 SF/person.

This is 69 percent more square feet per person than in most school districts and 170 percent more than optimum for an office building. The building is also in a deteriorated state of repair, with significant needs for the building envelope—including the roof, electrical system and a malfunctioning central HVAC plant.

As one example, the HVAC plant, which ceased functioning last year, could not be replaced with an appropriately sized unit due to the limitations of the antiquated and undersized electrical system in the building. A rental HVAC plant with independent power supply which was installed, but could still not keep up with the demand in the middle of the summer.

It is apparent that an immediate planning action to be taken is to relocate the central office staff from the Thurgood Marshall Building to an appropriately sized (and powered) facility, at least temporarily, for Summer 2013.

RECOMMENDATION

Recommendation 6-6:

Relocate the central office staff and functions into available adequate space.

The school district should plan immediately to relocate the central office staff to an alternate location for Summer 2013. Using available space in an existing school (such as the annex building at Scott High School) may be feasible from a square foot requirement and equipment

support perspective. Detailed calculations need to be performed to confirm feasibility or to select an alternate location. Renting an office space may be possible, but will likely be cost prohibitive.

The Facilities Master Planning Team should conduct a detailed analysis for a permanent location for the TPS central office. Analysis should include a determination of exactly which functions need to be co-located, particularly in view of today's technology; interactions with faculty, staff, and businesses, and other factors.

FISCAL IMPACT

The fiscal impact of this recommendation involves cost avoidance of a second HVAC chiller and generator rental, estimated at $7,500 per month, and utilities cost avoidance and incidental maintenance over the Summer estimated at $0.20 per square foot per month or $16,233. These cost savings would be almost completely offset by the costs to move the office, which are estimated at $21,000.

Long-term consolidation savings are estimated at $2.60 per square foot, which is primarily utilities, custodial services and repairs avoidances for this 81,166 square foot building. Estimated savings total about $211,000 per year.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Relocate Central Office into an Existing Building	$211,000	$211,000	$211,000	$211,000	$211,000

FINDING

As the Building For Success Program proceeded, the student enrollment of Toledo Public Schools began to decline. **Exhibit 6-7** shows the concurrent impact of new schools being built while enrollments declined.

Exhibit 6-7
Enrollment Compared to TPS Building Inventory

YEAR	2005	2006	2007	2008	2009	2010	2011	2012
Total Square Feet/Student	6,318,863	5,595,791	5,693,862	5,449,806	5,588,049	5,588,049	5,003,236	5,003,236
Enrollment	32,988	31,092	31,071	28,248	25,791	25,195	22,277	21,739
Square Feet/Student	191.6	180.0	183.3	192.9	216.7	221.8	224.6	230.2

Source: Toledo Public Schools, CAFR 2011, and Ohio Department of Education for 2010-11 Enrollment.

According to American School and University Magazine, the median for overall district square feet/student in 2011 for new construction in Ohio, Michigan, and Indiana was 176 SF/student. The size of Toledo Public Schools in 2006 put the district closest to this median during that year.

As shown in **Exhibit 6-7**, this metric at TPS is now over 30 percent higher than the regional median, as the enrollment has fallen faster than the overall size of the inventory.

While some attempts appear to have been made to adjust for the size of schools and the overall size of the facilities inventory during the peak construction period, it appears that Toledo Public Schools over built for the current size of the district today. This situation may have been a deliberate decision to provide spare capacity for the future, or may have been due to a lack of ongoing facilities planning.

To analyze the specific degree of spare capacity, and provide a tool for optimum utilization of available space, **Exhibit 6-8** has been prepared by Evergreen Solutions at the request of Toledo Public Schools.

Several conclusions can be drawn from **Exhibit 6-8**:

- conventional schools as a group are 28 percent under capacity;
- conventional high schools as a group are 39.4 percent under capacity;
- six K-8 schools are significantly over capacity (>110 percent);
- 12 K-8 schools are significantly under capacity (<70 percent);
- Robinson, Whittier, and Jones Elementary Schools, and Scott High School are less than half full; and
- 26 percent of all K-8 schools have less than 300 enrollment (11).

RECOMMENDATION

Recommendation 6-7:

Consolidate two sets of K-8 schools.

Beyond the immediate task of relocation of the central office, this recommendation should be a top priority for the Facilities Master Planning Team (see **Recommendation 6-3**). Specific consolidations and related proposals should be made as part of the planning process.

Strategies to be considered could include the:

- expansion of the Choice and Magnet School programs at low enrollment/high capacity schools (such as Old West End, Robinson, Jones and Leverette K-8 schools);
- consolidation of low capacity/low enrollment schools (such as Edgewater, Glenwood, Keyser, Walbridge, and (Old) Whittier K-8 schools);
- co-location of the two single-gender academies with very low enrollment (shared common support spaces while maintaining separate classes); and
- full utilization of under capacity high schools by adding or re-incorporating separate academies.

Exhibit 6-8
Toledo Public Schools Capacity Analysis

School	Square Feet	Design Capacity*	2012-13 Enrollment	% Capacity
Arlington Elementary	44,342	333	447	134.1%
Beverly Elementary	91,751	690	669	97.0%
Birmingham Elementary	63,631	478	412	86.1%
Burroughs Elementary	47,769	359	413	115.0%
Byrnedale Elementary	80,719	607	426	70.2%
Chase STEM Academy	49,233	370	267	72.1%
DeVeaux Elementary	84,812	638	366	57.4%
East Broadway Elementary	84,421	635	434	68.4%
Edgewater Elementary	28,923	217	184	84.6%
Ella P. Stewart Academy for Girls	43,618	328	239	72.9%
Elmhurst Elementary	55,471	417	474	113.6%
Garfield Elementary	59,930	451	400	88.8%
Glendale-Feilbach Elementary	81,290	611	403	65.9%
Glenwood Elementary	50,735	381	243	63.7%
Grove Patterson Academy	64,276	483	390	80.7%
Harvard Elementary	65,889	495	424	85.6%
Hawkins Elementary	59,211	445	387	86.9%
Keyser Elementary	45,960	346	294	85.1%
Larchmont Elementary	63,399	477	503	105.5%
Leverette Elementary	82,285	619	377	60.9%
Longfellow Elementary	70,186	528	612	116.0%
Marshall Elementary	48,038	361	332	91.9%
Martin Luther King Jr. Academy	44,365	334	231	69.3%
McKinley Elementary	45,383	341	297	87.0%
McTigue Elementary	99,546	748	438	58.5%
Navarre Elementary	59,930	451	498	110.5%
Oakdale Elementary	57,957	436	429	98.4%
Old Orchard Elementary	47,511	357	325	91.0%
Old West End Academy	63,646	479	301	62.9%
Ottawa River Elementary	73,583	553	466	84.2%
Pickett Elementary	43,741	329	278	84.5%
Raymer Elementary	59,983	451	567	125.7%
Reynolds Elementary	59,881	450	362	80.4%
Riverside Elementary	59,933	451	421	93.4%
Robinson Elementary	96,444	725	357	49.2%
Rosa Parks Elementary	53,932	406	251	61.9%
Samuel M. Jones Elementary	94,274	709	327	46.1%
Sherman Elementary	53,012	399	330	82.8%
Spring Elementary	50,060	376	280	74.4%
Walbridge Elementary	44,282	333	328	98.5%
Westfield Elementary (1)	44,363	334	Head Start	N/A
Whittier Elementary	175,349	1,318	575	43.6%
SUBTOTAL	**2,693,064**	**20,249**	**15,757**	**77.8%**
Bowsher High	255,352	1,557	1,232	79.1%
Rogers High	225,654	1,376	781	56.8%
Scott High	261,552	1,595	599	37.6%
Start High	301,801	1,840	1,397	75.9%
Waite High	290,191	1,769	943	53.3%
Woodward High	172,557	1,052	620	58.9%
SUBTOTAL	**1,507,107**	**9,190**	**5,572**	**60.6%**
Toledo Technology Academy (2)	291,664	1,620	188	11.6%

Source: Created by Evergreen Solutions based on data from Toledo Public Schools, 2013.

* Calculated based on Ohio School Design Manual Standards for K-8 and High Schools.

Notes: 1. Westfield Elementary is leased to Head Start with continued TPS maintenance required. Therefore shown in design capacity calculation only.

2. Toledo Technology Academy continuously occupies only 30,827 SF of this building. However, the entire facility remains open primarily due to this main occupant; relocation of the Academy would offer the opportunity to consider facility closure.

The closing of school buildings is frequently an emotionally charged issue due to tradition and legacy concerns, and should therefore follow the public participation aspects of facilities master planning delineated under **Recommendation 6-3**.

FISCAL IMPACT

Contrary to popular belief, the consolidation of schools has relatively little impact on the number of teaching positions reduced; a classroom is still a classroom, assuming a consistent student: teacher ratio is maintained. The majority of savings are from a reduction in school administrative staff—followed by utilities and maintenance savings, certain support/specialist staff savings, and materials and supplies. Consolidation of cafeteria personnel and operations allows more efficiency for food service fund.

In the experience of Evergreen consultants, the consolidation of two elementary schools into one saves approximately $450,000 per year in the expenses outlined above. Initial outlays to the receiving school can be funded from either the capital or the general fund, and typically cost half to two-thirds of the first year's savings.

The property closed can be disposed by demolition, sale, or can be retained for future use but out-leased to leverage against continued maintenance and utilities costs. Under no circumstances should any vacant buildings be "mothballed"(i.e. plumbing drained, utilities shut down and windows boarded). Such action usually results in excessive vandalism, freeze/thaw damage, and mold and mildew problems.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Consolidate Two Sets of K-8 Schools	$0	$297,000	$900,000	$900,000	$900,000

6.3 FACILITIES MAINTENANCE

The heart of a facility's life cycle is many years of efficient operation and maintenance. Proper maintenance is necessary for all constructed buildings, no matter how durable the materials used and systems installed. A systematic approach to facilities maintenance will effectively protect the investment that school districts make in their buildings and structures. If materials and systems are replaced as their life expectancy is reached, preventive maintenance is performed on schedule. A sufficient and trained workforce completes work in a timely, responsive manner, and school buildings can perform well and last for decades or centuries to come.

During financial crises, facilities maintenance is often a first target for budget cuts. The TPS Maintenance and Operations Department has reduced its staff in recent years, partly due to the financial situation and partly due to a reduction in the size and age of the facilities inventory and reduction of student enrollment. With such a large scale facility replacement program in a relatively short period of time, the prospect of a 'warranty period maintenance pause' may have also been a factor in decision making on the level of staff and system support.

Most recently, it appears that these cuts have diminished, and the department and its processes have somewhat stabilized under new leadership. Now is a time of significant opportunity for TPS to re-design and establish an effective facilities maintenance management system to protect its nearly $1 billion investment.

FINDING

The primary tool facilitating the establishment of a facilities maintenance management system is a Computerized Maintenance Management System (CMMS). The Maintenance and Operations Department selected and installed the TEAMWORKS Maintenance Management System.

A relatively new product on the market, TEAMWORKS provides a straightforward, mechanic-friendly, yet powerful database to identify deficiencies, create work orders and establish preventive maintenance plans. Department staff throughout the district have begun to use the system and new capabilities are being added to increase customer visibility and notification as well as manage the data for better decision making.

COMMENDATION

Toledo Public Schools is commended for the installation and implementation of the TEAMWORKS Computerized Maintenance Management System.

FINDING

The foundation of facilities care is preventive maintenance (PM)—the planned and regularly scheduled inspection, testing, adjustment, designated component replacement and documentation of work performed on specific building systems and equipment.

Recently the Maintenance and Operations Department has established a Preventive Maintenance Program known as the "facilities maintenance plan". Using the TEAMWORKS Maintenance Management System, planned preventive maintenance is now being accomplished for:

- HVAC Air Handling Units
- HVAC Cooling Towers
- HVAC Chillers
- Elevators
- Fire Alarm Systems
- Playground Equipment
- Motorized Bleachers
- Emergency Generators
- Potable Water BackFlow Preventors
- Fire Suppression Systems
- Boiler Systems

Additional assets are planned for loading into the system, and training by manufacturers is being actively scheduled.

According to research completed in 2001 by David Todd Geaslin, the cost of repairing the damage from failure due to deferred maintenance is usually the square of the original cost of the needed maintenance task. Thus a $1,000 roof repair deferred or never done can result in a $1,000,000 cost of a failed roof. Specifically, Geaslin states the following regarding deferred maintenance:

> *When we attempt to force maintenance spending into specific lumps of time that do not meet the needs of our machines, we create the need to defer maintenance. Maintenance budgets fail because final budgeting authorities do not understand the disastrous consequences of deferring maintenance.*
>
> *http://www.petersonpredict.com/whatispm_deferredmaint.htm.*

The Maintenance and Operations Department's continued emphasis on PM with a new building inventory will ensure millions of dollars in avoided breakdown costs in years to come.

COMMENDATION

Toledo Public Schools is commended for establishing a Preventive Maintenance (PM) Program and placing a priority on preventive maintenance as a substantial cost avoidance and budget savings practice.

FINDING

The increasing use of technology in support operations by both the Security Director and the Maintenance and Operations Director has driven a collaboration which has established the concept of the Network Operations Center (NOC).

The NOC is being developed to be housed in the old DeVilbiss School Building (currently home to the Toledo Technology Academy). This operation will combine real-time monitoring of security video surveillance systems at all sites throughout the school district, and will also be used to monitor and operate the building automation systems at each site.

The Maintenance and Operations Department will establish a fully capable work station at the NOC capable of remotely operating all Tridium Energy Management Control Systems (see **Section 6.5** for a description of this system). The work station will also monitor other building systems in the future (such as fire alarm and intrusion detection systems). The Maintenance and Operations Department has requested a full-time position to serve at this location as a Building Automation Systems Technician. This position will be a key component of future energy management efforts. The use of this system, in cooperation with the security program, should avoid thousands of dollars of cost for the district in the future. Evergreen most strongly recommends that the position be established as soon as possible to ensure potential savings.

COMMENDATION

Toledo Public Schools is commended for establishing and staffing the Network Operations Center (NOC) for consolidated control of campus security and building automation systems.

FINDING

Now stored in volumes of paper-filled boxes, the as-built drawings and Operation and Maintenance Manuals from the contractors for each of the new schools are in the school district's possession, but they are not in a readily useable form. Most of the early segments of the Building For Success Program were not catalogued or provided in an electronic form. Some version of the data may exist electronically with the Coordinator of Construction, but only the most current projects are available digitally to the Maintenance and Operations Department.

A few sizeable steps are left to arrange the data in a useable form.

RECOMMENDATION

Recommendation 6-8:

Organize and digitize the collection of as-built drawings and operations/maintenance manuals for all new schools as a priority project.

The first step of cataloguing and organizing the drawings and manuals has already begun at the Maintenance and Operations Department, in conjunction with the establishment of the NOC.

A further step of digitizing the drawings and manuals, starting with the earliest construction segment facilities, is strongly recommended. Several companies are available to outsource this effort. Alternatively, the use of interns and/or designated print shop personnel could be more economical.

FISCAL IMPACT

The ability to use digitized building records in troubleshooting, planning and even crisis management is a well-recognized and large savings, but hard to quantify. The ability to expedite complex work orders and reduce the time to completion for the customer is perhaps the most immediate benefit. The cost of a company to organize and scan records ranges from $5.00 to $20.00 per banker's box (file drawer). Special pricing is applicable for printed records, including rental of a large drawing scanner.

FINDING

TPS maintenance, repair, and cleaning services are viewed with mixed results by central office administrators, school administrators, and teachers. **Exhibit 6-9** shows survey results in Toledo Public Schools with a comparison to respondents in other school districts.

Exhibit 6-9
Central Office Administrators, School Administrators, and Teachers Survey Results on Maintenance and Cleanliness Issues in Toledo Public Schools Compared to Evergreen's Survey Database

Survey Responses from Central Office Administrators	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	SA + A	SD + D	SA + A	SD + D
Schools are clean.	83.6%	6.9%	85.5%	10.8%
Schools are well-maintained.	72.6%	12.3%	80.0%	14.0%
Repairs are made in a timely manner.	35.6%	35.6%	66.7%	23.6%
Emergency maintenance is handled promptly.	58.9%	6.8%	78.4%	10.2%

Survey Responses from School Administrators	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	SA + A	SD + D	SA + A	SD + D
Schools are clean.	80.3%	13.2%	79.5%	16.0%
Schools are well-maintained.	60.5%	28.9%	72.8%	26.2%
Repairs are made in a timely manner.	22.4%	71.1%	70.8%	24.6%
Emergency maintenance is handled promptly.	60.0%	24.0%	77.5%	11.0%

Survey Responses from Teachers	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	SA + A	SD + D	SA + A	SD + D
Schools are clean.	67.8%	25.4%	64.4%	27.7%
Schools are well-maintained.	57.5%	30.9%	60.3%	31.7%
Repairs are made in a timely manner.	29.2%	59.2%	50.5%	38.9%
Emergency maintenance is handled promptly.	45.5%	23.7%	68.9%	14.0%

Source: Evergreen Solutions Survey Results, 2013.

Exhibit 6-9 shows that while a little less than the average number of central office administrators and teachers state that the buildings were well maintained, school administrators were less satisfied than in other districts.

The strongest result at all levels was the perceived lack of responsiveness in making timely repairs to requested work. The level of response in the *strongly agree/agree* and in the *strongly disagree/disagree* categories for this question were actually reversed from the normal responses. For school administrators, only 22.4 percent indicated a timely work order responsiveness. Emergency work responsiveness was rated higher, but was still below the average of other districts.

These results do not agree completely with interviews and observations made in the district by Evergreen consultants, but should not be dismissed or ignored. The reasons for lack of timely response, in particular, must be examined by the department to find the root causes.

Evergreen conducted potential root cause analysis of these results and the next five recommendations are offered as solutions.

RECOMMENDATION

Recommendation 6-9:

Establish a customer service program with training for department employees and an awareness campaign for customers (school administrators and staff).

A similar initiative is already being planned by the district, but should be formalized, expanded, and expedited based on survey results. Features of this program should include:

- **A priority for service:** ensuring that school administrators know that the department works for them as the customer; ensuring that department personnel choose an attitude of service and a commitment to the customer.
- **Consistent expectations for school administrators in work response:** What is the number of days for a particular type of work order? When will you let me know how long it will be? What about updates?
- **Teamwork with the customer in work identification and design:** communication with the Site Coordinator to describe the problem/requirement; cooperation between mechanics and school personnel to develop solutions.

FISCAL IMPACT

This recommendation can be implemented within existing resources. The investment in a consultant for customer service training or supporting video training materials may be a nominal additional expense if desired.

FINDING

Exhibit 6-2 shows a total of 34 tradesmen currently employed by the Maintenance and Operations Department in the following trades:

- Electricians (3)
- Electronics Controls Technology (1)
- Electronics Techs (2)
- HVAC Mechanics (8)
- Plumbers (4)
- Industrial (Welder) (1)
- Carpenters (5)
- Painters (1)
- Plasterer (1)
- Glazier (1)

- Locksmith (1)
- Groundskeepers (4)
- Equip Mechanics (2)

Exhibit 6-3, shown previously, details staffing of selected, clearly defined trades as below the average of regional peer districts, including electricians and plumbers.

While TPS was commended in **Section 6.1** for its efficient organization based on peer districts and national standards, Evergreen could find no evidence of deliberate management of the staffing levels of particular trades based on workload analysis and no employment of recognized standards in determining the number of workers in each trade.

The best approach for determining staff levels in maintenance trades is to analyze both the work order history of each building and the planned hours of preventive maintenance, determined from the recommended requirements of the inventory of equipment and systems being maintained.

Once required labor hours are known (factoring in performance standards and strategies for productivity), a determination of the source of labor can be made, considering:

- expertise and skill available in-house;
- the consistency of the workload throughout the year; and
- the relative cost advantages of in-house labor versus contract labor.

In reviewing the workload of the Maintenance and Operations Department, it was noted that with the warranty periods of many new schools ending, the workload is again increasing. The establishment of the Preventive Maintenance Program will assist in determining the base level of the workload for maintenance staffing.

It was also noted that a substantial amount of the workload, which has been outsourced recently, is being accomplished at a price disadvantage to the district. TPS uses a set of Maintenance Service Agreements with pre-determined labor hour rates for both planned and unplanned work. In 2012-13, for example, an additional $15,676 in 'catch-up' maintenance for air handler units was performed with a Maintenance Service Agreement.

RECOMMENDATION

Recommendation 6-10:

Conduct a workload analysis as a basis to adjust trades staffing levels and determine the optimum balance of in-house and contract resources.

Exhibit 6-10 lists the pre-determined labor rates for various trades used in the suite of Maintenance Service Agreements currently in effect in the district. Possibly due to a differential in prevailing wages between local bargaining agreements, the labor rates for current in-house journeymen of the same trades are significantly less, even when compared with benefits and a productive overhead burden applied. This indicates a considerable savings potential may be possible based on the determination of the workload of the department and the choices made on

specific specialty skills required. The potential of 'in-sourcing' some work may benefit response time, with appropriate process management controls in place.

Exhibit 6-10
Comparison of Labor Rates for Facilities Maintenance Trades
2011-12 School Year

Trade	MSA Labor Rate ($/hr)	Equivalent In-House Rate ($/hr)	FY 12 Labor $ Spent on MSA*	FY 12 Labor $ If done In-House	FY 12 Labor $ SAVINGS
Painter	$53.31	$37.93			$0
Drywall Installer	$55.68	$37.93			$0
Plasterer	$58.69	$37.93			$0
Carpenter	$60.80	$37.93	$66,134	$41,257	$24,876
HVAC Mechanic (PM)	$65.00	$37.93	$71,942	$41,981	$29,961
Roofer	$68.48	$37.93	$35,806	$19,832	$15,973
Electrician	$74.50	$37.93	$14,610	$7,438	$7,172
Mason	$75.00	$37.93			$0
Refrigeration / Food Service Equipment Mechanic	$88.00	$37.93			$0
Plumber – Backflow Preventor Tester	$89.00	$37.93	$78,536	$33,470	$45,066
HVAC Mechanic / Plumber / Boiler	$90.00	$37.93	$320,779	$135,190	$185,588
HVAC Mechanic (Chillers)	$92.00	$37.93			$0
HVAC Mechanic (Controls)	$97.00	$37.93			$0
Sheet Metal Mechanic	$98.00	$37.93	$3,435	$1,329	$2,105
Electrician (Generator Maintenance)	$119.00	$37.93			$0
Elevator Mechanic	$140.00	$37.93			$0
TOTAL			**$591,240**	**$280,499**	**$310,741**

Source: TPS Maintenance Service Agreements (MSA), 2012.

* Assumes 75% of total spent on MSA for a particular trade is labor, except for Roofing and Sheet Metal (50%) and Backflow Preventor Testing (100%)

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

As shown in **Exhibit 6-10**, Evergreen computes the equivalent in-house rate to be $37.93 per hour. This rate is based on $19.03 per hour direct pay plus benefits added at an hourly rate, equal to $29.18 per hour. A productive overhead burden of 30 percent is added on top of this total rate to reach the equivalent in-house rate of $37.93 per hour, reflecting the impact of supervision, training, equipage, and other support costs to the district.

Based on the volume of outsourced trades work (other than Grounds Maintenance) of $788,301 reported by Toledo Public Schools for FY 2012, **Exhibit 6-10** shows a calculated savings of $310,741 over the $591,240 in estimated labor from the outsourced trades work. A conversion of 50 percent of outsourced work to in-house accomplishment is considered a conservative goal, and would yield a commensurate savings of $155,370 per year.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Analyze Workload To Determine Optimum Labor Source	$155,370	$155,370	$155,370	$155,370	$155,370

FINDING

The TEAMWORKS Maintenance Management System now serving the district is a straightforward yet powerful tool to manage a wide variety of tasks for the Maintenance and Operations Department. The utilization of the system to date has been widespread but basic, with the most emphasis placed on the work order module.

Some features of the system (such as the ability to sort and select data and the ability to conduct the workload analysis mentioned above, as well as systematically tracking response times and differentiating workflow by size of work order) are not yet being utilized.

For the TEAMWORKS system to be a true tool for the department, rather than just a 'computerized greaseboard', additional training is required.

RECOMMENDATION

Recommendation 6-11:

Provide additional professional development in facilities maintenance management system principles and TEAMWORKS.

Beyond just training on the computer program, the leadership and supervision in the Maintenance and Operation Department should be given the opportunity for professional development on facilities maintenance management principles such as:

- inventory management;
- maintenance performance standards;
- work classification;
- work generation;
- work input control;
- planning and estimating work scope;
- material coordination;
- workload management;
- shop scheduling; and
- reporting, process appraisal and evaluation.

The basic objective of systematic facilities management is the optimum use of available resources directed to real property. According to the Naval Facilities Engineering Command, "A facilities maintenance management system in full control of the workload could save 30 percent of the direct costs over an inadequate or nonexistent system." *Source: Naval Facilities Engineering Command, "Operations and Maintenance Manual (MO-321), Facilities Management System", 1985.*

Likewise, advanced training in the TEAMWORKS software will pay substantial dividends in the cost of department operation as well as the satisfaction ratings of the customer. The feature of automatic email notification to customers on the status and change in status of their work orders, for example, will help keep the customer informed and manage expectations for a timely response.

FISCAL IMPACT

The cost of additional software training is typically included in the vendor agreement. The cost of a seminar on professional facilities management would range between from $5,000 - $10,000. This cost is a one-time cost.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Conduct Professional Development in Facilities Management	($7,500)	$0	$0	$0	$0

FINDING

While there are several advantages to a centralized maintenance staff and work order system, one disadvantage is the large amount of travel time required between the central support site and the work sites. Several trips back and forth may be required to determine scope of work or diagnose the problem, gather materials and equipment, and follow-up on completed repairs to ensure systems are operating properly.

The use of a web-based maintenance management system and stocking work vehicles with most commonly used parts (currently in place) can help save time, but may not make a drastic change in response time.

The interface between the TEAMWORKS maintenance management system and the tradesman on the job is another area of concern. The productivity potential of the system is limited if the intermediate output is a paper work the order. Handling paperwork either absorbs an hour or more at the beginning or end of the day, or results in inadequate documentation of work performed—handicapping any workload analysis or management efforts.

RECOMMENDATION

Recommendation 6-12:

Upgrade and migrate the facilities maintenance management system to a mobile device-based operation.

The procurement, training, and deployment of a mobile device—such as a tablet PC or iPad for each tradesmen (and potentially each Site Coordinator)—is a tremendous investment which will increase quality of work, decrease cost, and reduce response time for the customer.

According to an article in Building Operating Management, the migration of a CMMS such as TEAMWORKS to a mobile device process platform has three areas of immediate benefit:

- ***Equipment.*** *Technicians using handheld devices on various pieces of equipment can collect performance data, such as pressure, temperature, and oil levels. They can take boiler readings more frequently and sometimes even hourly. They also can take chiller readings as often as once a week. Technicians also can use the technology to perform monitoring security checks and inspection routes, as well as to collect mileage/hour meter readings.*

- ***Work Orders.*** *Managers can dispatch work orders using handheld devices, and technicians can perform the work with instructions sent to handheld units. They also can use the devices to enter details on labor time and work performed, as well as to close work orders, and they can transfer the information to the CMMS database, either in real time or via a cradle. Managers can establish a completely paperless work-order system, if desired.*

- ***Parts Inventory.*** *Inventory management offers some of the largest potential savings. Workers can handle parts receiving, parts addition and depletion, cycle counts, and annual physical inventory more efficiently using handheld devices."*

Source: Building Operating Magazine, "Manage Work Orders, Parts with Wireless CMMS", July 2009.

The TEAMWORKS system has a mobile device management product called "QuickApp" which should be investigated for use. The deployment concept should be determined by the department, but the use of a tablet computer to wirelessly dispatch work orders throughout the day is needed, allowing mechanics to move from school to school (rather than school to Pearson Center to school). This action is conservatively estimated to save 50 percent of the costs of fuel and vehicle maintenance per year. Some school-to-school travel is conducted now but relies on batching of work orders on a daily basis, limiting flexibility to respond with routine work in real time.

This approach will also facilitate a more complete and accurate documentation of the tasks performed and enable instantaneous uploading of equipment information and condition to the system for nearly continuous diagnostics and predictive maintenance.

FISCAL IMPACT

The cost of an iPad2 16 GB Wi-Fi capable tablet on an Enterprise Lease—including insurance, QuickApp and support—is approximately $216 per device per year. A military grade case is a one-time cost of $50. An initial deployment of 30 tablets the first year will support all tradesmen (except the shop-based and grounds personnel) and would also support the supervisors. Annual training and support for the devices are estimated at $20 per device. This is a total expense of $7,080 per year ($236 X 30).

Toledo Public Schools reports fuel costs for the Maintenance and Operations Department at $105,552 for 2012. A fuel and maintenance savings of 35 percent is assumed the first year, or

$36,943. Expenses the first year would be $8,580 after purchasing 30 cases. This yields a net savings of $28,363. Subsequent years with 50 percent fuel savings and $7,080 per year expenses would generate savings of $44,196 per year.

Further savings based on increased productivity can be applied to increased customer response time and thus are not calculated here.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Migrate to Mobile Device Maintenance	$28,363	$44,196	$44,196	$44,196	$44,196

FINDING

Another consequence of the Building For Success Program is the accumulation of a huge inventory of surplus furnishings and other property as new schools have been opened with new furnishings and equipment.

The old window glass manufacturing plant, Libbey Owens Ford (LOF), was purchased and the factory buildings demolished to construct the new K-8 School. The corporate headquarters building, a 147,829 square foot office and warehouse structure, is now held by Toledo Public Schools as the "East Toledo Annex". This facility has become the de facto repository for old school district property.

The inventory at the center includes boxes of outdated records marked for destruction, classroom furnishings, inactive files (still required for retention), books, and other items. Some property is held in a less than properly secured setting and the deteriorated condition of the building has caused minor damage to some property stored. In order to preserve some of the property, including the building itself, heating and electrical systems are operated and maintained. In this old and very inefficient building, utilities are costing the district over $194,000 per year.

Exhibit 6-11 shows the condition and an example of the inventory stored at the facility.

RECOMMENDATION

Recommendation 6-13:

Actively reduce and manage surplus property through an online sales system and process.

One reason many school districts do not manage surplus property well is the 'batch auction' procedure used to dispose of property. Many times this procedure is mandated by the School Board as a means to ensure the public can bid on items competitively. This procedure is very costly and time consuming for maintenance departments; however, many times the price bid by a limited audience with 'flea market' expectations does not even pay for the time invested by the department. Add to this an average auctioneer's fee of 10 percent of sales and the impact to the district might be less if the property were just given away.

Exhibit 6-11
Surplus Inventory and Excess Materials Stored at
East Toledo Annex (LOF Building)

Source: Photos taken by Evergreen Solutions, 2013.

One new procedure many districts are having success with is the online auctions from sites like GovDeals.com. Although Evergreen consultants do not recommend or endorse any specific vendor for service, GovDeals.com is typical of a new online service which allows higher prices to be bid across a larger market, and offers options so that the bidder is covering the cost of the auction service through a mark-up fee paid direct to the service that the school district never sees. Pickup is also the responsibility of the bidder, so the only cost to the district is time to coordinate the posting and access to the building for buyer pickup.

Arranging only the lots desired for auction when convenient to the seller also means that the process is converted to a 'steady state' instead of a 'batch' sales method—saving tremendous time while garnering revenues three to five times higher than traditional auction sales.

FISCAL IMPACT

Based on experience with similar volumes of surplus property, Evergreen consultants estimate the amount of materials currently stored at the East Toledo Annex is worth $500,000 if sold through an online auction process. As stated above, online auction providers charge the buyer for the cost of their service and require the buyer to pick up items or arrange for their shipment, so the cost of this service to the school district is negligible.

The cost of a designated shredding service, if desired to remove and destroy the obsolete records stored on-site, could be procured separately, if necessary. A reverse auction procedure is recommended for shredding services.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Sell Surplus Property	$500,000	$0	$0	$0	$0

6.4 CUSTODIAL AND GROUNDS OPERATIONS

Safe, clean and sanitary facilities are foundational elements in today's educational environment. School districts vary in the processes and delivery methods for custodial services. These include:

- **Level of Service:** from basic janitorial cleaning to hospital and resort catered housekeeping.
- **Service Delivery:** from traditional in-house employees to tailored, outsourced contracting firms.
- **Management Process:** from conventional floor area-based assignments to specialized team-cleaning techniques.

With rapidly growing national attention and a focus on our school children's health, safety and security, the education sector is realizing the crucial role of the custodian on school campuses. Relegating these service personnel to be 'just cleaners' is a poor and inefficient, and even

dangerous misuse of human resources. As the title implies, custodians should have custody of their school buildings, with the accompanying sense of ownership and the skills as well as the organization and resources required to produce a 'ready-to-learn' classroom.

Exhibit 6-12 lists the distribution of current custodial staffing among TPS sites, shown as FTE. This list does not include the two foremen positions serving as district-level supervisors.

FINDING

The TPS custodial services function is managed as a "Facilities Operations" program, supervised by two Facilities Operations Foremen—each managing a list of one half of the district's 58 active sites. Given the large number of campuses, this 'dual position' approach works well. The specialization of certain managerial tasks between the two positions, such as training for the one position and materials management for another, allows for consistency, and encourages teamwork between the two employees. Due to the size of the workload, a consolidation of these positions is not recommended.

More than just a re-branding exercise, the management of the custodial services function is expanding to take on more custody of the main school campuses, including the appointment of leading personnel at each site as Site Coordinators. These Site Coordinators are trained in the basics of facilities management and assigned responsibilities as the official point of work request generation for routine service work and customer requests at the school level. Site Coordinators are also being trained and assigned work for routine, non-licensed craft assignments for preventive maintenance tasks (such as changing out light bulbs, some filters, operator-level equipment checks, etc.).

During tours of the school facilities by Evergreen, Site Coordinators were interviewed and the skill level, pride of ownership, and effectiveness of employees in this position were evident. Efforts underway to expand the responsibilities of these positions for preventive maintenance should be continued.

COMMENDATION

Toledo Public Schools is commended for the establishment and support of the lead custodian positions as Site Coordinators, who are responsible for building operations and routine preventive maintenance.

FINDING

As part of the comprehensive Building For Success Program over the past ten years, almost all of the older steam boilers have been replaced in the district. Among the active sites, there are six which still have functional steam boilers:

- Crossgates Pre-School
- DeVilbiss Building/Toledo Technology Academy
- Edgewater Elementary School

Exhibit 6-12
Custodial Staffing Allocations in Toledo Public Schools

Site / Building	Square Feet	Site Coordinator	Day Custodian	Night Custodian	Custodial Crew	TOTAL
1. SCHOOLS						
A. K-8 Schools						
Arlington	64,342	1		1		2
Beverly	91,751	1		1	1.5	3.5
Birmingham	68,631	1		1	0.5	2.5
Burroughs	47,769	1		1		2
Byrnedale	80,719	1		1	1.5	3.5
Chase STEM Academy	49,233	1		1		2
DeVeaux	84,812	1		1	0.5	2.5
East Broadway	84,421	1		1	1	3
Edgewater	28,923	1		0.5		1.5
Elmhurst	55,471	1		1	0.5	2.5
Garfield	59,930	1		1	0.5	2.5
Glendale-Feilbach	81,290	1		1	1	3
Glenwood	50,735	1		1		2
Grove Patterson Academy	64,276	1		1	1	3
Harvard	65,889	1		1	0.5	2.5
Hawkins	59,211	1		1	0.5	2.5
Samuel Jones @ Gunkel Park	94,274	1		1	1.5	3.5
Keyser	45,960	1		1		2
ML King Jr Academy for Boys	44,365	1		1		2
Larchmont	69,399	1		1	1	3
Leverette	82,285	1		1.5	1	3.5
Longfellow	70,186	1		1	1	3
Marshall	48,038	1		1		2
McKinley	45,383	1		1	1.5	3.5
McTigue	99,546	1		1	1.5	3.5
Navarre	59,930	1		1	0.5	2.5
Oakdale	57,957	1		1	0.5	2.5
Old Orchard	47,511	1		1		2
Old West End Academy	63,646	1		1	0.5	2.5
Ottawa River	70,583	1		1	1	3
Pickett	43,741	1		1		2
Raymer	59,983	1		1	1	3
Reynolds	59,881	1		1	0.5	2.5
Riverside	59,933	1		1	0.5	2.5
Robinson	96,444	1		1	1.5	3.5
Rosa Parks	53,932	1		1		2
Sherman	53,012	1		1	0.5	2.5
Spring	50,060	1		1		2
Ella Stewart Academy for Girls	43,618	1		1		2
Walbridge	44,282	1		1		2
Whittier (Old)	126,168	1		1	0.5	2.5
Whittier (New)	49,181	1		1		2
B. High Schools						
Bowsher High	255,352	1	1	1	5	8
Rogers High	225,654	1	1	1	3.5	6.5
Scott High	261,552	1	1	1	6	9
Start High	301,801	1	1	1	6	9
Waite High	290,191	1	1	1	5	8
Woodward High	172,557	1	1	1	3	6
C. Specialty Sites						
Frank Dick Agricultural Center	38,057				0.5	0.5
Aviation Center	18,929					0
Crossgates Pre-School	39,809	1		1		2
Mayfair at Westfield	44,363	1		1		2
Toledo Tech Academy / DeVilbiss Skill Center	291,664	1	1	1	2	5
2. SUPPORT SITES						
East Toledo Annex / LOF Building	147,829					0
Food Service Department	34,020				0.5	0.5
Pearson Maintenance & Ops Center	64,231				0.5	0.5
Thurgood Marshall Central Office Building	81,166	1		1	2	4
Transportation Center	15,852				1	1
Summit Annex	43,508					0
TOTAL ACTIVE MAINTAINED SITES	**5,003,236**	**52**	**7**	**52**	**57**	**168**

Source: TPS Maintenance and Operation Department, 2013.

- Harvard Elementary School
- Whittier (Old) Elementary School
- Thurgood Marshall Central Office Building

Heating with steam is an inherently efficient process from a heat transfer and distribution process perspective, but is best suited for large, continuously operated facilities complexes, which do not describe the modern, individual schoolhouse. The current list of facilities with steam boilers either were not covered under the OSFC Segments I – V of the Building For Success Program or, in the case of old Whittier, was supposed to be demolished but have not been.

Due to Ohio's safety-driven unfired pressure vessel regulations, a licensed Boiler Operator must be on the school site in attendance of each boiler plant. While being able to function as a lead representative of the Maintenance and Operations Department, like the Site Coordinator, these six positions cannot be given custodial cleaning duties and do not supervise on-site custodial staff. While required originally in past decades as a safety precaution, the limitations on duties of the position nowadays create misperceptions on the part of the customer. Many reports and complaints were received and reported about Boiler Operators as "Site Coordinators who just stand around and do nothing." This stand-by, "fire department" type of staffing is the result of both the licensing restrictions and, possibly, currently negotiated agreements for the positions.

RECOMMENDATION

Recommendation 6-14:

Continue to replace steam boilers with hydronic central heating systems (or package units) and replace Boiler Operators with Site Coordinators.

No projects for replacement of steam boiler systems with hydronic (high temperature process hot water) systems were noted in the Energy Improvement Projects that TPS is developing under the Ohio School Facilities Commission's "HB 264" Retrofits Program (see **Section 6.5** Commendation). Accelerating the replacement of these systems in the sites which will remain in the active inventory will not only produce long-term savings of energy and maintenance costs, but will realize labor productivity gains from the conversion of the attendant positions to more versatile positions focused on site custodial and general operations and maintenance.

Among the six sites listed above in this finding, three are potential candidates for closure or consolidation under **Recommendations 6-6 and 6-7** [Thurgood Marshall Central Office Building, Edgewater, and (Old) Whittier Elementary Schools]. Long-term energy, maintenance, and labor savings from shutting down systems at these three sites are addressed in **Recommendations 6-6 and 6-7.**

This recommendation is subject to contract negotiations.

FISCAL IMPACT

The cost of retrofitting steam boiler systems to hydronic units can be found from Building For Success Project project data on similar conversions. As discussed in **Section 6.5** of this report,

the three steam boiler systems recommended for retrofit are Crossgates Pre-School, DeVilbiss Building/Toledo Technology Academy, and Harvard Elementary School. The fiscal impact of this recommendation is drawn from the conversion of the Boiler Operator positions at these three sites.

The fiscal impact of the boiler replacement itself is cost neutral—while there will be associated upfront capital costs, these costs will be paid back from reduced utilities bills for those buildings.

Assuming projects can be completed in the 2013-14 fiscal year, savings from conversion of positions could begin to be realized in 2014-15. The estimated savings from position conversion are:

- **Direct savings** differential of average salary and benefits equal to ($18.09/hour - $17.80/hour) x 2,080 hours/year x 1.186 benefits factor = $715 per position/year.
- **Indirect savings** due to increased productivity of the position (avoiding funding of tasks by other means) equal to 50 percent of the direct cost of the old positions, or $18.09/hour x 2,080 hours / year x 0.5 = $18,814 per position.

Total annual savings of $19,529 per positions x 3 positions = $52,587.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Replace Boiler Operators with Site Coordinators	$0	$58,587	$58,587	$58,587	$58,587

FINDING

Toledo Public Schools currently employs a custodial workforce of 168 FTE for 58 active sites totaling 5,003,236 square feet. The State of Ohio does not have a formula for custodial assignments. However, a formula developed by the North Carolina Department of Public Instruction (DPI) has been used widely to calculate the optimum level of FTE custodians in a school district.

The North Carolina formula includes the number of teachers and students, along with the square footage, as follows:

[# of Teachers / 10) + (# of Students / 260) + (Total Square Footage / 15,000)]

The resulting figure is then divided by three to obtain the custodial allotment.

Based on the foregoing, the state calculation for Toledo Public Schools is:

$$\frac{1{,}622/10 + 22{,}277/260 + 4{,}766{,}850/15{,}000}{3} = 189$$

The total square footage of the district used reflects the amount currently being staffed and cleaned by the custodial workforce. This number is significantly higher than the 168 FTE custodians currently serving Toledo Public Schools. The NC Department of Public Instruction notes that this figure can be relatively affected by the age, condition, and overall level of maintenance of the buildings—with newer buildings able to be cleaned more efficiently.

As a second comparison, the State of Pennsylvania uses a more complex formula with a five-point factor, including:

A. Teacher Factor	*1 custodian for each 9 teachers (instructional stations)*
B. Students Factor	*1 custodian for 300 students (elementary) or 1 custodian for 200 students (secondary)*
C. Room Factor	*1 custodian for each 12 teaching stations to be cleaned*
D. Square Foot Factor	*1 custodian for each 16,000 square feet*
E. Washroom Fixtures Factor	*1 custodian for every 35 washroom fixtures*
F. Add All factors	*Total of A + B + C + D + E*
G. Divide by 5	*Value determined in Step F Divided by 5*
H. Result	*Recommended custodial staff size*

Source: PASBO, Unionville-Chadds Ford School District Custodial and Grounds Operations Review Study, May 3, 2011

Nonetheless, this more complex formula used in Pennsylvania does not change the analysis or conclusion.

In walk-throughs of selected school facilities by the Evergreen Team, it was obvious that Toledo Public Schools maintains a relatively high level of cleanliness in school buildings. Despite reduction of the frequency of some services associated with a reduction in staff, customer satisfaction results shown in **Exhibit 6-9** confirm that service is provided at an excellent level. This staff is one of the leanest and most productive found in recent reviews by Evergreen. Consideration should be given to preserving all positions, keeping positions filled, and adding back some positions in the future commensurate with increases in levels of service, as funding allows.

COMMENDATION

Toledo Public Schools is commended for the efficiency and effectiveness of its custodial workforce of 168 FTE, which is in line with accepted formulas used to calculate optimum custodial staffing for school districts.

FINDING

Although as a total workforce custodians are staffed leaner than the optimum, the distribution and assignment of personnel at secondary schools is still based on assignment of one custodian to a particular area of the building, or one shift and area combination. This division of resources ensures basic coverage, but limits task specialization and requires coordination and funding of substitutes and overtime during absences.

Shift work at high schools is 24 hours per day during the school week, with a third shift employee working 11:00 pm to 7:00 am in the athletics area of the school. Although efforts have been made to minimize the impact, cleaning around the clock spreads human resources thin and prevents a complete shutdown of facilities, wasting energy.

RECOMMENDATION

Recommendation 6-15:

Restructure staff at secondary schools to implement a true team cleaning process.

A growing number of school districts are restructuring workforces to take advantage of the efficiencies and benefits of team or process-based cleaning. A comparison of the aspects of traditional or zone cleaning approach to team cleaning is shown in **Exhibit 6-13.**

Exhibit 6-13
Zone Cleaning Versus Team Cleaning Processes

Zone Cleaning	Team Cleaning
• Area usually assigned to one worker. • Assignment based solely on cleanable SF. • The worker determines quality. • Equipment such as vacuums sit idle 60% of the time. • Time is lost transiting back to closet for equipment, or transporting several pieces from room to room. • Difficult and time consuming to measure productivity. • Absences require substantial management effort, or result in lapsed service	• Duties assigned to specialists. • Team assignment may be based on SF or on type area within an entire school. • Equipment is utilized by the specialist and remains in use for 90% of the time. • System drives quality, not worker. • Dynamic conditions, "call outs" for emergencies handled by team "coverage". • Specialists adopt continuous improvement as the standard. Accountability to team members. • Quality measurement built in, competition is fostered between teams.

Source: James Harris, Sr., Concept Cleaning, www.teamcleaning.com, 2013.

School districts report time and labor cost savings of 15 to 50 percent over traditional cleaning approaches. Reduced equipment repair costs, reduced equipment inventories, and reduced volume of supplies purchases are also reported by school districts which have implemented a team cleaning process. Additionally, using a team approach groups custodians to a common work shift, or a more narrow time period each day, which can yield substantial energy savings. Finally, for team cleaning conducted after school hours, working in teams is inherently safer and more secure than working alone in a large public building.

Labor, equipment, and materials resources should be saved and applied to restoring the frequency of cleaning and levels of service which were reduced as part of budget reductions.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The use of lead custodians as Facilities Site Coordinators, with duties to identify and input maintenance work requests and perform routine preventive maintenance, provides these positions with a role which provides true custody of a school campus—an indispensable support service to principals and peace of mind for teachers.

Toledo Public Schools does not currently use its Site Coordinators and custodial staff in an integral fashion for assistance with the safety program or formally use custodial staff for control and management of energy at the schools.

RECOMMENDATION

Recommendation 6-16:

Expand the custodial role to that of Building Energy and Safety Technician.

As an Energy Conservation Management Program is developed (see **Recommendation 6-17** in **Section 6.5**), the role of the Site Coordinator and his/her staff will prove critical in supporting the ethical use of energy on campus. Custodial staff will serve both as the eyes and ears to monitor energy usage and will directly control energy usage in common areas.

Likewise, as safety and crisis management programs are developed and improved, the Site Coordinator can serve a pivotal role as an on-site presence, monitoring for both unauthorized persons and for unsafe workplace and fire hazards in the building.

The school custodian is consistently regarded as one of the most trusted and reliable employees in schools. Students reap the benefits of clean schools. A program to train, certify, and equip custodial personnel to be Building Energy and Safety Technicians recognizes and rewards this service.

This recommendation is subject to negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

6.5 ENERGY MANAGEMENT

Utility costs are a significant expenditure for school districts. The budget for utilities—electricity, natural gas, water and sewer collectively—is the second largest single general fund line item behind teacher salaries. Often these bills are not monitored nor managed, and methods to control costs are thought to not be worth it. Energy controls are seen as restrictions on school faculty and student comfort, health, and productive learning. Rules and procedures for operating school buildings are based on out-of-date product features, such as "turning off fluorescent lights or computers wears them out faster." In the meantime, utility rates have risen over 20 percent beyond inflation in the last decade alone.

Many school districts have proven, however, that properly managing energy in a systematic manner can produce significant budget savings of 30 percent and more, while maintaining or improving classroom comfort and the learning environment quality.

Successful school district Energy Management Programs typically feature five coordinated elements:

- school board policy and procedures establishing program goals, guiding principles and standards for use by school administration, faculty, and support staff;
- teamwork and management approaches, including roles and responsibilities at the campus and district level, performance measurement and verification, duties for key staff, and recognition and incentive programs;
- conservation guidelines for the ethical use of energy in school classrooms, offices and specialized spaces such as media centers, cafeterias and athletic facilities;
- equitable energy acquisition processes such as billing review, utility rate management and market-based commodity purchases; and
- energy efficiency plans and projects to retro-fit older, wasteful equipment and building systems and to operate and maintain equipment at optimum levels.

Exhibit 6-14 shows the annual expenditures for utilities for 2011-12 by commodity.

Exhibit 6-14
Annual Energy Expenditure by Utility Commodity
2011-12 School Year

Energy Commodity	Expenditures
Electricity	$5,538,551.89
Natural Gas	$1,233,118.52
Water and Sewer	$806,099.21
Total	**$7,577,769.62**

Source: TPS Ledgers, 2013.

FINDING

As an integral part of the Building For Success Program over the past ten years, schools have been provided with state-of-the-art computerized building automation and energy management control systems. A coordinated effort was made in the design and delivery of new schools to provide a standardized system for efficient control and monitoring of building heating, ventilation and air conditioning systems, lighting, exhaust fans and refrigeration equipment.

Toledo Public Schools uses the Tridium Niagara R2 and Tridium Niagara AX Building Automation Systems. Each campus is equipped with an integrated control system, accessible and controllable over the Internet, allowing consistent operational control of machinery, electrical motors and circuits along with diagnostic capability for trouble-shooting and maintenance.

While the multi-year construction program period over which the systems were installed has resulted in two separate generations of the Tridium system (R2 and AX) being in place, and budget considerations did not allow for full districtwide network integration of all systems, Toledo Public Schools has made productive use of the technology causing increased reliability of HVAC and other systems. Moreover, final programming and activation of building control protocols approximately two years ago were instrumental in a reduction of utility expenditures from $9.9 million to the current level of $7.5 million— a cost savings of 24 percent.

COMMENDATION

Toledo Public Schools is commended for districtwide installation and utilization of the Tridium Suite of Building Automation Systems for basic energy monitoring and mechanical and lighting systems control.

FINDING

Several new schools have attained certification as Leadership in Environmental and Energy Design (LEED) schools. The LEED program sponsor, the U.S. Green Building Council, lists eight TPS buildings in its online directory. Certification as a LEED school requires demonstration of a school building's energy efficiency as significantly higher than the national average in design and operation.

Even with these achievements, TPS is pursuing a set of energy efficiency retro-fit projects through the Ohio School Facilities Commission Energy Conservation Program offered under the State of Ohio House Bill (HB) 264. The six projects shown in **Exhibit 6-15** will result in savings to the utilities budget which are calculated to pay for the cost of installation over an attractive payback period. This is essentially an in-house attempt at an energy performance contract, and it appears very promising.

Exhibit 6-15
TPS Energy Improvement Projects

Sites	Energy Measure	Cost	Annual Savings	Simple Payback
12 sites	Lighting Retrofits	$457,747	$255,378	1.86 years
13 sites	Electrical Transformers	4972,041	$298,571	3.25 years
Segment VI schools	Control Integration	$369,180	$105,144	3.51 years
All schools	Gas and Electric Metering (Sub-metering)	$825,357	$147,866	5.5 years
All schools	Tridium R2 to AX Integration, Control Strategies and Operations Alignments	$357,650	$68,405	5.2 years
East Broadway School BAS	Control System Upgrade	$69,800	$15,333	4.6 years
Total		**$3,069,775**	**$890,697**	**3.44 years**

Source: Updated TPS Draft Board Resolution provided to Evergreen Solutions, 2013.

Based on an examination of the project scopes, the selected projects, particularly the building automation controls upgrades for Segment VI school building projects and the upgrade and integration of the older Tridium R2 systems with the new AX platform, will result in substantial savings and operational efficiencies. The district should consider networking the individual Tridium systems with a "dashboard" integration system (such as the ActiveLogix Periscope system). Furthermore, the district should also integrate domestic water heating systems control into the suite of building systems controlled by Tridium.

Finally, TPS should utilize this program to complete the conversion of all steam boiler systems to hydronic (hot water) boiler systems. As discussed in **Recommendation 6-14**, this would include systems at Crossgates Pre-School, DeVilbiss Building/Toledo Technology Academy and Harvard Elementary School.

COMMENDATION

Toledo Public Schools is commended for its plans to establish an energy efficiency retrofits program using the HB 264 State Loan Program.

FINDING

Energy consumption in Toledo Public Schools is above the national average data for K-12 schools. Despite a nearly complete re-capitalization of its facilities inventory, providing new schools designed for better energy efficiency, the school district's operation of the buildings has only recently begun to decrease real energy consumption and costs. **Exhibit 6-16** shows the consumption of electricity and natural gas for the most recent fiscal year and calculates the energy intensity (kBTU/SF).

Energy intensity together with energy expense per square foot are the two primary metrics used to measure and compare energy efficiency and conservation effectiveness. **Exhibit 6-17** uses these metrics to compare Toledo Public Schools to national and regional averages on file with the U.S. Federal Government. Considering that the average energy intensity of K-12 schools nationwide has been decreasing since the available 2003 government data were posted, an even greater opportunity for cost saving becomes apparent.

Exhibit 6-16
Energy Consumption in Toledo Public Schools
2011-12 School Year

Site / Building	Square Feet	Electricity (KWH)	Natural Gas (THERMS)	Total Energy (kBTU)	Energy Intensity (kBTU/SF)
1. SCHOOLS					
A. K-8 Schools					
Arlington	64,342	391,040	9,780	2,312,228	35.9
Beverly	91,751	907,921	3,630	3,460,826	37.7
Birmingham	68,631	910,800	0	3,107,650	45.3
Burroughs	47,769	489,040	2,130	1,881,604	39.4
Byrnedale	80,719	873,670	17,490	4,729,962	58.6
Chase STEM Academy	49,233	559,760	17,210	3,630,901	73.7
DeVeaux	84,812	858,800	17,710	4,701,226	55.4
East Broadway	84,421	1,265,160	41,930	8,509,726	100.8
Edgewater	28,923	208,460	11,770	1,888,266	65.3
Elmhurst	55,471	654,640	5,380	2,771,632	50.0
Garfield	59,930	649,600	11,070	3,323,435	55.5
Glendale-Feilbach	81,290	1,149,600	ALL ELEC	3,922,435	48.3
Glenwood	50,735	980,720	25,060	5,852,217	115.3
Grove Patterson Academy	64,276	1,028,560	25,350	6,044,447	94.0
Harvard	65,889	403,100	19,810	3,356,377	50.9
Hawkins	59,211	520,000	23,400	4,114,240	69.5
Samuel Jones @ Gunkel Park	94,274	1,005,520	27,400	6,170,834	65.5
Keyser	45,960	547,880	21,880	4,057,367	88.3
ML King Jr Academy for Boys	44,365	658,960	11,700	3,418,372	77.1
Larchmont	69,399	790,320	25,210	5,217,572	75.2
Leverette	82,285	1,033,000	36,280	7,152,596	86.9
Longfellow[1]	70,186	209,629	6,030	1,318,254	18.8
Marshall	48,038	595,650	19,330	3,965,358	82.5
McKinley[1]	45,383	n/a	n/a		
McTigue	99,546	Combined to Rogers	47,620	4,762,000	47.8
Navarre	59,930	703,440	2,980	2,698,137	45.0
Oakdale	57,957	584,565	17,470	3,741,536	64.6
Old Orchard	47,511	616,005	12,910	3,392,809	71.4
Old West End Academy	63,646	587,200	0	2,003,526	31.5
Ottawa River	70,583	827,720	22,710	5,095,181	72.2
Pickett	43,741	430,180	3,280	1,795,774	41.1
Raymer[1]	59,983	n/a	n/a		
Reynolds	59,881	491,200	16,170	3,292,974	55.0
Riverside	59,933	994,400	14,070	4,799,893	80.1
Robinson	96,444	1,477,300	24,850	7,525,548	78.0
Rosa Parks	53,932	715,200	20,110	4,451,262	82.5
Sherman[1]	53,012	0	13,810	1,381,000	26.1
Spring	50,060	515,920	12,290	2,989,319	59.7
Ella Stewart Academy for Girls	43,618	505,920	17,500	3,476,199	79.7
Walbridge	44,282	496,080	5,640	2,256,625	51.0
Whittier (Old)	126,168	152,000	41,230	4,641,624	36.8
Whittier (New)	49,181	431,600	18,000	3,272,619	66.5
B. High Schools					
Bowsher High	255,352	2,886,300	56,550	15,503,056	60.7
Rogers High	225,654	4,177,700	82,590	22,513,312	99.8
Scott High	261,552	3,354,340	38,230	15,268,008	58.4
Start High	301,801	4,222,800	143,860	28,794,194	95.4
Waite High	290,191	902,694	137,490	16,828,992	58.0
Woodward High	172,557	2,660,200	98,230	18,899,602	109.5
C. Specialty Sites					
Frank Dick Agricultural Center	38,057	316,300	36,500	4,729,216	124.3
Aviation Center	18,929	314,511	ALL ELEC	1,073,112	56.7
Crossgates Pre-School	39,809	259,840	21,990	3,085,574	77.5
Mayfair at Westfield	44,363	533,720	15,850	3,406,053	76.8
Toledo Tech Academy / DeVilbiss Skill Center	291,664	2,083,120	109,250	18,032,605	61.8
2. SUPPORT SITES					
East Toledo Annex / LOF Building	147,829	1,691,800	49,650	10,737,422	72.6
Food Service Department	34,020	1,169,800	ALL ELEC	3,991,358	117.3
Pearson Maintenance & Ops Center	64,231	326,473	0	1,113,926	17.3
Thurgood Marshall Central Office Building	81,166	1,031,600	26,830	6,202,819	76.4
Transportation Center	15,852	296,600	9,580	1,969,999	124.3
Summit Annex	43,508	1,860,873	Not avail. (Y)	6,349,299	145.9
TOTAL ACTIVE MAINTAINED SITES	**5,003,236**	**54,309,231**	**1,496,790**	**334,982,096**	**70.2**

Source: Toledo Public Schools, Palmer Energy, 2012.

[1]Kbtu/SF does not consider this school since no consumption data available.

An excellent new benchmarking tool now available is the U.S. Environmental Protection Agency's Energy Star Target Finder. This tool allows comparison with any existing school to a variety of targets, including qualification as an Energy Star labeled school. Schools earning the Energy Star are those in the 75th percentile (top 25 percent) of all K-12 schools in the nation for energy efficiency. As shown in **Exhibit 6-17**, achieving the Energy Star label for TPS buildings would essentially reduce energy consumption and cost by approximately 20 percent over current levels.

Exhibit 6-17
Energy Intensity and Energy Cost Comparison

Energy Management Measure	Toledo Public Schools	National Average K-12 Schools[1]	Average East North Central US K-12 Schools[1]	Ohio Median K-12 Schools[2]	Energy Star Schools in Ohio[2]
kBTU / Square Foot/Year	70.2	83	88	72	56.0
$ / Square Foot/Year	$1.51	$1.22	$0.97	$1.51	$1.18

[1]Energy Information Administration, Commercial Buildings Energy Consumption Survey (2003)
[2]U.S. Department of Energy, www.EnergyStar.gov

As discussed above, energy retrofit projects are only one element of the five coordinated elements which comprise a successful energy management program. Through adoption of all elements, TPS can realize significant cost savings.

RECOMMENDATION

Recommendation 6-17:

Establish a comprehensive, behavior-centered energy conservation management program.

In many school districts where Evergreen consultants have worked, the implementation of a comprehensive energy management program with a focus on the first four elements, beginning with energy management policies and procedures, have had an effect much greater than a retrofit projects program. These elements have much lower costs to implement and can therefore have payback periods measured in months rather than years.

Further evidence of the potential for significant savings was seen in tours conducted at various school buildings, including an energy audit conducted at Scott High School at 6:00 am one morning. The only employees encountered in the building were one custodian in the dining room and one custodian in a classroom behind the gym.

One guiding principle of energy management is to first turn off or set back building systems and equipment when buildings are unoccupied. These steps have no effect on the learning environment or the school day. School hours typically equate to less than 25 percent of the 8,760 hours in a year, and systems running fully, or equipment left on for the rest of the time, is simply wasted.

Observations from Scott High School at 6:00 am included:

- all corridor lighting on throughout the building (see **Exhibit 6-18);**
- all dining room lighting on;
- two-thirds of gym lighting on;
- all media center lighting on; and
- over 50 desktop computers left on overnight (see **Exhibit 6-19).**

It is clear that behavioral changes toward an ethical use of energy, based on School Board Energy Management Policy and Procedures, will yield substantial savings. This should be implemented prior to investing in an energy retrofits program.

Exhibit 6-18
Scott High School Corridors in
Energy Audit Observations

Source: Photo taken by Evergreen Solutions, 2013.

Exhibit 6-19
Scott High School Media Center
Energy Audit Observations

Source: Photo taken by Evergreen Solutions, 2013.

FISCAL IMPACT

Based on the consumption data comparisons, audited school environments and Evergreen's experience, gross savings from a comprehensive energy management conservation program are estimated to be 23 percent of the utilities budget, or $1,742,887 per year.

Programs which achieve the highest levels of savings in the shortest elapsed implementation time are those which invest in a dedicated Energy Manager and also employ an energy management consulting firm for training and support, including installation and administration of consumption and cost savings measurement and verification (M and V) protocols. Although Evergreen consultants do not recommend any specific vendor, a large number of school districts use Cenergistic, Inc., a firm specializing in development of K-12 behavior centered energy conservation management programs.

Investment costs for a staff position, training, energy accounting (M and V) software licenses, other equipment for the position and the consulting firm fee will vary but typically range from three to 10 percent of the utilities budget. Using seven percent as a median investment cost, net savings of 16 percent of current utilities expenditures are estimated.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Implement Energy Management Conservation Program	$1,212,443	$1,212,443	$1,212,443	$1,212,443	$1,212,443

6.6 COMMUNITY USE OF FACILITIES

Public school facilities—especially auditoriums, athletic fields, cafeterias and meeting/seminar rooms—are significant assets in any community. The new, well-kept and attractive facilities of Toledo Public Schools, designed as K-8 neighborhood schools and open-concept high schools, are particularly well suited to be booked by community groups and organizations for events such as after-hours and weekend civic organization meetings, church services, and amateur athletic leagues to non-profit activities, commercial activities, reunions, and picnics.

TPS is organized for the rental or lease of its facilities to organizations and groups in the community. Board Policy KG, Community Use of School Facilities (Equal Access), and the attendant District Procedure KG-R are in place to govern after-hours use. The policy and procedures include an annually reviewed fee (or cost) schedule for recovery of costs incurred and a basic application and "Facility Permit" issuance process. The policy is shown at **Exhibit 6-20**, and the currently approved cost schedule is shown at **Exhibit 6-21** .

FINDING

A good basic process for the application and approval of facility permits appears to be in place. This includes facilitating the scheduling of building systems operation after hours and allowing for proper staff to be scheduled to support events as prescribed by the policy and procedure. During FY 2012, there were 5,773 events or multi-event rentals approved and executed. As shown in **Exhibit 6-22**, the intensity of bookings followed the typical school year, with the majority of events booked in the spring. An analysis of the permits issued shows that 86 percent of the events were for school co-curricular and extra-curricular activities (such as athletics or band practice, school club meetings and other school-sponsored activities like booster club meetings, etc.). Approximately 800 events were those which could be eligible for cost recovery.

Cost recovery of the community use of school facilities is both restricted by the Board's policy and hampered by a lack of clear fee applicability and invoicing rules in the district procedure. The Board's statement that "no fee is charged to school-related organizations… or recognized youth groups" is so broadly interpreted in practice that the large majority of facility permits is issued with the fee waived. Revenues from facility permits in FY 2012 only totaled $9,739. This is a cost recovery rate of $.44 per student.

Additionally, very few TPS permits issued are for commercial organizations which are clearly not school-related or youth groups. This may be to a lack of publicity about the potential for the community to use the school facilities. A rising trend among public school districts in the nation is the active communication and property management of the tremendous assets of the district.

Exhibit 6-20
Policy KG – Community Use of School Facilities

Book	BOARD POLICY MANUAL
Section	Section K: School-Community Relations
Title	Community Use of School Facilities (Equal Access)
Number	KG
Status	Active
Legal	The Elementary and Secondary Education Act; 20 USC 1221 et seq. Title VIII, Section 801 ORC 3311.215 ORC 3313.75; 3313.76; 3313.77; 3313.78; 3313.79 ORC 4303.26
Adopted	August 18, 2009

The Board encourages community use of school facilities. It is necessary, however, to ensure that such use does not interfere with the use of facilities for school programs and activities, impose undue burden on school personnel, strain budget allotments for building services and utilities, hinder scheduled or emergency facility maintenance and/or repair or hamper District administrators or teachers in their charge of preparing a facility for scheduled educational activities.

When possible, the Board permits use of its facilities for educational, civic, social, recreational, political and religious purposes, in keeping with requirements and restrictions of law. The Board has broad discretionary powers in this matter, including the right to ascertain if an organization desiring use of the property is a responsible organization. No person, group or organization has a vested right to use school property; the right to use school facilities is subject to approval by the Board.

The Board delegates authority to the District administration to grant requests of outside organizations and/or individuals to use school facilities for the purposes noted. It may refuse permission for any purpose that does not harmonize with the purposes of public education, the development of unprejudiced social attitudes or the preparation of students for intelligent and responsible adulthood. Permission may also be refused if the agency intends to make a financial profit from the use of District facilities.

Regulations specifying the administrative office responsible for administering use of school facilities by community groups, whether on a cost-free or fee basis, are developed. Subject to practical restriction, no fee is charged to school-related organizations (such as parent-teacher groups) or recognized youth groups (such as Boy Scouts and Girl Scouts).

The Board approves general regulations pertaining to such use, specific rules and requirements and periodically reviews and schedules fees.

CROSS REFS.:
KGB, Public Conduct on District Property
KI, Public Solicitations in the Schools

Source: TPS School Board Policy Manual, 2013.

Exhibit 6-21
Cost Schedule for Use of School Buildings

RESOLUTION NO. 22-2013

REQUEST FOR APPROVAL OF COST SCHEDULE FOR USE OF SCHOOL BUILDINGS FOR THE 2012-2013 SCHOOL YEAR

WHEREAS, this Board adopted Resolution No.89-95, Resolution to Act on Board Policy, dated May 23, 1994, thereby approving Board Policy DFD, Rental and Service Charges; and August 21 -70- 2012

WHEREAS, the aforementioned Board Policy reads, "The Board will periodically approve a schedule of fees to be charged non-school related groups for use of school facilities for various events. The Board recognizes the right of the superintendent, or his/her designee, to reduce or waive these fees for an individual event or activity." now, therefore

BE IT RESOLVED by the Board of Education of the Toledo City School District, Lucas County, Ohio, that the following Cost Schedule for Use of School Buildings be approved for the 2012-2013 school year:

COST SCHEDULE FOR USE OF SCHOOL BUILDINGS
(Cost Computed on a Minimum of 2 hours)

CIVIC ACTIVITIES
Groups such as church, civic, and charitable organizations (Preparation & Cleanup Fee):

Elementary Buildings:	$100.00/night – 2 hour session
Secondary Buildings:	$150.00/night – 2 hour session

These rates apply only Monday through Friday until 10:00 p.m. when schools are in session. During Saturdays, Sundays and Holidays, commercial rates apply.

COMMERCIAL ACTIVITIES
Business, political, and civic organizations, etc., charging an admission:

Cost Schedule – ELEMENTARY SCHOOLS

	Without Heat/A.C.	**With Heat/A.C.**
Weekdays	$100.00 per hour*	$175.00 per hour*
	$60.00 per hour/cleanup	$70.00 per hour/cleanup
Saturdays, Sundays & Holidays	$150.00 per hour*	$225.00 per hour*
	$80.00 per hour/cleanup	$85.00 per hour/cleanup

Cost Schedule – SECONDARY SCHOOLS

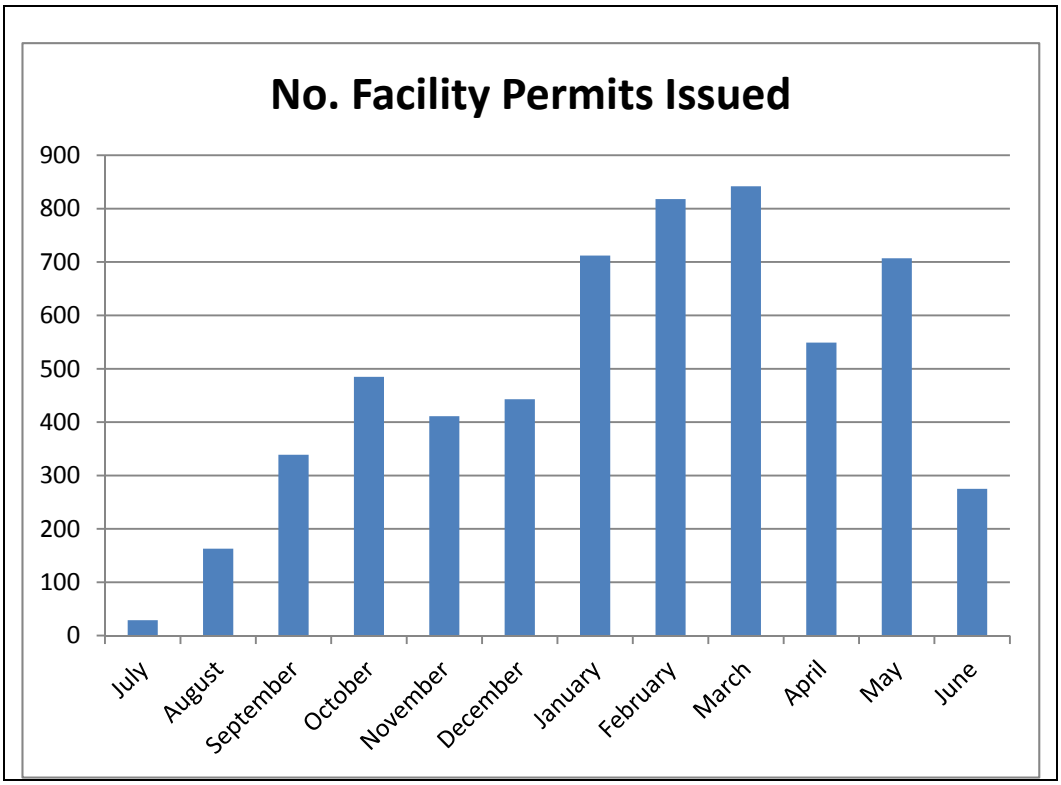
	Without Heat/A.C.	**With Heat/A.C.**
Weekdays	$150.00 per hour*	$225.00 per hour*
	$65.00 per hour/cleanup	$75.00 per hour/cleanup
Saturdays, Sundays & Holidays	$200.00 per hour*	$300.00 per hour*
	$85.00 per hour/cleanup	$90.00 per hour/cleanup

*Add ½ hour prior and ½ hour after time requested for permit.

Ayes: Mr. Vasquez, Mr. Sykes, Mrs. Sobecki, Dr. Adams, Ms. Hill
Nays: None Carried.

Source: TPS School Board Policy Manual, 2013.

Exhibit 6-22
Number of Facility Permits
FY 2012



Source: TPS Department of Maintenance & Operations, 2013.

With an enviable position of mostly new facilities, many specifically designed with joint-use and community use in mind, there is a huge potential for increasing rental income and optimizing cost recovery in Toledo Public Schools.

RECOMMENDATION

Recommendation 6-18:

Restructure the Community Use of Facilities policies and procedures to establish a formal Facilities Use and Scheduling System, exponentially increasing rental income and optimizing cost recovery to the district.

Toledo Public Schools can increase its rental fee income in several ways, including but not limited to the following:

- obtain more business from community groups and organizations;
- book more fee-paying customers; and

- revise the fee schedule to

  - reduce the number of organizations that are fee exempt,
  - exempt no groups other than district affiliates from custodial fees, and
  - increase fees.

SchoolDude.com, a facility management software provider has published an excellent white paper which details how school districts can maximize cost recovery for community use of school facilities. The white paper entitled *"Recovering Costs for the Community Use of Our Schools,"* is a four-year study of more than 1,000 school districts, colleges and private schools which examines how educational professionals nationwide are coping with the increasing demand for community use of school facilities. An excerpt from this paper provides the best justification for this recommendation:

> *With facility usage trending upward, the issue at hand is how to keep this rising use from costing school systems more money they simply can't afford to donate to the community. Most agree that the rising use of schools by the community adds costs and burdens operating budgets due to increased custodial labor costs (e.g. overtime), energy costs and increased maintenance costs. But each school district uses its own unique strategy to manage the community use of schools. Each has its own fee schedules, policies, "do not charge" lists, tiered structures, add-on charges and leadership philosophy.*
>
> *A practical measure of how well a school district is recovering a portion of these costs is the study of annual cost recovery income, which is collected by the district for the community use of schools. SchoolDude's sample set of participants included organizations ranging in size from those with less than 150 students to ones with more than 175,000 students. To compare districts of varying sizes, SchoolDude developed a metric of "cost recovery per student" to allow comparisons across the size spectrum. Given this scale, it's easy to demonstrate not only a district's cost recovery from the previous year, but also an average cost recovery opportunity per student. From this information, SchoolDude estimates that the average district recovers $14.09 per student in annual income. Districts in the 90th percentile exceed $52 per student annually*
>
> *Source: SchoolDude.com White Paper, "Recovering Costs for the Community Use of Our Schools," 2011.*
>
> (Available online at *http://www.schooldude.com/assets/whitepapers/SD-WP-Cost_Recovery6.6.11.pdf*)

According to this source, the average district of between 10,000 and 24,999 students receives about $183,148 per year in revenue from community use of facilities. Districts in this size range with benchmark programs in the top ten percent studied reported an average of $661,139 per year, and a booking rate of 0.98 events per student per year.

With even the average district's cost recovery of $14.09 per student per year far exceeding the current rate of $.43 per student per year, the establishment of a fair and equitable, but a formal and comprehensive Facilities Use and Scheduling System will provide a tremendous return on investment and show superior stewardship of the substantial investment by taxpayers in the new facilities inventory.

As detailed in the white paper referenced above, the implementation of a comprehensive Facilities Use and Scheduling System follows several steps:

- the revision of Board Policy and procedures, incorporating a team-based process between centralized departments (Maintenance and Operations, Business Division, Treasurer) and school administration;
- detailed procedures, including a tiered fee structure and an invoice management process; and
- the installation of a software support system to bring the process online, such as the SchoolDude Facility Scheduling module "FSDirect." (**Note:** The Maintenance and Operations Department is currently working with the vendor supporting the TEAMWORKS Maintenance Management System, which is beta testing a similar module).

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

The revision of the policy and process improvements can be accomplished with existing resources. Software, systems support, and training are estimated to cost $12,500 per year. Program administration can be accomplished within existing staffing resources. A realistic expectation for Toledo Public Schools would be to reach the average district income in 2014 and a gross income level of about $300,000 per year by FY 2015. The first year (2013-14) is based on achieving the average amount of all districts ($183,148 less the $12,500 software and systems support amount).

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Increase Community Use of Facilities Revenue	$170,648	$287,500	$287,500	$287,500	$287,500

CHAPTER 7:
FOOD SERVICE

7.0 FOOD SERVICE

School meal programs began when the Child Nutrition Act of 1946 authorized the National School Lunch Program to "safeguard the health and well-being of the nation's children." The program, administered by the United States Department of Agriculture (USDA), is open to all public and nonprofit private schools and all residential childcare institutions.

TPS participates in the National School Lunch Program (NSLP), and the School Breakfast Program (SBP). School districts that participate in these federal programs receive cash subsidies and donated commodities from the United States Department of Agriculture (USDA) for each eligible meal they serve. In return, the district must serve its students meals that meet federal guidelines for nutritional value and offer free or reduced-price meals to eligible students.

This chapter of Evergreen's report addresses the Food Service operation in the Toledo Public Schools (TPS). For purposes of this report, food service is divided into the broad areas of:

7.1 Food Service Organization and Staffing
7.2 Food Service Finance
7.3 Meal Pricing and Participation Rates
7.4 Nutrition and Wellness Programs

As part of the review process, Evergreen conducted a survey of central office administrators, school administrators and teachers. **Exhibit 7-1** shows the food service- related responses by staff type.

Exhibit 7-1
TPS Survey Responses

Food Services Survey Statements	Central Office Administrators		School Administrator		Teachers	
	SA + A	SD + D	SA + A	SD + D	SA + A	SD + D
The Food Services Department provides nutritious and appealing meals and snacks.	21.9%	43.8%	18.7%	73.3%	23.6%	53.5%
Vending machines are not available to students during lunch periods.	30.1%	19.2%	66.2%	21.6%	54.5%	18.2%
Snacks and drinks available through the vending machines are nutritious.	21.1%	23.9%	10.7%	29.3%	13.5%	25.2%
Bus riders get to school with enough time to eat breakfast.	34.7%	9.7%	46.7%	22.7%	34.3%	15.8%
Cafeterias are calm environments in which to eat.	15.1%	41.1%	43.2%	36.5%	24.9%	55.6%
Students spend too long waiting in line to get their lunches.	11.0%	28.8%	25.3%	60.0%	27.7%	31.7%
Many students bring their lunch from home every day.	11.1%	37.5%	26.4%	54.2%	18.5%	48.8%

Source: Evergreen Solutions Survey Results, 2013.

As can be seen, a majority of all staffing groups responded positively to Question #83 (vending machines availability) and #85 (buses arriving timely) and negatively to Question #82 (service of nutritious and appealing food.)

As shown in **Exhibit 7-2**, in 2010-11, 76.6 percent of TPS students qualified for free or reduced-price meals. Of its peers, only Akron and Dayton City had a higher percent of economically disadvantaged students.

Exhibit 7-2
Enrollment by Student Demographic
2010-11 School Year

District	Economically Disadvantaged? (Y/N)	Enrollment	% of Total Enrollment
Toledo City	N	5,202	23.4%
	Y	17,075	76.6%
Akron City	N	3,458	15.3%
	Y	19,144	84.7%
Cincinnati City	N	9,700	30.3%
	Y	22,309	69.7%
Dayton City	N	1,061	7.5%
	Y	13,113	92.5%
South-Western City	N	8,784	45.4%
	Y	10,553	54.6%
Peer Average	N	**5,641**	**24.4%**
	Y	**16,439**	**75.6%**

District	Economically Disadvantaged? (Y/N)	Enrollment	% of Total Enrollment
Toledo City	N	5,202	23.4%
	Y	17,075	76.6%
Oregon City	N	2,285	59.0%
	Y	1,590	41.0%
Springfield Local	N	2,525	63.8%
	Y	1,434	36.2%
Sylvania City	N	5,999	82.0%
	Y	1,314	18.0%
Washington Local	N	3,091	46.7%
	Y	3,528	53.3%
Peer Average	N	**3,820**	**55.0%**
	Y	**4,988**	**45.0%**

Source: Ohio Department of Education, 2013.

Exhibit 7-3 provides a breakdown of the number and percent of economically disadvantaged students by school from 2008-09 to 2010-11, which is the most recent information available from the Ohio Department of Education.

Exhibit 7-3
Percent of TPS Students Classified as Economically Disadvantaged by School
2008-09 to 2010-11 School Years

School	2010-11 School Year			2009-10 School Year			2008-09 School Year		
	Total Enrollment	Number	Percent	Total Enrollment	Number	Percent	Total Enrollment	Number	Percent
Arlington	422	323	76.6%	427	284	66.5%	413	274	66.3%
Beverly	332	115	34.7%	335	105	31.3%	337	98	29.2%
Birmingham	328	311	94.7%	317	272	85.8%	322	290	90.0%
Bowsher	1341	681	50.8%	1267	418	33.0%	1310	370	28.2%
Burroughs	430	357	83.0%	419	332	79.2%	406	324	79.7%
Business Technology and Industry Academy	278	238	85.5%	50	30	60.0%	165	112	67.8%
Byrnedale	366	196	53.5%	395	199	50.4%	406	192	47.3%
Byrnedale	563	355	63.0%	552	275	49.8%	552	230	41.7%
Chase STEM Academy	202	190	94.1%	224	207	92.5%	207	195	94.2%
DeVeaux	821	590	71.8%	990	609	61.5%	1039	573	55.1%
East Broadway	435	398	91.4%	510	443	86.8%	620	531	85.7%
East Side Central	389	373	>95%	430	396	92.1%	485	449	92.5%
Edgewater	192	152	79.1%	219	144	65.7%	231	164	71.1%
Educare Center TPS Pre-School	65	33	51.4%	114	61	53.6%	76	56	74.3%
Ella P. Stewart Academy for Girls	265	265	>95%	227	199	87.7%	243	229	94.2%
Elmhurst	345	110	31.8%	374	99	26.6%	367	90	24.5%
Fulton Achievement Center	117	117	92.8%	128	104	81.0%	139	116	83.2%
Garfield	343	311	90.7%	384	319	83.1%	422	370	87.6%
Glendale-Feilbach	217	143	66.0%	530	308	58.2%	491	292	59.4%
Glenwood	289	289	>95%	269	249	92.7%	192	182	94.7%
Grove Patterson Academy	372	183	49.1%	387	167	43.2%	394	176	44.7%
Harvard	394	196	49.7%	398	172	43.3%	388	153	39.5%
Hawkins	470	309	65.7%	448	259	57.8%	412	243	58.9%
Jesup W. Scott	260	224	86.3%	52	36	68.9%	243	143	58.9%
Keyser	323	305	94.3%	368	321	87.2%	420	371	88.3%
Lagrange	273	273	>95%	316	291	92.1%	311	292	93.8%
Larchmont	391	258	65.9%	370	192	51.8%	250	143	57.2%
Leverette	368	368	>95%	462	424	91.7%	538	502	93.3%
Longfellow	370	266	71.8%	595	370	62.3%	604	358	59.3%
Marshall	209	209	>95%	217	171	78.8%	236	220	93.4%
McKinley	287	268	93.5%	310	270	86.9%	338	302	89.4%
McTigue	514	403	78.4%	560	369	65.9%	595	372	62.5%
Navarre	399	379	94.9%	414	366	88.3%	417	370	88.7%
Oakdale	455	394	86.7%	465	370	79.5%	459	373	81.3%
Old Orchard	237	193	81.6%	240	150	62.5%	220	171	77.7%
Old West End Academy	287	219	76.2%	301	210	69.6%	298	199	66.8%
Ottawa River	493	290	58.8%	442	210	47.5%	315	149	47.4%
Pickett	370	370	>95%	360	310	86.1%	369	331	89.6%
Raymer	428	387	90.3%	467	375	80.3%	407	323	79.4%
Reynolds	372	348	93.6%	433	367	84.8%	369	334	90.5%
Riverside	371	371	>95%	398	378	94.9%	649	620	>95%
Robinson	400	400	>95%	415	365	88.0%	426	370	86.8%
Rogers	768	468	60.9%	993	496	50.0%	1018	479	47.1%
Rosa Parks	232	232	>95%	269	226	84.0%	348	298	85.7%
Samuel M. Jones at Gunckel Park	307	307	>95%	409	369	90.3%	499	447	89.7%
Scott	124	104	84.0%	574	356	62.0%	130	76	58.6%
Sherman	349	349	>95%	367	349	>95%	507	487	>95%
Spring	288	288	>95%	336	257	76.5%	0		
Start	1271	658	51.8%	1459	528	36.2%	1528	462	30.2%
Toledo Early College	208	92	44.3%	202	59	29.4%	202	43	21.5%
Toledo Technology Academy	165	85	51.5%	160	67	41.6%	160	62	38.6%
Waite	1019	830	81.4%	1031	715	69.3%	1055	666	63.1%
Walbridge	222	222	>95%	254	232	91.3%	253	232	91.5%
Westfield	261	261	>95%	293	270	92.1%	281	265	94.3%
Whittier	221	168	75.9%	547	366	66.9%	600	416	69.3%
Woodward	706	595	84.3%	751	532	70.9%	745	461	61.9%

Source: Compiled by Evergreen based on data obtained from the Ohio Department of Education, February 2013.

As shown in **Exhibit 7-3**, for 2010-11, 25 campuses had greater than 90 percent of the student population classified as economically disadvantaged. Only five campuses had less than 50 percent of the population classified as economically disadvantaged.

7.1 FOOD SERVICE ORGANIZATION AND STAFFING

TPS elected to prepare meals centrally in its Commissary and deliver prepared and pre-packaged meals or menu components to the schools for heating and serving. This practice has been in place for many years. Therefore, when the district built or renovated schools in recent years, the kitchens and preparation areas were designed and built to handle only minimal reheating and preparation activities, as opposed to full-service, scratch cooking. Each kitchen is equipped with warming ovens, a walk-in freezer and cooler, and tray washers. Each kitchen also has a dry storage area for storage of non-perishable food items, disposable wear, and other supplies used for preparing and serving meals.

Since March 2012, the State of Ohio Department of Agriculture Division of Food Safety licenses and inspects the Commissary as a Frozen Food Establishment.

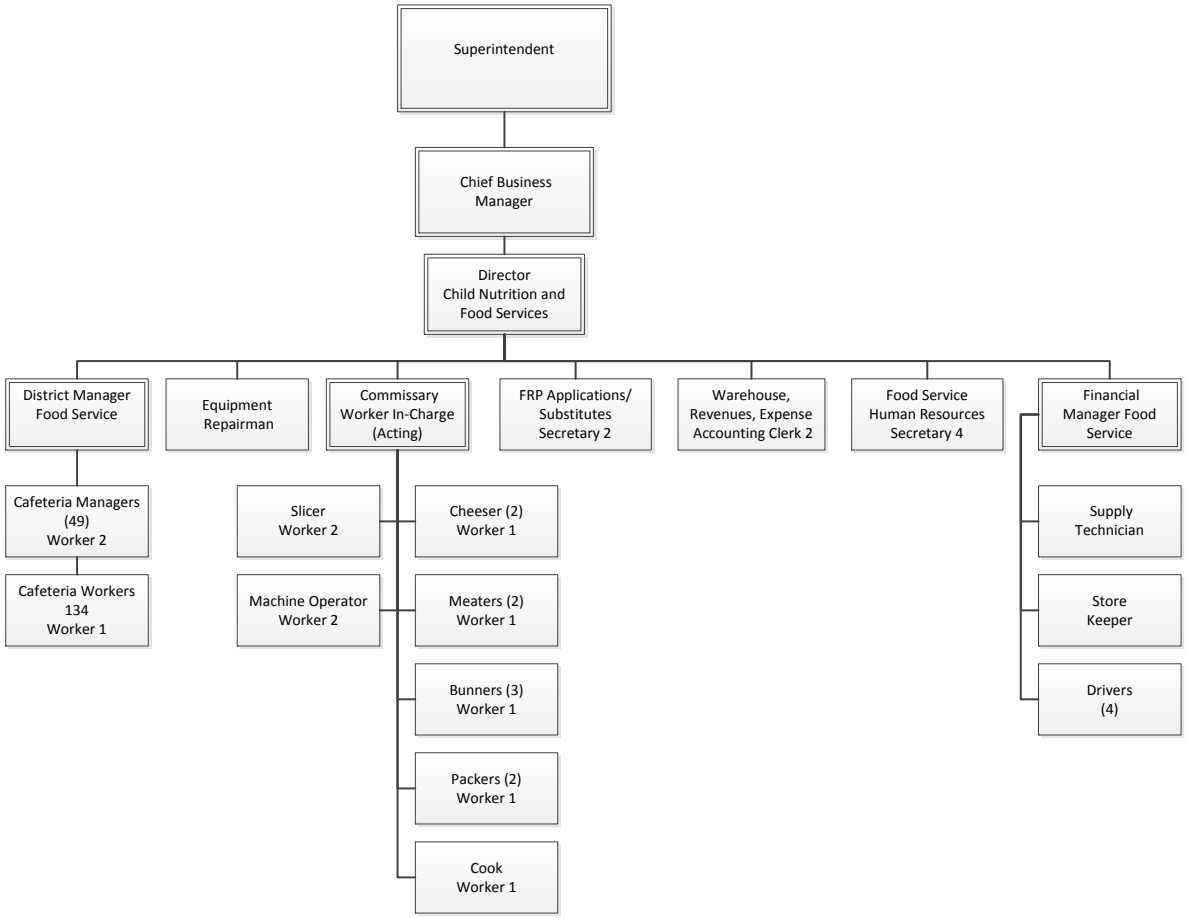
The Toledo/Lucas County Health Department licenses and inspects campus kitchens and cafeterias. Elementary schools have a Non-Commercial Class 3 License that allows them to reheat prepackaged food only once. High schools have a Non-Commercial Class 4 License that allows them to reheat some food items more than once; they also are able to offer food items in bulk that are not prepackaged.

The Commissary prepares no breakfast items, but instead focuses on the preparation of lunch menu items for elementary schools, and sandwiches for high schools. Breakfast items and most high school lunch menu items are purchased directly from commodity lists and vendors. High schools assemble breakfasts and the federally reimbursable Type A lunch meals on site.

Pre-cooked and packaged menu items as well as menu items prepared by the Commissary staff, are stored at the Warehouse in the two main freezers or the cooler until ordered by the school kitchens at the Warehouse. Fresh produce, milk and bread are delivered directly to the schools on a rotating schedule by the assigned vendors.

The organizational structure of the Food Service Department is shown in **Exhibit 7-4.** Commissary workers and campus-level cafeteria managers and workers work 9.5 months of the year. The Accounting Clerk II in the central office works 10 months of the year, and all other warehouse and administrative staff work 12 months of the year. Although the drivers and the Store Keeper are 12-month employees, these individuals work for Food Service for 10 of the 12 months and for the Logistics/Delivery Foreman in the district's main warehouse during the summer months.

Exhibit 7-4
TPS Food Service Organizational Chart
2012-13



Source: Toledo Public Schools, 2013.

As shown above, the Child Nutrition and Food Service Director (Director) has seven direct reports. In addition to overseeing the work of these seven individuals, the Director prepares the monthly menus, places commodity and vendor orders based on menu selections, and reviews the reports and supporting documentation accumulated and prepared by his staff before he submits the reports to management or to the State.

The Toledo School Board created an ad hoc Food Service Committee of the Board to examine ways to improve the program's effectiveness, increase participation and revenues, and reduce costs. In addition to receiving reports on recent changes to the federal program requirements, the Committee has addressed the need for meal price increases, monitored and recommended the expansion of the universal breakfast pilot program, discussed ways for making the cafeterias more inviting, and examined the potential for outsourcing the operation.

The Warehouse and Commissary are currently staffed by 19 individuals, including a Commissary Worker In-Charge and 12 cafeteria workers, four drivers, a Store Keeper, and a Supply Technician. In addition, the department includes a Equipment Repairman who performs maintenance functions for all food service locations.

The Store Keeper and Supply Technician continually retrieve the food and supply items used by the Commissary to assemble meals or menu items from storage areas. They return boxes of completed meals and menu items to the storage areas once Commissary assembly is complete. They also maintain the inventory, receive incoming vendor orders and stage food and supplies to be delivered each day on the driver routes.

The Commissary assembles prepared food and package in food for delivery to the campuses. Assembly lines are staffed so that workers contribute one or more food items to the menu item or sandwich. The food continues down a conveyor belt into one of two packaging machines—one places a loose plastic wrap around such food items as sandwiches; and another places a tight plastic seal over the top of food in disposable containers. Workers then place sealed food containers into boxes that are marked with the name of the food item and the number of containers per box. When the Commissary has assembled a pallet of boxed meals, warehouse workers use a forklift to move the pallet into the cooler or freezers for storage, pending delivery to the schools.

Weekly Warehouse and Commissary orders are placed by cafeteria managers, and deliveries are made to the campuses by four delivery trucks and drivers. Elementary school cafeteria managers place their orders two full weeks in advance of the week in which the food will be served. In addition to the normal supply orders, high school cafeteria sandwich orders are placed two days in advance of the need date.

The drivers run alternating routes to the schools as shown in **Exhibit 7-5**, and make daily deliveries of sandwich orders to the high schools.

Exhibit 7-5
Delivery Routes*
2012-13

Truck	A	B	C	D	E
1	Mayfair @ Westfield Bldg. Stewart Marshall	Waite Garfield	Raymer Navarre	Birmingham Jones	East Broadway Oakdale
2	Start Longfellow TTA Devilbiss Pre	Rosa Parks Whittier	Elmhurst McKinley Deveaux	King Pickett Hawkins	Larchmont Old Orchard Grove Patterson
3	Mctigue Rogers Keyser	Beverly Bowsher Byrnedale	Reynolds Glendale Feilbach Crossgates Pre	Harvard Walbridge	Arlington Burroughs
4	Glenwood Old West End	Scott Woodward Leverette	Robinson Sherman	Riverside Spring	Chase Edgewater Ottawa River

Source: TPS Food Service Department, 2013.

*revised 8/12/12

The chart makes it appear that schools in the A Group are delivered on Monday, B Group on Tuesday, and so on. If, however, there is a school holiday, the deliveries are made the next working day, and all schedules shift from that point forward—meaning what was delivered on Monday will now be delivered on Tuesday until another holiday occurs.

Exhibit 7-6 displays a sample elementary lunch menu from February 2013. The delivery routes are shown on the same line as the calendar date.

Exhibit 7-6
TPS Elementary Lunch Menu
February 2013

Monday	Tuesday	Wednesday	Thursday	Friday
Fat FreeChocolate, FFStrawberry,	1%White Milk	*Meat on Pizzas Contain Pork*	Margarine Served w/Bread	Menu Subject to Change
				D 1 Breaded Chicken Patty on a Wheat Bun w/Amer. Ch Buttered Corn Fresh Fruit or Fruit Cup Orange Juice Assorted Milk
E 4 Beef Teriyaki Hamburger on a Hawaiian Sweet Bun Mini Carrots w/Ranch Dressing Fresh Fruit or Fruit Cup Orange Juice Assorted Milk	A 5 Beef Hot Dog on a W G Bun Baked Beans Fresh Fruit or Fruit Cup Orange Juice Assorted Milk	B 6 Breaded Chicken Nuggets Slice of Whole Grain Bread Buttered Corn Fresh Fruit or Fruit Cup Orange Juice Assorted Milk	C 7 Cheese or Pepperoni Pizza on a Whole Wheat Crust Tossed Salad w/Romaine Lettuce Petite Banana or Fruit Cup Orange Juice Assorted Milk	D 8 Salisbury Steak w/Amer. Cheese on Whole grain Bun Broccoli Buds w/Ranch Dressing Fresh Fruit or Fruit Cup Orange Juice Assorted Milk
E 11 Sloppy Joe w/Cheese on a Whole Grain Bun Mini Carrots w/Ranch Dressing Fresh Fruit or Fruit Cup Orange Juice Assorted Milk	A 12 Taco Meat w/Cheese Refried Beans Reduced Fat Doritos Sliced Apple Orange Juice Assorted Milk	B 13 Toasted Cheese on Whole Wheat Bread Potato Rounds Fresh Fruit or Fruit Cup Orange Juice Assorted Milk	C 14 Cheese or Pepperoni Pizza on a Whole Wheat Crust Tossed Salad w/Romaine Lettuce Petite Banana or Fruit Cup Orange Juice Assorted Milk	D 15 Baked Macaroni & Cheese Green Beans Slice of Whole Grain Bread Fresh Fruit or Fruit Cup Orange Juice Assorted Milk
X 18 PRESIDENT'S DAY No School	E 19 Beef & Bean Burrito Sliced Apple or Fruit Cup Orange Juice Assorted Milk	A 20 Popcorn Chicken Buttered Corn Slice of Whole Grain Bread Fresh Fruit or Fruit Cup Orange Juice Assorted Milk	B 21 Cheese or Pepperoni Pizza on a Whole Wheat Crust Tossed Salad w/Romaine Lettuce Petite Banana or Fruit Cup Orange Juice Assorted Milk	C 22 Toasted Cheese on Whole Wheat Bread Potato Rounds Fresh Fruit or Fruit Cup Orange Juice Assorted Milk
D 25 Ham & Cheese Stromboli Mini Carrots w/Ranch Dressing Fresh Fruit or Fruit Cup Orange Juice Assorted Milk	E 26 Taco Meat w/Cheese Refried Beans Reduced Fat Doritos Sliced Apple Orange Juice Assorted Milk	A 27 Beef Hot Dog on a W G Bun Seasonned fries Fresh Fruit or Fruit Cup Orange Juice Assorted Milk	B 28 Cheese or Pepperoni Pizza on a Whole Wheat Crust Tossed Salad w/Romaine Lettuce Petite Banana or Fruit Cup Orange Juice Assorted Milk	MARCH C 1 Bean & Cheddar Burrito Orange Slices Fruit Cup Assorted Milk

"THIS INSTITUTION IS AN EQUAL OPPORTUNITY PROVIDER AND EMPLOYER."

Source: TPS website http://www.tps.org/images/stories/Schools/lunch_menus/2012-2013/feb%20-%20elementary%20lunch%20menu.pdf, 2013.

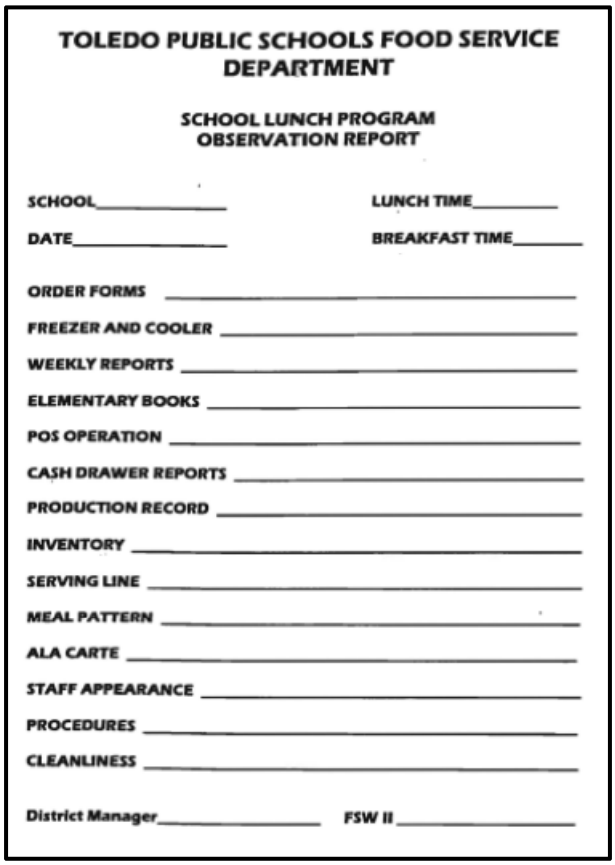
The use of an "X" next to the date indicates that the school is closed on that date, and therefore the delivery will shift to the next working day. For example, February 18, 2012 was a school holiday, so from that point forward on the calendar, all delivery schedules shift forward one day.

FINDING

Food Service administrators do not routinely or frequently visit each of the campus cafeterias and the Director does not routinely interact with campus administrators to foster collaboration between the campus administrators and staff and the cafeteria workers.

The Food Service District Manager supervises and evaluates 49 cafeteria managers who supervise another 134 cafeteria workers. Among the District Manager's responsibilities are the receiving and auditing of each campus's weekly production reports and monthly inventory sheets, reviewing each campus order form, signing off on all time sheets and leave requests, providing mentoring and training for all cafeteria staff, and assisting cafeteria managers on handling employee disciplinary issues, which includes attending related hearings. Annually, the District Manager observes and prepares a formal observation report (See **Exhibit 7-7**) for each cafeteria manager, which becomes part of the annual evaluation.

Exhibit 7-7
TPS School Lunch Program Observation Report



TOLEDO PUBLIC SCHOOLS FOOD SERVICE DEPARTMENT

SCHOOL LUNCH PROGRAM OBSERVATION REPORT

SCHOOL_____ LUNCH TIME_____

DATE_____ BREAKFAST TIME_____

ORDER FORMS _____

FREEZER AND COOLER _____

WEEKLY REPORTS _____

ELEMENTARY BOOKS _____

POS OPERATION _____

CASH DRAWER REPORTS _____

PRODUCTION RECORD _____

INVENTORY _____

SERVING LINE _____

MEAL PATTERN _____

ALA CARTE _____

STAFF APPEARANCE _____

PROCEDURES _____

CLEANLINESS _____

District Manager_____ FSW II _____

Source: TPS Food Service Department, February 2013.

Because of the large number of observations that must be performed each year, the District Manager will often conduct the observations in conjunction with other campus visits. Because many of the District Manager's campus visits are made to address problems or concerns, however, some kitchens with fewer personnel issues are not visited as frequently. In the past, two District Managers split this duty. Since the elimination of a second District Manager, the Director said that he now assists the District Manager with about four or five annual observations and helps with the delivery of the final evaluations.

Cafeteria managers were interviewed during visits to six cafeterias and in focus group sessions with a select group of high school and elementary school cafeteria managers. Managers repeatedly expressed concerns about their working relationships with campus administrators and staff. Examples of their concerns, which appear to be outside of a cafeteria worker's ability to control, are such things as the waste caused when the cafeteria is not informed of field trips, discipline issues in the lunch rooms, student theft of food in the lunch lines, and vending machines left on during the lunch hours.

Weekly Production Records, submitted by the cafeteria managers, list the number of food items that were disposed of at the end of the day. At the elementary schools, where packaged food can only be reheated once, an inaccurate estimate of meals to be served results in waste as all uneaten meals must be thrown away. At one campus, inaccurate meal counts from the campus administration resulted in the disposal of 100 meals over a period of three days. At another campus, an unannounced field trip resulted in the disposal of 45 meals in a single day. While cafeteria managers said they speak with the campus staff and teachers about these issues, they said that on some campuses, this is a continual problem.

The Director said he only infrequently visits the campuses, but provided examples of times when the Chief Business Manager intervened to try to address problems or issues, such as the division of responsibility for discipline in the lunchrooms. The Director has the authority and responsibility to work with campus administrators on these issues, and more frequent campus visits would be one way to promote collaboration and mutual respect in and among the workers and the campus administrators and staff.

RECOMMENDATION

Recommendation 7-1:

Require the Director to make more frequent campus visits and cafeteria observations as a way to build a mutual spirit of collaboration in and among cafeteria workers and campus administrators, and to increase the level of cafeteria supervision.

At a minimum, the Director should assume at least 40 percent of the annual cafeteria observations currently being conducted by the District Manager. Routine campus visits should include time with the administrators to discuss ways to increase nutrition awareness among the staff and students, to increase administrator awareness of federal requirements, and to share mutual concerns and issues so that amicable resolutions can take place.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Warehouse staff conduct an inventory four times a year and the process used for maintaining that inventory has a tight system of internal controls.

The Warehouse Supply Technician's primary job is inventory control. Along with the Warehouse Store Keeper, these two individuals are responsible for receiving and disbursing goods from the warehouse, and maintaining the inventories.

As vendor orders come in, the Supply Technician and Store Keeper jointly unload the trucks, count the inventory, and mark the paperwork received. US Foods, the district's primary food provider, makes deliveries on Monday, Wednesday and Friday. Gordon Food Service delivers the hot breakfast items each Tuesday. AdvancePierre uses independent drivers to deliver packing boxes, dishes, beef crumble, premade sandwiches and the like. These deliveries are intermittent—usually only once every two to three months.

The Supply Technician enters the inventory into the computer as it is received. The Finance Manager takes the inventory out as it is delivered to schools or as the Commissary uses the goods.

On a daily basis, the Store Keeper manually tracks all of the goods that she moves to the Commissary for assembly or retrieves from the Commissary once menu items are assembled and boxed. The Supply Technician then goes into the cooler/freezers and verifies the inventory used as well as the production totals against the manual log maintained by the Store Keeper. If the inventory and documents do not match, the Store Keeper, Supply Technician, and the Commissary Worker In-Charge meet to resolve the differences. The final numbers are given to the Finance Manager, who enters the inventory into the system.

At the end of each day, the Commissary Worker In-Charge leaves the Supply Technician a list of the inventory items that the Commissary will need the next day. First thing in the morning, the request from the Store Keeper begins filling the Commissary order.

Each day, the Supply Technician and the Store Keeper pull and stage all of the items to be delivered to the schools the following day. Because the food items must be kept at constant temperatures, the items are staged inside of the freezer nearest to the loading docks, but are not set out on the loading docks until the morning of delivery.

By 6:00 AM all school orders are moved to the loading dock, ready for the delivery drivers to pick up. Each driver receives a site sheet showing the number and type of items to be delivered to each school for that day. They load the trucks and begin the delivery process.

If campuses need additional items from the Warehouse, either because they did not include the item on the normal order form or because they have run low on some specific items, the cafeteria manager calls the office and the office staff complete a "pink slip," which is a half sheet of pink paper where the requested inventory item is listed. The cafeteria manager must physically come to the Warehouse to pick up what they need. Occasionally drivers will drop items off if they are passing by a school. Technically, however, drivers are not to make exceptional deliveries to schools unless it is because the Warehouse was out of a menu item at the time of normal delivery. The cafeteria manager has to sign for the item, and again, these item deliveries are recorded in the inventory system.

The Warehouse conducts an inventory four times a year. The Supply Technician indicated that the inventory done three years ago, prior to the implementation of this process, contained 26 pages of variances, with 12 variances per page. She implemented the current system of daily checks and balances, and with each change, the variances have declined. In the last year, the inventory resulted in only one variance—a missing box of gloves. While impressive, staff indicated that the goal is to have zero variances on a consistent basis.

COMMENDATION

The process currently used by Warehouse staff to maintain the Food Service inventory contains daily checks and balances that prevent losses and ensure that the inventory is accurate not only four times a year, but on a continuous basis.

FINDING

All but two school cafeterias, Harvard and Glendale, now have activated alarms on the freezers and coolers, yet it appears that procedures do not exist for alerting appropriate individuals when the temperature in a unit is not holding.

At each campus and at the Central Food Service Warehouse, menu items are stored in the freezers and coolers. At the campus level, food items are stored for up to one week before the food is prepared and served. As part of normal cafeteria operations, Health Department regulations require that both cold and hot food be held/stored at specified temperatures. For example, cold foods must be stored at 41 degrees or lower and frozen foods must be kept below freezing, preferably between zero and 10 degrees.

The Food Service Director said that Central Warehouse alarms sound in the Security Office and he is notified day or night so that immediate action can be taken. According to the Maintenance Department, a new system has been installed for energy management purposes on all but two campuses. This system also monitors the cooler and freezer temperatures. When temperatures rise above a certain level, Maintenance staff can see the temperature changes and an audible alarm sounds in the main Security Office. Since the system has only been in place for a short while, not all parties involved in the monitoring and notification process are fully aware of their roles and responsibilities. For example, a recent outage at Bowsher High School resulted in food

losses. The cafeteria manager discovered the outage on Monday morning and immediately called the Central Warehouse to alert them to the need for replacement food items, and the like.

RECOMMENDATION

Recommendation 7-2:

Implement districtwide procedures for more timely notification when freezer or coolers experience a rise in temperatures and immediately install or activate the alarm systems on the last two campuses not yet monitored.

All parties, including individuals from Food Service, Maintenance, and Security should meet to discuss the role and responsibility of each group in the timely notification process. Once agreed to, procedures should be formally documented and implemented. Should undetected outages result in further losses to Food Service, the Chief Business Manager should intervene to determine where the procedure failed and take remedial action.

FISCAL IMPACT

This recommendation can be implemented with existing resources, and could produce savings from reduced waste caused by outages.

FINDING

The demand for substitute workers in the cafeterias due to unfilled vacancies, long-term illnesses, and other staff leave often exceeds the number of substitutes available to work.

TPS does not hire individuals directly into a permanent position, but instead hires substitutes at a rate of $7.85 per hour. When permanent vacancies occur, management posts the job internally, and substitutes can then bid on the permanent position. At $7.85 per hour with no guarantee of hours, however, management indicated that only a few applicants apply for substitute positions.

At the time of the on-site review, documentation indicated that 13 cafeteria worker positions were vacant. Management said that some of the substitutes are not interested in taking a regular TPS position, as this is a second job for them, and they do not want to leave their permanent position. According to management, the vacancies are posted internally, but there are not enough qualified substitutes willing to bid on those positions, and other TPS regular cafeteria workers are not interested in bidding on specific positions, because of either location or pay.

Substitutes, like many cafeteria workers, work fewer than 25 hours per week, and are therefore not eligible for benefits. Once a substitute has worked more than 90 days since starting to work for the district, they are eligible for sick leave. In addition, substitutes are eligible for holiday pay if they work the day before and day after the holiday.

As shown in **Exhibit 7-8**, during the last week in November and three weeks in December 2012, cafeterias used 1,755.75 substitute hours. Assuming that each substitute works an average of five hours per day, this equates to a need for approximately 18 substitutes per day.

Exhibit 7-8
Substitute Hours by School
in Toledo Public Schools

School	11/26/12 to 11/30/12	12/3/12 to 12/7/12	12/10/12 to 12/14/12	12/17/12 to 12/21/12	Total
Arlington					0
Beverly		9.5		8.25	17.75
Birmingham			11		11
Bowsher HS				4	4
Burroughs	24	30.5	20.5	25.25	100.25
Byrnedale	26.5	25.5	25	38.5	115.5
Chase	4.75	4.75		9.5	19
Deveaux		3.75			3.75
Devilbiss HS					0
E Broadway			5		5
Edgewater	17.5	17.5	17.75	19	71.75
Elmhurst	4	5			9
Garfield					0
Glen. Feil Bach	4.25	9			13.25
Glenwood					0
Grove Patterson		11	5.25		16.25
Harbor-Mayfair					0
Harvard	3		3		6
Hawkins		9.5		5	14.5
Keyser	28.25	28.25	28.25	28.25	113
King					0
Larchmont			23.5	23.5	47
Leverette	27	26.5	27	27	107.5
Longfellow	61.75	29	24.75	27	142.5
Marshall			4.75		4.75
McKinley	4.75		4.25		9
McTigue				5.5	5.5
Navarre	23.5	23	18	23.5	88
Oakdale	15.75			4.75	20.5
Old Orchard	10.5	19	13		42.5
Old West End					0
Ottawa River	11.5			5.25	16.75
Pickett		5.25	20.25	25.25	50.75
Raymer	12.75	3.5		9	25.25
Reynolds		21.75		9	30.75
Riverside	13.5				13.5
Robinson		5			5
Rogers HS	20	20	20	20	80
Rosa Parks	5	4	4		13
Samuel Jones				4.75	4.75
Scott HS					0
Sherman		5.25	9		14.25
Spring		5.25		9	14.25
Start HS					0
Stewart		15.75			15.75
Waite HS	20	25.5	24	20	89.5
Walbridge	55.5	50.75	48.25	48.75	203.25
Whittier			10.25		10.25
Woodward HS	24	38.25	40	40	142.25
Commissary	17		22.25		39.25
TOTAL	**434.75**	**452**	**429**	**440**	**1,755.75**

Source: TPS Food Service Department, 2013.

At the time of the on-site review, there were 27 individuals on the substitute list, of which approximately 24 were accepting work when called with some regularity. Recently, management used Commissary workers to fill cafeteria vacancies, resulting in a need for overtime work on Saturdays to meet the Commissary orders.

Cafeteria managers said that a substitute, in some instances, is only able to perform a limited number of tasks as they are not familiar with the school, they have not been adequately trained, and some are not qualified or able to perform tasks that are more complex.

RECOMMENDATION

Recommendation 7-3

Work with the Human Resources Department to establish a larger pool of viable substitutes, and negotiate a process for posting regular vacancies to the outside when no bids are received internally.

The need for a more efficient system for hiring regular cafeteria workers is evidenced by the fact that vacancies are not being filled in a timely manner. The first priority should be hiring a qualified pool of substitutes, and then grooming those individuals to take on regular positions/duties as soon as possible. However, when there are no viable candidates to fill regular positions, either from the substitute pool or by other cafeteria workers, TPS should post those positions to the public so that cafeterias can operate more effectively.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

TPS does not use a meals per labor hour (MPLH) metric as the basis for staffing its cafeterias; rather staffing is based on the number of students in the school, rather than the number of meals served. This practice has, in some instances, led to inefficient and potentially inequitable staffing at the campuses.

Productivity is measured in meals produced for labor hours worked. When more meals are produced in an hour, the labor cost for each meal is reduced. This means there is more money available to spend in other areas (food, supplies, and equipment).

A meal equivalent is the rate used to compare the amount of labor needed to prepare one lunch with the labor needed to prepare breakfasts, snacks, or a la carte. School lunch is used as the basis of comparison because it is the main source of revenue and it takes the most time to prepare; one lunch equals one meal equivalent.

Determining a meal equivalent can be impacted by several factors, but the following guidelines were agreed to by the TPS Food Service Finance Manager in calculating meal equivalents:

- 1 lunch = 1 meal equivalent
- 3 breakfasts = 2 meal equivalents
- $2.20 of a la carte sales at the high schools; $1.80 of a la carte sales at the elementary schools = 1 meal equivalent

Exhibit 7-9 shows the meals and the calculated meal equivalents (MEs) for each of the schools for the 2012-13 school year, through the end of December 2012. An average of 78.4 serving days is used for all campuses, which could result in some variances if the actual number of serving days were applied to each campus individually. Further, the hours shown in the exhibit by campus represent regular scheduled hours at each kitchen. There are, however, additional hours being worked at each of the elementary campuses for the preparation and additional serving times related to the Universal Free Breakfast Program.

As shown, the total number of meals and meal equivalents vary widely between schools, with 23 schools operating below the district's MPLH average of 21.4 and 26 operating above that average. This, however, does not tell the whole story. Since meals are prepared centrally, the hours spent by the Commissary staff as well as the Warehouse workers and drivers must be considered in the equation. Additionally, cafeteria workers at the elementary schools are being paid an additional one-half hour per day on those days when a hot breakfast is served, which is not included in the regular hours shown above. Most schools offer a hot breakfast three days per week; however, four schools offer a hot breakfast five days a week. When the average hours worked districtwide for breakfast service are added into the equation, the district is serving, on average, approximately 17.96 meals per labor hour worked.

The standard MPLH for child nutrition programs preparing meals from scratch is between 16 and 19 meals per labor hour, with higher standards of 20 to 24 meals per labor hour applying to schools in districts with central kitchens.

Assuming that a mid-level MPLH standard would apply, **Exhibit 7-10** calculates the actual number of hours needed at each campus to achieve 22 MPLH at all campuses.

Adding to this the 42.5 in average hours worked per day when hot breakfasts are served, this analysis shows that TPS is using 66.4 labor hours per day more than would be needed to sustain a 22 MPLH standard. In addition to trimming the total number of hours worked, this analysis indicates that there is a need to reallocate staff hours to the schools that are operating understaffed. Additionally, two schools would not be able to reduce staffing to the recommended levels, as a minimum number of people are needed to prepare and serve the meals.

RECOMMENDATION

Recommendation 7-4:

Establish meals per labor hour(MPLH) standards for each school and annually adjust staffing hours to achieve those standards.

Exhibit 7-9
Toledo Public Schools
Average Number of Meal Equivalents and Regular Labor Hours Per Day
2012-13 Year To Date

School Name	Average Daily Lunch MEs	Average Daily Breakfast MEs	Average Daily A La Carte MEs	Average Daily Total MEs	Regular Daily Labor Hours	Meals Per Labor Hour
TTA/Devilbiss	108.9	15.8	11.1	135.7	10.25	13.2
Rogers HS	285.1	47.6	45.5	378.3	26.00	14.5
Byrnedale/Crossgate	221.7	79.3	1.7	302.7	20.50	14.8
Glenwood	201.4	88.5	13.4	303.3	20.00	15.2
Glendale-Feilbach	219.3	85.9	7.3	312.6	19.75	15.8
Grove Patterson	167.7	77.3	6.1	251.0	15.50	16.2
Mayfair	98.2	49.0	0.0	147.3	9.00	16.4
Harvard	212.9	94.1	5.9	312.9	19.00	16.5
Edgewater	135.1	91.3	5.7	232.1	14.00	16.6
Scott HS	339.8	167.5	61.6	569.0	33.50	17.0
Woodward HS	403.4	76.5	67.7	547.7	32.00	17.1
Elmhurst	160.0	91.4	18.0	269.4	15.00	18.0
Ottawa River	230.6	96.4	24.0	351.0	19.50	18.0
King	196.3	94.2	4.1	294.6	16.00	18.4
Waite HS	482.5	46.8	185.5	714.8	37.00	19.3
Rosa Parks	212.1	103.8	3.0	318.9	16.25	19.6
Stewart	206.1	106.8	5.2	318.2	16.25	19.6
Keyser	218.9	83.0	16.8	318.7	16.00	19.9
Start HS	631.9	39.3	100.1	771.3	38.00	20.3
Hawkins	225.6	113.0	2.6	341.3	16.50	20.7
Chase	229.5	101.0	8.4	338.9	16.25	20.9
Pickett	231.8	103.6	12.5	348.0	16.50	21.1
Deveaux	224.5	106.2	8.5	339.2	16.00	21.2
AVERAGE 21.4 MPLH						
Garfield	312.6	112.0	15.1	439.7	20.25	21.7
Robinson	309.7	127.4	16.2	453.3	20.75	21.8
OWEA	228.2	87.5	4.5	320.2	14.50	22.1
Bowsher HS	548.1	52.0	196.8	796.9	36.00	22.1
Reynolds	290.4	157.4	14.0	461.8	20.75	22.3
Oakdale	293.8	60.0	1.1	354.9	20.50	22.5
Sherman	288.9	169.5	2.5	461.0	15.75	22.5
Beverly	210.6	85.3	54.5	350.4	15.75	22.6
Old Orchard	239.1	113.7	2.8	355.6	15.50	22.6
Burroughs	287.2	76.4	8.7	372.3	15.75	23.6
McKinley	244.7	112.0	14.7	371.3	15.75	23.6
Riverside	352.8	155.0	5.5	513.2	21.25	24.2
Larchmont	268.6	111.8	7.9	388.3	15.50	25.1
Navarre	405.5	122.8	7.6	535.8	21.25	25.2
Spring	254.7	128.6	19.4	402.7	15.75	25.6
Marshall	284.5	118.8	10.6	413.9	16.00	25.9
Whittier	381.7	145.4	11.9	539.0	20.75	26.0
Raymer	423.5	120.4	15.0	558.9	21.25	26.3
McTigue	315.6	135.5	1.2	452.3	17.00	26.6
Walbridge	280.5	118.1	17.5	416.1	15.50	26.8
Longfellow	397.9	159.7	7.0	564.7	20.75	27.2
Arlington	287.0	118.6	19.2	424.8	15.50	27.4
Jones	282.1	154.1	3.6	439.8	16.00	27.5
East Broadway	353.2	118.9	8.8	480.9	16.75	28.7
Leverrette	320.1	152.6	14.1	486.7	16.50	29.5
Birmingham	318.3	182.3	4.6	505.2	16.75	30.2
Total	**13,822.7**	**5,154.2**	**1,099.4**	**20,076.31**	**936.50**	**21.4**
Avg. Additional .5 Breakfast Hours					**42.50**	
Commissary					**91.00**	
Warehouse and Drivers					**48.00**	
Adjusted Total MPLH					**1,118.00**	**17.96**

Source: Calculated by Evergreen based on information supplied by TPS Food Service Finance Manager, 2013.

Exhibit 7-10
Labor Hours Needed to Achieve 22 MPLH
in Toledo Public Schools

School Name	Average Daily Total MEs	Current Meals Per Labor Hour	Current Regular Daily Labor Hours	Labor Hours Needed to Achieve 22 MPLH	Difference in Total Daily Labor Hours
TTA/Devilbiss	135.7	13.2	10.3	6.2	-4.1
Rogers HS	378.3	14.5	26.0	17.2	-8.8
Byrnedale/Crossgate	302.7	14.8	20.5	13.8	-6.7
Glenwood	303.3	15.2	20.0	13.8	-6.2
Glendale-Feilbach	312.6	15.8	19.8	14.2	-5.5
Grove Patterson	251.0	16.2	15.5	11.4	-4.1
Mayfair	147.3	16.4	9.0	6.7	-2.3
Harvard	312.9	16.5	19.0	14.2	-4.8
Edgewater	232.1	16.6	14.0	10.5	-3.5
Scott HS	569.0	17.0	33.5	25.9	-7.6
Woodward HS	547.7	17.1	32.0	24.9	-7.1
Elmhurst	269.4	18.0	15.0	12.2	-2.8
Ottawa River	351.0	18.0	19.5	16.0	-3.5
King	294.6	18.4	16.0	13.4	-2.6
Waite HS	714.8	19.3	37.0	32.5	-4.5
Rosa Parks	318.9	19.6	16.3	14.5	-1.8
Stewart	318.2	19.6	16.3	14.5	-1.8
Keyser	318.7	19.9	16.0	14.5	-1.5
Start HS	771.3	20.3	38.0	35.1	-2.9
Hawkins	341.3	20.7	16.5	15.5	-1.0
Chase	338.9	20.9	16.3	15.4	-0.8
Pickett	348.0	21.1	16.5	15.8	-0.7
Deveaux	339.2	21.2	16.0	15.4	-0.6
Garfield	439.7	21.7	20.3	20.0	-0.3
Robinson	453.3	21.8	20.8	20.6	-0.1
OWEA	320.2	22.1	14.5	14.6	0.1
Bowsher HS	796.9	22.1	36.0	36.2	0.2
Reynolds	461.8	22.3	20.8	21.0	0.2
Oakdale	354.9	22.5	15.8	21.0	0.5
Sherman	461.0	22.5	20.5	16.1	0.4
Beverly	350.4	22.6	15.5	16.2	0.4
Old Orchard	355.6	22.6	15.8	15.9	0.4
Burroughs	372.3	23.6	15.8	16.9	1.1
McKinley	371.3	23.6	15.8	16.9	1.2
Riverside	513.2	24.2	21.3	23.3	2.1
Larchmont	388.3	25.1	15.5	17.6	2.1
Navarre	535.8	25.2	21.3	24.4	3.1
Spring	402.7	25.6	15.8	18.3	2.6
Marshall	413.9	25.9	16.0	18.8	2.8
Whittier	539.0	26.0	20.8	24.5	3.8
Raymer	558.9	26.3	21.3	25.4	4.2
McTigue	452.3	26.6	17.0	20.6	3.6
Walbridge	416.1	26.8	15.5	18.9	3.4
Longfellow	564.7	27.2	20.8	25.7	4.9
Arlington	424.8	27.4	15.5	19.3	3.8
Jones	439.8	27.5	16.0	20.0	4.0
East Broadway	480.9	28.7	16.8	21.9	5.1
Leverrette	486.7	29.5	16.5	22.1	5.6
Birmingham	505.2	30.2	16.8	23.0	6.2
TPS Districtwide	**20,076.31**	**21.4**	**936.5**	**912.6**	**-23.9**

Source: Calculated by Evergreen based on information supplied by TPS Food Service Finance Manager, 2013.

Establishing a meals per labor hour standard (MPLH) at each school, based on the conditions and preparation required, and working to achieve those standards is a critical step and maintaining an efficient, self-sustaining food service operation.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

Using the average hourly rate for a cafeteria worker of $12.09, and assuming that the two schools with very low numbers of meals served could not further reduce staffing, the estimate of possible staff hour reductions per day is lowered to 56 hours per day. Based on these assumptions, the following cost savings is possible:

Starting Hourly Rate	Hours Per Day	Daily Savings (Salary Only)	# of Working Days	Savings Per Year	Benefit Rate	Benefit Savings at 18.6% of Salary	Total Annual Savings
$12.09	56	$677	175	$118,482	18.60%	$22,038	$140,520

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Establish Meals per Labor Hour Standards for Each School	$140,520	$140,520	$140,520	$140,520	$140,520

FINDING

TPS officials are monitoring the Universal Free Breakfast Program; however, continued diligence in monitoring the program is required.

The Universal Free Breakfast Program is increasing participation rates across the district, and there is evidence that the program is accomplishing its goal of ensuring that all children are given an opportunity for a healthy breakfast. Additionally, it appears that the district is increasing its federal reimbursements based on the higher participation rates.

There are, however, a number of schools with lower numbers of students who are eligible for the free or reduced price meal programs that are not profitable because few federal dollars can be claimed for those campuses. TPS officials expected this from the onset, but felt that the very high number of children in poverty at other campuses would offset these losses.

This has, for the most part, happened. However, this offsetting cost could become a cause for concern if participation trends are not maintained.

Some districts are using alternative methods of meal delivery that help to increase or maintain high breakfast participation numbers, including serving breakfast in the classrooms, grab and go breakfasts and the like. These alternatives are options that TPS has explored and in some cases,

rejected for a number of reasons. They are, however viable options that may need to be revisited over time to ensure that participation rates and financial profitability trends are maintained.

RECOMMENDATION

Recommendation 7-5:

Explore alternative breakfast delivery systems and implement programs that will maintain or grow breakfast participation in the future.

In light of Food Service's deficit operating condition, TPS must remain vigilant in its efforts to maintain or increase breakfast participation rates. Therefore, exploring the possibilities in collaboration with teachers and principals is necessary.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

As noted above, cafeteria workers at the elementary level are routinely paid for an additional half hour per day when serving a hot breakfast; however, this amount is manually paid with an overtime card as an addition to regular pay rather than being included in the employee's regular hours assigned. There are other routine additions to the regular number of hours assigned to an employee. When taken as a whole, these additional hours could affect the employee benefit eligibility.

According to the Director, this additional half hour was authorized by the Chief Business Manager, based on estimated additional time required by workers participating in the pilot breakfast program. According to the Director, employees either come in one half hour early to warm the breakfast items, or work an extra half hour after the normal breakfast serving time to extend the breakfast service time or to clean up after the breakfast is served. Although this is a standard number of hours for all workers on days when a hot breakfast is provided at the elementary schools, the overtime card is used to record this extra half hour as if it were an exception to the regular payroll.

This practice has increased the number of overtime cards submitted by more than 100 cards per two-week pay period. The overall workload for submitting time in this manner not only affects the cafeteria workers and managers, but also impact the staff in Food Service who process the overtime cards, as well as staff in the Payroll Office.

In addition to an increased workload for processing such forms, the addition of 1.5 or 2.5 hours per week to some employee's regular hours gives them more than 25 hours per week—which is the cut off for benefits. A review of the regular recorded hours shows that there are 26 employee

positions that are at that point, and could be working more than 25 hours but not receiving benefits.

Another routine extra hour assignment includes 30 minutes per day to dispose of trash, with one or two workers assigned this extra duty by seniority.

RECOMMENDATION

Recommendation 7-6:

Immediately correct the bi-weekly payroll for each employee to include all routine work hours and closely examine the impact on the employee's benefit eligibility.

The corrections should include the extra hours for breakfast and disposing of trash, as well as any other routine assignments. Making these corrections should reduce the total number of hours used for processing payroll, and ensure that overtime cards are used for exceptions. Further, examining the overall impact that these exceptions have on an employee's eligibility for benefits can reduce the district's exposure to possible Fair Labor Standard Act violations.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Although training is held at the beginning of the school year and during monthly meetings, staff have few opportunities to share best practices, and there are few opportunities to train and retrain existing staff and encourage growth in the labor force.

At the beginning of each school year, Food Service holds numerous training days for cafeteria managers and staff that may be left in charge during the manager's absence. The topics are wide and varied, but include issues such as changes to the federal or state guidelines, procedures for handling various day-to-day operations, and clarification of paperwork flows and ordering procedures, to name a few.

Throughout the year, Food Service uses memos, monthly meetings, and some site visits as a way to communicate changes, discuss emerging problems, and other topics.

Staff said that monthly meetings are typically scheduled on delayed start days, which TPS observes at all or most schools each month. During the 2012-13 school year, however, only one delayed start day has been used for a Food Service meeting. Some of the delayed start times apply to elementary schools only, but in all cases, these scheduled days are published at the beginning of the school year. For new employees, the cafeteria managers are responsible for providing the training shown in **Exhibit 7-11,** and supervising these individuals.

Exhibit 7-11
Food Service Worker Training Checklist

DEPARTMENTAL POLICIES / PROCEDURES	Initial____Date_____
GOVERNMENT GUIDELINES	Initial____Date_____
HEALTH DEPT. GUIDELINES	Initial____Date_____
BOARD POLICIES	Initial____Date_____
NUTRITIONAL GUIDELINES	Initial____Date_____
SPECIAL-NEEDS STUDENT POLICIES	Initial____Date_____
POS OPERATING PROCEDURES (HIGH SCHOOL)	Initial____Date_____
BI-WEEKLY PROCEDURES (ELEMENTARY)	Initial____Date_____
CASH DRAWER REPORT (ELEMENTARY)	Initial____Date_____
CHARGING POLICY / PROCEDURE -	Initial____Date_____
PARTIAL PAY PROCEDURE	Initial____Date_____
PAY BACK PROCEDURE	Initial____Date_____
ABSENCE REPORTING POLICY	Initial____Date_____
SIGN IN PROCEDURES	Initial____Date_____
OVERTIME POLICY	Initial____Date_____
TIME CARD PROCEDURE	Initial____Date_____

I have received the necessary training by FSW II to enable me to proficiently perform the duties of FSW I.

Name _____ Date_____

Source: TPS Food Service Department, 2013.

During interviews with cafeteria managers, and while touring six of the kitchens during the on-site visit, cafeteria managers expressed a desire for more opportunities to meet with their peers and share ideas and concerns. They indicated that most of the meetings are very informative, but they do not have many opportunities to talk among themselves. During one focus group session, the three managers began an impromptu sharing of ideas, with each of the managers sharing something that the other two said they could use to either improve processes or increase participation numbers.

RECOMMENDATION

Recommendation 7-7:

Provide cafeteria managers at least three or four opportunities per year, in addition to regular meetings, for sharing ideas and concerns among themselves.

It may be advisable to hold these sharing sessions in smaller groups of managers who service specific grade levels and share similar concerns. For example, it may be advantageous for high school managers to meet exclusively with other high school managers.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.2 FOOD SERVICE FINANCE

Sound financial management practices in Food Service begins with the premise that the fund should be self-supporting, which means maximizing revenues and controlling costs.

FINDING

The Food Service Fund has operated at a deficit for many years, although the annual deficits have decreased by more than $1 million since 2007. The financial information provided in **Exhibit 7-12** shows the actual audited financial reports included in TPS financial statements. FY 2012 is not included as the auditors had not concluded their work at the time of the audit.

The Food Service Fund is operating at a deficit; however not all allowable direct or indirect costs are being charged to the fund, which is masking some of the deficit.

As shown in **Exhibit 7-12**, between FY 2007 and FY 2011, the General Fund has transferred $8.26 million to offset operating losses in the Food Service Fund. Annual transfers ranged from a high of $2.17 million in FY 2007 to $1.1 million in FY 2011.

A careful examination of the revenues and expenditures during those years reveals several dramatic changes. The greatest single improvement in overall profitability occurred in FY 2008, when federal revenues increased by nearly $1.24 million, while overall expenditures increased by $319,000. In FY 2009, however, federal revenues increased by about $460,000 while expenditures rose by $879,000, causing the deficit to increase once again. The Treasurer indicated that he asked for an explanation of the positive changes in the deficits, and no explanation could be given.

As long as the TPS Food Service operation continues to operate at a deficit, the Board and Administration have expressed a reluctance to charge the program for all applicable overhead and operating expenditures. This may reduce the overall amount that the Board transfers to the fund at the end of the year to cover the deficit, but the practice masks the true operating condition of Food Service.

Exhibit 7-12
Audited TPS Food Service – Non-Major Special Revenue Funds
2007 through 2011 Fiscal Years

Category	2007	2008	2009	2010	2011	% Change
Revenues						
Food Service Sales	$1,869,705	$1,791,657	$1,664,852	$1,402,139	$1,053,241	-43.67%
State Sources	$305,155	$285,442	$267,932	$216,786	$240,806	-21.09%
Federal Sources	$6,471,159	$7,710,552	$8,169,870	$8,931,692	$8,530,308	31.82%
Miscellaneous Revenues	$107,990	$164,729	$148,927	$158,191	$158,377	46.66%
Total Revenue	$8,754,009	$9,952,380	$10,251,581	$10,708,808	$9,982,732	14.04%
Expenditures						
Current:						
Support Services	$139,807	$141,053	$109,998	$122,490	$98,533	-29.52%
Non-Instructional Services	$10,776,875	$11,094,937	$12,005,073	$11,849,168	$10,805,786	0.27%
Total Expenditures	$10,916,682	$11,235,990	$12,115,071	$11,971,658	$10,904,319	-0.11%
Excess (Deficiency) of Revenues Over Expenditures	*-$2,162,673*	*-$1,283,610*	*-$1,863,490*	*-$1,262,850*	*-$921,587*	*-57.39%*
Other Financing Sources (Uses)						
Transfer In	*$2,169,410*	*$1,843,935*	*$1,886,844*	*$1,247,541*	*$1,112,511*	*-48.72%*
Total Other Financing Sources (Uses)	$2,169,410	$1,843,935	$1,886,844	$1,247,541	$1,112,511	-48.72%
Net Change in Fund Balance	$6,737	$560,325	$23,354	-$15,309	$190,924	2733.96%
Fund Balances (Deficit) Beginning of Year	-$417,981	-$411,244	$149,081	$172,435	$157,126	-137.59%
Fund Balances (Deficit) End of Year	-$411,244	$149,081	$172,435	$157,126	$348,050	-184.63%
Operating Statistics						
Student Meals Served Daily	12,833	14,920	14,643	15,089	14,952	16.51%
Free/Reduced Price Meals	11,247	12,977	13,400	13,206	13,750	22.25%
Food Service Employees	219	243	222	253	208	-5.02%

Source: TPS Comprehensive Annual Financial Reports, FY 2007 through 2011.

For example, at some point over the last two years, charges for utilities (such as phone, electricity and the like) were no longer allocated to Food Service. When asked, the Treasurer indicated that he has sent numerous requests to the individuals responsible for allocating those costs, asking them to complete the allocation of cost. This reallocation has not occurred, and based on historical data and rising utility rates in the area, it would be reasonable to estimate that Food Service should have paid from $150,000 to $200,000 in utilities, which are not reflected in the deficits attributed to the fund.

In July 2011, the USDA issued SP 41 -2011 Child Nutrition Reauthorization 2010: Indirect Cost Guidance. USDA defines direct costs as "those that can be identified specifically with a particular final cost objective." The following explanation is given for the treatment of utilities in particular:

> *The SFA in general and school food service in particular, need utilities such as electricity and gas to operate. While utility costs are often treated as indirect costs, they may be charged as a direct cost if there is a methodology to quantify exactly how much energy was utilized to prepare and serve meals. For example, the use of a separate utility meter for school food service would provide such quantification. The main point to note is that*

> *charges like utilities can be allocated directly or indirectly, depending on whether a methodology exists to specifically identify the amount of utilities attributable to the school food service.*

For the Food Service Warehouse, which occupies the majority of the building and where two very large freezers and a cooler are in continual operation, the meter readings for that operation should allow a direct allocation of the utility costs.

USDA defines the indirect cost a school district incurs due to meal production and service as follows:

> *Indirect costs are those costs which are incurred to the benefit of school food service as well as other school functions, but are not readily identifiable to the school food account. Since these costs do contribute to the cost of producing a meal, federal policy allows that they may be claimed for reimbursement. It is to the advantage of the child nutrition operation to include these costs in their claim for reimbursement so that each program may bear its fair share of the total cost.*

Because Food Service revenues can only be used to support the food service operation, reimbursing the general fund for the full amount allowed is the only way for the school district to recover any part of the costs incurred for providing administrative, financial and human resource services to that organization.

By continuing to subsidize Food Service with General Operating cash, the district is masking the program's deficit operating condition. Further, by inconsistently reporting certain costs as direct, TPS is opening itself to additional scrutiny from federal regulators.

RECOMMENDATION

Recommendation 7-8:

Charge all appropriate and eligible annual expenditures to the Food Service Fund and record the actual amount of TPS contributions necessary to balance the fund deficit.

The process should begin with a careful review of the USDA SP 41 -2011 Bulletin to determine what, in addition to the utilities associated with running the Warehouse, can and should be charged directly to the operation.

Rather than masking the true condition of the fund, all food service expenditures should be recorded. As the operational efficiency improves, appropriately charging indirect costs will further lessen the burden on General Operations as the fund can contribute its fair share of the general management costs incurred by the district for accounting, payroll, human resources, audit, and procurement offices.

Once TPS understands the true condition of the fund and the associated costs that go into the food service operation, additional measures can be taken to make the fund operate at least at a breakeven in the future.

FISCAL IMPACT

This recommendation can be implemented with existing resources. If over the next two years Food Service is able to achieve the efficiencies and saving associated with implementing the recommendations contained in this report, the General Fund should be able to reduce and finally discontinue its contributions to fund the Food Service Fund deficit. By year three, the district should be in a position to begin charging Food Service for at least a portion of the indirect costs associated with the operation.

The actual amount of indirect costs that may be allocable are not known at this time, but are conservatively estimated to be $300,000 per year, based on three percent of the operation's approximately $10 million operating budget.

Recommendation	2012-13	2013-14	2014-15	2015-16	2016-17
Charge Eligible Expenditures to the Food Service Fund	$0	$0	$150,000	$300,000	$300,000

FINDING

The various systems used by Food Service, including the POS system at the high schools, Nutrikids, and Sungard are not meaningfully integrated, resulting in an enormous amount of manual paperwork, which can and has led to material weaknesses in the accounting records.

In 2011, auditors cited TPS for material weaknesses related to Food Service in audited financial statements.

Auditors cited TPS for Noncompliance and a Material Weakness related to Child Nutrition (Finding # 2011-15) as follows:

> *7 C.F.R. Section 210.7(c)(1)(iii) requires that all claims for reimbursements be based on accurate counts for lunches and meal supplements and correctly identify the number of free, reduced price and paid lunches served to eligible children.*
>
> *Cash register tapes were the point of sale records used by each high school and junior high to record lunch counts and receipts. The cash register tapes were used to prepare each school's weekly lunch and breakfast reports provided to the Food Service Department. Neither the cash register tapes or the weekly lunch and breakfast report identify which children received free and reduced lunches.*
>
> *As a result of these control failures, we were unable to determine which children received free and reduced lunch benefits and verify that these children were eligible to receive these benefits. These deficiencies could result in children receiving free or reduced lunch benefits that are not eligible. Furthermore, the deficiencies prohibit management from reviewing*

who received benefits and may result in misappropriation or theft of assets if a cashier identifies a child in the cash register as free or reduced, when the child in fact paid.

We recommend the District develop procedures to properly document the number of lunches and breakfasts served and receipts collected by students. Each student receiving free or reduced benefits should be identified and documented. These listings should be maintained and made available during audit. In addition, District management should regularly review these listings to ensure each student served a free or reduced meal is eligible for such. These reviews should be documented.

Also in 2011, auditors cited TPS for a Material Weakness related to Child Nutrition (Finding # 2011-17) as follows:

Child Nutrition Federal Program requirements indicate that an expenditure must be both an allowable activity as defined by the grant and an allowable cost as defined by 2 CFR, Part 225.

The District has not established formal policies and procedures to ensure each expenditure, based upon the vendor invoice, meets that allowable activity and cost requirements of the Child Nutrition grant. As a result, most of the expenditures tested (82 percent) were not approved by the Director of Food Service as to allowable activity. In addition, there was no evidence any of the transactions selected for testing were reviewed and approved as to allowable cost.

Failure to ensure proper controls exist over allowable activities and cost could result in the District expending monies that do not comply with grant requirements. As a result, the District may see reductions in future funding.

We recommend the District establish written policies that identify who is responsible for reviewing Child Nutrition program disbursements for allowable activities and costs and how this review is to be documented.

Auditors also cited TPS for a Material Weakness related to Child Nutrition (Finding # 2011-18) as follows:

The District collects money from students for breakfast meals, lunch meals, and a la cart items. Students may pay daily for meals, may pay in advance for multiple meals, or may charge all or part of a meal to be paid in the future.

The District has not implemented controls over program income to ensure the correct rates are charged to students related to the food service program. For 60 percent of transactions tested, the District did not maintain written support to identify what products were sold and the amount collected for each item. As such, it was impossible to determine students were charged the correct rate in accordance with the pricing list.

Failure to document products sold and receipts collected could result in theft of District assets or charging students incorrectly for products. We recommend the District establish

policies and procedures to ensure that all receipts collected are supported as to products sold and amounts collected.

In each of these instances, the manual processes that are currently in use by the Food Service Department, and the lack of integration between the various systems, appear to be at the root of the problem.

During interviews with clerical staff in the Food Service main office, the processes being used to record and track inventory, student applications for free and reduced price meals, productivity, and employee work hours involved the creation and use of many Excel spreadsheets, paper checklists, and manual transfers of data from the spreadsheets to the systems and between systems.

For example, one of the Sungard modules tracks students. Sungard and PCS are integrated to the extent that approved student application data entered by Food Service staff into the PCS system automatically uploads to Sungard. Likewise, student changes made in Sungard are also uploaded into PCS each night.

Prior to entering the application into PCS, paper copies of applications are stored in file cabinets by the truck route number that serves the school attended by the student. At the beginning of the school year, when the majority of applications flood into the office, responses to phone inquiries regarding the status of an application require considerable effort to resolve. TPS has explored ways in which to further automate this process. As part of the bid prepared by PCSNOW for expanding the POS system to the elementary campuses, a bid was also given for Scanning and On-line Application Processing Software. The first year costs for implementation and training are estimated at $23,662.

In another example, elementary cafeteria managers make bank deposits daily and obtain a receipt at the time of deposit. The manager compiles data and bank deposit slips for the week and manually delivers (via either inter-office mail or physical delivery) the report on a weekly basis.

One clerical staff person keys this information into an Excel spreadsheet and uploads cash receipt information into Sungard. When the Treasurer's Office reconciles the bank statements, the bank will sometimes report different totals, despite the amount shown on the bank deposit slip. If the Food Service accounts are not reconciled at that point, it could lead to further audit findings if the federal fund account cannot be reconciled to food service's accounting records.

For inventory and delivery purposes, Food Service uses the Nutrikids system. Throughout the process, multi-copy forms are used to manually record deliveries and receipts. At the beginning and end of the day, this information is entered into Nutrikids.

RECOMMENDATION

Recommendation 7-9:

Explore and implement automation, integrate systems, and create needed policies and procedures to eliminate the need for paper and duplicative data entry, and reduce error prone processes.

The implementation of this recommendation should be combined with the district's effort to expand the POS system to the elementary schools. The exploration process should include not only ways in which to automate current manual processes, but to streamline and improve the processes. Further, to ensure that all appropriate internal controls over accounting are in place, Treasurer's staff should be involved during the planning and implementation phases to certify that appropriate internal controls and monitoring steps are in place and to assist in the creation of appropriate policies and procedures as recommended by the auditors.

FISCAL IMPACT

TPS should set aside $50,000 to be used over the next year for automation and integration improvements, which may include the cost of software, such as the Scanning and Application Processing Software system bid earlier this year. Additionally, this money may be needed to train staff, document procedures, and ensure that Food Service Systems are meaningfully integrated into the Sungard system.

Once automation and integration processes are in place, the 10-month (1,605 hours) Accounting Clerk II position can be eliminated. At an hourly rate of $15.91, the annual savings from the elimination of this position are shown below.

Hourly Rate	Hours per Year	Salary Savings Per Year	Benefit Savings at 18.6% of Salary	Health Coverage	Total Annual Savings
$15.91	1,605	$25,536	$4,750	$13,745	$44,030

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Explore and Implement Automation and Integrate Systems	($50,000)	$44,030	$44,030	$44,030	$44,030

FINDING

Although TPS has undertaken a major effort to competitively bid many of the food items and supplies, the actual vendor invoices are not always checked to be sure that the invoice price is the same as the original bid price from the vendor.

Food Service conducted a sample review of invoices, and **Exhibit 7-13** provides a list of discrepancies found during their review.

As shown, a number of items in the tested group have invoice prices below the bid rate; the majority of items in the test group, however, are higher. While the differences may appear to be only pennies, when applied to an order for 1,000 units, the total cost overrun can be significant. Further, when taken collectively, this can drive the cost of food and supplies over budget.

While checks and balances in the encumbrance control system in Sungard should be catching these overbillings, clearly the current process is in some way allowing these invoices to flow through the system.

Exhibit 7-13
Invoice Discrepancies

Item	Unit Bid Price	Unit Invoice Price
Food Items		
Bagels	*$20.73*	*$20.38*
Cream cheese	$16.42	$17.99
Pop Tarts	$31.52	$32.96
Frozen Pretzel	$23.70	$27.93
Butter Packets	*$18.16*	*$17.67*
Yogurt	$11.07	$12.36
Fruit Snacks	$41.61	$44.26
Goldfish	*$14.40*	*$12.65*
Refried Beans	$29.41	$30.14
Rice Krispy Snacks	$22.67	$22.68
Canned Green Beans	$24.21	$24.38
Item	**Unit Bid Price**	**Unit Invoice Price**
Non-Food Items		
9" Foam Plates	$11.99	$12.97
10 oz. Foam Bowl	$17.02	$23.94
Plastic lids	$26.03	$27.57
½ lb. Food Tray	$15.21	$16.40
Milk Straw	*$55.17*	*$47.69*
12 oz. Bowl	*$17.02*	*$15.35*
6" Foam Plate	$11.48	$12.39
Sanitizer	$27.75	$52.69

Source: TPS Food Service Department, 2013.

RECOMMENDATION

Recommendation 7-10:

Work with Business Operations and the Treasurer's Office to diagnose the reason price changes are being missed and determine the best method for validating the invoice prices before payment.

The extent of the problem could not be determined during the on-site review; however, diagnosing how this is happening and at what point in the ordering, receiving and payment process, should allow management to develop a plan for addressing the problem.

FISCAL IMPACT

This recommendation should result in overall cost savings, but the actual extent of the problem and the amount of those savings cannot be estimated at this time.

FINDING

Toledo Public Schools is not always aggressively seeking to qualify eligible students for the free and reduced price meal program, nor is Food Service being fully supported by Computer Services or Student Learning in the process of gathering and qualifying all eligible students for the free and reduced price meal program.

The number and percent of economically disadvantaged children in a school district directly impacts not only the amount of federal meal reimbursements, but also impacts the level of federal funding for at-risk students through Title I, as well as other federal grant programs, and is a key factor in obtaining increased Erate discounts and reimbursement for telecommunication services. Therefore, accurately tracking and qualifying all eligible students is a process that should be a priority for the district as a whole.

According to the staff person in Food Service responsible for tracking and approving the incoming applications for the free and reduced price meal program, the process begins in August when parents submit applications for the new year. Food Service also get a list of directly certified students from the State, which is uploaded into the system automatically. Hard copy applications come to the schools and Food Service drivers pick up the applications when they make their regular deliveries to the schools. As the applications come in, the staff person responsible files the paper documents by driver route so that applications can be more easily retrieved when people call to check on the status. The process is almost entirely manual, as there is no on-line application available to parents and Food Service has no scanning capabilities. Once approved and entered into the PCS system, the student's status is automatically uploaded from PCS into Sungard, where it is available for staff in other departments to view.

Since students are continually moving into and out of the district, throughout the year, the responsible staff person indicated that between 10 and 20 applications come into the office each week for review and processing .

Food Service staff said that Computer Services does not cross-match students in the system to determine if eligible students have an unmatched sibling that could be qualified for the program. Many school districts that run such programs are able to identify and qualify additional students; a process that is particularly useful at the high school level where students perceive that they will be labeled as "poor" if their parents apply.

Some of the district's policies and the application of those policies are also providing parents a disincentive for completing an application for the program. When students are allowed to charge an unlimited number of meals, the parent has no direct incentive to apply for a free or reduced price meal. Cafeteria managers and campus clerical staff said they send applications home with the students or enclose application copies in the bills for unpaid meals. If, however, the applications are not returned, parents are not called to follow-up on the status of the bill or the application. Cafeteria managers indicated that some students had not paid for a meal all year, and their parents had not responded to any of their requests for an application.

RECOMMENDATION

Recommendation 7-11:

Develop a plan for identifying those students who may be eligible for the free and reduced price meal programs, and aggressively reach out to those parents to obtain an application.

Additional parent education, cross-matching for unidentified siblings and other activities designed to reach out to families who, for whatever reason, are reluctant to complete an application can have direct economic impact on the district's revenues.

FISCAL IMPACT

This recommendation can be implemented with existing resources. Additional revenues are possible in terms of increased Title I funding, federal reimbursement for meals served and increased Erate funding. The actual amount of those revenues, however, cannot be estimated at this time.

FINDING

TPS students are being allowed to charge unlimited numbers of meals when they have no money to pay for the meal, despite formal documentation to the contrary.

The Director and others indicated that the decision to allow students unlimited charges for meals was a decision made by the Superintendent. When asked for documentation of the Superintendent's concerns, the Director provided a copy of a May 2011 email where the Superintendent expressed concern about the practice of withholding meals from students after three unpaid charges. This concern appears to be based on a directive issued in 2010 that clearly states that meals are to be withheld after the third unpaid charge.

Exhibit 7-14, however, shows a 2012 memo from the Assistant Superintendent, which provides general guidance for handling meal charges. If concerns surfaced after the issuance of this memo, no formal documentation could be found to support that concern.

The Director did say, however, that he felt that providing students a cheese sandwich or some other alternative meal instead of allowing the child to eat a Type A meal would be viewed as discriminatory, as the other children would know that this child forgot his or her lunch money.

Since the cold sandwich option would only apply to children who are *not* currently qualified as eligible for a free or reduced price meal, the stigma would not be one related to the child's economic condition, but rather to forgetfulness. Many school districts do provide an alternative meal, such as a cold sandwich, so the child is not left hungry. This in turn encourages both the child and the family to consider applying for the free and reduced price program if they truly cannot afford to pay.

Not only is this practice of continuing to provide full meals to children without money costly, but it is a disincentive for parents to apply for the free and reduced price meal program. A note in the ad hoc Committee on Food Service minutes for January 17, 2013 discusses the severity of the problem:

> *TPS has accumulated $15,000 this year in unpaid meal charges. A process may be put in place whereby if we feed a student who does not have money to pay, the family would have to fill out an application. If these students qualify for free or reduced price meals, TPS is losing funding.*

Exhibit 7-14
Memo Regarding Meal Charges

Memorandum

To: Principals and Directors

Through: Dr. Romulus Durant, Assistant Superintendent
Brian Murphy, Assistant Superintendent

From: James R. Gant, Esq. Chief Business Manager

Date: August 7, 2012

Re: Policy/Procedure on Collection of Unpaid Breakfast/Lunch Charges

As you may know, the Food Service Departments has an established policy/procedure that requires its employees to feed students that are not currently enrolled as recipients of free and reduced recipients. There is a considerable cost to the district to provide students with free breakfast/lunch. Therefore, the following is the policy/procedure for collection of unpaid breakfast/lunch charges:

(1) **First Request to Charge Meal**. The Food Service Worker II should immediately complete a charge slip and provide a copy to the student, copy to the principal, and one copy for the Food Service Department file.

(2) **Second Request to Charge Meal**. In addition to the requirements stated in item one above, if a student has two (2) outstanding charges, a letter from the principal will be sent home with the student. The form of the letter is attached to this Policy/Procedure.

(3) **Third Request to Charge Meal**. In addition to the requirements stated in item one above, if a student has three (3) outstanding charges, a personal telephone call from the principal will be made informing the parent/guardian that no more credit will be extended until payment of outstanding account[1].

(4) **Subsequent Request to Charge Meal**. Each subsequent time a student requests a meal with no money and three or more outstanding charges remaining unpaid, a cold sandwich meal will be provided and the above procedure followed.

(5) **Outstanding Charges**. Two weeks before the end of each grading period the Food Service Worker II will report to the Principal all students' outstanding charges at which time the Principal will make a second attempt by telephone to inform parent/guardian that outstanding charges remain unpaid and grade cards and/or schedules will not be released until monies owed have been collected.

(6) **Receipt of Payment**. Parent/guardian or student will be referred to Food Service Worker II when making payment at which time Food Service Worker II will provide a receipt to the parent/guardian or student.

[1] The principle can offer to assist parent with free and reduced application.

Source: TPS Food Service, February 2013.

Federal guidelines defer the decision regarding the handling of children who forget their money or have no money to pay for a meal to the local school districts. USDA frequently asked questions on the topic state the following:

- ***Can schools refuse to serve a child who pays the full price but forgets his or her money?***

  All full price pricing policies for school meals are matters of local discretion. This includes decisions about whether or not to extend credit to children who forget their meal money or whether or not to provide an alternate meal to such children. Therefore, a school could decide not to provide meals to children who must pay the full price for their meals but do not have the money to do so.

  However, while schools are not obligated to provide meals to children who forget their money, USDA encourages schools to be flexible in this area, particularly with young children and children with disabilities who may be unable to take full responsibility for their money. We encourage schools to provide some credit for these children or serve an alternate meal. In some cases, the PTA or other school organization may establish a fund to pay for children who forget or lose their money. At a minimum, schools should ensure that parents are fully aware of the policy adopted for children who do not have their meal money.

Cafeteria managers said that they do send an application form home to parents, often with no response. However, Food Service does not actively participate in collection activities.

Charging meals is an administrative burden for both the cafeterias and the schools. While the process varies from school to school, meal charges are in some way reported to the campus cashiers, the Principal or Assistant Principal—depending on the staffing patterns in the school. Food Service does not get involved in billing or collecting from parents once the charges have been turned over to the campus administrators. Therefore, it becomes the responsibility of the administrator in charge to track the charges, attempt collection, withhold report cards and the like.

RECOMMENDATION

Recommendation 7-12:

Establish and enforce a Board policy regarding the provision of alternative meals to students who do not have money to pay for full-price meals.

Continuing to allow students to charge unlimited numbers of meals is a disincentive for parents to apply for the free and reduced price meal program. Since there are no immediate ramifications, parents and students will continue to charge meals. Establishing a policy that provides an acceptable alternative meal that provides sufficient nutrition, will not continue to positively reinforce a parent's negligence in terms of providing lunch money or taking action to apply for free or reduced price meals.

FISCAL IMPACT

By enforcing this policy, TPS should realize additional revenues or reduced losses of at least $5,000 annually, based on the $15,000 currently owed. The amount could be significantly more, should more parents decide to apply for the free or reduced price meal programs.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Establish and Enforce a Board Policy Regarding the Provision of Alternative Meals	$5,000	$5,000	$5,000	$5,000	$5,000

FINDING

TPS installed point of sale (POS) systems through PCSNOW at the high schools. TPS uses RIGHTrak at the central office and FASTrak at the schools. The installed modules provide meal tracking, accountability, and reporting capabilities specifically designed for school districts participating in the federal meal programs. Elementary schools, however, continue to perform labor-intensive manual counts and record keeping. Additionally, none of the elementary cafeterias have a computer and none of the cafeteria managers have district email addresses, meaning all paperwork including student counts, orders and other mandates are mailed or physically delivered to the Food Service central office.

Staff at the elementary level take meal counts on check sheets. Every other Tuesday, central Food Service staff produces a bi-weekly report for each of the elementary schools. To avoid any perception of discrimination, the staff uses discrete coding embedded in the student name that is not easily recognizable to a student or a visitor (see **Exhibit 7-15**).

Exhibit 7-15
Elementary Bi-Weekly Payment Type Coding

Payment Type	Description	Example	Day1	Day 2	Day 3
Free	Comma in front of the name	Smith, Susie		X	
Cash	Comma in the center	Smith, Susie	/		
Reduced Price	Comma to the right	Smith, Susie	/	/	/

Source: TPS Food Service, February 2013.

These reports list every child at the school with coding to allow the cafeteria worker running the cash register to know if the child is to pay for their meal or is eligible for a free or reduced price meal. Although there is typically only one set of coolers and warmers in place from which elementary students can serve themselves, currently two cashiers are required to staff each side of the serving line so that student counts can be manually recorded more quickly.

When the child comes through the line and takes a meal, the worker places an "X" in the box for that day. If a parent has pre-paid for meals, the worker will draw a single diagonal line across

the boxes for all of the days that are prepaid. If a parent has pre-paid more than can be recorded on the bi-weekly sheet, different cafeterias use different methods of capturing that data. One of the cafeterias observed attached a sticky note to the back of the list, while another made a note on the back of the list so that it was not visible to students.

If a student does not have the money to pay for their meal, a note is made regarding the charge and a campus specific form is completed noting the amount of the meal charge.

Each day, the workers and manager use these manual meal counts to verify the cash in the register prior to making the deposit, and to report the student counts for federal reimbursements.

TPS parents do not have an opportunity to pre-pay for meals on-line at either the high school or elementary level, or monitor the child's account. If a child withdraws and a refund is due for monies pre-paid for meals, the elementary cafeteria managers must manually calculate the amount of refund, and disputes can arise. The Director said he discourages workers from taking prepayments of more than a week or two for this very reason.

Last year, TPS requested a proposal for purchasing and installing POS systems and terminals at all of the elementary schools. The quoted cost was $297,534 for two terminals at each of the 42 elementary sites operating at that time. The quote did not include a module that would implement an on-line districtwide payment system.

This year, the district applied for a grant in support of the breakfast program that, if awarded, requested $209,916 to install a single POS terminal at each of the existing 41 elementary school sites. Of the total grant, $41,000 is designated to incentivize students and staff for increasing breakfast participation.

One of the major concerns voiced by parents and staff was the need for younger children to know their identification number or carry a swipe card for use in the POS system. Many of these same concerns were voiced prior to the installation of the system at the high schools, and now high school workers said they are very happy with the system, and feel it is easy to use.

Most elementary campuses that have gone to a POS system have found that children are able to memorize their numbers and key them into a key pad within a few weeks of beginning school. Some schools use a system that pulls up a picture of the child when you key in their name. In all, most schools find the POS system to be quicker and more accurate, even when children sometimes forget their numbers.

RECOMMENDATION

Recommendation 7-13:

Purchase and install POS systems and terminals at each of the 41 elementary campuses prior to the beginning of the 2013-14 school year.

During the remainder of this school year, plans should be made to train staff and plan for an orderly transition to the new system districtwide. The vendor and other school districts that have

a POS system at the elementary level should be consulted regarding the best option for identifying children and entering the information into the system at the elementary level.

Since this purchase will be adding to an already existing system, the price can be negotiated, as opposed to being bid, which should eliminate some of the time required for purchasing.

On-line payment and monitoring options for parents should be included with the purchase, and parents should be informed of their options prior to the beginning of the new school year.

This recommendation will require contract negotiations.

FISCAL IMPACT

The cost of the system should be based on a single terminal being installed at most schools, with a second terminal being optional at schools with a high volume of participation. The estimated cost for all systems and the system components is $350,000 based on the inclusion of the additional on-line payment options and possible need for additional modules for identifying and entering elementary age students. Annual support fees are estimated to be $14,000, based on the previous bid. Should the district be awarded the grant mentioned above, the first year costs would be reduced by approximately $160,000, the amount estimated for installation of terminals in that proposal. This savings, however, is not included in this estimate.

As a result of installing this system and the elimination of significant manual paperwork performed by cafeteria managers, savings will begin to accrue in the second half of 2013-14, once all cafeterias are fully transitioned and staff is trained on the new system. As installation and training are complete, staffing at the elementary level should be reduced by two hours of staff time per day, per location, since only one cashier will be needed at most campuses. Savings are estimated based on average hourly rate of $12.09 for food service workers.

Hourly Rate	Hours Per Day (2 Hrs/ 41 Sites)	Daily Savings (Salary Only)	# of Working Days	Savings Per Year	Benefit Savings at 18.6% of Salary	Total Annual Savings
$12.09	82	$1,983	175	$346,983	$64,539	$411,522

Because Food Service is currently being supplemented by general operating funds, the savings and costs shown below will accrue to the Food Service Fund, but will result in corresponding savings to the General Operating Fund as fewer supplemental dollars will be required to support the program.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Install POS Systems at all Elementary Campuses	($350,000)	($14,000)	($14,000)	($14,000)	($14,000)
Reduce Staffing after Installation Is Complete	$205,761	$411,522	$411,522	$411,522	$411,522
Net Fiscal Impact	**($144,239)**	**$397,522**	**$397,522**	**$397,522**	**$397,522**

7.3 MEAL PRICING AND PARTICIPATION RATES

Exhibit 7-16 shows the 2012-13 district approved meal prices for breakfast and lunch. Following a pilot study in 2011-12, TPS made the decision to begin providing free breakfasts to all students in all schools starting with the 2012-13 school year.

Exhibit 7-16
District Meal Prices
2012-13 School Year

Breakfast	Full Price Meals	Reduced Price Meals	Adult Price
Elementary	Free	Free	A la carte prices
High School	Free	Free	
Lunch			
Elementary	$1.80	$.40	A la carte prices
High School	$2.25	$.40	

Source: Toledo Public schools Food Service, January 2013.

Federal support comes in the form of a cash reimbursement for each meal served, depending on the economic status of the student. Some students will qualify for free meals, while others may be required to pay a reduced price. All meals served according to federal guidelines receive some level of reimbursement, including those served to students who pay full price.

FINDING

TPS has qualified for and is receiving an additional six cents per federally reimbursable lunch served from the federal government for producing meals meeting nutrition standards set forth in Section 201 of the Healthy, Hunger-Free Kids Act of 2010. This additional six cents is being offered to help defray the additional costs associated with serving more fresh produce and whole grain products.

Certification is based on offered menus, rather than the actual selection by children. Districts report the offerings of fruits and vegetables on the menu in the full amount the child is able to select, not what the child typically selects in order to meet offer versus serve requirements. For example if there are three ½ cup servings of different fruit available for selection and the child is instructed to choose two, one cup of fruit would be reported on the worksheet application.

The tool used to certify a district for the additional six cents does not assess compliance on a per-serving line basis. Separate from the certification tool, districts must sign an attestation stating that each serving line complies with the meal pattern. Compliance will then be assessed during validation and administrative reviews.

In October 2012, the Food Service Director worked through the Ohio Department of Education to complete the application, signing the final attestation on November 2, 2012. As a result, for the remainder of FY 2012-13, TPS will receive an addition 6 cents per federally reimbursable lunch served.

The federal reimbursement rates for the 2013 school year are found in **Exhibit 7-17**. According to staff, for 2013, all schools in the Toledo Public Schools fall into the Severe Need reimbursement category.

Exhibit 7-17
National School Breakfast and Lunch Reimbursement Rates
Effective from July 1, 2012 - June 30, 2013

Breakfast	Non-Severe Need	Severe Need	
Paid	$0.27	$0.27	
Reduced Price	$1.25	$1.55	
Free	$1.55	$1.85	
Lunch	**Less Than 60% (+ 6 cents)**	**60% or More (+ 6 cents)**	**Maximum Rate (+ 6 cents)**
Paid	$0.27($0.33)	$0.29($0.35)	$0.35($0.41)
Reduced Price	$2.46($2.52)	$2.48($2.54)	$2.63($2.69)
Free	$2.86($2.92)	$2.88($2.94)	$3.03($3.09)

Source: United States Department of Agriculture, 2013.

These additional funds are being offered as an incentive for schools to serve healthy and nutritious meals that meet or exceed nutrition standards. It is important to note that the requirements set forth in the Healthy, Hunger-Free Kids Act of 2010 are being phased in over time, meaning that each year the standards and nutrition requirements will be raised, which will obviously equate to higher food costs.

COMMENDATION

Toledo Public Schools is commended for applying for and receiving an additional 6 cents per federally reimbursable lunch served as part of the Healthy, Hunger-Free Kids Act of 2010.

FINDING

TPS meal prices are below the federal reimbursement rates, and may not fully recover the cost of meals.

According to a USDA fact sheet on Food and Nutrition Equity in School Lunch Pricing:

> *Effective July 1, 2011, section 205 of the Healthy, Hunger-Free Kids Act of 2010 requires school food authorities (SFAs) participating in the National School Lunch Program to provide the same level of support for lunches served to students who are not eligible for free or reduced price lunches (i.e., paid lunches) as they are for lunches served to students eligible for free lunches. The Act directs SFAs to:*
>
> 1. *Compare the average price charged for lunches served to students not eligible for free or reduced price lunches (i.e., students receiving "paid lunches") to the difference between the higher Federal reimbursement provided for free lunches and the lower Federal reimbursement provided for paid lunches.*

2. *If the average paid lunch price is less than the difference, an SFA must either gradually adjust average prices or provide non-Federal funding to cover the difference.*

The Board approved a 10-cent price increase for a paid lunch at both the elementary and high schools level in August 2012. In the May 2012 minutes of the ad hoc Food Service Committee minutes the increase was discussed as follows:

> *TPS is required by law to have certain pricing of our food. We are in violation if we do not increase our pricing accordingly, and this puts our funding in jeopardy. From a cost perspective, the department can subsidize cost increase. This is how it is done in Cincinnati. We can potentially look at doing that. Cincinnati is, however, operating at a surplus. The weighted average of a school lunch is $2.51. Our average is $1.83. By law we can only increase the price of our meals by ten (10) cents per year. Federal law can change and increase yearly as well. It was decided by the committee to put together a resolution to increase our pricing to work towards coming into compliance.*

The statement underlined for emphasis in this statement, is in fact, the inverse of the guidelines. The USDA guidelines state that districts with lower pricing are *required* to increase the meal prices by at least 10 cents per year:

> *In general, when the adjusted average price is more than the current price, an SFA would have to either increase its average paid lunch price to the adjusted average price or provide additional non-Federal support for its paid lunches. The law caps the* required *increase in the average paid lunch price at 10 cents in any year. Therefore, an SFA with a significant gap between its price and the required level will have several years to make adjustments to its prices and/or provide other funding to the SFA account in order to meet this requirement.*

One of the major objections Board members encounter when raising meal prices is the perception that some students will not be able to afford the cost of a meal. Under no circumstances should a student go hungry—parents who cannot afford to pay for a meal can and should be encouraged to apply for free or reduced price meals. As long as meal prices remain low, parents are not motivated to apply, which has a negative effect on federal funding both within food service and in the academic areas where a significant amount of federal funding is dependent on the number of students qualified for the free and reduced price meal programs.

For a food service operation like TPS, which is operating at a significant deficit, it is critical to increase the price of paid meals to fully recover costs.

The federal reimbursement rates for free meals are established by the federal government to match the estimated meal costs, including the cost of food, food preparation, clean-up and the like, and adjustments are made annually, as needed. Setting the full-priced meal rates below the federal reimbursement rate reduces Food Service's ability to comply with federal mandates and provide quality nutrition programs.

RECOMMENDATION

Recommendation 7-14:

Implement a policy of maintaining the rounded full-priced meal prices at the secondary level at or near the federal reimbursement rate, with all other pricing levels being incrementally adjusted accordingly.

The implementation of this policy would result in a 65 cent per meal increase in full-priced lunch rates at all levels for 2013-14. Annual rates from this point forward should then be incrementally adjusted as the federal reimbursement rates are adjusted. Additionally, incrementally increasing the a la carte prices to keep pace with meal rates and the cost of food sold will ensure future profitability in the cafeterias.

Should some families find that they are not able to afford the price increases, the district should provide them an application for the free or reduced price meal program. If they qualify, not only will the district receive offsetting federal reimbursements, but by fully identifying all children eligible for the program, additional federal and state academic funds may become available.

FISCAL IMPACT

In 2011-12, TPS cafeterias sold 198,068 paid lunches. A $.65 increase in pricing, or approximately a 30 percent increase, could generate an additional $128,700 annually.

Meal	Full-price Meals served 2011-12	Price Increase	Additional Revenues Generated
Lunch	198,000	$.65	$128,700

Likewise, raising a la carte prices by 30 percent could generate additional revenues of $103,380.

A la Carte Sales 2011-12	Price Increase	Additional Revenues Generated
$344,600	30%	$103,380

Total saving from increasing prices for paid lunches and a la carte sales would equate to $232,080 ($128,700 + $103,380) in additional revenues.

Should some parents elect to apply for the free or reduced price meal program rather than continuing to pay full price for meals or a la carte items, the additional income would remain unchanged, as the district would instead receive federal reimbursement for those meals.

Because the Food Service operation is currently being supplemented by General Operating Funds, the savings and costs shown below will accrue to the Food Service Fund but will result in corresponding savings to the General Operating Fund as fewer supplemental dollars will be required to support the program.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Maintain Full-Priced Meal Rates at or Near Federal Reimbursement Rates	$232,080	$232,080	$232,080	$232,080	$232,080

FINDING

Vending machines are physically located in the cafeterias at a number of campuses and are left on during the lunch period, some in direct competition to items served and sold in the cafeterias.

For a number of years, the Food Service Department has contracted with AVI for snack-related vending machines in such locations as the cafeterias, hallways, and teacher workrooms. These machines generate revenues of about $35,000 per year. In some cases, the items sold in these machines are in direct competition with a la carte items being sold in the cafeterias. It is not clear, however, whether the revenues generated from the vending machines meet or exceed the price of a la carte items sold by cafeteria staff.

According to the Food Service Director, these machines have timers that inactivate the machines during the lunch hours. Although a contract could not be located, the Director further explained that the vending products in these machines must meet nutritional requirements, and contain no nuts, as the district is a "nut free" district due to the risk of food allergies. Presumably this statement was made in response to the July 2009, House Bill 1, which directed Ohio school districts to put in place a policy safeguarding students from peanut or other food allergies.

In April 2012, TPS signed an exclusive vendor contract with Coca Cola. In this contract, Coca Cola agrees to pay the district $360,000 in annual installments of $72,000 for five years, as well as commissions on the items sold, in exchange to the exclusive right to provide beverages on all campuses. Beverages are defined to include "all non-alcoholic beverages of any kind." The contract goes on to state that "no competitive products may be sold, dispensed or served by the district anywhere on the campus." The only exception is a beverage brought on campus by an individual for personal consumption.

While touring the cafeterias during a normal lunch hour, four of the six cafeterias visited had vending machines in or just outside the doors of the cafeteria. Only one of the machines was disengaged. At Scott High School, five vending machines were in full operation during the lunch hour, dispensing soft drinks, peanuts, almonds, trail mix and other assorted crackers, chips and candies that are not on the nutritional guideline list. Further, while no TPS policy could be found on the topic, the sale of nuts does not appear to comply with the intent of the Ohio law relating to the safeguarding of students with allergies.

Upon further questioning, it appears that some of these machines are being operated by various school organizations to raise funds for various clubs or groups, rather than through the Coca Cola or AVI contracts. According to the Food Service District Manager, the Chief Business Manager has spoken to the campus administrators about this violation.

Federal guidelines on competitive food sales have relaxed in recent years, deferring instead to state and local rules and regulations. TPS Board Policy EEF, dated August 2009, states:

> *Through its food service program, the Board has a responsibility to encourage students to form healthful eating habits. Many students tend to eat nonnutritious or "junk" foods, which contribute to tooth decay, obesity, diabetes and heart disease. The Board enforces standards*

governing the types of food sold in the schools and the time and place at which each type of food is sold. These standards are based on the following guidelines.

1. *The types of food sold in the schools are determined as to their potential to contribute significantly to the daily nutritional needs of students and to enhance the District's nutrition philosophy and nutrition education curriculum.*

2. *The time of day and place for the sale of food to students must be consistent with the nutrient intake needs and eating patterns of students and compatible with class schedules for schools within the District. Separate standards may be established for the types of food to be sold to staff members and for special or extracurricular events. The following restrictions should be enforced:*

    1. *Vending machines offering foods or beverages which do not meet the nutritional standards established by the District may not be operated during the school lunch period.*

    2. *School fundraising sales of food may not be held during the school breakfast and lunch periods.*

Annually, the food service coordinator reviews and recommends to the Board the types of foods to be sold as part of the school lunch program

The vending machines at Scott High School were clearly operating in violation of Board policy, and the process for enforcement of the guidelines or the terms and conditions of the two existing vendor contracts is unclear.

RECOMMENDATION

Recommendation 7-15:

Identify all vending machines in operation in the district, and determine compliance with policy and exclusive contract agreements.

In instances where the vending machines are operating in violation of contracts or policy, immediately arrange to have the vending machines removed, without exception.

Management should also locate the AVI contract and examine its provisions to ensure that all appropriate federal requirements are stipulated and that profits at least match the profits realized from the sale of similar a la carte items.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.4 NUTRITION AND WELLNESS PROGRAMS

The most successful districts and their supporting communities understand the intimate relationship between adequate nutrition and student performance.

FINDING

TPS has aggressively sought grants to further nutrition education and enhance the wellness programs of the district.

In 2012, the Health Services Coordinator, working in conjunction with principals and the Food Service Department, applied for and was awarded a *Fuel Up to Play 60* grant for four campuses. The program, founded by the National Dairy Council and the National Football League in collaboration with the USDA, is designed to empower students to take charge in making small, everyday changes at school.

In 2013, there are ten schools participating in this program:

- Birmingham Elementary School
- Bowsher High School
- Ella Stewart Academy For Girls
- Elmhurst Elementary School
- Glendale-Feilbach Elementary School
- Larchmont Elementary School
- Martin Luther King Academy For Boys
- Pickett Elementary School
- Reynolds Elementary School
- Robinson Middle School

On each of these campuses, student teams have implemented activities and events to improve the overall attitude, awareness, and acceptability of school breakfast, and to encourage healthy active lifestyles. For example, near the end of the 2011-12 school year, the four participating schools held a mini-food fair to which students and parent were invited. Vendors brought in samples of the proposed breakfast items for the coming year, at no cost to the district or the students, and students voted on the foods they liked and wanted to see introduced in the coming year's breakfast program. The exercise was well-received by parents and students and the selected items were made part of the offerings for breakfasts in 2012-13.

Another of the creative, kid-friendly activities that helped to provide excitement and education opportunities included the Toledo Public Schools Breakfast Rapp Song Competition. Winning rappers and songs were televised on the Buckeye Cable Sports Network.

In addition, TPS has four schools with grants from *Action for Healthy Kids* and a districtwide grant from *Kellogg* that is being used to gather statistics on breakfast participation at schools with high and low breakfast participation rates. These 14 grants are not large federal grants but total $72,500. The main goal of each grant, however, is to increase breakfast participation.

Most recently, TPS has pursued a larger grant through the American Association of School Administrators (AASA) that is intended to assist six urban school districts to increase school breakfast participation using alternative breakfast strategies. The main goal of the initiative is to increase the number of low-income students who eat breakfast in these districts. In 2012, TPS applied for a $400,000 grant to support the breakfast initiative but was not awarded the grant. In 2013, the district reapplied, this time for a $210,000 grant, with a goal of using the grant funds to not only encourage breakfast participation, but also to implement a POS system in all of the elementary cafeterias. Since this is an invitation only grant, the Health Services Coordinator and the Food Service Director said they were hopeful of success. The United Way of Greater Toledo, the Children's Hunger Alliance, the American Dairy Association Mideast, and the Ohio Action for Healthy Kids wrote letters of support for this grant.

With so many of its students and families living in poverty, and studies showing that hungry children are not as successful in school, TPS has partnered with external organizations in an effort that all children are offered a healthy breakfast.

COMMENDATION

The Health Services Coordinator, working in conjunction with principals and the Food Service Department, is aggressively seeking grants to promote the district breakfast program, nutrition education, and wellness.

FINDING

Neither students, parents, nor campus-level staff has meaningful input into menu choices.

With the exception of the taste testing performed at select campuses as part of the breakfast program, TPS does not routinely track student satisfaction using surveys that assess student opinions or garner suggestions parents or campus level administrators that can then be utilized in future planning efforts. Student preferences from the taste testing were used; however one of the more significant concerns voiced by students and parents is the fact that the same five breakfast items are served at elementary schools every week on the same days of the week.

The Director prepares a menu each month, which consists of an arrangement of a given set of menus tested at the beginning of the school year. During the initial testing period, menu items that are not accepted by students are dropped or modified.

Separate menus are prepared for elementary and high schools. High schools have some flexibility in offering alternatives, but there is no variance between the menu offerings at the elementary level. Not all students at all schools, however, react the same way to certain menus. According to cafeteria managers, spaghetti is a hot-selling item on most campuses, but there are students in some schools that will not eat the spaghetti. Because there is only one menu for all schools in that grade level, participation at the schools where spaghetti is appreciated is high, whereas participation at the other schools is low.

Cafeteria managers provide some feedback to the central office regarding those menu choices that student will not take or eat, and/or which have resulted in food waste. Based on this feedback, the Director said that he has adjusted some menus and has changed suppliers or brands, when he felt the products were inferior.

A number of the grants being used throughout the district encourage students to get involved in nutrition and healthy living. Another way of encouraging student participation in the meal programs is involving them in menu planning. The Richland II school district in South Carolina, for example, hosted a districtwide *Future Chefs: Healthy Snack Challenge*. The program was created to teach kids about making healthy eating choices by encouraging them to make their own fun and nutritious snack recipes. Elementary students throughout the district submitted healthy snack recipes and the best were selected to participate in the districtwide finals event. Finalists prepared and presented their creations before being judged on criteria such as originality, taste, presentation and use of healthy ingredients. Winning recipes were then served in their schools, with advanced publicity giving credit to the student or students who contributed recipes.

RECOMMENDATION

Recommendation 7-16:

Provide more opportunities for student, parent, and staff input into menus, and develop a plan for providing more flexible menu choices that meet the unique needs of the schools.

While the entire premise of the central kitchen concept is uniformity and bulk preparation, giving students choices and input into the nutrition programs can encourage participation.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

TPS does not have a long-range vision or plan for moving the district forward in terms of meal nutrition, appeal or nutrition education. Although TPS has qualified for the additional six-cent reimbursement from the federal government for offering meals that meet the Healthy, Hunger-Free Kids Act of 2010 requirements, fresh, unprocessed, food choices/offerings in TPS are extremely limited.

Integrating these new meal requirements and encouraging student acceptance of the healthier foods, will be an ongoing challenge for many years to come. Therefore, planning for these changes and engaging the vendors who provide many of the prepackaged food items in the process will be critical.

There has been an attempt in some cafeterias to post nutrition slogans, particularly through the grants that are being used to encourage participation in the breakfast program. For example, nine TPS schools won Play 60 grants in 2012-13, based on their published nutrition and exercise programs.

This is not consistent, however, across all schools. TPS has no widely publicized nutrition education vision, theme or program, and there is no plan in place that is embraced by the administration or campus staff for promoting nutrition. While some cafeteria walls have attractive pictures and slogans, others are nearly void of any color. Making the cafeterias more attractive and appealing and branding the Food Service and Wellness Programs with identifiable slogans and posters that create excitement and pride are techniques used to encourage participation and acceptance of healthy food choices.

Although some efforts are underway with the breakfast program, TPS does not provide more global focused and frequent nutrition and healthy-living education for staff, students, and parents, including integration of elements of nutrition education into the core curriculum.

In the absence of a nutritionist in Food Service, the Director said he uses the packaging labels to gauge the nutritional value of each food item. As fewer processed foods are used in the menus, some arrangements will need to be made to address menu planning and nutritional content. Further, because much of the equipment and space in the school cafeterias is designed for reheating rather than scratch cooking, some additional equipment and training may be needed. This in turn, may lead to the need to change the Health Department licensing category for elementary schools to be more in line with the high school cafeterias.

Successful school food service operations also look for innovative and appealing ways to serve the food in order to attract students. For example, kiosks or stations located throughout high school cafeterias are sometimes used to give the operation a "food court" look and feel.

Federal guidelines include an *Implementation Timeline for Final Rules*, which identify the components and the expected timeline for implementation by meal and school year. As shown in **Exhibit 7-18,** the implementation timeline has most elements completed during the first three years, but extends out to 2022-23.

RECOMMENDATION

Recommendation 7-17:

Prepare a comprehensive nutrition and education plan that takes into account federal and state requirements and creates a vision and mission for nutrition education and the provision of more fresh fruits and vegetables.

While a comprehensive plan will require global buy-in from central and campus administrators, Food Service needs to take the lead in initiating the identification and implementation of techniques that encourage participation and acceptance of healthy food choices. Visiting highly successful food service and wellness operations in other districts may benefit the planning effort.

Further, every effort should be made to make all of the cafeterias attractive and appealing, by branding the Food Service and Wellness Programs with identifiable slogans and posters that create excitement and pride.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Exhibit 7-18
Healthy, Hunger-Free Kids Act of 2010
Implementation Timeline

Implementation Timeline for Final Rule

"Nutrition Standards in the National School Lunch and School Breakfast Programs"

Implementation of most meal requirements in the NSLP begins SY 2012-2013. In the SBP, the meal requirements (other than milk) will be implemented gradually beginning SY 2013-2014.

New Requirements	Implementation (School Year) for NSLP (L) and SBP (B)						
	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2022/23
Fruits Component							
• Offer fruit daily	L						
• Fruit quantity increase to 5 cups/week (minimum 1 cup/day)			B				
Vegetables Component							
• Offer vegetables subgroups weekly	L						
Grains Component							
• Half of grains must be whole grain-rich	L	B					
• All grains must be whole-grain rich			L, B				
• Offer weekly grains ranges	L	B					
Meats/Meat Alternates Component							
• Offer weekly meats/meat alternates ranges (daily min.)	L						
Milk Component							
• Offer only fat-free (unflavored or flavored) and low-fat (unflavored) milk	L, B						
Dietary Specifications (to be met on average over a week)							
• Calorie ranges	L	B					
• Saturated fat limit (no change)	L, B						
• Sodium Targets ○ Target 1 ○ Target 2 ○ Final target			L, B			L, B	L, B
• Zero grams of trans fat per portion	L	B					
Menu Planning							
• A single FBMP approach	L	B					
Age-Grade Groups							
• Establish age/grade groups: K-5, 6-8, 9-12	L	B					
Offer vs. Serve							
• Reimbursable meals must contain a fruit or vegetable (1/2 cup minimum)	L		B				
Monitoring							
• 3-year adm. review cycle		L, B					
• Conduct weighted nutrient analysis on 1 week of menus	L	B					

Source: USDA, 2012.

CHAPTER 8: TRANSPORTATION

8.0 TRANSPORTATION

This chapter evaluates the accomplishments and recommended improvements in the transportation operation of Toledo Public Schools (TPS). The six major sections of this chapter are:

8.1 Organization and Management
8.2 Vehicle Acquisition and Maintenance
8.3 Technology Use
8.4 Bus Routes, Routing, and Scheduling
8.5 Training and Certification
8.6 Collaboration with the Toledo Rapid Transportation Authority (TARTA)

An important function in any school district is transporting students. Each day during the school year hundreds of thousands of school buses move students from cities, towns, and rural areas of America to and from school. This chapter is devoted to assessing the effectiveness of the TPS Transportation Services Department in performing this operation.

The Transportation Services Department's primary mission is to transport students to and from school, on special field trips, and to and from extracurricular events in a timely, safe and cost-effective manner. The Transportation Department maintains a fleet of buses, employs drivers, conducts maintenance and repair for buses and other vehicles, and provides administrative support. The Transportation Services Department must ensure that bus routes are designed efficiently; bus use is restricted to authorized students; special needs students receive appropriate transportation; accident prevention is enforced as a major priority; vehicle breakdowns are minimized; and special requirements and needs are responded to in a timely and effective manner.

The State of Ohio Education Code authorizes each school district to provide transportation between home and school, from school to career and technology training locations, and for co-curricular activities and extracurricular activities for students who are in excess of two miles from their schools. Exceptions are made for special needs students and other students who may face hazardous conditions within the distance limitation. The State requires districts to transport resident students attending the district's own schools, as well as those attending private schools and community schools.

State Statute 3301.07 states that a board of education:

> *…shall not be required to transport elementary or high school pupils to and from a nonpublic 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. Where it is impractical to transport a pupil by school conveyance, a board of education may offer payment, in lieu of providing such transportation in accordance with Section 3327.07 of the Revised Code.*

The federal *Individuals with Disabilities Education Act* requires districts to provide transportation for students with disabilities if they also transport the general student population or if disabled students require transportation to receive special education services. According to the TPS Transportation Services Department, there are 1,779 students with disabilities who are transported. Of this number, 70 require the related services of specially equipped buses and the remaining 1,709 are able to use regular bus transportation.

TPS student enrollment is reported at approximately 22,500 for the 2012-13 school year and the Transportation Services Department reports providing student transportation services for 2,656.* K through 8 students who live more than two miles from their school. This number is less than when the school population was approximately 25,000 students in fiscal year 2010 and 6,295 students were transported. TPS reports using 96 buses daily to transport its students on 96 bus routes. Transportation is not provided to high school students. However, if a special education high school student has mobility problems or special health needs, transportation is provided in accordance with the student's individualized education plan (IEP).

As reported by the Transportation Services Department, Toledo Area Regional Transit Authority (TARTA), transports an additional 845 students with an additional 16 students being transported by private contracted vans. The total number of TPS students qualified and provided some form of transportation from all of the above sources is 3,517.

The capital investment by Toledo Public Schools in transportation, which includes its school bus fleet and annual expenditures required for transportation maintenance and operation, is substantial. The Transportation Department reports expenditures of $10,186,018 (including the state contribution) to provide student transportation for 2012-13.

Evergreen Solutions conducted a survey of TPS central office administrators, school administrators, and teachers as part of this performance audit. Employees were asked to provide feedback on school bus arrival times, sufficiency of number of buses, field trip support, transportation efficiency, and safety and bus driver operations. There were a total of seven statements to score; each grouped into two major categories of agreement and disagreement. Responses to the survey were compared to peer districts in Evergreen's database. **Exhibit 8-1** through **Exhibit 8-3** provide the survey results for TPS central office administrators, school administrators, and teachers compared to other school districts in Evergreen's database.

Exhibit 8-1 summarizes central office administrator results compared to peers. As can be seen, overall, these administrators are satisfied with student transportation services. The exhibit also indicates that buses generally deliver students to school on time; bus service is dependable; students feel safe riding buses; and bus ride times are not too long. The topic of discipline being handled by bus drivers is not only an issue in TPS, but also among peer district comparisons.

Exhibit 8-2 summarizes school administrator survey results. The results show overall satisfaction with student transportation services, especially with bus timelines, student safety, and appropriate bus time.

*This total includes the 1,779 special education students.

Exhibit 8-1
Central Office Administrator Survey Responses on Transportation in Toledo Public Schools and Comparison Districts in Evergreen's Survey Database

Survey Statement	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	13.7%	43.8%	12.5%	59.3%
There are sufficient buses and drivers to meet extracurricular needs of students.	21.9%	20.6%	45.0%	36.3%
Buses are often broken down, disrupting services.	1.4%	46.1%	10.8%	62.2%
The process for requesting a field trip is efficient and effective.	26.1%	9.5%	58.8%	14.3.%
Bus drivers effectively handle discipline issues on the buses.	21.9%	12.3%	29.5%	34.9%
Students do not feel safe riding school district buses.	1.4%	32.9%	11.3%	56.4%
Bus ride times are too long.	12.3%	17.8%	14.4%	22.1%

Source: Evergreen Survey Results, 2013.

Exhibit 8-2
School Administrator Survey Responses on Transportation in Toledo Public Schools and Comparison Districts in Evergreen's Survey Database

Survey Statement	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	24.3%	47.3%	14.0%	66.6%
There are sufficient buses and drivers to meet extracurricular needs of students.	21.3%	37.3%	47.4%	40.9%
Buses are often broken down, disrupting services.	1.4%	35.6%	12.3%	68.1%
The process for requesting a field trip is efficient and effective.	54.7%	22.7%	68.3%	15.5%
Bus drivers effectively handle discipline issues on the buses.	26.0%	43.8%	35.2%	45.4%
Students do not feel safe riding school district buses.	5.4%	37.8%	13.6%	64.3%
Bus ride times are too long.	20.3%	21.6%	27.7%	36.9%

Source: Evergreen Survey Results, 2013.

Exhibit 8-3 shows the results of the TPS teacher survey and also displays the peer comparison districts. TPS teacher responses are to some extent more critical of transportation services than central office and school administrators. Results indicate that bus ride times are too long and that there are not sufficient number of buses and drivers. For the survey question addressing students feeling safe riding school district buses, teachers generally express the opinion that students feel safe riding the buses.

Exhibit 8-3
Teacher Survey Responses
on Transportation in Toledo Public Schools and Comparison Districts in Evergreen's Survey Database

Survey Statement	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	18.9%	41.2%	14.5%	67.7%
There are sufficient buses and drivers to meet extracurricular needs of students.	19.9%	30.0%	43.5%	26.7%
Buses are often broken down, disrupting services.	4.5%	27.6%	6.2%	61.4%
The process for requesting a field trip is efficient and effective.	30.7%	28.9%	54.5%	16.9%
Bus drivers effectively handle discipline issues on the buses.	16.4%	13.2%	26.3%	18.9%
Students do not feel safe riding school district buses.	6.9%	21.5%	10.5%	46.4%
Bus ride times are too long.	8.9%	14.2%	21.2%	21.8%

Source: Evergreen Survey Results, 2013.

In addition to survey results, TPS employee opinions and attitudes on transportation services were gathered at the time of the diagnostic review. Although not a complete picture of the transportation function, valuable observations and insights were collected.

Exhibits 8-4 through **8-7** provide a comparison of student transportation services, including bus count, square miles, total riders, riders distance ratios and other variables as contained in the state database. TPS requested that comparisons be made between TPS transportation services and smaller peer districts in Lucas County as well as urban Ohio school peer districts.

Exhibit 8-4 shows that TPS has 57 regular education runs compared to the peer average of 41.2. TPS covers 70 square miles while the peer average is 32.8, meaning that TPS covers more square miles with its buses than its peers. TPS has a total ridership of 1,094 compared to 3,036 shown in the peer average. It may be deduced from this variable that TPS does a better job transporting its regular student population. TPS also has a more favorable showing of riders/bus distance, at 19.2, than the peer average of 77.5; indicating that TPS is more efficient in this area.

Exhibit 8-5 examines the same variables for selected urban school districts in the state of Ohio. The peer average regular education runs are 148.3 compared to 57 runs for TPS. It is noted that Cincinnati City regular education runs are 228—considerably higher than the peer group and the peer district average. TPS covers 70 square miles and the peer group average is 78.5. This comparison shows that TPS covers almost the same number of square miles as the larger school districts. On total riders, the larger school districts average 8,907.5, versus 1,094 for TPS. The rider/bus all distance variable is 61.6 for the larger school districts compared to 19.2 for TPS.

Exhibit 8-4
Bus Count, Square Miles, Total Riders,
Riders/Bus (All Distances)
Toledo Public Schools Compared to Districts in Lucas County
2011-12 School Year

School District	Regular Education Runs	Square Miles	Total Riders	Riders/Bus (All Distances)
Toledo City	**57**	**70**	**1,094**	**19.2**
Oregon City	21	61	1,810	86.2
Springfield Local	30	22	2,853	95.1
Sylvania City	72	29	4,963	68.9
Washington Local	42	19	2,513	59.8
Peer District Average	**41.2**	**32.8**	**3,035.8**	**77.5**

Source: Ohio Department of Education, 2013.

Exhibit 8-5
Bus Count, Square Miles, Total Riders,
Riders/Bus (All Distances)
Toledo Public Schools Compared to Large Ohio School Districts
2011-12 School Year

School District	Regular Education Runs	Square Miles	Total Riders	Riders/Bus (All Distances)
Toledo City	**57**	**70**	**1,094**	**19.2**
Akron City	93	55	4,072	43.8
Cincinnati City	228	91	11,113	48.7
Dayton City	146	49	7,810	53.5
South-Western City	126	119	12,631	100.2
Peer District Average	**148.3**	**78.5**	**8,907.5**	**61.6**

Source: Ohio Department of Education, 2013.

Exhibit 8-6 shows TPS is significantly below the peer district average of density riders per square mile when compared to Lucas County school districts. However, TPS is above the peer district average for adjusted target ridership. The average of 77.0 for TPS is not significantly higher than the 75.0 for the peer average of adjusted target ridership. It should be noted that for actual riders/bus, TPS has 19.2 whereas the peer average is 77.5. This is an indicator that TPS may not be taking advantage of the opportunity to maximize student seating capacity on buses.

During the onsite visit, Evergreen observed school bus operations and held interviews with school bus drivers and other employees of the Transportation Department. School buses are not maximizing passenger utilization. This means that the TPS ridership ratio of 0.25 could be much higher. A higher ratio would reflect an increase of actual riders on the buses. This situation is examined more carefully in subsequent sections of this chapter and appropriate recommendations are made to increase school bus ridership.

Exhibit 8-6
Density Riders per Square Mile, Adjusted Target Ridership, Actual Riders and Ridership Ratio
Toledo Public Schools Compared to Districts in Lucas County
2011-12 School Year

School District	Density Riders per Square Mile	Adjusted Target Ridership	Actual Riders/Bus	Ridership Ratio
Toledo City	**15.6**	**77.00**	**19.20**	**0.25**
Oregon City	29.7	66.00	86.19	1.31
Springfield Local	129.7	76.44	95.10	1.24
Sylvania City	171.1	80.76	68.93	0.85
Washington Local	132.3	76.71	59.83	0.78
Peer District Average	**115.7**	**75.00**	**77.50**	**1.05**

Source: Ohio Department of Education, 2013.

Exhibit 8-7 focuses on density of riders per square mile, adjusted target ridership, actual riders on buses and ridership ratio as they apply to larger school districts in Ohio. The density of riders per square mile is 15.6 for TPS and the peer district average is 115.4. As shown, TPS is not achieving greater density of riders per mile when compared to larger Ohio districts. This shortcoming is reflected again in **Exhibit 8-7**, reinforcing that TPS can increase passenger density on its school buses. The adjusted target ridership in TPS is 77.0 and slightly higher than the peer average of 75.0. It is also observed that the actual rider ratio is low at 0.25 compared to the 0.82 peer average. In summary, the data show that TPS has a very low density of riders on school buses.

Exhibit 8-7
Density Riders per Square Mile, Adjusted Target Ridership, Actual Riders and Ridership Ratio
Toledo City Public Schools Compared to Large Ohio School Districts
2011-12 School Year

School District	Density Riders per Square Mile	Adjusted Target Ridership	Actual Riders/Bus	Ridership Ratio
Toledo City	**15.6**	**77.00**	**19.20**	**0.25**
Akron City	74.0	70.63	43.78	0.62
Cincinnati City	122.1	75.65	48.74	0.64
Dayton City	159.4	79.54	53.49	0.67
South-Western City	106.1	73.98	100.25	1.36
Peer District Average	**115.4**	**74.95**	**77.51**	**0.82**

Source: Ohio Department of Education, 2013.

8.1 ORGANIZATION AND MANAGEMENT

The management of student transportation requires effective managers who are capable of selecting, organizing, maintaining and adjusting staff to meet demands. Transportation managers must be able to establish strategy and action plans, train employees, effectively supervise personnel, repair and maintain equipment, and adopt and adjust to new technologies as part of ongoing efforts to achieve transportation operations that are safe, efficient and successful. This section assesses transportation administration, organization and management.

FINDING

The Director of Transportation is ultimately the responsible person for all TPS transportation operations. The Director reports to the Chief Business Manager.

The Director of Transportation major job responsibilities include the following:

- supervises all aspects of the school transportation function;
- oversees all training and staff development;
- oversees transportation for field trips and activity events;
- works collaboratively with school administrators to meet transportation needs;
- supervises and ensures recruiting of bus drivers, substitute drivers and school bus aides; and
- ensures competent supervision and evaluation of bus drivers, substitute bus drivers, school bus aides and all other personnel assigned to the transportation department.

Exhibit 8-8 shows the current organization of the Transportation Department and direct supervisory relationship between the Director of Transportation and the Operations Manager, Coordinator of Transportation, the two Dispatchers of Transportation, and the Foreman of Vehicle Maintenance Services. The exhibit depicts basically a linear organizational structure with all major subordinates reporting to the Director of Transportation.

During the onsite Evergreen visit, it was noted that the linear organizational structure shown in **Exhibit 8-8** does not appropriately reflect the operational structure of the TPS Transportation Services Department.

RECOMMENDATION

Recommendation 8-1:

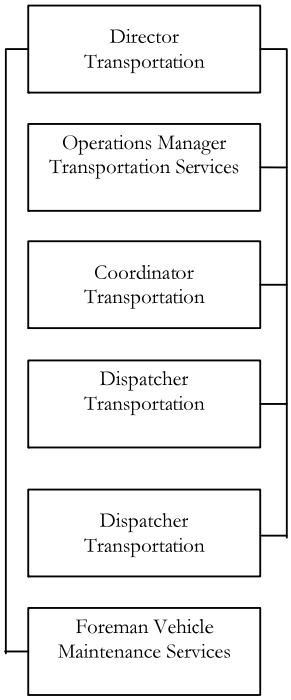
Modify the organizational chart of the TPS Transportation Services Department.

During the Evergreen onsite visit, inconsistencies with the current organizational chart were discussed with the Director of Transportation. All supervisors in the Transportation Services Department should be shown in such a manner to indicate accurate supervisor, inter-relationships and responsibilities. **Exhibit 8-9** shows a more accurate organizational chart for the Transportation Services Department.

FISCAL IMPACT

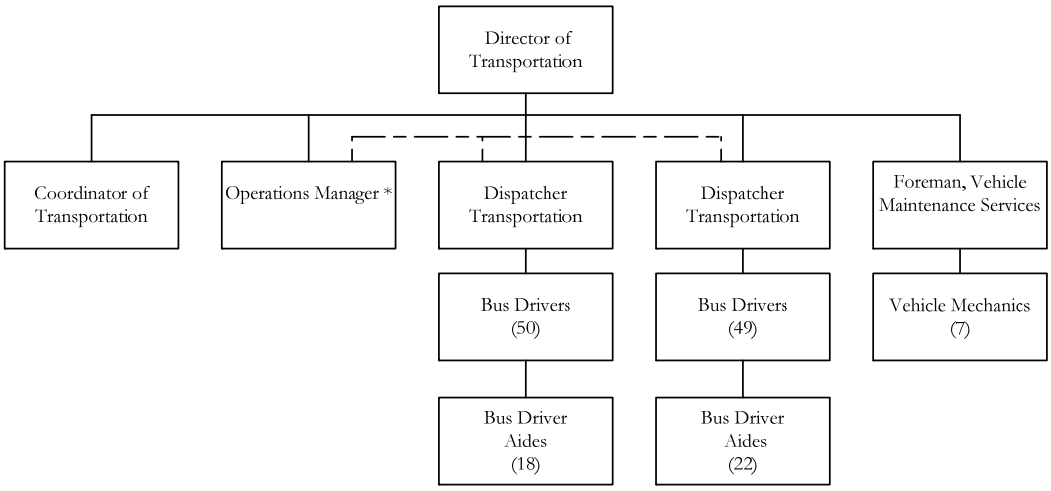
This recommendation can be implemented with existing resources.

Exhibit 8-8
TPS Transportation Services Department
Organizational Structure
2012-13 School Year



Source: TPS Transportation Services Department, 2013.

Exhibit 8-9
TPS Transportation Services Department
Revised Organizational Chart
2012-13 School Year



Source: Created by Evergreen Solutions, 2013.

*The Operations Manager has been designated supervisory coordination over dispatchers and bus drivers by the Director of Transportation.

FINDING

Special need students are not being provided timely transportation upon completion of their individualized education plans (IEP). Evergreen consultants found that transit service for special need students are sometimes delayed for up to five days after notification by a representative from the Office of Special Education. Some state laws of Ohio, federal law, rules, and policy advocate a more timely response for transportation support services for special needs students.

The overlying issue in TPS is at what point in the IEP process are transportation and other support services notified and a date/time determined to begin this service. The Evergreen Team is fully aware of the confidentially associated with the IEP process; Evergreen respects and supports the procedure. However, in the majority of school districts in which Evergreen has worked, districts ensure that student transportation services and special education managers work closely in supporting the special needs population.

RECOMMENDATION

Recommendation 8-2:

Notify the Transportation Department in a more timely manner of the transportation needs for special education students.

During the Evergreen onsite visit, this finding was discussed with a special education representative. Evergreen noted a willingness to work with the Transportation Department and determine how they may collectively develop a mutual notification that would give the Department of Transportation sufficient time to begin transit service for special needs students upon completion of the IEP.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The elimination of work attendance and other incentive award programs for transportation employees have been counterproductive and adversely impact morale.

There are issues of concern to bus drivers and other transportation personnel that deserve the attention of transportation managers. It was reported during focus group discussions with bus drivers that for several years, cash awards for excellent work attendance were awarded to bus drivers and other transportation personnel. It was subsequently determined that gift cards were given over 20 years ago. Excellent attendance awards were also reported as being given as strong work motivators, but the practice was discontinued.

During the Evergreen onsite visit, focus group sessions and interviews with bus drivers, mechanics, and bus aides resulted in a recurring theme expressed that there is lack of recognition for their services. School districts throughout the nation have bus driver recognition programs

giving bus drivers and transportation personnel recognition for their achievements. **Exhibit 8-10** shows some recognition initiatives for consideration by the TPS Transportation Services Department.

Exhibit 8-10
Suggested Recognition Awards
for Transportation Employees

Type of Recognition	Description of Recognition
Driver of the Month	Post in a prominent area of the transportation department a framed photo of the driver of the month recognizing exceptional achievement. Monetary compensation or plaque may also be given.
Bus Aide of the Month	In a prominent area of the transportation department, a framed photo of the bus monitor is placed recognizing exceptional achievement. Monetary compensation or plaque may also be given.
Superintendent's Award	Plaques, letters, certificates recognizing outstanding performance of transportation personnel (manager transportation, bus drivers, bus driver monitors and all transportation personnel should be considered) are recognized in categories determined by the superintendent. Monetary award may also be considered.

Source: Created by Evergreen Solutions, 2013.

RECOMMENDATION

Recommendation 8-3:

Implement an incentive awards program for TPS transportation employees.

Bus drivers, bus driver aides, and other transportation personnel should be recognized for exceptional contributions as they have in the past. Providing rewards for outstanding service improves morale and motivation.

This recommendation may be subject to contract negotiations.

FISCAL IMPACT

This recommendation should be budgeted at $1,500 each year to cover the cost of plaques, letters, and certificates recognizing outstanding performance.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Implement an Incentive Program for Transportation Employees	($1,500)	($1,500)	($1,500)	($1,500)	($1,500)

FINDING

The TPS Transportation Services Department does not have adequate performance measures to monitor the transportation function.

The Director of Transportation provided a verbal description of how the transportation unit measures its performance; however, documentation was not provided. The variables currently used describe functions of the transportation unit, but they do not document a process for monitoring performance measures for continuous improvement.

Evergreen held discussions with the Director of Transportation and Transportation Supervisors on practices that could be used to strengthen and improve safety, cost effectiveness, training, and performance. **Exhibit 8-11** provides examples of performance areas and performance indicators which TPS could incorporate as management tools.

Exhibit 8-11
Recommended Performance Indicators for Safety, Cost Effectiveness, Training, and Maintenance

Performance Area	Performance Indicator
Safety	• Accidents per 100,000 miles • Incidents per 100,000 miles • Pre-performance and post performance bus operations vehicle checks • Safety Orientations
Cost-Effectiveness	• Average rider trip time in minutes • Driver absentee rate • On-time performance • Open routes due to unfilled positions • Operation cost per mile for buses and other vehicles • Bus and vehicle replacement costs • Fuel (amount used and cost) • Cost associated with substitute driver procurement • Labor hours and labor costs
Training	• Driver Training • Safety Training • Bus Driver and bus monitors student discipline training
Maintenance Performance	• Operational rate/percentage for buses and vehicles • Driver requested bus repairs • Effectiveness of support maintenance

Source: Created by Evergreen Solutions, 2013.

RECOMMENDATION

Recommendation 8-4:

Implement performance indicators in the TPS Transportation Department to more effectively assess efficiency, effectiveness, and performance of the transportation function.

Performance indicators are important to assess efficiency, effectiveness and accomplishments of the Transportation Services Department. These indicators may be benchmarked against state and national standards as well as with peer school districts.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Performance evaluations are an essential management tool. Promotions, educational opportunities, job assignments, training and job termination are dependent upon performance evaluations. Focus group meetings with bus drivers and bus driver aides indicated that performance evaluations are not being completed in a timely manner.

Transportation managers pointed out that, at times, the preparation of performance evaluations have been delayed due to demands in the Transportation Services Department. Managers are aware of this issue and are in process of taking remedial action to ensure more timely submission of performance evaluations.

RECOMMENDATION

Recommendation 8-5:

Take appropriate action to ensure performance evaluations are completed annually and in compliance with personnel policy.

The completion of timely personnel evaluations is important for all employees. Promotions, incentive awards, and other monetary decisions rely on performance as the result of personnel evaluations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Discipline issues on school buses are not receiving adequate support from principals and other administrators at some schools.

During the Evergreen Solutions onsite visit, focus group meetings were held with school bus drivers who presented their perceptions that student discipline problems reported on buses were not acted on by some principals. At some schools, there is no person held responsible for ensuring action is taken by the principal or designee.

RECOMMENDATION

Recommendation 8-6:

Establish a contact at all schools who is designated to ensure timely action on school bus discipline issues.

There needs to be an individual designated at each school to ensure action is taken in a timely manner on discipline issues. It is important for school bus drivers to be supported in the resolution of discipline problems on school buses. Bus drivers need to know that when discipline problems involving students on their buses are reported, principals and other school administrators will take timely and appropriate disciplinary action.

FISCAL IMPACT

This recommendation can be implemented with current resources.

FINDING

The Transportation Services Department does not capture deadhead miles and associated costs.

Deadhead miles are defined as mileage moving buses to begin a route or spent going to pick up a student prior to commencing transportation service. Deadhead miles can be considerable and they add significantly to student transportation costs if they are not identified. During the Evergreen onsite visit, the Transportation Services Department reported that it does not currently capture deadhead miles. Department representatives stated that they are planning to obtain this information in the future and take steps to reduce deadhead miles.

RECOMMENDATION

Recommendation 8-7:

Take appropriate steps to capture data on deadhead miles and take positive steps to reduce deadhead miles and associated costs.

Reducing or eliminating deadhead miles can generate significant cost savings. A reduction in deadhead miles should reduce wear and tear on buses and also reduce personnel costs.

FISCAL IMPACT

This recommendation can be implemented with existing resources, but should generate cost savings after the analysis is completed.

8.2 VEHICLE ACQUISITION AND MAINTENANCE.

Vehicle maintenance responsibilities are performed by seven mechanics supervised by the Foreman for Vehicle Maintenance who is also a qualified mechanic. The maintenance facility located on Hill Street serves as the place to park all buses in the fleet inventory. The maintenance facility has two maintenance bays. It is old and in need of renovation; however, it is adequate to meet demands for vehicle repairs.

The maintenance facility maintains 24 hours of operation Monday through Friday to serve its customer base. According to a senior mechanic, personnel often stagger work hours to accommodate transportation maintenance support as needed.

FINDING

The TPS fleet inventory consists of 179 buses. TPS uses 123 buses to execute its operational function (96 for routing, 21 spares, and six vocational buses). The remaining 56 buses are excess, over age, and not in use. The 56 buses remain as part of the Transportation Services Department inventory until purged from the inventory. Minimum to no maintenance is performed on these 56 vehicles because they have no operational value.

The seven individual mechanics who perform maintenance operations on 123 vehicles (96 buses, 21 spares and six vocational buses) equate to a mechanic to school bus ratio of 1:18 (one mechanic per 18 buses). This ratio is below the national average of 1:30.

It was brought to the attention of the Evergreen onsite consultant that there are two servicemen positions being trained to be full-time mechanics when they reach the desired level of expertise. In addition, the ratio above (1:18 one mechanic per 18 buses) is not inclusive of another 125 vehicles (automobiles, vans and other vehicles comprising what is referred to as the "white fleet.") The white fleet (125 vehicles) and the bus fleet (123 vehicles) equal 248 vehicles that the mechanics perform maintenance. Subsequently, the Director of Transportation brought to the attention of the Evergreen onsite consultant to include all 248 vehicles and the two servicemen positions in computing the mechanic to vehicle (all vehicles) ratio and that number is a 1:28 (one mechanic per 28 vehicles) ratio. This finding contributes to the overall **Commendation f**or vehicle acquisition and maintenance.

This mechanic to bus vehicle ratio allows for:

- conducting work that is equitable;
- providing mechanics on call capable of responding to any emergency; and
- allowing for creation of specialization of mechanic functions.

The current arrangement allows for training time to improve the overall quality of maintenance, takes advantage of automotive service excellence certification, and improves maintenance management. This operation received positive feedback while Evergreen consultants were onsite.

COMMENDATION

Toledo Public Schools is commended for an exceptional vehicle maintenance program.

FINDING

Evergreen was asked to assess the performance of repairs and maintenance in-house versus procuring those services from outside sources. The TPS Transportation Services Department has a very effective maintenance repair program. Performance of maintenance services by the department can be done in-house more economically than could be through procuring outside sources. With sound management practice and procedures, the TPS Transportation Services Department should have no reason to seek outside maintenance support from any private sources at this time.

COMMENDATION

The TPS Fleet Maintenance Shop is commended for providing excellent service on TPS vehicles.

FINDING

TPS has an exceptional Automotive Service Excellence (ASE) certification program.

ASE certification is an important management tool that ensures mechanics are highly skilled and trained. It is recognized throughout the transportation community that ASE-certified mechanics provide more accurate fault diagnosis, which allows for more effective trouble-shooting and subsequent first-time correct repairs of defective equipment. A well-trained mechanic can have a significant impact on the parts replacement and equipment repair program of any maintenance operation.

Qualified mechanics are needed to maintain school buses and other equipment. ASE certification is an excellent way of determining mechanic qualifications. The training of mechanics is one of the important cornerstones of an effective maintenance organization complimented with ASE certifications.

In focus groups, Evergreen found that TPS mechanics have a strong appreciation for ASE certification. Six of the seven mechanics are ASE certified and most of them had certifications in several areas. Mechanics should continue taking advantage of opportunities offered in TPS for additional ASE certifications.

COMMENDATION

The Transportation Services Department is commended for encouraging and supporting ASE certification for TPS mechanics.

FINDING

The bulletin board in the mechanic work area is void of information on shop safety, workers' compensation, Ohio fair employment practices, equal employment, and other essential information.

It is important that required information is posted in a prominent place so it can be read and understood by the workforce. Many publications absent in the mechanic work area are required by law to be posted. It is common practice throughout transportation departments nationwide to post essential information to inform employees.

RECOMMENDATION

Recommendation 8-8:

Take appropriate steps to post essential information on the bulletin board in the mechanic work area.

The implementation of this recommendation will ensure that the Transportation Services Department is in compliance with the laws and policy requiring essential information be posted.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

TPS does not have a comprehensive school bus replacement plan.

The TPS Transportation Services Department has a total inventory of 179 buses. As explained earlier, TPS uses 123 buses for its operational function As emphasized earlier, the remaining 56 buses are excess and in process of being recommended for disposal and purged from the TPS inventory.

The Transportation Services Department reports using 96 vehicles daily on 96 routes to transit students. The same vehicles provide transit for extra-curricular activities and other activities. The Department indicated that TPS has a 14-year bus replacement plan and that buses are replaced as needed. However, during the Evergreen onsite visit, 13 new buses arrived and were added to the fleet, increasing the inventory to 179 buses. At issue is that the Evergreen Team could not find any documentation for a school board bus replacement plan. TPS buses are replaced in an ad hoc fashion and not according to a systematic bus replacement plan.

Exhibit 8-12 shows bus age and inventory for the 123 buses in the TPS operational inventory since 1981. At the time of preparation of **Exhibit 8-12,** data from the Department of Transportation showed 123 buses in the bus replacement program.

Exhibit 8-12
TPS School Bus Replacement Data
2012-13 School Year

Year of Replacement	Number of Buses
1981	5
1992	3
1993	10
1996	3
1997	12
1998	4
1999	4
2000	7
2002	12
2003	21
2004	6
2005	5
2007	15
2009	11
2010	5
TOTAL BUSES	**123**

Source: TPS Transportation Department, 2013.

As can be seen, there appears to be years when an excessive number of buses were purchased and brought into the inventory. In 1993, for example, there were 10 buses purchased; in 1997, there were 12 buses purchased; in 2002 there were 12 purchased; in 2003 there were 21 buses purchased; in 2007 there were 15 buses purchased; and in 2009 there were 11 buses purchased. More recently, in 2013, there were 13 buses purchased (not included in exhibit). This amounts to 95 buses purchased in a haphazard manner between 1981 and 2013. This action reveals that because TPS has not enforced a bus replacement policy; buses have been purchased in a mode and haphazard manner to provide student transit services.

A systematic bus replacement plan is a valuable management tool that can increase efficiency, reduce costs, and improve inventory. Cost savings can be achieved by mandating a 14-year bus replacement plan which would require purchasing four buses annually. This reduces erratic bus purchase. Past TPS bus replacement on average replaced six buses yearly when it could have replaced only four buses yearly to support its fleet of 123 buses.

RECOMMENDATION

Recommendation 8-9:

Establish a 14-year bus replacement plan in Toledo Public Schools.

TPS should establish and implement a 14-year bus replacement cycle. The past arbitrary decision by TPS to purchase buses is not cost efficient. With efficiencies gained from improving routing and scheduling (discussed later in this chapter), a total of four buses would only have to be replaced yearly.

FISCAL IMPACT

There are cost savings associated with implementing a 14-year bus replacement policy. The Department of Transportation would not include two of six buses in future purchases. The average cost of a school bus is $84,000. The cost savings realized from the two buses not purchased each year is $168,000. Cost savings from replacing four buses versus six buses generated cost savings for the two buses not replaced of $840,000 over a five-year budget cycle.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Implement 14-Year Bus Replacement Cycle	$168,000	$168,000	$168,000	$168,000	$168,000

FINDING

The spare bus inventory in Toledo Public Schools is excessive. The district should take action to eliminate excess spare buses and capture related cost savings.

According to data provided by the Transportation Services Department, there are 179 buses in the fleet inventory specifically designated to provide student transportation. As mentioned earlier in this report, 56 buses are not being used. At issue is that, over time, actions have not been taken by those responsible for disposing of buses no longer required. Normally, the buses are sold at auction, junked, or sold as scrap. These buses have remained on the books. Evergreen recommends immediate disposal of the excess buses. Under the circumstances that they are not used as part of the operational inventory, and until they are disposed, they remain part of the inventory as non-operational spares.

Most school districts in the nation maintain a spare bus policy of 15 percent unless there are unusual circumstances justifying a higher percentage, such as a very high number of high-mileage buses or an excessive number of buses in the 13- to 15-year-old range.

Spare bus determinants include normal life expectancy of school buses, average wear and tear, maintenance, and number of diesel versus gas-powered vehicles. TPS buses have a good life expectancy, excellent maintenance support facilities, and a bus fleet that is diesel powered. These positive variables dictate that TPS could have a 15 percent spare bus policy consisting of 18 spare buses (123 buses x 15 percent).

RECOMMENDATION

Recommendation 8-10:

Eliminate excess spare buses from the inventory and continue maintaining a spare bus policy of 18 buses, or 15 percent of its fleet.

This recommendation should end the TPS practice of maintaining excess buses in the inventory at taxpayer expense, and ensure that the administration is more proactive in maintaining its inventory of spare vehicles.

FISCAL IMPACT

Excess and spare buses in TPS are in fairly good condition and should sell for not less than $2,000 each, generating a one-time savings of $112,000 (56 x $2,000). Yearly security storage and minimum maintenance per vehicle awaiting disposition is approximately $298 per bus, or $16,688. This spare bus efficiency to eliminate 56 buses also allows for elimination of one mechanic at a yearly savings of $61,010 ($39,853 base salary +18.6% of salary +$13,745) for a total annual savings of $77,698 ($61,010 + $16,688).

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
One-Time Sale 56 Excess Buses	$112,000	$0	$0	$0	$0
Reduce Annual Bus Support	$16,688	$16,688	$16,688	$16,688	$16,688
Reduce One Mechanic	$61,010	$61,010	$61,010	$61,010	$61,010
TOTAL SAVINGS	**$189,698**	**$77,698**	**$77,698**	**$77,698**	**$77,698**

FINDING

Non-bus vehicle (e.g., automobiles, trucks, vans, dump trucks, etc) have not been assessed for continued use in Toledo Public Schools. These vehicles are often referred to as the white fleet. An evaluation to purge white fleet vehicles not needed from the inventory should be undertaken.

TPS needs to conduct an in-depth assessment of non-bus vehicles and dispose of those automobiles and other vehicles which are no longer justified. Evergreen found 125 white fleet vehicles are used in various capacities to support TPS needs. Many of these vehicles are used minimally to none, are no longer needed in the white fleet inventory, and should be disposed of and removed from the inventory.

Such an evaluation would require the various departments and other units to fully justify their vehicle needs. According to information provided by TPS, there are 125 vehicles in the white fleet with:

- 57 at Pearson;
- 15 at computer services;
- seven at food services;
- 11 at building services;
- 10 at transportation;
- 15 at security;
- three at purchasing;
- four at duplication;

- one at administration building;
- one at vocational; and
- one for mail.

This information raises the issue as to which of these vehicles are needed. The Evergreen Team queried several TPS officials as to when the last departmental analysis of efficiency and justification of assigned white fleet vehicles was accomplished. No one could recall when and if such a study was conducted.

The result of a white fleet audit could produce significant cost savings in the following areas:

- overall reduction of the white fleet;
- no further vehicle maintenance costs for those reduced vehicles; and
- income from sold, auctioned, or otherwise disposed vehicles.

Most vehicles are not the property of the TPS Transportation Services Department. The only exception is the ten white fleet vehicles assigned to the department. The other vehicles are the property of the department or unit using the vehicle(s) and unit leaders would need to be involved in any decision to eliminate the vehicle(s) from active service.

This recommendation may be subject to contract negotiations.

RECOMMENDATION

Recommendation 8-11:

Conduct an audit to reduce the white fleet inventory in Toledo Public Schools.

The implementation of this recommendation could reduce the vehicles not needed in the white fleet, as well as reduce inventory and produce cost savings.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Pupil Transportation Vehicle Maintenance Section uses Fleet Pro as its vehicle maintenance information system (VMIS) for managing vehicles, parts inventory, and work orders.

The Foreman uses Fleet Pro for all routine maintenance, application of spare parts, oil changes, and other maintenance functions. The automated service capability of Fleet Pro was praised for its capabilities and availability. Mechanics use VMIS management indicators in their diagnostics.

Effective VMIS fleet management using Fleet Pro indicators allows TPS transportation maintenance personnel to track service quality, cost to maintain vehicles, excessive maintenance repairs, vehicle downtime, high mileage, turnover time per bus repair, and other key fleet management variables. This system makes it possible to prepare a list of all preventive and major maintenance task categories stipulating the type of maintenance performed, the frequency of the maintenance, who performs the maintenance, and whether it is conducted in-house or by an external vendor.

COMMENDATION

The TPS Transportation Services Department is commended for its effective implementation of Fleet Pro.

8.3 TECHNOLOGY USE

Technology and technological systems enable support capabilities essential to providing student transportation services. Specialized technologies facilitate routing and scheduling, as well as continued improvement and management. The adoption and use of technology in the Transportation Services Department is significant.

FINDING

Edulog is a GIS-based routing and scheduling system which gives TPS the capability to create optimized school bus runs and schedules based on facts. The integration of advanced technology with the human element forms Edulog's core that is scalable, flexible, and proven. This software provides TPS with knowledge of which bus a student is on, where that bus has been, and where it is going. Edulog helps the user create efficient bus routes that can be modified as necessary. The system provides TPS a way to manage school bus routing and scheduling information in a complete, accurate, reliable, and timely manner.

The Edulog GPS – Edu Tracker takes full advantage of the capabilities of the GPS hardware and software on both the server and the computer in each GPS unit. The overall GPS/AVL Solution relies heavily on the integration between these two software components and the two-way communication and two-way data exchange between the server and the mobile computers embedded in the GPS units. The system enables new ways of addressing routing concerns, collects data, and calibrates map information.

Edulog's eDTA tracks and monitors bus driver hours electronically, providing an efficient alternative to traditional paper systems or manual time clocks.

WebStudent electronically assigns students to bus stops. Information about a newly registered student bus assignment or changes in a special need student's route plan can be tracked, managed, and reported efficiently. WebStudent has the capability to obtain information directly from Edulog system.

Other technology systems include the following:

- The FleetPro-Fleet maintenance system is an integrated group of linked modules for managing vehicles, parts inventory, work orders and staff. By building a completed history of every vehicle, the system monitors operating costs, repairs, maintenance services and fuel use.

- Fuelman uses a nationwide network of low-priced fuel and maintenance locations. It tracks and monitors fleet fuel expenses by vehicle and driver, consolidates all fleet expenses with one report, and alerts fleet operations of periodic maintenance schedules.

- Phoenix is a fuel management system exclusively for school buses by vehicle and driver. It alerts fleet operations of periodic maintenance schedules.

- Computerized diagnostic software provides mechanics with the capability to perform diagnostic assessment of engines, transmissions, and brakes.

- Safety Vision SVR-4100 DVR Camera Systems provide school bus video surveillance and support the Director of Transportation and other school administrator efforts to protect passengers, personnel, and property. These cameras are installed on certain TPS buses.

- The Digital Sprite parking lot surveillance system consists of four cameras mounted outside the building monitoring the transportation compound.

- The Motorola Narrow Band Radio SL-11A system is mounted in all school buses. These radios provide communications among bus drivers, radio operators and transportation administrators.

COMMENDATION

The TPS Transportation Services Department has taken advantage of technology support through several programs and systems.

8.4 BUS ROUTES, ROUTING AND SCHEDULING

Efficient bus routes and sound routing and scheduling are essential to effective school bus operations. Bus transportation systems need comprehensive planning, routing and scheduling to make transportation services more efficient and cost effective. Effective routing and scheduling contribute to optimizing the transportation function. TPS accomplishes this operation by using the Edulog routing and scheduling system to provide the department the capability to create optimized school bus runs and schedules that are not redundant and which maximize resources.

FINDING

The TPS Transportation Services Department is not making the most effective use of its routing and scheduling process.

Exhibit 8-13 shows the number of bus routes and number of students transported by special education and regular students. TPS reported transporting 1,779 students with disabilities of which 795 require the services of 15 specially equipped buses. According to the Transportation Department, the remaining 984 special need students are bused with the regular student population.

Exhibit 8-14 shows passenger buses, number, and total capacity for the particular size of bus. The 54- and 55-passenger buses are normally used for special education transportation and the larger buses (66, 72, 78 and 84 passenger) are used to transit the regular student population. Fifteen (15) special-equipped buses transit 795 wheel chair students.

Exhibit 8-13
Bus Routes and Students Transported
in Toledo Public Schools
2012-13 School Year

Buses Used	Students Transported	Special Students	Regular Students
96	2,656	1,779	877

Source: TPS Transportation Services Department, 2013.

Exhibit 8-14
TPS Passenger Buses, Number, and Bus Capacity
2012-13 School Year

Average Buses By Category	Number of Buses	Total Bus Capacity
84	6	504
78	12	936
72	66	4,756
66	17	1,122
55	4	220
54	18	972
TOTAL	**123**	**8,510**

Source: TPS Transportation Services Department, 2013.

Exhibit 8-14 shows there are approximately 8,510 seats available on the total of 123 buses (including spares and vocational buses) in the operational fleet used to transport students. TPS reports using 96 of the buses to transport its 2,656 students (the other buses are the 21 spares and six used for vocational purposes). Since 15 buses are dedicated to special needs students with special problems, the other special needs students ride on regular buses. This produces a ratio of one bus to 22 students on the regular buses. This 1:22 ratio should be unacceptable in TPS. This situation further reinforces perceptions by parents and other citizens of Toledo that school buses are not full and some are near empty.

The Department of Transportation needs to make better use of Edulog and plan to reduce the number of buses in service. In making a rational decision to reduce the number of buses and bus drivers, it should be noted that large capacity buses were provided when transit was for all students and the state of Ohio-mandated limit for student transportation was one mile. During that timeframe, student bus occupancy on buses was much higher because all students in the one-mile limit were provided school bus transportation.

It is reasonable for TPS to increase its bus capacity to 30 students per bus versus the current 22 students per bus. This increase would mean using fewer buses and could translate to a reduction from 96 buses to 52 buses. There would result in the elimination of 44 routes/buses and 44 bus driver positions.

During the Evergreen onsite visit it was brought to the attention of the consultant and understood that a route is performed by one bus. There may be several runs along a given route (picking up students for a particular school and the run completed along the route when the students are dropped off at their school) along a given route. This was discussed several times with the Route Coordinator to ensure the consultant was properly versed and understood the route and runs issue as practiced in TPS.

Student Transportation Services initiated state minimum transportation requirements in 2010 eliminating all high school transportation and K-8 two-mile walk. The resolution resulted in 40 yellow bus routes being eliminated and the TARTA contract was reduced by 2.5 million.

RECOMMENDATION

Recommendation 8-12:

Eliminate 44 routes/buses from the bus inventory.

The implementation of this recommendation will reduce school buses and bus drivers that are not needed to provide student transportation services in TPS. The use of 96 buses to provide student transportation services at a ratio of one bus per 19 students is inefficient and does not take full advantage of TPS resources.

The elimination of 44 routes/buses and bus driver positions will require efficient planning in TPS. For the most part, routes that have existed for quite a period of time are used when they should be modified to meet existing requirements. The argument could be made that in some cases student ride times may be increased. Should this be the case, the TPS School Board must establish an acceptable ride time for students. In addition school bell times could be adjusted and the Board should establish a ride time for TPS students (Should it be one hour, 45 minutes or other ride time?). School Board policy, ride times and bell schedule dictate the number of buses needed to efficiently provide student transportation service. At present, according to the Transportation Services Department, no student rides in excess of one hour with the norm being 45 minutes. The ride time may be negated by TPS taking full advantage of Edulog and other variables (planning, coordination, bell schedule, policy and execution).

Considering the capabilities of Edulog, the more efficient routing and scheduling of students should be accomplished by consolidating existing routes, creating new routes, and more effectively managing these services. In fiscal year 2010, the Transportation Services Department provided transportation for 6,295 students with the same resources it has today. In 2013, it is transiting 2,656 or less than half of the 6,295 transported in 2010. The TPS Transportation Services Department must do a better job managing its resources, especially considering that the student transportation workload is reduced by almost 60 percent.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

Most school buses in the TPS active fleet are in good condition and could be expected to sell for approximately $2,200 at auction. The annual cost to support one school bus annually is computed at $891.82, which includes daily inspection, administration, advertising for sale, support, security and storage costs. The average salary of a TPS bus driver is $16,085 plus a benefits package of 18.6 percent, plus $13,745 in supplements, for total annual compensation of $32,822.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
One-Time Sale of 44 Excess Buses	$96,800	$0	$0	$0	$0
Reduce Annual Maintenance Cost Support for 44 Buses	$39,240	$39,240	$39,240	$39,240	$39,240
Eliminate 44 Bus Driver Positions	$1,444,168	$1,444,168	$1,444,168	$1,444,168	$1,444,168
Total Savings	$1,580,208	$1,483,408	$1,483,408	$1,483,408	$1,483,408

8.5 TRAINING AND CERTIFICATION

School bus driver training and certification are state-mandated programs for bus drivers. The purpose of training is to reduce the injury or possible death of school age students while being transported to and from school, extra-curricular activities, and other sanctioned bus trips. Driving a school bus takes special skills. Not only does the driver have to concentrate on driving a large vehicle in traffic, but the driver also has to make sure students are in their seats and behaving. Ohio bus driver training helps both new and experienced bus drivers travel safely. In addition to state-mandated training, each school bus driver must attend in-service training provided by the local school district. The TPS Transportation Services Department provides driver training and certification as directed by the State of Ohio; the Department also provides recertification training.

FINDING

TPS has an exceptional training and safety program and has implemented new training and safety standards as appropriate. The school bus training and safety program meets the Ohio Department of Education standards.

The transportation unit safety program begins with the driver certification and qualification program, and is reinforced in annual in-service training required of all drivers. In discussions with the TPS Safety and Training Specialist and in a review of safety and training, it was noted that some of the safety driver training includes defensive driving, accident review procedures, evaluation/emergency equipment, accident/breakdowns, first aid and fire extinguisher use, hostage awareness, and special needs equipment. There is also training on student loading and unloading, student relations, CPR/choking procedures, violence prevention, and student control. In the area of safety management, TPS collects accident data. Bus driver and bus driver aide focus groups demonstrated satisfactory knowledge of training and safety.

Despite this, senior staff managers and supervisors in the TPS Transportation Services Department need additional training in personnel management, management of resources, sensitivity training, and conflict resolution.

The TPS Transportation Services Department has a high level of employee discontent. Evergreen conducted focus groups with a representative sample of mechanics, bus drivers, and administrative personnel. The bus drivers, bus driver aides, and mechanics were selected with the assistance of the Director of Transportation. Information was gathered during those sessions and compared to information found during Evergreen's diagnostic review. Several concerns are noted below.

Some bus drivers and bus driver aides perceive that managers and supervisors have a double standard for employees. When competing for higher positions leading to advancement in the department, there is the perception that those who are strong union members and considered management favorites have a better opportunity for selection and subsequent advancement or promotion.

There were a number of employees who requested to meet with the Evergreen onsite team. Their concerns consisted of the lack of response by supervisors to their problems; perceived nepotism in hiring and promotions; drivers not being supported to resolve student discipline problems on buses by school administrators and supervisors; and lack of confidence and timeliness in the performance evaluation process.

Some bus drivers reported they have been given low performance ratings by supervisors. The perception of a cross-section of employees in the department is that managers rating them may be insensitive because they talk down to them and do not treat them with respect.

The Director of Transportation reports to the Chief Business Manager. The Business Manager supports the need for supervisor and management training. The Transportation Services Department is in need of an effective management and training program that can effectively train supervisors and managers. This training requires the support of the Business Manager to ensure

that an effective, ongoing program is provided. Training should focus on personnel, management, sensitivity and conflict resolution training and be provided for managers and supervisors in the department.

RECOMMENDATION

Recommendation 8-13:

Implement a training program in the TPS Transportation Services Department for managers and supervisors emphasizing personnel management, sensitivity training, and conflict resolution.

As indicated in the finding of this section, there are several issues that should be resolved between management and workers in the TPS Transportation Services Department. There were many different concerns and needs expressed by management and workers; the problem is that they were often incongruent. Training is needed in personnel management, sensitivity, and conflict resolution in the TPS Transportation Services Department to resolve these issues.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Bus drivers and bus driver aides, with assistance from the Director of Transportation, were chosen to participate in Evergreen focus groups. Before open discussion, these employees completed a questionnaire. The results contributing to this finding are:

- Ninety (90) percent indicated they received formal training certifying them as drivers, but only 52 percent stated the training was adequate.
- Forty-eight (48) percent reported that students cause serious disciplinary problems on the bus, including verbal and physical aggression. A common complaint was the number of known behavior problem students riding the same bus.
- Drivers believe that principals, teachers, school staff, drivers and sometimes police have a role in discipline on the buses, but they strongly believe that problems on the bus are not treated with the same emphasis as behavior problems in schools.
- Eighty-five (85) percent of drivers perceive their pay is not competitive with other school districts.
- Regarding incentives for outstanding performance, far more mentioned non-monetary recognition than those who stated cash awards.

- Drivers reported that the major reasons for late arrivals to school are traffic congestion, traveling too far for one student before the next pick-up, and students not being ready. Bus breakdown was the least mentioned cause.

- Poor communications among the transportation staff, principals, parents, and drivers has the greatest affect on drivers doing their job consistently in the best manner.

- All drivers (100%) reported that they perform pre-operations checks daily. However, follow-up questioning found that there is little standardization in the checks made. Some drivers stated they follow the checklist and others make their own variety of safety checks (lights, brakes, stop sign, electrical system, etc.).

- There is significant agitation with the management's approach to solve problems at the lowest level. The concern seems not to be a rejection of the concept, but rather a belief that many supervisors are not informed and some do not know how to treat and talk to people.

Attention should be given to the implications for training for supervisors which will be critical to the Director of Transportation's vision. Perceptions of unfairness, communication problems, and lingering relationship issues cannot be ignored if future challenges are to be taken on by a cohesive Transportation Services Department Team in Toledo Public Schools.

RECOMMENDATION

Recommendation 8-14:

Review concerns expressed by drivers and aides and address them in driver training programs.

Evergreen's focus group sessions with bus drivers, bus aides, and other personnel in the Transportation Services Department were informative. These individuals provided their candid observations and opinions as reflected above. Management should take proper steps to address these concerns.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

8.6 COLLABORATION WITH THE TOLEDO RAPID TRANSPORTATION AUTHORITY (TARTA)

The Toledo Area Regional Transit Authority (TARTA) is a public transit agency that has been providing public transportation in the Toledo area of Ohio since 1971. TARTA has more than 50 bus routes in the Toledo metropolitan area serving seven communities. TARTA vehicles carried over 3.3 million passengers in 2011. TARTA obtains revenues from passenger fares, local property taxes, federal and state governments and other sources.

FINDING

The Director of Transportation has been instrumental in talks with TARTA officials to provide TPS parking and maintenance support for a number of TPS buses. Current discussions include support for:

- secure parking area for a limited number of school buses;
- specified maintenance on the buses; and
- towing service.

Evergreen visited the TARTA facility. During that visit, the proposed parking area in the facility was observed and discussions were held with TARTA staff. According to TARTA officials, they welcome the opportunity to be of service to Toledo Public Schools. The proposed bus parking area for TPS buses is in a covered facility and the building is secure. The facility is impressive.

During discussions it was noted that parking TPS buses at this location would significantly decrease deadhead time for TPS buses. The TPS Transportation Services Department correctly concluded that a second hub to park a portion of its buses would improve efficiency. The Department is commended for taking initiative to open discussions with TARTA on this issue.

COMMENDATION

Toledo Public Schools is commended for holding discussions with the Toledo Area Regional Transit Authority (TARTA) to improve efficiency and effectiveness in providing school transportation services.

CHAPTER 9:
SAFETY AND SECURITY

9.0 SAFETY AND SECURITY

This chapter assesses the safety and security operations of Toledo Public Schools (TPS). **Chapter 9** includes five major sections:

9.1 Organization and Staffing
9.2 Emergency Planning and Training
9.3 Reporting and Monitoring
9.4 Security Operations
9.5 Safety Measures

Safe and secure schools are important to the community as a whole, and not just to parents, staff, and students. Traditional school safety programs involve actions such as surrounding schools with fences to provide for safe zones and creating alternative education programs for violent or disruptive students. However, in today's environment, experts are rethinking this approach to school safety, with consensus being that an effective safety and security program involves the participation and input of all stakeholders, including teachers, administrators, staff, parents, and students. School districts need a more comprehensive approach that involves awareness, prevention, and intervention, and that recognizes school violence as part of a community problem that requires community involvement. School districts are advised to look at safety and security expenditures as an investment in safer environments that will contribute to academic achievement, rather than looking at these costs as dollars being taken away from instructional activities.

Best practice school safety programs are evolving to include comprehensive policies that make safety a priority and that are well organized, predictable, and ongoing. Perhaps most critical is a comprehensive, ongoing safety and security planning process, with outcomes being applicable prevention and response methods to all imaginable incidents and disasters.

Experts suggest some common elements schools should consider in developing comprehensive school safety plans and policies. These elements include:

- eliminating the philosophy that "it can't happen here" - a focus on safety and orderly behavior is appropriate in all schools and at all levels;
- developing clear rules and high expectations for planning, behavior, and performance and enforcing them consistently;
- conducting multifaceted hazard analysis of district sites and surrounding areas;
- adopting clear statements of student and staff responsibilities;
- involving a broad cross section of district stakeholders in the emergency management planning process;
- providing appropriate training for teachers, staff, and volunteers in all aspects of safety, supervision, classroom management, and crisis intervention; and

- adopting procedures for identifying and responding to the needs of at-risk/disruptive students; and ensuring adequate presence of adult supervision.

Toledo Public Schools possesses many of the elements of an effective safety and security program. Therefore, Evergreen's recommendations are aimed at fine-tuning what is already a well-functioning safety and security operation. With continual assessment and review, safety and security programs remain effective at reducing crime, ensuring stakeholders feel safe in and around district locations, and preventing rather than reacting to all emergency events.

For the purposes of this audit, safety and security does not include safety precautions such as skid-proof rubber mats or hand rails. Rather, safety refers to prevention measures that affect a school's climate (such as conflict resolution programs, zero tolerance policies, bullying prevention programs, visitor policies, and community service programs). Security refers to the reinforcement of the school facility with physical hardware (e.g., cameras, locks, and lighting), security personnel, existence of clear and consistent operating procedures, and a sound communications process.

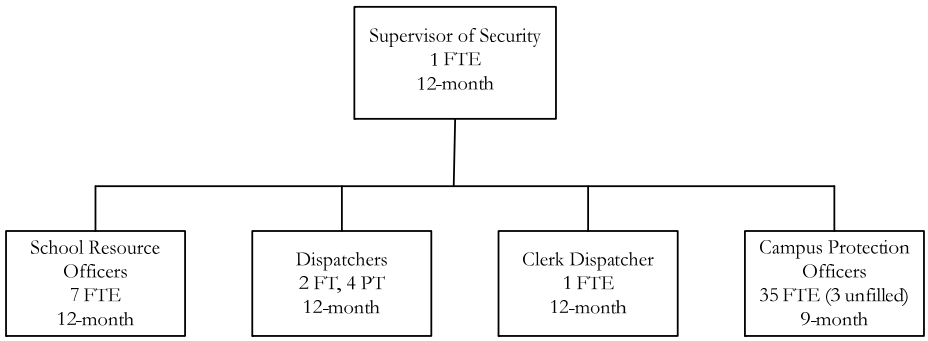
9.1 ORGANIZATION AND STAFFING

School safety and security is a challenging operation. Where once school districts simply relied on local emergency management agencies for safety and security, districts today are supplementing these services with their own in-house staff. As such, school and central office administrators and school security leaders now face the task of balancing multiple agendas; assessing real and perceived threats and identifying reasonable approaches to address both; and making schools safe without subjecting students to prison-like environments. In addition, new threats have emerged, adding complexity to planning for school security staffing and making it all the more crucial to set realistic and appropriate priorities. Safety and security programs now need the necessary resources and leadership to make these programs sustainable and effective.

Exhibit 9-1 displays the current organization of the Safety and Security Department within Toledo Public Schools. Currently, the department is comprised of 50 positions, with 47 positions filled at the time of this audit. The TPS Safety and Security Department consists of seven School Resource Officer (SROs) positions, 35 Campus Protection Officer (CPOs) positions (3 currently vacant), six Dispatcher positions, and one Clerk Dispatcher. All TPS Safety and Security staff report directly to the Supervisor of Security. Campus Protection Officers also report to principals regarding daily activity.

All Safety and Security Department positions are 12-month positions except for the Campus Protection Officer, which is a nine-month position. Of the six Dispatchers, two full-time dispatchers are assigned to weekday night shifts (second and third shift), and four part-time dispatchers are assigned to cover weekend shifts. The Clerk Dispatcher position performs dispatcher duties during regular business hours, in combination with secretarial duties. Between the Dispatchers and the Clerk Dispatcher, TPS alarms are covered 24 hours a day, seven days per week.

Exhibit 9-1
TPS Safety and Security Department
Organizational Chart
2012-13



Source: TPS Safety and Security Department, 2013.

Exhibit 9-2 displays a comparison of the staffing levels in the Safety and Security Department from 2010-11 through 2012-13. As can be seen, total safety and security positions have been reduced by 25.4 percent, or 17 positions, over the last three years. Reductions affected CPO and Dispatcher positions, while two SRO positions were added.

Exhibit 9-2
Safety and Security Staffing
in Toledo Public Schools

Position	2010-11	2011-12	2012-13	Change (2010-11 to 2012-13)	
				#	%
Campus Protection Officers (1st Shift)	52	35	35	(17)	(32.7%)
School Resource Officers (1st Shift)	5	7	7	2	40.0%
Full Time Dispatchers (2nd and 3rd Shift)	2	2	2	0	0.0%
Dispatchers Part Time (Weekends)	6	5	4	(2)	(33.3%)
Clerk Dispatcher (1st Shift)	1	1	1	0	0.0%
Supervisor of Security (1st Shift)	1	1	1	0	0.0%
Total	**67**	**51**	**50**	**(17)**	**(25.4%)**

Source: TPS Safety and Security Department, 2013.

TPS safety and security staff are supplemented by Toledo Police Department (TPD) officers. An agreement with TPD provides for six school-based police officers, each assigned to a high school. These TPD officers report to their respective TPD Commander. The TPD Commander acts as an administrative liaison with the TPS School Board.

FINDING

Campus Protection Officers (CPOs) are used at ten elementary school locations to support the school administration with a variety of student issues, including but not limited to enforcement of safety and security procedures; maintenance of safety and security records and reports; patrolling and supervising parking lots, hallways, cafeteria, campus, locker rooms, and

restrooms; and assisting with unruly individuals. CPOs are a valued and limited asset among TPS elementary schools.

CPO school assignments are made at the beginning of each school year by the Supervisor of Security based on need in schools, as well as with input from school and central office administrators. However, Evergreen received no formal data-driven staffing analysis for these positions.

Exhibit 9-3 displays the number of CPOs assigned to each TPS elementary school as well as incidents per student by school. Incident levels displayed were extracted from TPS Safety and Security's School COP Incident Tracking Program. The data show that elementary CPOs are located, for the most part, in elementary schools with the greatest need.

An annual assessment of elementary CPO placement based on the level of incidents or discipline is a solid, data-driven approach to placing support where it is most appropriate. This approach ensures that assignments are not made based on needs outside the purview of CPO responsibilities. Rather, assignments are made based strictly on discipline and safety incidents at each elementary school.

COMMENDATION

Toledo Public Schools is commended for placing elementary CPOs at high-need locations based on incident levels.

FINDING

Campus Protection Officer (CPO) staffing levels are inequitable in TPS high schools, resulting in excess levels at least one school location. Unlike elementary schools where only ten CPOs are shared among all locations, TPS high schools are each assigned four CPOs. Currently, there are 24 CPO positions across all TPS high schools. However, it is apparent that CPO levels and assignments in TPS high schools are not based on any specific formula nor staffing analysis. Data indicate drastic differences in situations for these CPOs, such as higher students per CPO and incidents per CPO (see **Exhibits 9-4** and **9-5**).

A July 2011 Report from the U.S. Department of Justice titled "Establishing Appropriate Staffing Levels for Campus Public Safety Departments" states:

> *Staffing formulae are used by less than two percent of Campus Public Safety Departments to determine their staffing levels. The simplest—and least appropriate—according to the International Association of Chiefs of Police, are based purely on a ratio of officers to population. Among those using formulae, ratios range from one officer per 1,000 students to 2.75 per 2,000 students… Some use more complex formulae, incorporating factors such as acreage, calls for service, and officer safety issues… An important element in building an effective staffing plan is having a detailed understanding of the underlying workload factors that impact staffing needs. A strong staffing plan will establish a connection between the various types and levels of workload and the staffing levels needed to meet performance expectations.*

Exhibit 9-3
Comparison of Incidents per Student and CPO Placement

Elementary School	Total CPO Positions	FY2012 Student Headcount	Student to CPO Ratio	Incidents Reported to Date	Incidents per Student
Spring	1	322	322	43	0.134
Robinson	0	284	NA	26	0.092
Pickett	1	249	249	12	0.048
Leverette	1	368	368	16	0.043
Marshall	1	410	410	15	0.037
Sherman	1	385	385	14	0.036
Riverside	0	450	NA	14	0.031
Samuel M. Jones at Gunckel Park	1	368	368	11	0.030
DeVeaux	0	346	NA	10	0.029
Reynolds	0	413	NA	10	0.024
Glenwood	1	307	307	7	0.023
Chase STEM Academy	1	294	294	6	0.020
Rosa Parks	1	259	259	5	0.019
Arlington	0	438	NA	8	0.018
Old West End Academy	0	289	NA	5	0.017
McKinley	0	297	NA	5	0.017
Walbridge	0	325	NA	5	0.015
Old Orchard	0	339	NA	5	0.015
Burroughs	0	414	NA	6	0.014
Martin Luther King Academy for Boys	0	244	NA	3	0.012
Whittier	0	624	NA	7	0.011
Byrnedale	0	447	NA	4	0.009
Garfield	0	468	NA	4	0.009
Larchmont	0	478	NA	4	0.008
Longfellow	0	606	NA	5	0.008
Raymer	0	582	NA	4	0.007
Harvard	0	452	NA	3	0.007
Oakdale	0	461	NA	3	0.007
Elmhurst	0	462	NA	3	0.006
Beverly	0	654	NA	4	0.006
Keyser	0	334	NA	2	0.006
Edgewater	0	188	NA	1	0.005
Grove Patterson Academy	0	378	NA	2	0.005
Hawkins	0	413	NA	2	0.005
McTigue	0	498	NA	2	0.004
Ella P. Stewart Academy for Girls	0	257	NA	1	0.004
Birmingham	0	397	NA	1	0.003
Glendale-Feilbach	0	433	NA	1	0.002
Ottawa River	0	492	NA	1	0.002
Navarre	0	498	NA	1	0.002
East Broadway	1	383	383	0	0.000
SUBTOTAL	**10**	**16,306**		**281**	
Average			**376.5**	**6.85**	**0.019**

Source: Created by Evergreen Solutions with data provided by TPS Safety and Security Department, 2013.

In TPS, data available for school assessments and CPO assignment include incident and discipline data, as well as pupil to staff ratios. **Exhibit 9-4** displays CPO assignments by high school in TPS, as well as a comparison of students per CPO at each location. As can be seen, the average students-per-CPO ratio is 233.5:1 across all schools. Bowsher, Start, and Waite High Schools experience a higher than average ratio of students per CPO. Three locations experience a lower students-per-CPO ratio than the average among all high schools: Rogers, Scott, and Woodward High Schools.

Exhibit 9-4
Students per High School CPO

High School	CPO Positions	Student Head Count	Students per CPO	Difference From Average
Bowsher	4	1,237	309	75.5
Rogers	4	784	196	-37.5
Scott	4	597	149	-84.5
Start	4	1,403	351	117.5
Waite	4	939	235	1.5
Woodward	4	644	161	-72.5
Average			**233.5**	

Source: Toledo Public Schools, 2013.

Exhibit 9-5 displays incidents reported and total discipline issues per CPO at each high school. Both incidents reported and discipline issues are year-to-date for 2012-13. Total incidents are provided from the TPS School COP Reporting System and total discipline issues (total suspensions and expulsions) are provided from the district's S1 Report. Together, the reports provide an indicator of overall school activity related to Safety and Security. Further, these indicators provide a snapshot of the environment with which each assigned CPO is faced. Three locations experience a lower incidents-per-CPO and disciplines-per-CPO ratio than the average, including Bowsher, Rogers, and Waite High Schools.

Exhibit 9-5
Incidents Reported and Total Discipline per High School CPO

High School	CPO Positions	Incidents Reported*	Incidents per CPO	Difference From Average	Total Discipline*	Disciplines per CPO	Difference From Average
Bowsher	4	19	4.8	-0.8	250	62.5	-12.1
Rogers	4	13	3.3	-2.3	232	58.0	-16.6
Scott	4	28	7.0	1.4	309	77.3	2.7
Start	4	29	7.3	1.7	541	135.3	60.7
Waite	4	8	2.0	-3.6	213	53.3	-21.3
Woodward	4	36	9.0	3.4	244	61.0	-13.6
Total	**24**	**133**			**1,789**		
Average		**22**	**5.6**			**74.6**	

Source: TPS Safety and Security Department, 2013.

*Total incidents reported in School COP.
**Sum of number of suspensions and expulsions.

While several locations experience below average ratios across two out of three indicators, Rogers High School is the only location that experiences below average ratios across all three indicators: students-per-CPO, incidents-per-CPO, and disciplines-per-CPO.

RECOMMENDATION

Recommendation 9-1:

Eliminate one Campus Protection Officer (CPO) at Rogers High School.

The TPS Safety and Security Department should eliminate one CPO at Rogers High School based on the three indicators available. The Security Supervisor should continue to monitor these indicators to determine locations where activity levels warrant adjustments to CPO staffing levels in TPS high school locations. Consideration should also be given to eliminating additional positions at locations where incident ratios and discipline ratios are significantly below average. Permanent indicators for high school CPO assignment should be set and used to determine the appropriate number of CPOs per high school, and the ratio should then be revisited annually and adjusted based on student levels, incidents and discipline levels.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

Evergreen estimates that eliminating a Campus Protection Officer will produce a cost savings of $46,494 per year, including benefits [$27,613 in salary + 18.6 percent in benefits and all other supplements, etc. + $13,745 = $46,494].

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate One Campus Protection Officer	$46,494	$46,494	$46,494	$46,494	$46,494

FINDING

School Resource Officer (SRO) assignments do not maximize exposure in TPS locations. TPS currently assigns one SRO to each high school, and maintains another SRO who floats among all TPS schools providing support where necessary. SRO location assignments are loosely based on high school feeder patterns. The current workload on each SRO with assigned locations is between eight and nine locations, with the exception of the floating SRO who is not assigned any specific locations.

Exhibit 9-6 displays SRO location assignments for 2012-13. As can be seen, SRO assignments include a large body of students in each of the feeder patterns, stretching SROs among assigned locations. Location groupings include from 2,469 to 4,421 students. This range indicates a large disparity in SRO assignments regarding the number of students assigned to each. Further, it was found that SROs generally only travel to assigned elementary school locations when they are called versus visiting sites at regular intervals.

Exhibit 9-6
SRO Assigned Feeder Patterns

Feeder Pattern	High School	Student Enrollment*	Elementary School	Enrollment*
Feeder Pattern 1 (8 locations)	Scott	597	Glenwood	244
			Jones	325
			King	231
			Old West End	301
			Pickett	280
			Rosa Parks	252
			Stewart	239
Total				**2,469**
Feeder Pattern 2 (9 locations)	Rogers	784	Grove Patterson	390
			Hawkins	388
			Keyser	294
			McTigue	439
			Old Orchard	326
			Reynolds	371
			Arlington	448
			Burroughs	413
Total				**3,853**
Feeder Pattern 3 (9 locations)	Bowsher	1,237	Beverly	668
			Crossgates @ Byrnedale	428
			Crossgates Pre-school	222
			Glendale Fielbach	403
			Harvard	423
			Marshall	332
			Robinson	291
			Walbridge	327
Total				**4,331**
Feeder Pattern 4 (9 locations)	Waite	939	Birmingham	415
			East Broadway	434
			Garfield	400
			LOF	NA
			Navarre	497
			Oakdale	429
			Raymer	566
			Westfield	NA
Total				**3,680**
Feeder Pattern 5 (9 locations)	Woodward	644	Board of Education	NA
			Chase	270
			Edgewater	184
			Leverette	377
			Ottawa River	467
			Riverside	422
			Sherman	330
			Spring	282
Total				**2,976**
Feeder Pattern 6 (8 locations)	Start	1,403	Deveaux	368
			Elmhurst	474
			Devilbiss (TTA)	188
			Larchmont	504
			Longfellow	611
			McKinley	297
			Whittier	576
				4,421

Source: Created by Evergreen Solutions with data from TPS Safety and Security Department, 2013.

*Based on 2012-13 Headcount.

Visibility is perhaps the most important aspect to a safety and security operation, and it is no doubt important to internal and external TPS stakeholders. During onsite visits and interviews, Evergreen found that stakeholders feel that the visibility of safety and security staff should be increased. SRO assignments should be made with this in mind; these assignments are not currently configured to optimize exposure at TPS locations. By removing the use of the floating SRO and assigning that position to a set group of schools, the number of total schools and students covered by each SRO will be reduced.

RECOMMENDATION

Recommendation 9-2:

Remove use of the SRO floater position and assign an equitable number of locations to the seven SROs.

Eliminating the use of the SRO floater position will reduce the total number of locations and students assigned to each SRO. This action will optimize TPS SRO coverage in TPS locations and therefore enhance safety and security operations. Assignments should continue to be made based on feeder patterns, or at minimum, based on clusters of locations in close proximity. TPS SROs are armed and uniformed, and thus provide a heightened sense of security to students, staff, and school visitors when actively onsite in TPS school locations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The TPS Safety and Security Department has incurred a significant overtime expense by SROs in recent years. Overtime is acquired because SROs respond to alarms at night, monitor after-hours sporting events, and perform other after-hour tasks (such as delivery of confidential mail or termination notices). Other sources of overtime include voting poll monitoring during Lucas County elections and transporting staff between both and non-district locations.

Exhibit 9-7 provides a breakdown of total overtime expenses by SRO for 2011-12 and year-to-date overtime expenses for 2012-13. As can be seen, during the 2011-12 school year, TPS incurred $90,648 in overtime costs among the seven SROs. This year, overtime costs incurred to date total $78,746. Across both years, overtime expenses total $169,394.

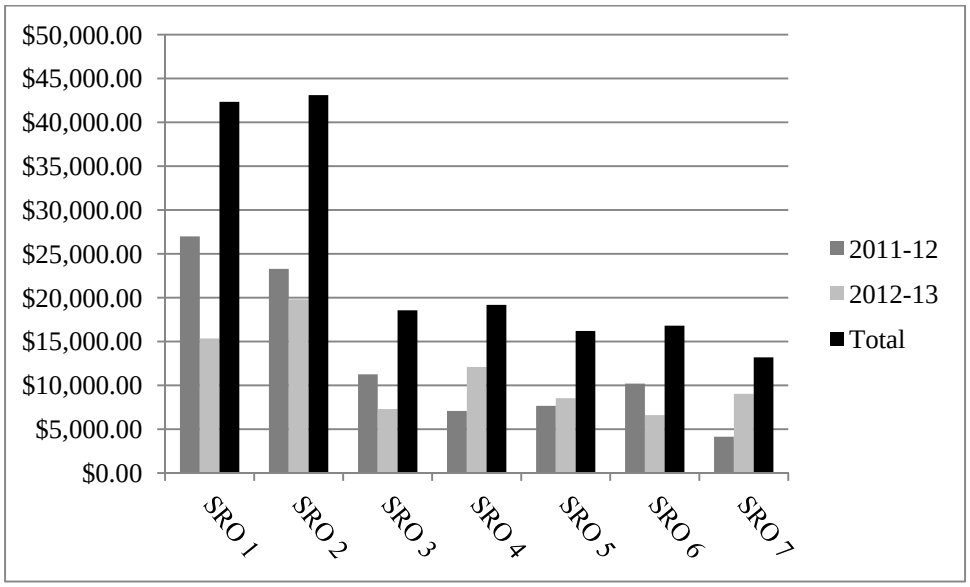
Exhibit 9-8 displays a graphical representation of the data in **Exhibit 9-7**. As can be seen, overtime expenses for some SROs are double those of others. The highest overtime incurred by one SRO over the entire period was $43,110, followed by $42,337. All other SRO overtime amounts were under $20,000.

Exhibit 9-7
TPS SRO Overtime Expenses

SRO	2011-12	2012-13	Total
SRO 1	$26,989.43	$15,347.28	**$42,336.71**
SRO 2	$23,290.03	$19,819.79	**$43,109.82**
SRO 3	$11,263.44	$7,303.23	**$18,566.67**
SRO 4	$7,087.20	$12,091.58	**$19,178.78**
SRO 5	$7,663.08	$8,534.83	**$16,197.91**
SRO 6	$10,206.21	$6,606.34	**$16,812.55**
SRO 7	$4,148.43	$9,042.64	**$13,191.07**
Total	**$90,647.82**	**$78,745.69**	**$169,393.51**

Source: TPS Payroll Department, 2013.

Exhibit 9-8
TPS SRO Overtime Comparisons



Source: TPS Payroll Department, 2013.

Overtime expenses are high partly due to overtime pay being 1.5 to 2 times the normal rate of pay—a common approach to overtime pay. The following overtime rules apply to SROs based on the AFSCME union contract:

- *All work performed over eight (8) hours in any one day or forty (40) hours in any one week shall be considered as overtime and paid at the overtime rate of time and one half (1-1/2x) the regular hour rate of pay or as otherwise provided.*

- *All work performed before 4 p.m. on Saturday should be paid at one and one-half (1-1/2x) the regular hourly rate.*

- *All work performed after 4:00 p.m. on Saturday and all day Sunday is paid at double the regular hourly rates.*

- *All work performed on a holiday is paid at double the hourly rate for all hours worked, plus a regular days pay.*

In addition, the union contract stipulates that "An employee requested to work outside of his/her regularly scheduled shift, but not contiguous to his/her shift, shall be guaranteed a minimum of three (3) hours at appropriate pay." For SROs, this translates to three hours per call back for night time alarm response; the only stipulation being that SROs called out must remain working for those three hours. The Supervisor of Security determines which SRO will be used for night time alarm response when alarms occur. The union contract also stipulates that "all overtime shall be distributed as equally as possible among the employees in the classification necessary to perform the work," clearly not the case with safety and security overtime.

Using the datasheet of overtime for SROs provided by the TPS Payroll Department, Evergreen extracted data on the reasons for and duration of overtime to date for 2012-13. **Exhibits 9-9** through **9-12** provide details on overtime incurred to date for the 2012-13 school year. From the exhibits, the following can be determined:

- The months in which the greatest amount of overtime occurred are August, September, October, and December of 2012. These four months account for 64.3 percent of overtime accrued to date.

- Three SROs have accrued 60 percent of all overtime to date, with the remaining four accruing the remaining 40 percent.

- District alarm response accounts for 18.6 percent of total SRO overtime; athletic events for 25.6 percent of total overtime; and "other" overtime for 22.2 percent of total overtime. An additional 28.1 percent of overtime was not coded in the payroll system, so the reason for this overtime cannot be determined and is reported as "Unknown."

- Those locations requiring 30 hours of overtime work or more include Longfellow, Pickett, Woodward, Waite, Bowsher, Scott, Rogers, and Start. Location code 300 (unknown location) and overtime assigned to no specific location account for the greatest hours of overtime to date.

Based on the analysis of total SRO overtime costs and hours, it can be determined that the TPS Safety and Security Department is expending a significant amount on SRO overtime.

One method to reduce overtime is the use of TPD police officers at TPS events. An agreement between TPS and the Toledo Police Department (TPD) stipulates pay rates for TPD officers used at school events. **Exhibit 9-13** displays the rates established for TPD officers at district events. TPD police officers are paid $62 per event for inside patrol and $73 per event for outside patrol, while Command Officers are paid $65 per event for inside patrol and $93 per event for outside patrol. Rates are also established for dual events. For non-athletic events, TPD officers are paid a flat rate of $20 per hour for indoor patrol and $23 per hour for outside patrol. TPD also provides nighttime alarm response to TPS facilities; however, TPS noted the reason for also using SROs is that their response time is better.

Exhibit 9-9
Overtime Hours by SRO
2012-13 School Year

SRO	Hours	% of Total
SRO 1	424.8	19.5%
SRO 2	546.0	25.0%
SRO 3	211.5	9.7%
SRO 4	330.5	15.1%
SRO 5	240.5	11.0%
SRO 6	183.8	8.4%
SRO 7	245.8	11.3%
Total	**2,182.8**	**100.0%**

Source: TPS Safety and Security Department, 2013.

Exhibit 9-10
Overtime Hours by Location

Location	Hours	% of Total	Location	Hours	% of Total
Old West End	1.0	0.0%	Old Orchard	7.0	0.3%
Arlington	3.0	0.1%	King	7.0	0.3%
Garfield	3.0	0.1%	Sherman	7.0	0.3%
Glenwood	3.0	0.1%	Leverette	8.0	0.4%
Harvard	3.0	0.1%	Whittier	9.0	0.4%
Keyser	3.0	0.1%	Raymer	11.0	0.5%
Larchmont	3.0	0.1%	Beverly	12.0	0.5%
Mt. Vernon	3.0	0.1%	Navarre	12.0	0.5%
Ottawa River	3.0	0.1%	Reynolds	12.0	0.5%
Robinson Achievement	3.0	0.1%	Marshall	15.5	0.7%
Walbridge	3.0	0.1%	Burroughs	16.0	0.7%
Glendale Feilbach	3.0	0.1%	Devilbiss	18.5	0.8%
Byrnedale	3.0	0.1%	Longfellow	30.0	1.4%
Cross Gates	3.8	0.2%	Pickett	31.8	1.5%
Jones	5.0	0.2%	Woodward	93.0	4.3%
225 - Unknown	5.0	0.2%	Waite	100.0	4.6%
Birmingham	6.0	0.3%	Bowsher	108.0	4.9%
Elmhurst	6.0	0.3%	Scott	131.0	6.0%
Hawkins	6.0	0.3%	Rogers	197.5	9.0%
Lagrange	6.0	0.3%	Start	205.3	9.4%
Stewart	6.0	0.3%	300 – Unknown	428.8	19.6%
340 - Unknown	6.0	0.3%	No Location Listed	635.8	29.1%
			Total	**2,182.8**	**100.0%**

Source: TPS Safety and Security Department, 2013.

Exhibit 9-11
Overtime Hours by Month
2012-13 School Year

Month	Hours	% of Total
May* 2012	88.5	4.1%
June	181.5	8.3%
July	126.3	5.8%
August	315.0	14.4%
September	361.0	16.5%
October	417.3	19.1%
November	167.5	7.7%
December	311.3	14.3%
January 2013	194.0	8.9%
February	20.5	0.9%
Total	**2,182.8**	**100.0%**

Source: TPS Safety and Security Department, 2013.

**Hours worked in May are paid in June.*

Exhibit 9-12
Overtime Hours by Reason

Reason	Hours	% of Total
Weapon Checks	7.5	0.3%
City Alarms	15.0	0.7%
Board Meetings	97.0	4.4%
District Alarms	406.5	18.6%
All Other Overtime	485.5	22.2%
Athletics	558.3	25.6%
Unknown	613.0	28.1%
Total	**2,182.8**	**100.0%**

Source: TPS Safety and Security Department, 2013.

Exhibit 9-13
TPD Security Rates
2012-13 School Year

Activity	Rate	
	Indoor	Outdoor
Athletic Events (Total Per Event)		
Command Officer	$65	$93
Police Officer	$62	$73
Command Officer (Dual Events)	$105	$127
Police Officer (Dual Events)	$80	$92
Non-Athletic Events (Dances, etc.)		
Hourly	$20 per hour	$23 per hour

Source: TPS Safety and Security Department, 2013.

Nighttime alarm response is another significant source of overtime. As mentioned, TPS uses SROs for alarm response. Alarms are monitored by nighttime (2nd and 3rd shift) dispatchers, who contact the Supervisor of Security who determines which SRO will be called in to respond. In addition, TPD is also contacted in the event an intruder is present.

Exhibit 9-14 displays a comparison of how peer school districts handle nighttime alarm responses for those peers that provided information. For the peers that responded, nighttime alarm response is handled by either the maintenance department or a contracted provider, versus using internal, first shift security staff . One district calls for police department backup if needed. TPS is somewhat unique in that they have a dedicated, in-house security staff.

Exhibit 9-14
Alarm Response in Comparison School Districts

Peer District	Description of Night Time Alarm Response
Springfield Local	Night time alarm response is handled by the maintenance department. First call goes to the supervisor when an alarm is tripped. He checks the calendar for events or calls a custodian on staff to check for the alarm reason. If that does not find the issue, the supervisor will travel to the building and check the building. If the supervisor cannot make it, the alarm company calls down the list of seniority in the maintenance department. Everything for response is handled in-house unless we need police backup.
South-Western City	In-house. (**Note:** South-Western City Schools does not have a dedicated Safety and Security Department. The assumption is therefore made that "in-house" response is conducted by the maintenance department**).**
Washington Local	Guardian Alarm provides 24 hour alarm monitoring. This includes a maintenance agreement, camera purchases and alarm monitoring. Alarm calls are routed first to the building operator, then building custodian and finally the Asst. Supervisor of Facilities & Technical Services and/or the Supervisor of Facilities & Technical Services. A contracted vendor, Continental Secret Service Bureau, Inc., checks that windows and doors are secure and handles the majority of the alarm calls, year round, seven days per week.

Source: Created by Evergreen Solutions based on phone calls with school districts, 2013.

In most cases, an organization's greatest cost is employee salary and benefits; augmenting this cost through use of overtime is not ideal and should be controlled.

RECOMMENDATION

Recommendation 9-3:

Reduce overtime for TPS School Resource Officers (SROs).

TPS should reduce or eliminate the excessive use of SRO overtime by using only TPD for nighttime alarm response and athletic events. TPS should also assess overtime categorized as "other" or "unknown" to determine the reasons for this overtime and make appropriate

reductions. Eliminating overtime will reduce overall operating costs and will ensure that the existing workforce is rested and ready for their regular shift duties and assignments.

FISCAL IMPACT

Based on an analysis of reasons for TPS SRO overtime, athletic events accounted for 558.3 hours of overtime. Using the SRO overtime hourly pay rate of $32.93 ($21.95 x 1.5), it can be concluded that overtime pay for athletic events totals $18,385. Assuming athletic events range from two to four hours, the possible TPD officer hourly rate of pay per event ranges from $15.50 (for a four-hour inside event) to $36.50 (for a two-hour outside event). Using the average of these two figures ($26 per hour), it can be determined that if TPS had used TPD officers for all athletic events in place of SROs on overtime, the total savings would be $18,385 minus $14,516 (558.3 x $26 per hour), or $3,869.

Nighttime alarm response accounts for 406.5 hours of SRO overtime. Based on the fact that alarm response requires a three-hour mandated work period, it can be assumed that TPS SROs responded to 136 (406.5/3) night alarms to date in 2012-13. Each night time alarm response results in an overtime expense of $67.05 ($22.35 x 3 hours) to the responding SRO. Eliminating the use of SROs for night time alarm response should eliminate all related overtime expenses, for a total savings of $9,085. TPS should call in alarms to TPD for response, as they do now; however, TPS dispatchers should work on methods of reducing or eliminating false alarms through the use of security cameras as there is a cost associated with TPD response to false alarms.

A significant amount of SRO overtime (1,098.5 hours) is categorized simply as “other” or is unknown. It is possible that much of this overtime was accumulated because of athletic events or alarm response, but was simply not entered into the payroll system properly using the appropriate code. TPS should ensure that all overtime is coded properly so that a more accurate analysis of overtime usage is possible. Other sources of overtime which SROs should not be used for are after-hours mail delivery, patrolling of TPS facilities used as polling stations during county voting (2 x per year), and transportation of district employees. If even a conservative estimate of 20 percent in savings is applied to these uncategorized SRO overtime hours, the district is set to save an additional $4,822 [(1,098.5 x $21.95) x 20 percent].

Savings from these reductions in overtime use total $17,776 annually. It is estimated that savings will be higher than this as the analysis is based on year-to-date activity versus a full fiscal year.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Reduce School Resource Officer (SRO) Overtime	$17,776	$17,776	$17,776	$17,776	$17,776

FINDING

The Safety and Security Department's Clerk Dispatcher, a classification included in the AFSCME Local 2174 Union, is subject to displacement during the annual 'bump' process and is not currently a limited rights position. The TPS Clerk Dispatcher performs secretarial duties in the department and performs a vital role in responding to and routing security issues within the schools to the appropriate security personnel.

Exhibit 9-15 displays the function and duties of the TPS Clerk Dispatcher. The skills and knowledge needed for this position are unique in nature, and require a significant level of understanding of radio operations and emergency response procedures. These skills and knowledge take a significant amount of time to acquire. An incumbent in this position with a lack of necessary skills poses a liability to the district.

Exhibit 9-15
TPS Clerk Dispatcher Function and Duties

Function
Responsible for performing work of a critical nature to the safety and security of the District. Receives emergency calls, complaints, police reports, etc. related to the Security Department activities and disseminates information as required to department personnel; monitors police radio and responds to crews; monitors computerized security equipment; performs a variety of clerical duties. Assumes responsibility and makes decisions in the absence of immediate Supervisor. Handles confidential and privileged information in a professional and discrete manner.
Duties
• Processes Emergency calls and complaints from school personnel and general public received either in person or by phone. Questions callers obtain complete information concerning nature, location, and severity of problem or emergency. Makes appropriate decision as to who to call and what level to elevate the issue. • Operates two -way radio and dispatches security personnel to investigate complaints, problems, and emergencies. • Dispatches police or fire department assistance. • Communicates directly with Toledo Police Department via radio regarding students who are truant or involved in criminal activity. • Coordinates emergency communications during time of crisis. • Monitors computerized security equipment and reads codes for power outages, water leaks, mechanical failures or malfunctions or heating, air conditioning and food service equipment, fire alarms, and security problems. Notifies proper departments of authority or mechanical failure or malfunctions. Contacts supervisor and appropriate company if there is a malfunction in the monitoring equipment. • Programs access control levels to allow staff to enter schools and/or buildings. • Logs security complaints and maintains statistical records concerning system-wide security matters. Interprets and explains security procedures to internal and external stakeholders. • Types security reports, correspondence, requisitions, purchase orders and information on forms. • Receives and inventories contraband from the schools and releases to parents per district policy and procedure. • Compiles cost information for restitution program, contacts parents, notifies of liability and prepares confirming correspondence. • Assists with weapons searches when directed. • Assigns campus protection officers to their work location and adjusts daily schedule as needed. • Processes all electronic and rolled fingerprinting for all FBI/BCI requests. May contact FBI or BCI to check results of fingerprints. • Maintains time records of contract employees. Processes timesheets for off duty police officers Schedules off-duty police officers. • Processes overtime payments for department personnel. • Responsible for taking employee photo identification badges. • Due to the nature of the security functions of the District this individual must remain professional and clam in a high stress, highly confrontational environment. • Performs other related duties pertaining to desk.

Source: TPS Human Resources Department, 2013.

There is little argument regarding the importance of skilled dispatchers during emergency situations. Dispatcher skills are attained through experience and secured by ensuring permanence of incumbents in the position. A report by Michigan State University's School of Criminal Justice stated the following regarding the Dispatcher position:

> *Recognizing the importance of dispatching, police departments should send dispatchers to dispatcher training schools, give them preferential pay, and eliminate the dispatching assignment as an often punitive assignment.*

Of most importance in this passage is "eliminate the dispatching assignment as an often punitive assignment." Changing the TPS Clerk Dispatcher position to a limited rights position will act to highlight the importance of the position's role and responsibility in TPS.

The following excerpt from **Section 32.13 – Limited Rights Clerical Employees** of the TPS AFSCME Union contract outlines the exceptions limited rights positions maintain:

> *Limited Rights employees:*
>
> - *Will be covered by all other terms of the Contract and Union procedures except as specified in this article.*
> - *Cannot strike.*
> - *Cannot serve as a Union officer or steward.*
> - *Will be covered by the Union Security article of this Contract.*
> - *Cannot be bumped out of limited rights position.*

Most importantly, limited rights positions are not subject to the annual bump that takes place in TPS.

RECOMMENDATION

Recommendation 9-4:

Make the Clerk Dispatcher position within the TPS Safety and Security Department a limited rights position.

TPS should make the Clerk Dispatcher position within the TPS Safety and Security Department a limited rights position so that an incumbent with the necessary skills and knowledge is able to remain in the position. While turnover, retirement, and other factors will still pose a challenge in retaining necessary skills and knowledge, making the position limited rights will reduce the chances of incumbent departure and turnover. This action will safeguard the skills and knowledge of the position and better ensure that emergency communication issues do not occur.

This recommendation is subject to negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The TPS Security Supervisor is not included in meetings with TPS academic leaders. While safety and security leadership is included in monthly TPS business manager meetings, this is not the case for academic meetings. During on-site interviews, safety and security personnel raised concern that academic leaders in the district, who have a unique perspective and additional insight on school activity, are not routinely included in meetings.

Safety and security is a priority in all school districts. In light of recent events around the U.S., security in schools has again been catapulted to the forefront of community concern. As such, school districts are assessing inclusion of security leadership into planning at the district leadership level, across all functions. Academic leaders often have a unique perspective on safety and security concerns as they are out in the schools, and are developing school activities and events that may require input from safety and security decision makers. For instance, many academic programs require placement of students or district resources in various locations, sometimes outside of regular business hours. These activities each possess unique safety and security concerns.

RECOMMENDATION

Recommendation 9-5:

Include TPS Safety and Security personnel in regularly scheduled meetings with academic leaders.

Communication is critical to effective safety and security operations. By allowing the Supervisor of Security to attend academic meetings, insight can be exchanged and shared regarding academic activities and events that may require special safety and security consideration and support. TPS should begin to include safety and security personnel in monthly academic leader meetings.

This recommendation is not subject to negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.2 EMERGENCY PLANNING AND TRAINING

Academic and instructional requirements on teachers, staff, and administrators have resulted in reduced time for the delivery of school safety programs, training, and time dedicated to effective school emergency planning activities. Limited investment in the "user" side of school safety has created a significant need to go back to the fundamentals of school security and emergency

planning. The first and best line of defense is always a knowledgeable, skilled, and highly alert school staff and student body. Many districts have lost focus on the basics of emergency planning while searching for a quick fix to security and emergency preparedness concerns.

FINDING

TPS went through an aggressive emergency planning process as part of its Readiness and Emergency Management for Schools (REMS) Grant in 2008-09, resulting in individual crisis plans for each school. TPS received $152,717 under the grant to improve and strengthen the district's emergency management plans, specifically by developing improved plans that address all four phases of emergency management: Prevention-Mitigation, Preparedness, Response, and Recovery. Each School Crisis Plan includes building blue prints; crisis response team assignments, staff and student counts; emergency checklists; and emergency locations.

TPS School Crisis Plans specifically address:

- the incident command structure at the school and district;
- preparation and response to site-level, district-level, and community-level emergencies;
- appropriate staging areas for emergency response;
- evacuation of special needs students;
- universal emergency procedure checklists for such activities as bomb threats, evacuations and lockdowns; and
- emergency management protocols.

As part of the planning process, emergency response kits were also created and placed at each TPS location. The TPS Safety and Security Department is also working on several other initiatives related to crisis planning, such as uniform emergency management code words for standardization across all locations.

Each year, the TPS Safety and Security Department reviews each School Crisis Plan to ensure that information is up-to-date and accurate. Evergreen reviewed a large sampling of TPS School Crisis Plans and found that contact information, student population counts, and staff counts were up to date.

The School Crisis Plans are confidential, and are stored in a secure location at each site. Principals and safety and security personnel are familiar with the plans and guide action during an emergency using these plans. School-based plans are considered a best practice in today's school environment.

COMMENDATION

Toledo Public Schools is commended for continuing to build on and maintain up-to-date site specific School Crisis Plans for all TPS locations.

FINDING

TPS conducts annual vulnerability assessments of each of its school sites. These assessments include a walk-through of school grounds by the assigned SRO and a school employee (generally a member of the school administration, such as the principal or assistant principal). These assessments include a comprehensive checklist of areas for review. The assessments are conducted during the summer to identify any potential issues or hazards as it relates to school safety and security.

The U.S. Department of Education Office of Safe and Drug Free Schools "Guide to School Vulnerability Assessments" describes the importance of vulnerability assessments:

> *Vulnerability assessment is the ongoing process for identifying and prioritizing risks to the individual schools and school districts. It also includes designing a system of accountability with measurable activities and timelines to address risks. As schools continue to plan and prepare for critical events that could have severe consequences, identifying the appropriate vulnerability assessment tool(s) is an important step for helping schools to understand what they are at risk from and just how seriously they could be affected. Schools need to use appropriate tools to capture the relevant data needed to inform the development and maintenance of customized plans.*

The TPS Vulnerability Assessment assesses 49 elements in the following major areas at each school location:

- Buildings and Grounds
  - Surrounding Environment
  - Play Areas
  - Building Exterior
  - Administration, Main Lobby and Hallways
- Building Interior
  - Administration, Main Lobby and Hallways
  - Classrooms and Other Instructional Areas
- Communications
- Maintenance and Security
- Staff Development

Each of the 49 elements in the assessment asks the reviewer whether or not the element is properly addressed, and if not, requests comments or recommendations for improvement. Vulnerability assessments were last completed at all TPS district locations in July and August 2012. These assessments are stored in hard copy form in the Safety and Security Office. Evergreen reviewed several completed vulnerability assessments and found that each was thoroughly completed, with excellent notes on each element.

In addition to the formal Vulnerability Assessment, the TPS Superintendent conducted a stakeholder survey on safety and security in the schools in February 2013. The survey asked staff in the schools to provide anonymous feedback on safety and security issues at their sites in the areas of breach of security, fire, and tornado. This survey was distributed to all schools for voluntary completion. A number of completed surveys were returned to the central office for review. This survey acts as an extension of the formal vulnerability assessment, allowing for identification of safety and security issues by stakeholders that may be missed by the formal assessment. The survey was reviewed by Evergreen consultants and generated excellent feedback.

Together, the formal annual Vulnerability Assessment and safety and security stakeholder survey represent an excellent, holistic approach to vulnerability assessment. The data and feedback gathered act as an excellent tool for improvement of School Crisis Plans.

COMMENDATION

Toledo Public Schools is commended for completing a comprehensive annual Vulnerability Assessment.

FINDING

Emergency procedure checklists for specific crisis events are not located in classrooms and offices for reference or review by teachers and other TPS staff. A set of standardized procedures to complete in different emergency situations ensure that all employees follow the same steps in an emergency event. While some employees will rely on memory from trainings to implement action, others may struggle to recall appropriate protocol in a panicked situation.

While the School Crisis Plans have detailed checklists for many crisis events, these plans are not shared with all employees because they contain confidential and sensitive emergency response information. While sharing the complete School Crisis Plan with school staff is not appropriate, developing emergency checklists that can be shared with all staff based on these checklists is important. Some argue that checklists such as these are not useful in an emergency situation because the time available for a user to reference them is limited or nonexistent; however, many users will take the time to review them in their spare time simply because they are available.

Exhibit 9-16 displays an example of a basic emergency checklist for a lockdown procedure, used in a school district's in-classroom checklist. The checklist is a basic, step-by-step procedural guide for emergency situations, and reveals no sensitive information about evacuation zones or staging areas.

RECOMMENDATION

Recommendation 9-6:

Create and distribute emergency event checklists to classrooms and offices for use by TPS staff.

Exhibit 9-16
Example Emergency Checklist

LOCK-DOWN PROCEDURES

Lock-down procedures may be implemented in situations involving dangerous intruders or other incidents that may result in harm to persons inside the school building(s).

___ Principal will issue lock-down notification / procedures by announcing a warning over the P.A. system, by sending a messenger to each classroom, or by sounding bells.

___ P.A. announcement may be a code word or basic alert (see Warning and Notification for coded warnings).

___ Direct all students, staff, and visitors into classrooms.

___ Lock classroom doors.

___ Cover windows of classrooms, including the window in the door.

___ Move all persons away from windows and doors.

___ Allow no one outside of classroom until the principal gives an all-clear signal.

Source: Utah Department of Public Safety, 2013.

General emergency checklist templates should be created by the Safety and Security Department based on the detailed checklists in the School Crisis Plans, and vetted with the Superintendent and Business Manager before being distributed to each school. Principals should then review the checklists and tailor any information necessary to their locations. Once drafting and review are complete, emergency checklists should be located in a binder within every classroom, gym, cafeteria, office, and other prominent location. Users of each location should be made aware of the location and presence of these checklists. For best results, the checklists should be presented during staff training at the beginning of each year. The checklist is intended to serve as a reference for educators, administrators, students and staff, and does not replace common sense, sound judgment, and prudent actions in response to emergency situations.

Checklists should be much less detailed than the confidential procedures contained in the School Crisis Plan, but should outline the basic steps to be taken in such situations. These basic checklists should be incorporated into the School Crisis Plan document so that all emergency information is maintained in one central location.

This recommendation is not subject to negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Safety and security training for TPS staff is limited and does not possess the characteristics of a robust and established training program. Currently, TPS training includes a brief orientation session at the beginning of each school year for teachers and staff, as well as state-mandated evacuation drills at each location during the school year. SROs undergo training to maintain their Peace Officer Certifications and have completed NIMS ICS courses and self-defense training in the past. CPOs are trained only one time at hire and do not receive additional annual training. They are also not required to become certified or maintain certification in basic first aid or CPR.

It has become increasingly important to expose teachers and staff to more in-depth training on safety and security issues, develop the framework for an established training program, and track training received among district stakeholders. Ongoing training is an essential component of a successful safety and security program. Many school districts are now requiring some level of emergency response training as part of employee job requirements. A 2007 publication by the U.S. Office of Safe and Drug Free Schools, titled "Practical Information on Crisis Planning: A Guide for Schools and Communities," stated the importance of comprehensive staff training:

> *Experts have noted that when a crisis occurs, individuals involved tend to go on autopilot. Therefore, when a crisis occurs staff immediately need to know how to react. They need to know, for example, the signals for crisis, the protocol for lockdown and evacuation, how to dismiss students, and what to do if staff or students need help. They should know these things ahead of time. There will not be a time during the crisis to think about what to do next. Chances of responding appropriately in a crisis will be much greater if all players have practiced the basic steps they will need to take. Training and drills are crucial.*

Many school districts take advantage of free training resources available from federal, state, and local education institutions as part of their training program. These include:

- Readiness and Emergency Management for Schools' Technical Center *(http://rems.ed.gov/);*
- New Jersey Department of Education's School Preparedness and Emergency Planning website *(http://www.nj.gov/education/schools/security/training/pres.htm);*
- U.S. Department of Homeland Security's School Safety website (*http://www.dhs.gov/school-safety*);
- Federal Emergency Management Agency's National Preparedness Directorate National Training and Education website (*http://training.fema.gov/*); and

- Texas A&M University's National Emergency Response and Rescue Center's eCampus Safety training (*http://www.teex.org/teex.cfm?pageid=training&templateid=14&area=teex&browse=193*).

Basic training, such as CPR and First Aid, is commonly prescribed for on-site safety and security personnel, such as Campus Protection Officers (CPOs). As mentioned, this training is currently not required for CPO staff in TPS schools.

One consideration TPS is making is exposing teachers and staff to Alert-Lockdown-Inform-Counter-Evacuate (ALICE) training. ALICE is a crisis training program that gives participants insight and response options when encountering an active shooter. ALICE training sessions are 90 minutes long, and participants are asked to think about what they would do as the first responder in a crisis situation, and they are provided with a setting to proactively think about their options.

The TPS Supervisor of Security recently observed ALICE training held at Sylvania Schools to learn about the program and assess potential use of the training at TPS. Sylvania's ALICE training introduced over 200 staff members to the program. Bus drivers, cafeteria workers, and second-shift custodians will be trained in the near future, and thus presents another opportunity for TPS staff to observe. In addition, ALICE training for parents will be offered by Sylvania Schools through a special parent forum hosted by the Sylvania Parent School Council in Spring 2013. Trainings such as these in peer districts are an excellent resource for TPS to assess and build a thorough and comprehensive training program. While this is a step in the right direction, it only represents a fraction of what constitutes planning and implementation of a comprehensive districtwide safety and security training program.

RECOMMENDATION

Recommendation 9-7:

Establish a comprehensive TPS safety and security training program for all staff.

TPS should expand training offerings to include additional elements outside those mandated by the state, such as the ALICE training TPS Safety and Security staff are currently reviewing. TPS should review and identify free training resources for incorporation into the training program. Once appropriate training is identified, TPS Safety and Security staff should compile a matrix of requirements for each campus stakeholder, including a list of stakeholder groups (e.g., principals, teachers, central office administrators), the training(s) identified for each group, resources used for each training, and the process/venue/method for delivering each training.

Once training is complete, TPS should develop a method to collect feedback on training delivered and use this feedback to assess future training options. TPS should maintain a list of training completed, including number of participants and dates of completion.

This recommendation is subject to negotiations.

FISCAL IMPACT

Much of the safety and security training program can be implemented with existing resources. Free online training can be assessed and implemented free of charge from the sources mentioned. However, there are costs associated with other recommended training to be included.

Suggested initial training includes CPR/First Aid/AED for CPOs. This course is available from the local Red Cross at $90 per participant. Assuming none of the current CPOs are certified, the total cost for this training is approximately $3,060 ($90 x 34 CPOs = $3,060). This certification is valid for two years. The ALICE "train the trainer" certification course provides training and certification to one employee, who can then provide training to all other TPS employees. The estimated cost for the ALICE train the trainer course is $395. Assuming two designees from TPS receive the training, the total one-time cost to TPS is $790 ($395 x 2). The total cost for CPR/First Aid/AED over the five-year period is $9,180, assuming renewal every two years.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Establish Safety and Security Training Program	($3,850)	($0)	($3,060)	($0)	($3,060)

9.3 REPORTING AND MONITORING

Monitoring of school safety and security incidents gives way to effective placement of security personnel, and contributes to effective decision making in the use of resources. The Bureau of Justice Statistics "Indicators of School Crime and Safety" summarizes the importance of tracking and using safety and security data:

> *Our nation's schools should be safe havens for teaching and learning, free of crime and violence. Any instance of crime or violence at school not only affects the individuals involved, but also may disrupt the educational process and affect bystanders, the school itself, and the surrounding community. Ensuring safer schools requires establishing good indicators of the current state of school crime and safety and regularly updating and monitoring these indicators.*

FINDING

The TPS Safety and Security Department implemented School Crime Operations Package (School COP) software during the 2010-11 school year for entering, analyzing, and mapping incidents that occur in and around TPS property. School COP is a free software application provided by the U.S. Department of Justice. The computer program is hosted on TPS systems and is therefore accessible to TPS SROs from any computer on the district's network.

TPS Safety and Security SROs currently track over 50 incident types and have the ability to add custom incident types should they occur. For each incident, School COP assigns a unique incident number and allows the user to track, update, and edit the following incident fields:

- date, time, and school year;
- entered by and entry date;
- school, area, and location;
- incident type and severity;
- special circumstances;
- investigator;
- incident status;
- other agency case numbers; and
- a narrative.

Exhibit 9-17 displays total incidents by year entered into School COP by TPS Safety and Security staff. During the 2010-11 pilot year, issues with the TPS server hosting the software deleted many entries. In 2011-12 and 2012-13, these issues were eliminated and the system is now stable. As can be seen, 1,007 incidents were recorded for the 2011-12 year, and this year 480 incidents have been recorded to date.

Exhibit 9-17
Incidents per Year
Recorded in School COP

Year	Total Incidents Reported
2010-11	179
2011-12	1,007
2012-13	480
Total	**1,666**

Source: TPS Safety and Security Department, 2013.

TPS SROs are required to enter all incidents into School COP. Once incidents are entered, users are able to quickly pull detailed reports on incident fluctuations at the school and district level. Reports include incidents by severity, type, location, year, and day of the week, to name a few. Capturing and tracking incidents allows for decisions to be made in real time on safety and security resource positioning throughout the district.

COMMENDATION

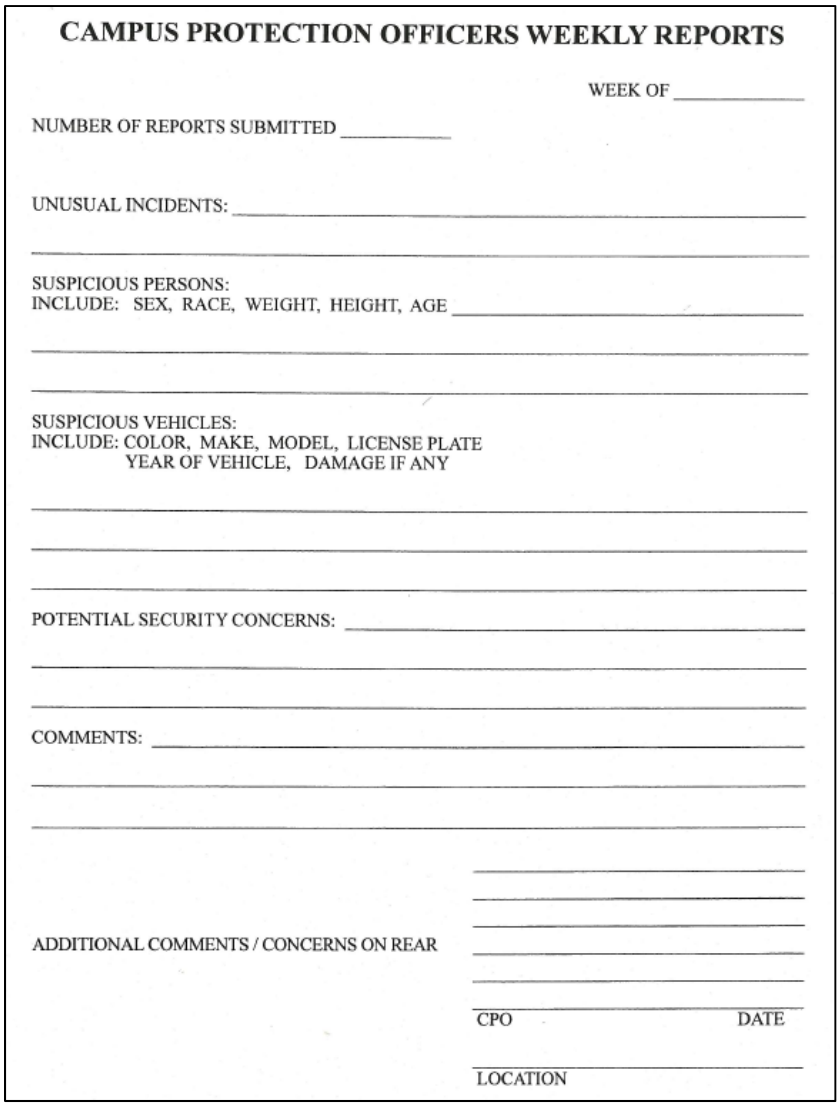
Toledo Public Schools is commended for using School COP to track safety and security incidents.

FINDING

CPOs, Dispatchers, and TPS staff are not required to track incidents using School COP. CPOs submit weekly incident reports in a hard copy format to the Safety and Security Office rather than entering it into the School COP software. **Exhibit 9-18** displays the hard copy form used by CPOs to submit incidents weekly. As can be seen, the form includes elements tracked by School COP. Further, reports generated by Toledo Police Department Resource Officers do not always

get entered into School COP by TPS SROs, as TPD reports are obtained in hard copy form and must be transposed into the School COP system.

Exhibit 9-18
Campus Protection Officers Weekly Incidents Report



CAMPUS PROTECTION OFFICERS WEEKLY REPORTS

WEEK OF _____

NUMBER OF REPORTS SUBMITTED _____

UNUSUAL INCIDENTS: _____

SUSPICIOUS PERSONS:
INCLUDE: SEX, RACE, WEIGHT, HEIGHT, AGE _____

SUSPICIOUS VEHICLES:
INCLUDE: COLOR, MAKE, MODEL, LICENSE PLATE
YEAR OF VEHICLE, DAMAGE IF ANY

POTENTIAL SECURITY CONCERNS: _____

COMMENTS: _____

ADDITIONAL COMMENTS / CONCERNS ON REAR

CPO DATE

LOCATION

Source: TPS Safety and Security Department, 2013.

At this point, only SROs enter incident reports into School COP. CPOs do not use the system, and TPD incidents are not systematically entered into the system. Thus, the data available from School COP do not provide an accurate picture of safety and security incidents. However, the system is a great tool for tracking such data.

School COP also has the capability to track activities. Activities are ongoing occurrences (such as daily patrol of a parking lot), while incidents are events that result in student discipline. The system presents an excellent opportunity for TPS to more accurately track all safety and security

activity, establish performance measures for the Safety and Security Department, and analyze incident trends to better assign security personnel to specific locations.

RECOMMENDATION

Recommendation 9-8:

Require that all TPS safety and security incidents and activity be recorded in the School COP system.

TPS should establish a systematic process for SROs and CPOs to enter incident and activity into School COP, including incidents reported by TPD officers. Accurate and comprehensive incident tracking is a crucial component of effective decision making. With only partial data, incident tracking is not as an effective tool for use in decision making. Capturing and tracking incidents in School COP will allow Toledo Public Schools to make calculated decisions regarding timely placement of safety and security support across the district and improve overall strategic planning. All safety and security staff should be required to document all incidents in the School COP software, including police reports generated by Toledo Police Department School Resource Officers.

TPS SROs should collect all TPD School Resource Officer reports for their respective schools and enter them into School COP. CPOs should use School COP to enter incidents rather than using the hard copy weekly report. Dispatchers should use the tool to capture incidents that occur during their shifts. This approach will ensure that a more comprehensive and accurate picture of incident levels is available in one central location for decision making.

The Supervisor of Security should ensure that incident attributes are streamlined within the reporting tool, identify resources and an approach to familiarize and train users, and monitor data collected to ensure adoption of School COP is occurring across all users. One such resource available is the School COP website *(http://www.schoolcopsoftware.com/)*, which contains useful FAQs and a free training video to introduce users to the system.

This recommendation should be implemented immediately so that during the 2013-14 school year placements of security personnel can be made using accurate incident and activity levels.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.4 SECURITY OPERATIONS

Security operations include all processes, policies, and procedures implemented by a safety and security operation. For all implemented activities, there are also associated opportunity costs. These opportunity costs represent the cost or effect from not implementing each activity's alternative. School safety and security personnel must constantly assess and choose between these alternative approaches.

FINDING

TPS School Resource Officers (SROs) do not have designated computer work stations at their assigned high schools and have to return to the Safety and Security Office at the TPS central office to enter incident reports. Individual work stations are assigned to each SRO at the Safety and Security Office. In a typical work day, all seven SROs spend three to four hours at the central office location completing incident reports and other paperwork—effectively reducing the time spent on school grounds.

Exhibit 9-19 displays the results of Evergreen's survey on safety and security operations. TPS Safety and Security scored lower in this area when compared to peer school districts. Overall, 37.8 percent of central office administrators indicated that safety and security in TPS is adequate/outstanding, compared to 45.7 percent in peer districts; 31.1 percent of school administrators indicated adequate/outstanding, compared to 51.9 percent in peer districts; and 32.1 percent of TPS teachers indicated adequate/outstanding, compared to 39 percent in peer districts.

Exhibit 9-19
Security Operations Results on Central Office Administrators, School Administrators and Teachers in Toledo Public Schools and Comparison Districts in Evergreen's Survey Database

Employee Group	Toledo Public Schools		Comparison Districts in Evergreen's Survey Database	
	Need Major/Some Improvement	Adequate/ Outstanding	Need Major/Some Improvement	Adequate/ Outstanding
Central Office Administrators	54.1%	37.8%	43.0%	45.7%
School Administrators	64.9%	31.1%	45.2%	51.9%
Teachers	58.6%	32.1%	25.9%	39.0%

Source: Evergreen Solutions Survey Results, 2013.

Evergreen's interviews and focus groups delved further into why stakeholders ranked this area unfavorably, and a common theme uncovered during these activities is that lack of presence of armed safety and security staff in TPS schools is an issue. Situating SRO work stations in their assigned schools will directly contribute to more visibility of these staff within TPS schools, and significantly increase their presence on location. In addition, travel time and expenses will be decreased and, most importantly, response time of SROs will significantly improve.

RECOMMENDATION

Recommendation 9-9:

Relocate SRO computer work stations within the central office at their assigned schools.

Availability of computer work stations is not an issue as SROs are currently assigned work stations at the central office. Safety and Security staff should work with principals to secure a

location in the school where the work stations can be set up. The Computer Services Department should assist with moving the work stations to the selected location and ensure that each work station is operational.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Security alarm maintenance is an ongoing expense for TPS as the majority of all school campuses are outfitted with state-of-the-art alarm systems. For maintenance and repair, TPS uses APC, a local contractor providing these services. The TPS Safety and Security Department also conducts some of the minor repair and maintenance in-house. APC currently conducts repair work on a time and materials basis.

These expenditures are ongoing and will most likely rise as the age of equipment increases; therefore, costs should be assessed on an annual basis. It was noted during Evergreen's visit that no cost comparisons have been completed for the last three years between APC service costs and competitor services. Many times, competing firms will provide similar services at a slightly more competitive price, or a lower price can be negotiated with the current provider.

In contacting peer districts, it was determined that of those districts that provided feedback (Springfield Local, Washington Local, and South-Western City), two conduct alarm equipment repairs and maintenance in-house, with only limited, overly complex work being outsourced. One district, Washington Local, outsources all alarm maintenance and repair to a vendor.

RECOMMENDATION

Recommendation 9-10:

Conduct a bid process to determine if alarm maintenance and repair can be contracted at a lower cost than what is currently offered by APC.

Because alarm maintenance and repair activities cannot be predicted, providers should be in relative proximity to TPS. TPS should solicit bids from any companies offering this service in the Toledo area, as well as other providers in nearby metropolitan areas, such as Detroit.

FISCAL IMPACT

This recommendation can be implemented with existing resources and could generate potential cost savings.

FINDING

The TPS Safety and Security Department does not seek grant funding opportunities for safety and security improvements. Numerous federal agencies provide opportunities for grant funding of school district safety and security programs. The U.S. Department of Homeland Security

(http://www.dhs.gov/school-safety) and the U.S. Department of Justice (DOJ) operate grant programs to fund security equipment costs, as well as related costs of security and resource officers.

According to the DOJ's website *(http://www.justice.gov/10grants/index.html)*, "the Community-Oriented Policing Services Office (COPS) offers grants to help law enforcement agencies to hire more policing officers, to acquire new technologies and equipment, and to hire civilians for administrative tasks." District personnel can sign up for grant funding announcements through the COPS program on the COPS website.

Toledo Public Schools may be able to secure grant funding for much of its new technology needs, and to support security and resource officers.

RECOMMENDATION

Recommendation 9-11:

Apply for grant funds to help fund new surveillance technologies and security personnel.

School districts have successfully applied for funds to support in whole or in part the purchase of security cameras and other surveillance technologies. **Exhibit 9-20** shows a grant request by another school district under the COPS Grant Program. It is shown here for illustrative purposes to provide information about the types of services and equipment purchases supported by the COPS Grant Program. Additional examples can be found on the DOJ website *(http://www.cops.usdoj.gov/default.asp?item=2540).*

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.5 SAFETY MEASURES

Public schools use a variety of practices and procedures intended to promote the safety of students and staff. Certain practices, such as locked or monitored doors or gates, are intended to limit or control access to school campuses, while others, such as metal detectors, security cameras, and limiting access to social networking websites, are intended to monitor or restrict students and visitors behavior on campus. The particular mix of safety measures used has a significant impact on safety and security of all students and staff.

FINDING

TPS has a total of 2,411 security cameras installed in school and office locations. TPS locations have from eight to 154 cameras each installed throughout their premises. These cameras were installed during the 10-year building project of new TPS schools, and existing buildings were retrofitted with these cameras over that time. The cameras are useful in investigating crime, viewing visitor entry locations, and monitoring security remotely of all locations. TPS Safety and Security staff can monitor cameras remotely from a number of locations. Cameras are monitored throughout the day and night for safety and security issues.

Exhibit 9-20
Example Funding Request under COPS Grant Program

EQUIPMENT		
ITEM	**COMPUTATION**	**COST**
30 VDC-455V03-20S Camera	30 each @ $300 ea	$9,000.00
30 SMB455BX Surface Mounted Box	30 each @ $26.00	$780.00
1 MHW-W66M20-US High Performance Management System	1 each @ $4675.66	$4,675.66
1 D7212GV2K2 Alarm Panel	1 each @ $321.13	$321.13
1 D8125INV INTERFACE MODULE FOR G SERIES	1 each @ $58.04	$58.04
1 FA400 REMOTE RECEIVER	1 each @ $126.39	$126.39
6 FA575 HIGH POWER INOVONICS REPEATER	6 each @ $303.85	$1,823.10
4 D8129 OCTO-RELAY 8 RELAY MODULE FOR G SERIES	4 each @ $78.67	$314.68
4 D1260W ATM STYLE ALPHA COMMAND CENTER	4 each @ $127.68	$510.72
30 FA210 REDUCED-SIZE UNIVERSAL TRANSMITTERS	30 each @ $40.95	$1,228.50
	Subtotal Per School	**$18,838.22**
2 42" LCD Flat Screen Monitor	2 each @ $1,019.56	$2,039.12
1 DIBOS Recorder, 30 CH	1 each @ $10,384.19	$10,384.19
65 Video Baluns NVT	65 each @ $54.78	$3,560.70
2 RJ 45 Connector pack of 100	2 paks @ $123.16	$246.32
10 CAT5 Cable 1000	1000 LF. @ $2.196 PER LF.	$2,196.00
2 24V Power Supply	2 EACH @ $205.30	$410.60
200 3/4" EMT Conduit/clamps/fasteners	200 EACH @ $20.08	$4,016.00
1 DVR RACK	1 each @ $3,516.70	$3,516.70
2 BATTERY, 12V 7 AH	2 each @ $25.35	$50.70
1 DUAL BATTERY HARNESS 8.82	1 each @ $8.82	$8.82
2 SIREN, 12V 15 WATT 144.19	2 each @ $72.10	$144.20
30 BACK BOX 653.47	30 each @ $21.78	$653.40
30 12V 15-75C Wall Strobe Lights 1,294.90	30 each @ $43.17	$1,294.10
30 Panic Buttons 746.43	30 each @ $24.88	$746.40
	Subtotal Per School	**$29,763.58**
	Total Equipment Cost Per School	**$48,601.80**
Labor and Installation per school		**$22,040.00**
	Total Equipment and Labor Cost Per School	**$70,641.80**
	x 4 Schools	**$282,567.20**
PT25 Compliant Motorola XTS Radios Model 1.5	4 each (1 per high school) @ $1400	$5,600.00
PT25 Compliant Motorola XTS Radios Model 3	2 each @ $3000	$3,000.00
	Total Communications Equipment	**$8,600.00**
Consultants/Contracts:		
Alarm System Monitoring Services	4 each @ $30 mo. X 24 mo.	$2,880.00
Platinum Repair Service	4 each @ $607 mo. X 24 mo.	$58,272.00
On-Call IDS/CCTV Consult/Data Extract Fee	4 each @ $400 per session for 6 sessions	$9,600.00
CCTV/IDS User Training Session	4 each @ $760 x 2/ 4 hour sessions	$3,040.00
		$73,792.00
Other		
Basic & Advanced Video Surveillance	$250 per course (16)	**$0.00**
	Grand Total for all Four Schools	**$364,462.87**

Source: COPS Grant Application, 2013.

Despite the usefulness of the cameras, the majority of equipment is approaching its life increasing expectancy of 7-10 years; therefore, camera repair and replacement costs are increasing. Replacement and repair costs range from $150 to $5,000 depending on the type of camera and repair needed. The Safety and Security Department does not always have the budget to perform needed replacement and repair. The Department is attempting to learn to fix the cameras in-house, but does not yet have the required expertise to perform much of the repair required. The scenario is fast approaching when the total replacement and repair cost of existing cameras will significantly exceed the available budget for this activity.

RECOMMENDATION

Recommendation 9-12:

Establish a camera location priority list to guide replacement of equipment.

All TPS camera locations should be assessed and ranked in order of importance and priority. Higher priority locations should include areas where students frequently congregate, areas heavily traveled by students and staff, and locations where incidents more frequently occur. As cameras in high-priority locations break or become inoperable, cameras in lower priority locations should be used to replace them. The broken cameras should be either reinstalled in the low priority location as a deterrent, or repaired if funds are available. In such a fiscally limited time, TPS should prioritize camera availability and cater to top priorities—thereby maximizing on the usefulness of total camera inventory at any given time.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Buzz-in systems for campus visitors are not used effectively or equitably across all TPS locations.

New TPS school facilities were designed with a state-of-the-art entry process requiring visitors to buzz into a school using an externally located call box. Visitors press the button on the call box to notify school staff of their arrival, and then designated school staff grant entry to the building. Entry doors are not unlocked until the designated employee releases the door lock. School employees have the capability to communicate via intercom with the visitor before granting entry. The process is designed to screen all arriving visitors prior to entry to ensure that they do not pose a threat to life or property. Although some old TPS locations still exist with no buzz in system, allowing visitors unchallenged access to school interiors, these facilities are currently being retrofitted with the solution.

During Evergreen site visits to schools, visitors were observed being buzzed in without any screening beyond a possible visual inspection taking place. Visitors were only questioned and greeted after gaining entry into the front office of the building.

RECOMMENDATION

Recommendation 9-13:

Improve the visitor entry process at all TPS locations by implementing a more stringent and standardized entry protocol.

TPS should retain visitors in lobbies that are closed to school access until each visitor passes a stringent screening procedure. The process should include a visual inspection of the visitor before allowing entry, followed by a series of questions asked through the intercom designed to establish the purpose for the visit and to determine who the person is visiting with. The process should then involve allowing entry and securing a copy of a drivers' license or another appropriate form of identification, as well as obtaining a sign-in signature, including date and time of arrival.

TPS should also assess the purchase software to check visitor license numbers against the national database of sex offenders. This software ranges in price from $150 to $1,600 per year per location depending on the degree of implementation (software only, hardware and software, training, etc.). However, the only recommendation at this time is to improve the entry process based on the previous description.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Identification badges are not worn consistently by TPS employees at school locations. Identification badges on lanyards are provided to all TPS employees and maintained by the Safety and Security Office. The badges act as identification for TPS staff while on site, and allow personnel to quickly distinguish a staff member from a visitor.

TPS employees are not required to wear identification badges, contributing to a less effective security process. The district has an effective access process for students, parents and visitors, but falls short of implementing an effective access and control process by failing to require staff to wear identification badges. During onsite interviews and observations, Evergreen found that employees are not required to wear identification badges. The district established an effective entrance and access process and failed to include an important element of the way of work by excluding staff.

Failure to include staff in the security access and control process sends the wrong message to the rest of the stakeholders who expect everyone to be participants in school safety and security. Key control is only one of many methods for controlling building access. Individuals who are authorized to be on a campus facility should be clearly identifiable, even from a distance, and that is one of the primary purposes of requiring everyone to wear an identification badge. Schools that require staff to wear identification badges require them to be worn at all times while

on the campus and when participating in off-campus activities with students. Employees who do not wear their badges as required are subject to some type of disciplinary action. Requiring staff to wear identification badges contributes to effective safety and security practices.

RECOMMENDATION

Recommendation 9-14:

Require TPS staff to wear identification badges at all times while on TPS property.

TPS should establish a policy and practice requiring employees to wear identification badges at all times while on campus. The principal should communicate with staff the requirement regarding the use of identification badges for staff. The Security Supervisor should be tasked as a primary contact person for non-compliance and follow-up with the principal.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

CHAPTER 10:
TECHNOLOGY MANAGEMENT

10.0 TECHNOLOGY MANAGEMENT

Technology is not an end in itself, rather a means to improve and more effectively facilitate progress and outcomes—driven by and aligned with district priorities and requirements—and used to meet data collection, assessment, and reporting mandates from local, state, and federal levels.

Technology and information services support all programs and users within the school district and community. District and school administrators, staff, teachers, students, parents, and community members depend upon the communications, information, applications, and tools provided through a range of end-user devices, system and user interfaces—with access to data and information via the infrastructure and communications network of the district. Uniform standards, policies and procedures, and effectively organized operations and management, are essential to a school district realizing the benefits of technology and information systems.

Chapter 10, which reviews staffing, organization, and operations related to administrative and instructional technology and information systems in the Toledo Public Schools (TPS), is organized into seven major sections:

10.1 Organization and Staffing
10.2 Technology Planning, Policies, and Management
10.3 User Support, Productivity, and Training
10.4 Information Systems and Technology Support
10.5 User and Systems Security
10.6 Inventory and Controls
10.7 Print Shop

The survey ratings from TPS central office and school administrators and teachers indicate the need for organizational and operational improvements in general. **Exhibit 10-1** shows the variance between TPS survey results and peer survey results in Evergreen's database related to information technology activities. The adequacy of technology provided (instructional and administrative) and the responsiveness to service calls were rated relatively low compared to peer school districts. However, recent initiatives—such as the centralized service desk and standardized productivity software—can help address these needs. Perceptions of the instructional and administrative technology now in place were somewhat higher.

Notwithstanding the recommendations for improvements within this report, the commitment to quality technology support was clear and consistent in interviews with TPS staff.

10.1 ORGANIZATION AND STAFFING

The organization of staff and resources of information systems and technology operations should directly relate to clear service goals, identified priority projects, well-developed hardware and software standards, and service levels.

Exhibit 10-1
Technology-Related Survey Items
Toledo Public Schools versus Peer School Districts

SURVEY ITEM RESULTS COMPARED TO PEERS	School and Central Administrators; Teachers
Section	AVERAGE
DISTRICT ADMINISTRATION ITEMS	
4. The district administration is efficient.	-41.8%
6. School-based personnel play an important role in making decisions that affect schools in the district.	-33.5%
9. Most administrative practices in the school district are highly efficient and effective.	-41.6%
10. Administrative decisions are made promptly and decisively.	-42.4%
11. School district administrators are easily accessible and open to input.	-39.3%
13. Bottlenecks exist in many administrative processes that cause unnecessary time delays.	-43.8%
15. District administrators provide quality service to schools.	-35.9%
INSTRUCTIONAL ITEMS	
4. All schools have equal access to educational materials such as computers, television monitors, and science labs.	-20.1%
COMMUNITY ITEMS	
4. The district regularly communicates with parents.	-25.6%
6. Teachers regularly communicate with the parents of the students they teach.	-24.5%
7. Most parents seem to know what goes on in our schools.	-27.2%
8. The school district explains test results to parents.	-26.5%
FACILITIES USE AND MANAGEMENT ITEMS	
4. The district has an effective energy management program.	-32.6%
PURCHASING	
4. The school district purchases the highest quality materials and equipment at the lowest possible cost.	-36.5%
5. The purchase order process is efficient and effective.	-33.6%
6. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	-33.5%
TECHNOLOGY MANAGEMENT	
4. Students regularly use computers.	-12.5%
5. Teachers receive training in how to integrate technology into the classroom.	-36.9%
6. Teachers are expected to integrate technology into the classroom.	-14.5%
7. Teachers know how to use computers in the classroom.	-22.0%
8. The district Web site is a useful tool.	-33.8%
9. I get assistance quickly when I have a computer problem.	-44.0%
10. The school district provides adequate instructional technology.	-44.7%
11. The school district provides adequate administrative technology.	-46.6%
12. I have adequate equipment and computer support to conduct my work.	-34.3%
13. Teachers and students have fast and easy access to the Internet.	-26.0%
14. Most administrative processes (purchasing, payroll etc.) are done on-line.	-15.9%
OVERALL OPERATIONS ITEMS	
a. Instructional Technology	-16.8%
b. Administrative Technology	-25.9%

Source: Evergreen Solutions Survey Results, 2013.

In this audit of the TPS technology area, the following were considered:

- **Staffing and support resources** for implementation, maintenance, and the technical and user support for hardware and software applications over the product/software life cycle;

- **Support for information systems, tools, and equipment** consistent with identified districtwide and area goals, priority projects, and for meeting mandates for data collection and reporting;

- **Operations based upon meeting specified service levels** in an effective and efficient manner to ensure reliable and secure access, continuity of service, and user satisfaction;

- **Use of school and department templates and models** for consistent and equitable implementation planning across all schools and departments (see **Exhibit 10-9** for an example); and

- **Orderly management, coordination, and governance, with regular communications** to key stakeholders and users [see **Exhibit 10-3** for a diagram of a sample governance structure for districtwide information systems (IS) and computer services].

The current organizational structure for information systems and instructional technology in Toledo Public Schools is shown in **Exhibit 10-2.** As shown, technology and information system functions and staff are located in both the business and academic areas.

In the Business area, the Director of Computer Services reports to the Chief Business Manager. There are 14 classifications that report to the director. In addition, there are information systems data reporting positions outside of Computer Services. In the Academic area, there are technology data collection and information system reporting positions in Accountability, Assessment and Research; Career Technology; Student Services; and Pupil Personnel and Child Adjustment Services. These positions are directly responsible for data collection, data edits, and mandated reporting for EMIS, federal, and special projects.

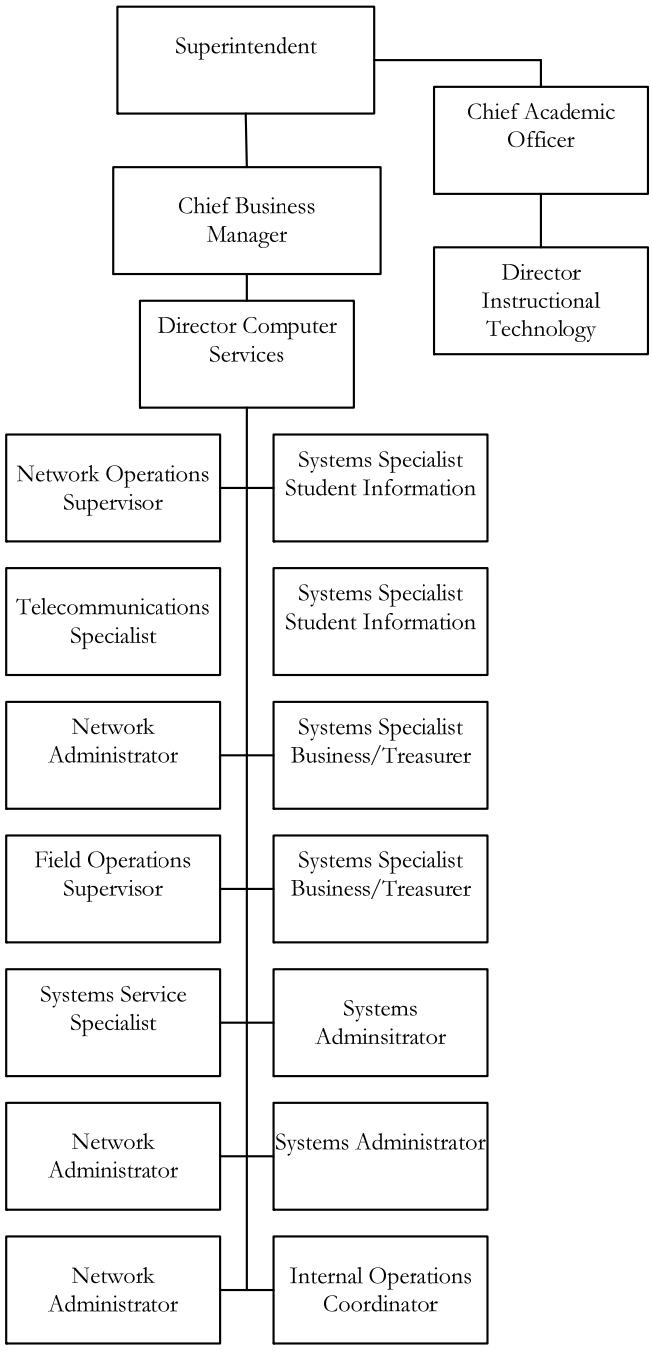
FINDING

There are system analysts/programmers who are located in the business and academic areas of the school district outside of the Computer Services Department. These are highly technical staff who write and change automated system program code, amend system reports and analyses, update user interfaces, and generate electronic files for verification and secure transmission of data. Some of these positions are overloaded, with limited or no provision for back-up or technical supervision. This situation is compounded by these positions having to deal with significant new additional mandated reporting requirements.

Specifically, there are the system analysts/programmer positions for:

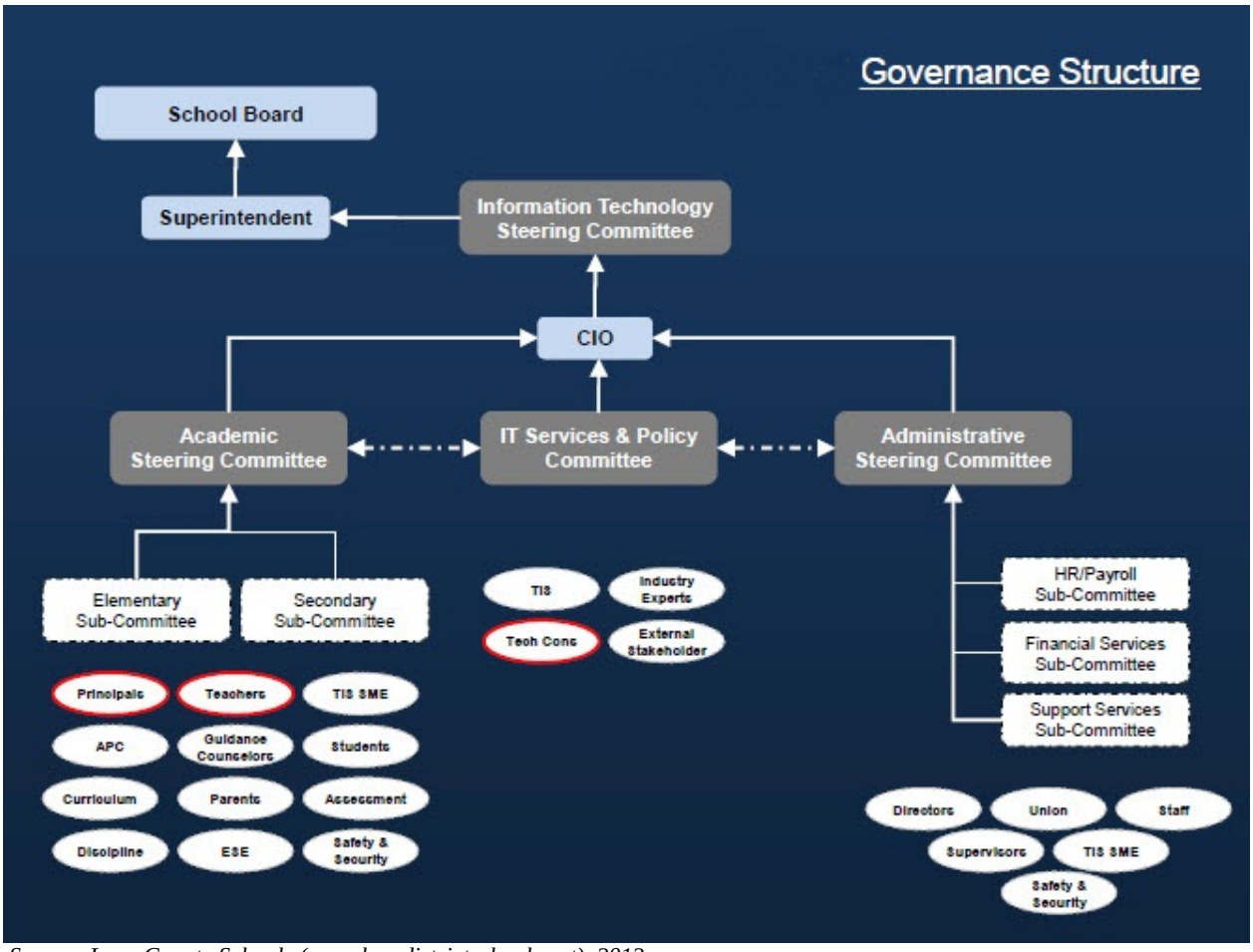
- student, special education, and other EMIS state reporting; and
- mandated reporting for finance, HR, OCR, federal programs, and special programs.

Exhibit 10-2
Organizational Structure for TPS Computer Services and Instructional Technology Departments



Source: TPS Superintendent's Office, 2013.

Exhibit 10-3
Information Systems and Technology Governance Structure
Example Organizational Chart



Source: Leon County Schools (www.leondistrictschools.net), 2013.

The activities conducted by these system programmers and other outside staff are duplicative of services currently being conducted in the Computer Services Department. That is, services and staff providing technical support and operation of network-attached automated devices (such as classroom technology, printers, routers and switches, and wireless access points) are currently located outside of the Computer Services Department. In addition, certain technology-related operations (such as student records and records archiving) are located in departments outside of the Computer Services Department. As mentioned, this results in duplicated services.

Exhibit 10-4 provides a list of current technology area staff responsibilities. In the Computer Services Department, three computer operators currently provide printing, help desk, and operations support which overlaps with technical support operations in other areas of the district.

Based on an analysis of TPS staff technology-related assignments and resulting overlap outlined above, the following areas should be consolidated into one unified information systems and technology function:

- information systems and programming;
- networking and communications;
- computer operations;
- technical support staff;
- student and business records archiving and destruction;
- user security and identity management;
- Internet usage and access; and
- printing services.

RECOMMENDATION

Recommendation 10-1:

Consolidate information system analysts/programmers and information system technology and network-attached equipment support operations into an Information Services and Technology Department in order to eliminate duplicated services.

Staff who perform systems programming; data transmission and reporting for major systems; software system configurations and updates; user authentications, profiles and authorizations; security incident handling; and documents and records management, archiving and destruction should be consolidated within a unified information services and technology function.

Specific positions that should be considered for consolidation include:

- the student, staff , and HR EMIS reporting positions in the academic area;
- the business information systems analysts and database administrators;
- EMIS system analysts/programmers in the special education, technical education, and business areas;
- print shop printers and copier repairmen; and
- records and archiving.

FISCAL IMPACT

Evergreen estimates consolidation of related information and technology positions will result in a net reduction of at least one technical support position from combining the mainframe operators with the Print Shop Printers (**Note**: This position reduction is in addition to the Copier Repairmen position reduction addressed in **Section 10.7**).

Exhibit 10-4
TPS Staff Job Duties in the Computer Services Department

Position	FTE	Job Duties for Position
Director	1	Directs operations, planning, and management of district Information Systems; Employee Mainframe Security
Secretary	1	Office manager, secretary, accounting
Student Information/System Specialist	1	Scheduling-Trans.
		Sp.Ed-PS-Interims
		Attend-Gr. Cards
		Supervises Computer Operators
Student Information/System Specialist	1	Grade cards, Attendance
		Interims, Testing
		Transportation, Scheduling
		Spec Ed, Pre School
HR-Payroll/System Specialist	1	All Staff information
		Payroll/HR/Benefits from mainframe from current files or backup tapes
		Paychecks/direct deposits/w2s
		Staff EMIS files
		Crosswalk from mainframe to SunGard ledger
System Developer-Integrator	1	System Support
		Financial systems including SunGard, BusinessPLUS, and legacy mainframe
System Service Specialist	1	New project design and implementation
		Application development (Notes, Google, SQL)
		Google Apps management; Backups, DR, and capacity planning; SQL Server management; data integration and vendor relations; virtualization and cloud management; SunGard maintenance and availability; Legal and Records Requests; Active Directory design and implementation; Terminal Server management and licensing; Print Server management (Lexmark)
System Administrator	1	System Support
		User support for IEPplus. Investigates users reported
		Errors; log cases with SunGard regarding problems, questions and training
Network Administrator	1	System Support
System Administrator	1	System Support; address operational errors for IEPplus
		Provides users with eSchool & IEPplus
		Security access; runs IEPplus Data Integration Summary Report; manages IEPplus Forum and FAQs
Telecommunications	1	Supports Network/Internet
		Communications including switches, firewall, VPNs, internet filter, DHCP and servers supporting monitoring of systems
Network Administrator	1	Software Deployment
		Patch Management
		Service desk Support (incident management system)
		Maintenance and administration of desktops and servers
		Security (Antivirus/Malware)
Network Administrator	1	Active Directory, Google Apps, Email Archive
		File server, Destiny
Network Operations Supervisor	1	Phones, wireless network
		Network electronics
		Support day-to-day operations; operation issues; communicate with end users to resolve issues
Internal Operations Coordinator	**1**	Update TPS Web/Teacher/Staff Directory; coordinate staff/operation meetings
		Monitor/maintain Security Clearance Requests; develops process/procedures
		Cell phones
Field Operations Supervisor	1	Supervise and assign work to Technicians; Manage projects
Microcomputer Technicians	8	Determine proper assignments and course for technicians
Service Desk Specialists	2	Open/Monitor/Assign Service Tickets/Respond to all phone computer related messages/Password Resets and changes/Assist users with their problem/Responds to calls related to DL Lab problems
Computer Operators	3	Run Reports-eSchool & Mainframe/ALL CALLS; Backups/eSchool
		Setups/Monitor system status

Source: TPS Computer Services Department, 2013.

The overall savings due to this elimination is approximately $60,270 ($39,228 in salary + 18.6 percent in benefits of $7,296.56 + $13,745).

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate One Technology Support Position	$60,270	$60,270	$60,270	$60,270	$ 60,270

FINDING

The current structure of the Computer Services Department provides a central, single service desk and management system, which includes the capability to:

- track calls, service assignments, time-to-response, and time-to-fix;
- provide management and accountability reports; and
- track warranties, software licenses, and uptime/failure rates.

Altiris, the existing system management and service call system, is a comprehensive suite of help desk and system/service management products which can be shared by multiple service support areas. Altiris includes:

- handling service calls for multiple types of software and hardware;
- routing requests to technical support staff and managers;
- tracking service repairs on specific equipment and software;
- providing central network-based remote control for equipment, software or firmware updates;
- automating the distribution of security or software patches;
- accounting for software license usage; and
- accounting for services provided by item, technician, and site.

This system is a significant resource to TPS and should be used by various departments. This tool provides a range of management and accounting reports relating to services delivery, staff productivity/quality, and data summaries (by site, position, or type/model of equipment).

COMMENDATION

Toledo Public Schools is commended for moving forward with a comprehensive centralized service desk, including automated functions that allow for tracking, managing and accounting of service support for software, hardware, and communications.

FINDING

The current organization structure of the Computer Services Department has 14 direct reports to the director. **Exhibit 10-5**, provided by the TPS Director of Computer Services, diagrams the current service areas and functions within the technology area. As can be seen, in addition to the CIO, there are:

- two supervisors (a Network Operations Supervisor and a Field Operations Supervisor); seven applications and network systems administrators/programmers;
- seven information system administrators/specialists;
- seven microcomputer technicians (plus one vacant position);
- two service desk specialists;
- one Internal Operations Coordinator; and
- one secretary/office manager.

Also, each school has an Educational Technology Resource Teacher (ETRT) – a supplemented teaching position that assists in supporting educational and instructional systems – and a Data Coordinator (full-time) who assist teachers in using data. In addition, there are Computer Coordinators (CC) at the high schools. These positions are not selected, supervised, or evaluated by central office technical supervisors despite providing a significant level of automated systems support for users.

The TPS ratio of approximately 1,123 computers to one technology support person is above generally recommended technical support ratios. While the State of Ohio does not offer specific guidelines for technical support, other national and state sources provide standards and recommendations that indicate the current technical support level in TPS is below what is necessary.

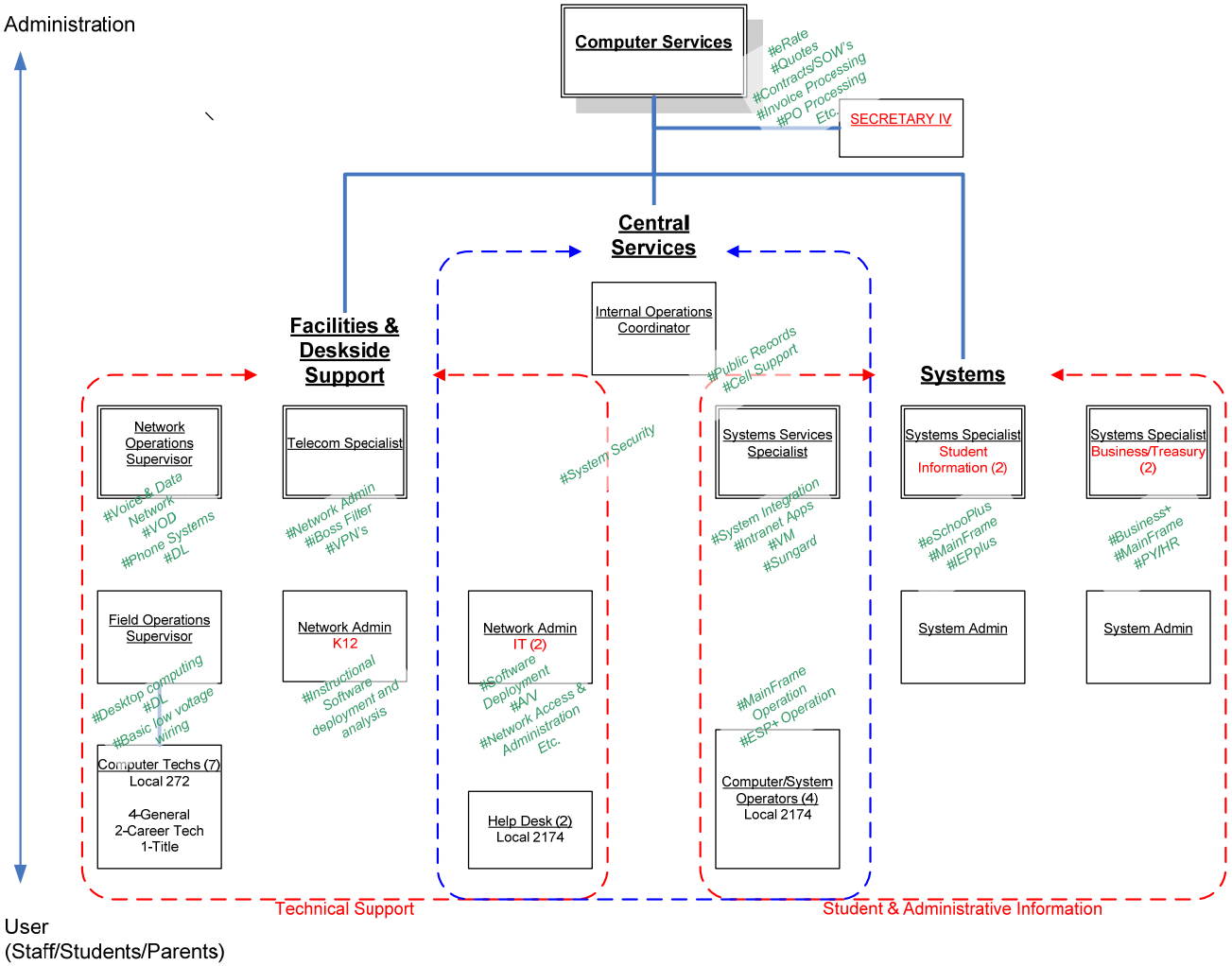
For example, the State of South Carolina recommends "…500 computers to one technology person" (Digital Resources Enabling Achievement 2009-2013, p. ii; South Carolina Department of Education). A 2009 study by the Consortium for School Networking (CoSN) found that the number of computers per computer technician in K–12 education settings nationally is estimated at 612 per computer technician. It was reported by TPS technical area managers that only recently has the backlog of service requests improved to allow a consistent response to over 90 percent of calls within three weeks (Note: most are handled in less than a few days). Interviews with school site staff reflect positive perceptions of the technology staff support, but service requests typically require multiple days for completion.

RECOMMENDATION

Recommendation 10-2:

Reorganize the Computer Services Department into an Information Services and Technology Department.

Exhibit 10-5
Current Functional Organizational Structure of the TPS Computer Services Department



Source: TPS Computer Services Department, 2013.

The following organizational areas are recommended to be included within the newly formed information services and technology area:

- **Information Systems and Applications**: Student, staff, and instructional information systems; business systems; and web-based systems (dashboards and portals). Student assessment systems could also be included since this is evolving to a largely automated and on-line system.

- **Networking and Communications**: Service desk and field technical support; voice, data, and video communications; equipment standards, service levels, planning, and purchasing; tracking and monitoring equipment inventory items, software licenses and usage; remote desktop management; and security, configuration, and patch updates of computers, printers, and other network-attached devices.

- **User Support and Security**: User authorizations and documentation; identity management and profiles for all information and central computerized systems; policies and procedures consistent with legal requirements *(http://csrc.nist.gov/publications/nistpubs/800-123/SP800-123.pdf).*

- **Operations**: Mainframe and electronic storage systems, back-ups and recovery; centralized equipment and software; centralized printing; student and staff records; forms archiving and retrieval; system and data recovery tests; and disaster recovery.

- **Overall Administrative and Management**: Direction and evaluation of managers and central support staff; standards, policies and procedures; interfacing with area administrators and school administrators; budgeting; project planning and capacity projections; accountability reports and audit responses; executive level briefings and communications.

These functions are also consistent with recommendations made by the International Society for Technology in Education (ISTE) and auditor requirements for security, program, and system change management.

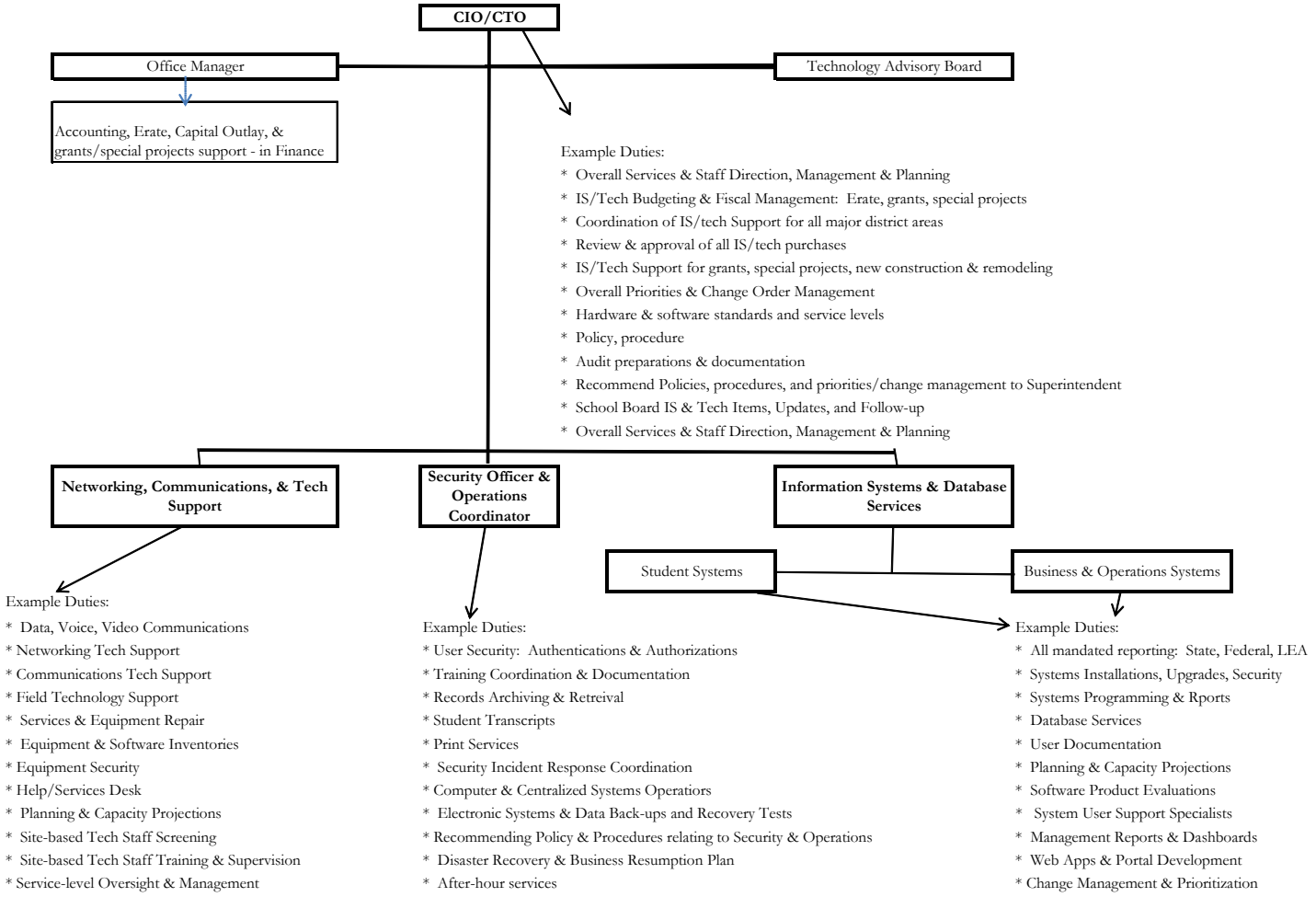
A proposed reorganization for the TPS information systems and technology function is represented in **Exhibit 10-6**.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

Evergreen estimates that adding management responsibility to existing positions will require some job description changes, but additional staff positions are not anticipated. There will be changes in responsibilities for some technical and user support staff from consolidation of records, pupil services, and print services.

Exhibit 10-6
Proposed Organization Scheme for the TPS Information Services & Technology Department



Source: Created by Evergreen Solutions, 2013.

FINDING

Administrative oversight and support are currently provided through the Chief Business Manager and through the Chief Academic Officer. A Technology Executive Committee exists to deal with specific project tasks and plans involving the instructional area. The Technology Executive Committee includes the Director of Computer Services, the Director of Instructional Technology, and the Chief Business Manager. There is not representation of business administrative areas, school leadership, other key stakeholders, and user groups.

The current activities of the Technology Executive Committee, based upon interviews with two of the primary participants, does not deal with policy changes, project priorities, plan or proposal reviews, or funding.

RECOMMENDATION

Recommendation 10-3:

Expand the Technology Executive Committee to include representatives from the business administrative areas, school leaders, teachers, other key stakeholders, and user groups.

The purpose of the Committee should be expanded to provide oversight relating to policies and procedures, and setting priorities. Membership should include school and district leaders, representatives from instructional and administrative program areas, and business representatives from the community. Committee members will need one to three hours per month to devote to committee meetings and activities. Membership should be approved by the Superintendent and senior staff.

This Committee should be formally charged with oversight of technology planning with an understanding that they are expected to make recommendations to the Superintendent and other district leaders relating to the TPS Technology Plan, policies, standards, service levels, and priorities. There is an example model for how this committee should fit into the organizational structure in **Exhibit 10-3**.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

10.2 TECHNOLOGY PLANNING, POLICIES AND MANAGEMENT

Only with appropriate policies, plans, and effective management in place, will projects and services meet the needs of users and provide the impact expected of TPS technology investments. This section addresses key areas relating to planning, policies, management, and accountability for the district's information systems and technology services.

FINDING

Two technology plan documents were provided to the Evergreen Team:

First, Toledo Public Schools has developed a technology plan using Ohio's eTech planning tool. The plan largely reflects the instructional technology priorities for the school district, and meets the requirements for an approved plan for Erate purposes. **Exhibit 10-7** summaries plan objectives and budget.

Exhibit 10-7
TPS Technology Plan Budget
August 2012

Total by Phase	2012-13	2013-14	2014-15	Total
Curriculum Alignment & Instructional Integration	$174,000	$262,000	$92,000	$528,000
Technology Policy, Leadership and Administration	$0	$0	$0	$0
Technology Infrastructure, Management and Support	$0	$0	$0	$0
Grand Total by Years	$174,000	$262,000	$92,000	$528,000

Source: TPS Computer Services Department, 2013.

Second, a Information Technology Study and plan was developed by Plante & Moran in June 2012. The purpose of this study was:

> *… to provide a coordinated, planned approach towards the deployment of technology. This approach focuses on supporting the requirements of TPS while improving the effectiveness of technology integration into the overall operations of the district. The District's overall intent was to assess and plan for technology in a comprehensive manner, ensuring that appropriate processes and infrastructure is provided for making the most effective use of technology throughout the district.*

This study provided a comprehensive review of the TPS technology infrastructure and processes, with priorities and strategies identified for improvements. **Exhibit 10-8** provides a summary and prioritization of the item ratings from the Plante & Moran study. Areas rated as most in need of attention are shaded.

Exhibit 10-8
Plante & Moran: TPS Technology Study – Summary of Ratings
June 2012

Technology Area Reviewed:	Rating		Priority		Fix Effort
	Level	Relative Rating: 1=high; 0 = low	Priority	Relative Priority: 1=high; 0=low	Effort to fix: 3=high; 1=low
1) Internet Bandwidth	2	0.40	2	0.67	1
2) Network Infrastructure	3	0.60	1.7	0.57	2.3
3) Wireless LAN	1	0.20	3	1.00	2
4) Hosting	2	0.40	3	1.00	2
5) Server Infrastructure	3	0.60	2	0.67	2
6) Security Management	2	0.40	2.5	0.83	2
7) Patch Management	2	0.40	2	0.67	2
8) Data Center	3	0.60	2	0.67	1
9) Backup and Disaster/Business Recovery	2	0.40	2	0.67	2
10) Workstation Management	3	0.60	na		na
11) Network/Server Management	3	0.60	2	0.67	1

Source: Plante & Moran, June 2012.

RECOMMENDATION

Recommendation 10-4:

Develop a five- to ten-year comprehensive plan for all services and systems—including capacity projections, project plans and timelines, and scheduled replacements/upgrades.

Evergreen recommends that goals be specified for each of the major areas of the district addressing project deliverables and major benchmarks, timeframes, and anticipated resource and auditor requirements. The status of each major project and other project additions or amendments should be consistent with the available fiscal year budget.

The plan should follow a format that is familiar to other district departments and areas, be consistent with school plans, and be formatted such that this information can be readily transferrable to meet required state-level or federal requirements.

TPS should review the USDOE National Educational Plan (*http://www.ed.gov/edblogs/ technology netp-2010/)*, ISTE/NETS standards, and CoSN references for comprehensive technology planning.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

There are not consistent hardware and software standards for common equipment, software, and technical services in Toledo Public Schools. Moreover, collaboration and early-phase participation in planning for new projects, grants, and construction are not consistent. Also critical, the analysis of total lifecycle costs—delivery/installation, orientation and training, technical support, maintenance and upgrades—and the inclusion of these costs as part of the initial purchase or contract negotiations, were reported as inconsistent. Also, no districtwide consolidated orders exist for standard hardware and software items and life-cycle replacements.

Standard equipment and software, and the consolidation of these orders, can substantially reduce costs due to economies of scale; lower costs due to fewer product models and software products requiring training of users and technology system support staff; and ensure purchases of more energy-efficient hardware. As an example, "on average, TopTen listed laptops use about half (48%) the energy of comparable models" (*Source: TopTen News: February 21, 2013, PRNewswire-USNewswire*).

Such standards help ensure compatibility and quality, faster time-to-fix, more common user shared knowledge, and improved value in terms of reducing total costs of ownership. Also, technology, networking and communications system representatives were not adequately involved in the initial planning, specifications, and acceptance testing of new construction and remodeling projects.

RECOMMENDATION

Recommendation 10-5:

Implement standards for the purchase of commonly used hardware, software, and infrastructure/communication items.

TPS should consider total costs of ownership and operation over the intended lifecycle for all major software and hardware purchases. TPS should also mandate that computerized hardware, network-attached devices, and standard software purchases must first be approved by the Computer Services Department prior to processing of orders by the Finance Department.

An example list of an equipment and software standards listing is included in **Exhibit 10-9.**

The University of Vermont Infrastructure standards document is a good reference for addressing the recommended standards from the Building Industry Consulting Services International (BICSI), National Electrical Code (NEC), National Fire Protection Agency (NFPA), Telecommunications Industry Association/Electronic Industries Association (TIA/EIA), Institute of Electricians and Electrical Engineers (IEEE),and Building Officials and Code Administrators International (BoCA); accessible at *http://www.uvm.edu/telcom/network/T050519_rev13standard.pdf* . These standards will ensure the long-term viability and affordability of the network infrastructure.

TPS should also consider the asset management guidelines recommended by CoSN (*http://www.cosn.org/Initiatives/ClassroomTotalCostofOwnership/Checklist/tabid/5126/Default.aspx*). **Exhibit 10-10** provides a summary checklist of these guidelines.

All associated lifecycle costs should be negotiated upfront with vendors and with the participation of key stakeholders as service levels, user training and product upgrade options are decided. For example, upfront negotiations of three to eight years of maintenance typically lock in current rates, with pricing at a five percent discount when these costs are included in the initial purchase package.

There appears to be significant opportunities to reduce costs currently in regular operational budgets; to better plan and negotiate cost savings for continuing system or equipment updates, user support, and technical systems; and software upgrades, maintenance, continuing training, and differentiated technical support—across the anticipated lifecycle for the software or hardware.

CoSN provides a good reference for consideration of lifecycle costs, and tools for calculating total cost of ownership (*http://www.cosn.org/KnowledgeCenter/KeyTopics/BudetingWithTotalCostof Ownership tabid/7814/Default.aspx*).

Exhibit 10-9
District Supported Hardware and Software Standards

Type	Standard/District Supported	Details	Other Related Info
Standard: Mandatory that only the items indicated can be used for that function or purpose. *District Supported: The use of the item is not mandatory, but no district support or only extremely limited support will be provided for other items.*			
School Related Items			
Workstations/laptops	Standard	Dell Optiplex/Apple	3yr Warranty; District maintenance for six year life**
Desktop OS	Standard	Apple/Microsoft	Software Maintenance
Netbooks*	District Supported	Dell	No District hardware maintenance; extended warranty only option
Tablets*	District Supported	Apple iPad/Android Type Devices	No District hardware maintenance; extended warranty only option; limited software support for iPad/Android devices
Printers	Standard	HP	1 year warranty; T&M repairs
Projector	District Supported	Epson	3 year warranty; spares parts/replacement projector within 48 hours
Document Camera	District Supported	Avervision/Elmo	No district hardware maintenance; consumable
Interactive Whiteboard	District Supported	Promethean/SmartBoard	5 year Warranty/replacement
Classroom Audio Amplification	Standard	Lightspeed	5 year warranty/replacement
Classroom Management Software	Standard	LanSchool	Vendor software maintenance
Instructional Software			
Instructional Learn Sys	Standard	Pearson	Software Maintenance
Media	Standard	Destiny	Software Maintenance
Media	District Supported	Proquest	Software Maintenance
Media	District Supported	Discovery	Software Maintenance
Media	District Supported	United Streaming	Software Maintenance
Media	District Supported	Grolier	Software Maintenance
Media	District Supported	Noodle Tools	Software Maintenance
Media	District Supported	Movie Licensing USA	Software Maintenance
Media	District Supported	Brain Pop	Software Maintenance
Resources	District Supported	Gizmos	Software Maintenance
Resources	District Supported	FCAT Explorer	Software Maintenance

Exhibit 10-9 (Continued)
District Supported Hardware and Software Standards

Type	Standard/District Supported	Details	Other Related Info
Standard: Mandatory that only the items indicated can be used for that function or purpose. *District Supported: The use of the item is not mandatory, but no district support or only extremely limited support will be provided for other items.*			
Resources	District Supported	Read 180	Software Maintenance
Resources	District Supported	Jamestown Reading	Software Maintenance
Resources	District Supported	Accelerated Reader	Software Maintenance
Resources	District Supported	Plato	Software Maintenance
Resources	District Supported	Pearson SM4	Software Maintenance
Resources	District Supported	AIMSweb	Software Maintenance
Resources	District Supported	Achieve 3000	Software Maintenance
Resources	District Supported	Ed Options	Software Maintenance
Resource	District Supported	Gale-Opposing View/SRC	Software Maintenance
Discipline Referral	District Supported	Educator's Handbook	Software Maintenance
Data Analysis	Standard	Data Director	Software Maintenance
Grade Book	Standard	HMH Pinpoint	Software Maintenance
IEP	Standard	A3	Software Maintenance
District Level Systems/Infrastructure			
Server	Standard	Dell	District maintained
Network switches	Standard	Cisco	District maintained
Wireless Access Points	Standard	Cisco XX	District maintained
Storage Area Network	Standard	Dell EMC	District Maintained
Website	Standard	MS Sharepoint Ent	Software Maintenance
Network OS	Standard	Microsoft	Software Maintenance
Email Service	Standard	MS Exchange	Software Maintenance
Directory Services	Standard	MS Active Directory	Software Maintenance
Directory Services	District Supported	LDAP	Software Maintenance
Desktop Mgmt	Standard	Altiris - MS SCCM	Software Maintenance
Anti-virus	Standard	MS Forefront	Software Maintenance
Video/Web Conferencing	Standard (future)	MS Lync	Software Maintenance
Instant Messaging	Standard (future)	MS Lync	Software Maintenance
Electronic Forms	Standard	MS Sharepoint Ent	Software maintenance
Content Mgmt	Standard	MS Sharepoint Ent	Software Maintenance
Business System	Standard	Skyward	Software Maintenance
Student Information System	Standard	SunGard eSchool	Software Maintenance
Grade Book	Standard	eSchool	Software Maintenance
Local Instructional Improvement Sys (LIIS)	Standard	Pinpoint	Software Maintenance

Source: Created by Evergreen Solutions, 2013.

Exhibit 10-10
Checklist for Efficient IT Operations

Actions that schools and districts can take to enhance their IT efficiencies include:

IT Asset Management
Manage software licenses repurpose minimally used computers: Some computers are used more than others. Certain software applications are no longer used, or they're not installed on all of the systems for which they are licensed. It is prudent to make sure that computers (including servers) are located where they are needed most and licensed only for the software actually in use. An IT asset management application can monitor this use over the network, evaluating usage results over time.

Help Desk and Centralized Support Tools
Technical support consumes time and money when technology professionals must travel from building to building to maintain equipment, troubleshoot problems and support end users. With already stretched staffs and more staff reductions in the offing, it's a good idea to find a way to support users more efficiently.
This approach to problem management does have some up-front costs, but it provides the opportunity for efficiencies over the longer term, while maintaining user satisfaction by effectively managing responses to support requests. A vendor-provided centralized support ROI calculator can be found on KACE's website.

Computer Refresh Cycle
During times of economic stress, one of the budget areas that receives scrutiny is the IT capital budget and the computers scheduled for replacement. Leasing, with its low up-front costs may be an option as a strategy to keep refresh cycles in tact.

Direct and Indirect Labor
While looking into reducing time computer support techs spend traveling through centralized support techniques, it is also important to ask, "Who is providing direct labor services?" Direct labor includes all personnel who have as at least part of their responsibility to provide computer support or other computer services.

Computer, Server and Network Consolidation
Server consolidation and server virtualization reduce complexity, OS and other software licenses, and power usage. This process involves up-front planning and some initial investment, but can result in significant savings. This topic is covered under "Other Resources" and in CoSN's Green Computing Leadership Initiative.

Networks: A district telecom system typically consists of data lines from campuses to the central office and connection to the Internet, plus internal and external voice communications and often security and clock synching networks. The external voice connections through the local telephone company can add up to a significant cost, as do Internet access lines and Internet service provider (ISP) charges. A study of VoIP costs and savings should be considered, as well as consolidation of the data networks.

Number of Supported Operating Systems and Applications
A broad mix of desktop, laptop and server operating systems requires a broad mix of support talent and complicates system integration and network management. This is not to say there should be only one operating system. More than one client and one server operating system however, that supporting multiple OS versions also could be more costly in terms of support talent and system/network integration issues.

Printing
Printing and copying can be major expense that include hardware, ink or toner cartridges, and energy and paper costs. It's important to evaluate your current printer inventory: How many and what type of printers and copiers are connected to computers and on the network? Operational costs can be drastically reduced by replacing individual other inkjet printers in favor of strategically located print/copy centers. Implementing electronic forms for staff and school board use can also reduce the cost of printing. Reference: CoSN's Green Computing Leadership Initiative.

Electrical Power Usage
Electrical power usage by the computing infrastructure can easily add up to 25% of your district's utilities bill. This topic is covered in depth as part of CoSN's Green Computing Leadership Initiative. Which includes an energy usage calculator.

Service Contracts
Extended warranties provide a worry-free approach to maintaining equipment throughout its useful life. However, since companies make a profit selling them, a review of these warranties is appropriate. Rather than buying extended warranties for products purchased in quantities, it may be prudent to purchase one or a few cold spares.
SaaS: Districts and schools short on technical support staff, especially smaller ones, should consider software as a service (SaaS) options to in-house, supported applications. The concept is to consolidate application support by providing applications over the Internet ("hosted") to multiple schools from a single central location. Approaches include private SaaS companies, regional service districts and informal consortia of districts.

Source: CoSN, 2013.

More specific indepth information and useful TCO References and tools for K-12 education can be found using the following links:

- *www.techlearning.com/.../2001/ny/vault/br_moskowitz_tco3.pdf*
- *www.cosn.org/tco/*
- *http://www.cefpi.org:80/issue/issue7.html*
- *www.bellsouthcorp.com/bsf/technology/picus.htm*
- *www.bellsouthcorp.com/bsf/technology/damon.htm*
- *www.as.ibm.com/asus/tco.html*

Energy savings must be considered in the selection of standard equipment. Equipment energy settings can be automatically set and maintained—which alone can save the school district very substantial utility costs. It is estimated that energy savings, due to the proper consideration of equipment models with appropriate energy saving settings, can save the school district as much as $15–$50 per computer annually. Such dramatic savings are also true for printers, fax machines, and even mobile device battery usage (*US Department of Energy, Energy Efficient Computer Use – Energy.gov; Energy Star Computers – EnergyStar.gov*).

The CoSN knowledge bank also provides specific guidance for energy savings: *http://www.cosn.org/KnowledgeCenter/KeyTopics/BudetingWithTotalCostofOwnership/tabid/7814/Default.aspx*. Using the CoSN Energy Savings calculator for current TPS equipment, a conservative estimate for energy efficient equipment and controls would save at least $60,000 per year (*http://www.cosn.org/Initiatives/GreenComputing/EnergyUse/CalculatorIntro/tabid/4642/Default.aspx).*

Having a standard set of images and equipment configurations can largely reduce time-to-fix and avoid potential costly repairs due to hacking and security attacks. This was one of the major recommendations from the Plante & Moran study. With over 12,000 computers in service within TPS, the savings are significant if standard images are applied with users saving all stored work onto network servers (not on the individual devices), many otherwise time-consuming repairs can be avoided by re-imaging the computer. The user can be running within 20-30 minutes with re-imaging. Otherwise, restoring all standard applications with personal preferences and files can extend the necessary work by hours (if not days). Imaging helps to ensure that the appropriate security settings are installed and in place. Equipment and software tracked down to the release version, and the latest installed patch or security updates, ensures more consistent user screens and configurations that will greatly expedite user support and training (**Note:** If standard purchases/set-ups are not confirmed, the costs for maintenance and upgrades/updates should be the responsibility of the purchasing administrator).

Detailed descriptions and explanation of benefits for systems management and energy efficiency are available via the following links:

- *http://energy.gov/energysaver/articles/energy-efficient-computer-use*
- *http://www.energystar.gov/index.cfm?fuseaction=find_a_product.showProductGroup&pgw_code=CO*

Also, new construction and remodeling design should include appropriate representation from information and technology leaders as it relates to the application and selection of equipment, including networking and communications equipment, and automated systems standards and service-levels. The Ohio eTech site provides a guide and reference for facility projects corresponding to technology decisions (*http://hallpass.etech.ohio.gov/static/flash/sftt/).*

FISCAL IMPACT

Having consistent equipment, software, and hardware standards in place allows:

- consolidating districtwide purchases, including upfront negotiation of user training, technical support, and product updates (this will result in an overall savings of 5-15 percent across all hardware and software purchases with an estimated savings of $120,000 annually);
- replacing older equipment with energy efficient, energy-managed devices with an estimated savings of approximately $30,000 per year in reduced energy use based upon a current inventory of over 13,600 network-attached devices, and an average five-year replacement cycle;
- monitoring the equipment inventory and support requirements in order to consistently replace older equipment with fewer more reliable equipment models and maximizing replacement cycles and preventive maintenance resulting in an estimated annual savings of $30,000; and
- monitoring inventory and usage to adjust software licenses according to actual usage resulting in an estimated annual savings of $20,000.

In summary, these recommendations are estimated to save $200,000 annually.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Select Equipment, Improve Efficiency, and Ensure Consistency	$200,000	$200,000	$200,000	$200,000	$200,000

FINDING

In TPS, there are not established school templates/models for K-8, high schools, and special programs. A template/model for listing of the basic level of equipment, communications, and software should be provided at each school. **Exhibit 10-11** provides an example school site template.

Without templates/models for schools and offices, the infrastructure, equipment, software and productivity tools are likely not consistent or equitable. Schools do not have clear guidance on "what should be" as new or remodeled facilities are planned.

Exhibit 10-11
Example of a School Site Template

1. **Student Workstations**
    - 1:15 students, plus
    - **Instructional/Assessments Labs:** Labs required for instruction, remediation, and assessment mandated by the DOE. The basic lab standard is 24 workstations.
        - K-8 Schools: 2 Labs; additional Labs in Grades 2-5 (1/250 students)
        - High Schools: 9 Labs
    - **Interactive Student Device (one per student):** Used for electronic text books, internet browsing (Wi-Fi), and interactive response system via app.
2. **Printers**
    - Volume Multi-Function Laser Printer (45 ppm, monochrome, duplexed, networked)
    - Color printer (duplexed, networked)
    - Classroom printer (monochrome, non-duplexed, networked)
    - Staff printer (monochrome, duplexed, networked); 1:3 staff
3. **Staff Workstations**
    - **Principals; Asst. Principals; Administrators; Managers; regular staff**
    - **Teachers**
    - **Specialists; Counselors; Secretaries; Registrars; Bookkeepers**
    - **Other**: School Lunchroom Manager, Attendance Clerks, SROs
    - **Media Circulation** (5 or 1:300 students)
    - **Research/Scan/Scoring Workstation** – 1 per school/site or cc
4. **Internet and ITV connection** – 1 per classroom or site (major cc)
5. **Parent-School IP/Web Communications**: Listsrv, school/staff web sites (within guidelines)
6. **Dedicated, point-to-point high-bandwidth communication lines** (including fax): 1/site
7. **Networking** (link here for basic networking template or contact information): all instructional and work areas
8. **Google Apps or MS Office** (collaborative workgroup systems) for each teacher and full-time staff as dictated by supervisor recommendation as necessary to job functions; and for each student lab workstation; and security tools.
9. **E-mail** (link here to detailed documentation on email)
10. **Student and Business Centralized Data System Access & Reporting Capability**
11. **Special Needs Accommodations for Students and Staff** (Braille Printers, CAD, training aids)

Source: Created by Evergreen Solutions, 2013.

Based upon interviews of networking and systems staff, Phase I construction planning does not consistently involve the technology/networking/communications/applications managers or representatives.

Having school templates/models is essential for consistent planning, projected maintenance and replacement costs by site, and equity across schools.

RECOMMENDATION

Recommendation 10-6:

Develop school and central office basic technology templates/models.

After allowing input and discussion on these guidelines, these templates/models should be used to guide school and central office planning. Plans should also be used to consistently guide equipping/updating in new construction and remodeling projects, and as new grants and funding options become available.

These guidelines should be taken to the Information Systems and Technology Committee for review and approval, and should become part of TPS policies/procedures. The templates/models should also be posted for reference by those updating their site technology plans or for those planning construction. Templates provide a basis for determining annual equipment replacement costs to a specified basic level for all similar schools. These are particularly useful for longer range cost projections relating to specific site needs such as could be used for community bond funds.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

In TPS, there over 200 phone lines not being used and billing is still occurring at about $19 - $39 per month. There has not been a recent audit of phone line usage, yet there has been substantial remodeling and staffing changes.

RECOMMENDATION

Recommendation 10-7:

Eliminate dead-end or no longer used phone lines.

TPS should periodically check for unused lines included in billing statements. TPS should use operators or technical support staff during the summer when school site requests are slow or during school technical maintenance cycles to test/call each line. The phone line locations and end-device information should be entered into Altiris for service calls and replacement as facility, program or staff changes occur.

FISCAL IMPACT

Based upon the reported per-line monthly costs ($19 - $39 per month) and the estimated number of vacant lines (200+), eliminating these phone lines, will save the district at least $45,600 annually.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate Unused Phone Lines	$45,600	$45,600	$45,600	$45,600	$45,600

FINDING

Voicemail systems are currently site or building-based. The network is capable to support consolidated and centralized voice mail systems, which can substantially reduce recurring annual costs, and provide a more extended range of call center options and controls—at a much reduced cost. IP telephones are being evaluated, and consideration of voice mail changes could be made as part of this evaluation.

RECOMMENDATION

Recommendation 10-8:

Phase out the current individual site/building-based voice mail systems and replace with consolidated network-based voice mail across multiple sites.

Shared hosted service provider costs should be considered (such as NWOCA) since these are often shared cost services in which multiple school districts participate. The number of current individual site-based systems could be dramatically reduced by consolidation into a small number of centralized, shared network-based voice mail/call centers.

FISCAL IMPACT

Depending upon the availability of external funding options and current voicemail systems scheduled for replacement or updating, it is advisable to implement centralized, shared call centers/voice mail as soon as possible. As few as two to four shared voicemail/call center systems could be sufficient for all TPS schools and sites. Even if these services are outsourced to a hosted-site service provider, the potential net savings is estimated at $30,000 annually.

Two strategies can result in an estimated annual net cost savings of $30,000:

a. replacing individual site voice mail systems—when due for replacement or upgrade—with a network-based IP voice-mail system that can be shared by multiple sites (IP network-based voicemail systems are likely to result in line savings costs of approximately $5,000 per year per site); or

b. if TPS purchased a hosted voice mail service from a shared-service provider (such as NWOCA) and discontinued individual site voice mail systems.

Note: Voice mail service and equipment is eligible for Erate funding. This can substantially reduce equipment and connectivity costs for TPS, and provide funding for hosted or shared-network services. NWOCA hosted services are also Erate eligible.

The exact amount of the savings depends upon the number of individual site systems that are consolidated and the current annual cost for each of the individual systems and the lines required for those systems. It was reported that each site had its own voice mail system. The IP phone/voice mail can reduce the number of lines needed (@ $19 - $30 per line/per month). A net savings of $30,000 per year is an estimate based upon the consolidation of site-based systems (schools and administrative sites) into one to four network-based shared or hosted voice-mail systems, resulting in a reduction of at least 15-20 lines per individual site.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Consolidate Current Voicemail Systems	$30,000	$30,000	$30,000	$30,000	$30,000

FINDING

The planned implementation of the parent portal with continuously updated teacher grade reporting, assignments, and attendance data will significantly engage and further enable parents to support their child's progress and school activities. TPS reported that the initial school site trial will begin in March 2013.

This implementation can significantly advance parent and community engagement in the school and in supporting individual student learning. As the students become more acclimated to this information and the resources are made available to them, the portal will become a tool for helping ensure and enrich their own responsibility and learning success. This step, with a well-supported roll-out, can do much to excite the community in supporting student progress. The capability of providing student grade reports, transcript information, schedules (online and electronically) will potentially save the school district $20,000 per year in special forms and printing costs.

COMMENDATION

Toledo Public Schools is commended for its implementation of the parent portal capability.

FINDING

Discussion with staff indicated that specific procedures to handle access authorizations and timely de-authorizations to the parent portal had not yet been finalized, and the tracking of parent portal authorizations was not yet tested within eSchool. While the authorization should be handled directly from the eSchool system and as part of the student registration process, it is essential that proper and timely written parent approval (and the corresponding policies and procedures) be in place and documentation be maintained at the school prior to the roll-out of the portal.

Based upon discussions with at least three staff involved in the implementation, Evergreen found that there is not yet a procedure for orienting and informing parents, and for collecting signed documentation representing their acknowledgement of responsibility with regard to the secure handling of the assigned password; updating or changing access authorizations if and when they are no longer the guardian of that child; and taking reasonable steps to ensure confidentiality of the personally identifiable data provided via the portal.

When asked if there were any issues from the teachers union regarding the expectation for rapid posting of grades, assignments, and test results, all three interviewees who were familiar with this project reported that the teachers union was on board with the portal project and looking forward to its effective implementation.

RECOMMENDATION

Recommendation 10-9:

Complete the process, policies, and signed authorization documentation for parent access to the student/teacher portal commensurate with the initiation of access.

There are legal and data security issues that are potentially serious and which can involve significant legal costs and damages to the school district if access is not controlled well or if personally identifiable student information is made available to unauthorized or inappropriate viewers via the portal. The portal should also contain a clear disclaimer and warning that the information is intended only for appropriate and legally authorized guardians.

Portal passwords should be re-issued annually at the start of the new school year or as new registrants come into the school district. Further, a signed password agreement form should be confirmed and on file at schools prior to the implementation of the portal. The agreement form should clarify responsibility for the password, the responsibility of the teacher to take reasonable precautions to restrict access to personally identifiable student information, and that password access must be restricted only to that appropriate teacher and only for those students involved for which they have legitimate educational interest.

Miami-Dade County Schools (Florida) is suggested as a model and a reference for parent portal policies and procedures given the amount of portal experience this district has had over the past five years.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The specific offerings from consortium groups of Ohio school districts (including shared use facilities, hosted thin-client devices and desktops, and options for sharing cloud-based services) were not considered in detail as an option for services for Toledo Public Schools. While there

was some TPS involvement in presentations, there was not specific or detailed consideration of the range of these services offered.

RECOMMENDATION

Recommendation 10-10:

Review consortium service options (such as those offered via NWOCA) for more cost competitive services and support.

Evergreen recommends that specific consideration be made of shared thin-client, cloud-based services, and supplemental technical support options (such as those services available through NWOCA).

Participating school districts reported significant savings when using purchased consortium services and shared, managed, cloud-based applications via the consortiums. Specific reports document projected savings of over 40 percent over four years for wireless managed services, IP telephony, coloration managed services, and mobile thin-client devices with full desktop and connectivity support (based upon reference documents provided by NWOCA).

Shared services offered by consortiums can provide options for software and equipment purchases, and support for evaluating current or future services costs. There are also part- and full-time supplemental technical support services available that could help with peak demand or new project start-ups.

Further information on the NWOCA services and offerings (as an example) can be found at:

- *http://www.nwoca.org/dept/hardwareit-services*
- *http://www.nwoca.org/sites/nwoca.org/files/cloud-services-article-SBOQ-July2012.pdf*
- *http://www.nwoca.org/sites/nwoca.org/files/bring-your-own-device-BYOD-article-SBOQ-July2012.pdf*
- *http://www.nwoca.org/sites/nwoca.org/files/Volume1Issue1Jan13.pdf*

FISCAL IMPACT

This recommendation can be implemented with existing resources and could result in lower operational and equipment costs for the school district in the future.

FINDING

TPS has adopted SunGard products, which are designed to be compliant with and updated as necessary for Ohio's mandated reporting of teacher, student, scheduling, finance, human resources, and business systems data. This is a shared service with a substantial user base. TPS has implemented the eSchool, IEPplus, and Career Tech modules.

While it was reported that user response times were still under investigation and there was an expectation for these to be improved in the near term, SunGard products were compliant with all state-required and federally-mandated reporting. Also, SunGard has been incorporating necessary new mandates and changes in a timely manner.

SunGard allows TPS to share and learn with other school districts for user training and support, best practices in implementation, integration with other tools and systems, policies and procedures, and technical support options.

COMMENDATION

Toledo Public Schools is commended for the use of hosted information system products relating to student, finance, human resources, and business systems data collection, management and reporting which meet Ohio's reporting and accountability requirements.

10.3 USER SUPPORT, PRODUCTIVITY, AND TRAINING

The primary focus of technology and information systems is to expedite work. The mission of an information services and technology function is to empower users by improving access to information, resources, and tools that will result in better productivity. Information and technology services design, planning, training, and support must always consider the needs, capabilities, and readiness of all users—including teachers, students, parents and community members, staff and administrators.

FINDING

Toledo Public Schools owns the Altiris Client Management Suite of products *(https://www.symantec.com/client-management-suite)*. These on-line tools, when implemented, can provide a single point of contact for service and support calls and IT requests, as well as provide a powerful suite of products for both IT services and systems management.

Altiris supplies important data for:

- management and tracking of services;
- coordination and prioritization of service responses;
- warranty and software license management;
- remote equipment and systems management;
- use and inventory data on equipment and software installations;
- licenses and warranty tracking;
- accounting data on products (software and hardware); and
- services by product, technician, service contract, site and/or department.

The use of these products can lead to substantial gains in technical support productivity and equipment and software quality control and repair efficiencies, and provide an accounting and feedback vehicle for use by administrators at each site and department.

COMMENDATION

Toledo Public Schools is commended for its purchase and initial implementation of the Altiris software for central service desk requests and processing.

FINDING

Systematic consideration was given to the selection of a districtwide standard for electronic communications (voice, text and video) and productivity software (e.g. email, web and portal services, text/video/document communications). Both Microsoft 365/Lync and Google Apps for Education were considered and evaluated, and Google Apps was chosen with the goal of providing easy to use, consistent basic communication and productivity applications for all TPS users which will integrate with all instructional and information system applications.

Having an evaluation period with a single family of tools to confirm compliance/integration with existing systems, and to test performance and compatibility, is a significant step towards reducing user support and training overhead. The consistency of the training and support across both school-based and central office staff is an important step for more effective and efficient productivity and communications.

COMMENDATION

Toledo Public Schools is commended for having a standard, well supported, and commonly integrated/systems-compliant communication and productivity tool suite.

FINDING

A Service or Help Desk has been implemented in Toledo Public Schools. Management is continuing to monitor and improve this capability. Being able to provide a single point-of-contact for service and IT requests—across all systems—is a starting point for effective service management. However, broader improvements in support services delivery—including remote desktop controls; equipment-specific repair records; and service accounting by site, product, or technician—can result in better service quality and very significant cost savings.

Interviews with staff indicate that technical staff training and deployment support for the Altiris products are the largest challenge to implementation. The Altiris Service Desk offers the potential of improved costs control and resource management advantages. From the user's point of view, this provides a single point of contact for service and information system support requests. From the technical services point of view, Altiris implementation can provide huge improvements in service quality and support options.

RECOMMENDATION

Recommendation 10-11:

Complete the implementation of centrally-managed services, systems management, and remote servicing options.

Multiple advantages and cost savings include:

- **Device discovery and computer inventory:** Discover and identify computer resources and configuration; use of data to purge or reposition non-standard or problematic equipment.

- **Asset management and software compliance:** Track hardware and software usage. Adjust licensing costs and purchases to match actual use.

- **System deployment and operating system imaging:** Deploy computers using disk imaging or scripted installs though centralized or on-site set-ups and deliveries. Have standard images and equipment configurations available to central technical support and site technical support staff for new equipment installations and set-up and for re-imaging of equipment as performance issues or equipment transfers dictate. This is also an efficient method of ensuring a consistent start-up for users at the beginning of each school year and as equipment is relocated for users during the school year.

- **Software distribution and management:** Make software and updates available to the right personnel by central office distribution.

- **Patch management:** Distribute Operating System (OS) and application updates by site or district technical staff.

- **Security updates:** Prevent or limit viruses, denial of service attacks, and identity theft; conduct preventive security audits and follow-up as needed for enforcements. Verify that appropriate security is enforced in an environment.

- **Configuration management and scripting:** Update network and system setting policies.

- **Remote desktop management:** Allows for providing user support/training and fixes for network-attached devices ranging from computers to switches to printers to fax machines. User training staff can also use this capability to follow-up and support newly trained users with minimal interruption (Note: Remote control can be set to require user authorization prior to system takeover).

- **Administration:** View alerts and generate in-depth reports on key service quality indicators.

- **Accountability and costs analysis:** Can reduce maintenance and support costs by identifying less costly and reliable specific equipment or software items, tracking and addressing support technician responsiveness, and documenting break/fix options and repair histories to assist in the diagnosing of issues with particular equipment or software items.

- **Tracking or identifying stolen or misplaced items.**

Gartner estimates that automating OS deployment—the same process used for deploying new PCs to users each year—can reduce deployment costs by 85 percent. Gartner also estimates the cost of deploying a PC (which includes operating-system deployment, configuration, data/settings application, and application installation) to be $81 per transaction. This cost assumes local IT resources are available to perform these tasks. When local IT resources are not available for reimaging, organizations either have to ship machines back to central staging locations or enlist a service provider to perform on-call recovery services, these costs can be as much as $600 per incident.

Equipment warranties can be tracked and adjusted, or substantially reduced, given review of repair/service support data and costs. The most cost effective, pre-paid warrant period and options—such as time and materials and using spares—should be considered. Dell's warranty service reimbursement programs are worth investigating. Through this program, the district is eligible for reimbursement of in-house warranty repairs and parts discounts.

By adjusting software licensing purchases to match actual software use, it is possible to substantially reduce the number of software licenses needed. It is not unusual to see license reductions of 20 to 30 percent by exploring concurrent use versus individual software licensing.

Technical support advantages include:

- Better utilization of cross-trained technicians, reduction in travel, improvement in response times through real-time adjustments in service call assignments, and prioritization of calls and assignments.

- The implementation of remote desktop management, repairs, and user support/training. Remote desktop and equipment management (e.g. routers, switches, and printers) could attribute to a huge savings in technical repairs of computers, printers, networking and communication devices, etc.

- Technical support responsiveness, training, and site accountability for systems support can be improved with the monitoring of time-to-fix data and user feedback on quality of repairs after initial fix.

- Repair and replacement costs can be significantly reduced by adjusting for specific problematic product models in terms of servicing or user support costs. Negotiations for equipment and software can be more specific to deployment schedules and user readiness.

- Use of the service call logging, management and accounting by multiple programs and areas can apply to substitutes support, telephone issues, wireless issues, and product user support (with non-technical calls often handled by in-house staff in the respective departments).

- Collecting common solutions into a FAQs/knowledgebase can be used by technical support staff, user support/trainers, and users themselves via 24x7 on-line access. Altiris

and other service/systems management options include integrated knowledgebase options. This is also a significant tool for those at the school sites and among the technical support staff working with the upcoming parent portal roll-out. A custom parent view to FAQs and to the knowledgebase information can likely replace and work more effectively than a more traditional user manual.

FISCAL IMPACT

In future years, the reduced costs for computer equipment set-up using standard images and configurations are estimated at $81,000 for setting up and configuring 1,000 computers.

In the first year, savings in travel costs, software distribution and updates, and equipment set-ups via standardized equipment images and configurations are projected to save the district at least $25,000 above the necessary staff training costs. Subsequent year savings will increase as remote desktop management, software distribution and updates, and configuration updates are handled with the Altiris products.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Complete Implementation of Service Desk	$25,000	$81,000	$81,000	$81,000	$81,000

FINDING

Technology staff training is a critical need. New product, software, applications, or system update training better enables timely deployment, realization of the potential benefits of the systems, and timely and effective user support. Most interviewees in the Computer Services Department stated that having training and time to learn the latest TPS purchased software, system upgrades, and options for tailoring the software for users was their highest priority.

Examples of systems where further orientation and staff training are needed include:

- Altiris Client Management suite of products: service call tracking and processing, warranty and product support screens, remote desk-top support, data on equipment/technician/site services and costs that can substantially aid the use of tailored support options, adjustments to product models and license purchases, documentation for vendor or product issues, and consideration of specific site or department service issues;
- HR system (SunGard);
- the Google Web Apps and Email systems; and
- the SunGard student information software systems, including mandated EMIS reporting updates and extended programs.

RECOMMENDATION

Recommendation 10-12:

Fund and plan for staff orientation and training costs, including making provision for the dedicated staff time for training and collateral support from the vendors, as part of the initial purchase/negotiations for any major equipment or software system upgrade.

Almost all vendors will incorporate funding for initial and continuing training as part of the package when software or equipment is purchased. These costs are not only negotiable and typically much lower, since some are prepaid items, but often can be included at no additional cost if negotiated upfront. Also, Erate, grants, and other federal programs permit the inclusion of these costs as part of the hardware or software initial purchases. It is not unusual for technical staff orientation and training to be included at no additional cost. However, staff time must be scheduled for both training and hands-on learning with the new systems.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The ETRT and DC job descriptions lack necessary and accurate information outlining the specific duties and responsibilities of the positions. Interviews indicated that some of these ETRT and DC positions are not consistently trained or willing to assist central office technical support personnel with basic support tasks, such as resetting user passwords, reconnecting or replacing cables, rebooting or re-imaging computers, conducting basic computer problem diagnostics, etc.

The Data Coordinators (DCs) job description states they are to:

- analyze school, district, state and national data related to student achievement;
- provide professional development for teachers to access and interpret websites and programs, and any future adopted technology curriculum programs;
- train teachers in the use of state and district websites so they can access data at the school, classroom and individual student level; and
- assist individual and teams of teachers, instructional planners, and school improvement teams to access and interpret reports.

The adequacy of supervision and management of these positions was also questioned by interviewees at the district level. All of these elements should be explicitly captured in a job description, and will help to ensure fidelity of performance for employees in these roles.

Job responsibilities and supervision are not clearly defined and understood by all incumbents of these positions, and understanding may also be lacking at many TPS schools among school administrators and staff. The utility and use of these positions could be significantly improved by taking action to update, standardize, and share the position descriptions for ETRTs and DCs across the district.

RECOMMENDATION

Recommendation 10-13:

Evaluate, update, and standardize the ETRT and DC position job descriptions.

Job descriptions should be revised to include the responsibilities, specified training, and supervision to be provided. Responsibility should be assigned as to who will update the job descriptions, and who will have ultimate responsibility for assessing ETRT and DC activities versus assigned duties. TPS should consider including the district technical support coordinator along with principals in this activity. The district technical lead should review and confirm who in the pool of applicants has the aptitude and technical background required, and the principal could choose someone from among those candidates to ensure fit with the faculty.

In addition to using the current list of responsibilities, TPS should review best practice roles and responsibilities in creating a comprehensive job description for these positions. For a discussion on the role and impact of site-based technology support staffing, see American Institute of Research (*http://www.ncrel.org/sdrs/areas/issues/methods/technlgy/te200.htm*). In addition, International Society for Technology in Education (ISTE) and National Educational Technology Standards (NETS) are often cited for guidance with regard to advancing teachers use of technology.

This recommendation may be subject to negotiations.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

TPS has committed to the use of data in instructional decisions with the creation of 20 Data Coordinator positions. Additionally, the district already had 44 Education Technology Resource Teachers (ETRTs). However, the quality of the service those staff members provide varies from school to school.

With the Data Coordinators, once again, bargaining agreements reportedly dictated selection of these staff based on seniority rather than data knowledge, commitment to its use to inform instruction and program decisions, and overall service quality to the teachers for whom they are intended to provide these services. Additionally, reporting structures for these positions are not well-conceived to maximize accountability for instructional data analyses. Reports revealed that the quality of service and training for each varies greatly, with some Data Coordinators working closely with teacher teams to help them understand and analyze data in an ongoing manner.

Some principals reported that these coordinators voluntarily integrate themselves into school operations, making tremendous contributions to student achievement. Others are not known to teachers in the school, impeding those schools' ability to continuously examine student data and make ongoing changes in curriculum and instruction.

There are core questions to understanding and planning for student achievement. Specifically, in *Whatever It Takes* (Dufour, Eaker, Karhanek, 2004), two questions are posed, including:

- *How will we know when students have acquired the intended knowledge and skills?*

- *How will we respond when students experience difficulty so that we can improve current levels of learning?*

The natural tendency to find answers and seek solutions to these questions should be to look at student data. They should be easily accessible, preferably on a district database at the school level and used at the district, school, and classroom levels. Periodic assessments can be valuable resources to inform decision making with regard to student need. When used in effective ways, data can be a powerful ally to all district entities.

Before data collection and analysis are commonplace foundations for instructional decision making in TPS, professional development needs to be ongoing and uniform so that teachers and administrators comprehend the benefits to educators and their students. All school staffs should be empowered to understand how data analysis can guide their instructional decisions for schools, classes, and individual students.

Procedures need to be in place that systematize and support faculty with data analysis and regular, ongoing examination of student performance and program data. The desired goal would be for common sets of activities to be developed at schools to the level of analysis so that teachers can base decisions such as student grouping, enrichment, and remediation activities on student performance data. When the district fulfills its intention of consistent, ongoing use of data as a basis for decision making, ongoing changes will be made in teacher practice and program improvement. This use of data will result in continuous, customized instructional changes benefiting individual students as well as the student body as a whole.

Best practices support the analysis of data by educators throughout the school district to continually examine the results of practice, instruction, programs, and curricular materials so that ongoing changes can be made and that each student's learning needs are constantly addressed. This practice keeps teachers and administrators focused on tailoring educational opportunities for student strengths and weaknesses. When they examine all sources of data from homework to class and weekly assignments and assessments, as well as standardized and benchmark tests—instead of narrowing the curriculum and instruction in response to high stakes testing—the range of instructional practices is broadened to promote student participation and learning.

RECOMMENDATION

Recommendation 10-14:

Determine the efficacy of the positions of Data Coordinator and Education Technology Resource Teacher positions, and eliminate a minimum of half the positions.

The Data Coordinator and Education Technology Resource Teachers both have responsibilities to help teachers disaggregate data and train them to do so and use it to improve student achievement . Since it appears that there are Data Coordinators that are not fulfilling their intended purpose who are preventing students in their schools from realizing their potential by achieving at their highest level possible, the same may be true of the Education Technology Resource Teachers. With the assistance of effective, committed data support staff who are not duplicating efforts, teachers will be empowered to learn to examine their own student data and make the interim adjustments within their repertoires of knowledge that will improve student learning.

Some principals reported that they were able to have input into the Data Coordinators at their schools. This was not the case in all schools, but where this occurred, principals reported exceptional relationships between the coordinators and their staffs. The district should develop a system that holds all data support staff accountable for their jobs and enables principals to hire or fire staff accordingly. After a year of accountability, TPS should examine the effectiveness of each and select those most effective to retain their positions enabling principals to determine those who are supporting their schools. Having committed staff who know their jobs and have a singular purpose will enable TPS teachers to infuse data analysis systematically and uniformly.

Toledo Public Schools must make data analysis the underpinning of its decision-making process by first ensuring that staff hired to support this goal match school needs. The district should develop a plan to systematically use data in all schools. It should be useful in identifying staffing assignments, course-taking patterns, curricula, instructional techniques, and resources that are likely to improve student achievement. These discussions and decisions should happen at both the district and school levels. Ongoing discussions and systematic tracking of students not meeting performance objectives for AYP should become an integral part of school and district processes. The implementation of this recommendation will reinforce district leadership's desire to focus on student learning.

Administrators and offices that routinely use data should be considered as resources for implementation of this recommendation and supported in their efforts to create accountability through the use of data. Data should be used to garner an understanding of both curriculum and instruction to determine if students know and have acquired the intended knowledge and skills. Before the district can make decisions for responding to students experiencing difficulty, and determine what needs to be done to improve current levels of learning, comprehensive data must be examined.

Data analysis should not be limited only to student performance. There are rich sources of both qualitative as well as quantitative data, such as:

- ACT participation rates;
- freshman remediation rates;
- AP data;
- college completion rates;
- dual enrollment participation;
- career technical education completer data and industry certifications;
- attendance;
- tardiness;
- suspensions;
- expulsions;
- cohort graduation or promotion rates;
- discipline including time of day, day of week, location in school of incident; and
- professional development needs analysis.

Each of these should be considered as effective sources of information about the district and school climate, and student and teacher strengths and needs.

As appropriate, committed personnel are placed in these positions, they should work themselves out of jobs at the school level. Fewer could serve more schools, as teachers become equipped with the knowledge and skills to analyze their own data. Currently, the seven high schools each have their own Data Coordinator. Every other school shares its Coordinator with two other schools. Evergreen received no data documenting why this kind of staffing pattern exists. By eliminating ineffective positions, the implementation of this recommendation can easily be accomplished. As time goes on, TPS leaders should continually examine the effectiveness of the positions and the depth to which teachers and school leaders are using data to improve teaching and learning.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

This recommendation can be implemented with existing resources. It should result in savings over time as data support positions deemed ineffective are eliminated and staff committed to serving teachers and students remain. By the 2015-16 school year, such positions should be reduced by half with each serving two to three schools. This would result in savings of 32 positions (22 ETRTs and 10 Data Coordinators). Decisions about positions/supplements eliminated should be based on the proposed refined job descriptions (**Recommendation 10-13**) and accountability for assigned tasks.

The salaries and benefits of the Data Coordinator positions are figured at an average salary of $52,990 for the positions. The average supplemental for Data Coordinators is $1,361. Adding benefits brings the average total position cost to $77,952 ($52,990 base salary + 18.6 percent benefits + $13,745 + $1,361 in additional supplements). Therefore, elimination of 10 Data Coordinator positions yields a savings of $779,520. It is likely that, as data becomes infused into school decision making and teachers facile in using it, more positions can be eliminated.

All ETRTs receive a supplement of $2,339. Unlike Data Coordinators, ETRTs are not full-time positions. Therefore, savings from the elimination of 22 ETRTs is limited to the supplement amount. Total cost savings from the elimination of 22 ETRTs totals $51,458 (22 x $2,339).

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate 42 Data Support Positions	$0	$0	$830,978	$830,978	$830,978

10.4 INFORMATION SYSTEMS AND TECHNOLOGY SUPPORT

Without attention to the range of funding and support options for information systems and technology, a district can be at a significant disadvantage. This section addresses funding and user support considerations that are likely important to providing additional support for projects and systems, and for users of the district's information and technology systems.

FINDING

In TPS, individual school sites are eligible for funds towards major infrastructure, connectivity, and service upgrades or improvements through the federal Erate program. Very substantial annual awards for technology infrastructure and connectivity for schools have been made over past years of between $1.2 million and $4 million per year.

Recent years of Erate funding for TPS had been for Priority 1 Internet connections and services only. Erate funds are distributed to school sites having the highest level of free/reduced lunch eligible students. There are typically not sufficient funds to cover all school requests, so only those schools with the highest level of free/reduced lunch have been funded in recent years (i.e. a 75 percent or greater level of free/reduced lunch eligible students translates to a 90 percent discount payment). If multiple school sites are included in a single proposal, the average free/reduced percentage is used. If the federal government does not fund to the average for that grouping of schools, none of the schools are funded, even if some individual schools are above the funded discount level. The averaging of multiple school sites resulted in TPS not receiving Priority 2 and basic maintenance funding.

In prior years, TPS has submitted a mix of schools in a single proposal, which lowered the overall eligibility for those schools. By not submitting a proposal for just those schools likely to be funded at the 90 percent discounted level, TPS did not receive significant additional internal networking and basic maintenance funding over the past two years.

RECOMMENDATION

Recommendation 10-15:

Submit a single individual Erate proposal for only those school sites likely to be funded at the 90 percent discount level, and submit an additional separate filing for other schools that are close to this level but currently not at 90 percent.

TPS should submit only individual school sites which qualify for 90 percent discounting in one proposal. With this approach, TPS can receive substantial additional Erate funding for eligible Priority 2 purposes for those schools, including funding for cloud-based services, central network operating center (NOC) costs, and for basic infrastructure and networking maintenance. In addition, initial set-up and vendor technical support costs can be included in the fund request. This means that the technical support and management staff and specialists, who install and keep the equipment running, can be funded.

Separating out other schools that are close to the 90 percent discount level into individual proposals will provide that option if the available federal funds are sufficient to cover lower discount-eligible sites.

This strategy, and the proposed projection of school funding levels, were reviewed with the State Erate representative. Ohio is very fortunate to have an experienced, knowledgeable, and technical person who is dedicated to helping districts optimize likely funding. Evergreen recommends that this representative be involved in reviewing equipment and services eligibility guidelines, and in preparing submittals likely to provide substantial additional funding for at least the 90 percent discount schools as well as basic maintenance and hosted services.

Under the current rules and with the funded criteria level of the past two years, it is likely that these school needs can be funded. As shown in **Exhibit 10-12**, there are currently 21 schools at the 90 percent discount level (this chart was provided by the Ohio State Erate Office as the most current school discount data at the time of the February site visit). Including the basic maintenance request with these 90 percent sites will likely result in that funding. An updated listing (USC Form 471; March 20, 2013) was generated by TPS subsequent to the February site visit. This listing, which has more current free/reduced lunch rates for individual school sites, shows that there are 33 schools at the 90 percent discount level.

Additional considerations that should be part of the Erate request:

- Technical support training (systems and in-field techs) can be funded for the current year, and can include training hours for future releases or product upgrades for the life-cycle of the software or equipment purchased.

- Cloud-based services and technical support for thin-clients and for hosted services (such as email, voice-mail, web sites, wireless and mobile devices) can also be funded through Priority 1 Erate (*Source: Schools and Libraries Universal Service Support Mechanism Eligible Services List, CC Docket No. 02-6; GN Docket No. 09-51; Released: September 27, 2012*).

- Technical support and maintenance costs currently funded or not adequately addressed in regular operation or professional development budgets can be offset by the Erate funds. Funding for infrequently needed, highly-technical support can also be included so the district can have high-level technical staff hours funded covered by Erate funding.

- Obtaining direct eligibility advising from the Ohio eTech office can provide the assistance to ensure optimized eligibility funding (Source: *http://www.etech.ohio.gov/e-rate-technical-assistance-program/).*

Exhibit 10-12
TPS Schools at 90 Percent District Level

Site Name	Site ID	CE Irn# Apps	Free Count Price	Reduced Lunch F & R Apps	Total Lunch Apps Lunch	% Free F/R Lunch Apps
*Arlington Elementary School	00000968	452	266	28	294	58.85
*Beverly Elementary School	00002642	684	196	28	224	28.65
*Birmingham Elementary School	00002758	419	325	10	335	77.57
*Bowsher High School	00003301	1262	603	48	651	47.78
*Burroughs Elementary School	00004358	418	284	25	309	67.94
*Byrnedale Junior High School	00068460	425	250	15	265	58.82
*Chase Elementary School	00006007	282	243	4	247	86.17
*Cherry Elementary School	00006056	252	223	6	229	88.49
*DeVeau Junior High School	00008441	363	218	14	232	60.06
*DeVilbiss Building	00008458	192	72	24	96	37.50
*East Broadway Middle School	00068478	447	359	11	370	80.31
*Edgewater Elementary School	00009902	183	122	7	129	66.67
*Ella P. Stewart Academy for Girls	00000234	245	227	9	236	92.65
*Elmhurst Elementary School	00010371	479	133	41	174	27.77
*Garfield Elementary School	00012922	409	307	23	330	75.06
*Glendale-Feilbach Elementary School	00013599	416	204	10	214	49.04
*Glenwood Elementary School	00013706	242	200	3	203	82.64
*Grove Patterson Academy Elementary School	00014688	401	134	25	159	33.42
*Harvard Elementary School	00015545	428	219	29	248	51.17
*Hawkins Elementary School	00015636	393	199	29	228	50.64
*Jones Junior High School	00018523	338	295	4	299	87.28
*Keyser Elementary School	00018952	302	242	14	256	80.13
*King Elementary School	00032441	241	211	5	216	87.55
*Larchmont Elementary School	00019836	515	258	29	287	50.10
*Leverette Junior High School	00014936	386	327	7	334	84.72
*Longfellow Elementary School	00021386	612	362	32	394	59.15
*Marshall Elementary School	00022970	335	303	7	310	90.45
*McKinley Elementary School	00023648	302	249	10	259	82.45
*McTigue Junior High School	00023929	442	311	9	320	70.36
*Navarre Elementary School	00026484	505	430	12	442	85.15

Source: Ohio eTech Support, 2013.

FISCAL IMPACT

Submitting the Erate requests in this manner [i.e. submitting only the 90 percent criteria (75 percent F/R lunch) sites in one 471, along with the basic maintenance fund request and requested additional funding for hosted services and thin-client communications] is estimated to provide TPS an additional $480,000.

In addition, the nearly 90 percent discount level schools should be submitted via a separate 471 to cover funding if the funded cut-off is lower than the past two years. There is a two in five year limitation on individual site funding which, when combined with the three-year installation

term requirement on equipment purchased via Erate, will restrict future year funding levels. The good news is that currently no TPS schools are restricted by either rule, and the first two years are likely to result in substantially higher funding for TPS.

Erate allows set-up, documentation, initial and continuing technical training and support costs to be included (e.g., a bank of hours/training days can be incorporated into the overall service or equipment purchases). It is strongly recommended that these costs be included in the equipment purchase contracts.

Note: Two schools (Edgewater and McTique) are very close to the 90 percent criteria and it is likely worthwhile to check if free/reduced enrollments increased from this calculation via sibling or ADDF household situations to also qualify these schools.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Secure Additional Erate Funding	$480,000	$390,000	$240,000	$240,000	$240,000

FINDING

Wiring closets at newly remodeled and four new school sites visited were observed to be in very good condition, with standard labeling and color-coding, and within a secured area free of other intrusions (e.g. storage and custodial supplies/equipment). Racks and cabling were tied and orderly; the communication equipment rooms were secured; and the rack areas were clean of other equipment. These areas were properly conditioned and spaced well for ready access and work with communications and network premise equipment.

This practice results in more reliable and continuous service and greatly expedites the resolution of problems and time-to-fix service interruptions due to site-based and WAN/LAN connectivity or response issues.

COMMENDATION

Toledo Public Schools is commended for the wiring/communications closets, in remodeled and newer sites, which were found to be in very good condition and properly secure.

FINDING

The recently initiated project for the trial and evaluation of IP-based phones has the potential of significant savings for the district over time. These can be Erate eligible (including technical training and lifecycle support). This project exemplifies the potential advantages of newer technology options and substantially lower total costs.

COMMENDATION

Toledo Public Schools is commended for the initiative by the Computer Services Department to evaluate and implement IP phone options.

FINDING

There are 1,700 projectors currently in classrooms. TPS teachers who attended the community input session stated that classroom projector filters and bulbs are not regularly cleaned, causing poor quality projected images. The lack of cleaning also results in burning out bulbs prior to normal life cycle expectancies.

These bulbs are costly (Note: The estimate provided was $230 per bulb, with an expected life cycle of 5-8 years). Teachers pointed out that the bulbs were being replaced after less than two years of use due to lack of cleaning of the bulbs and filters. Performing regular maintenance/cleaning will extend the useful life at least twice that length of time. Regular cleaning of the bulbs can significantly reduce bulb costs for schools. This is not a difficult task, except for access to the bulbs in the projectors which are suspended from the ceilings.

RECOMMENDATION

Recommendation 10-16:

Clean projector filters on a regular cleaning schedule to extend the useful life of the bulbs.

The cleaning and replacement cycles on individual projectors can be prompted as part of the Altiris equipment service tracking – with reports for both school-based and district technical staff. This should be part of the winter and summer checklist of maintenance items at each school.

FISCAL IMPACT

Even if it is assumed that only 200 projector bulbs are not being cleaned as they should be, bulb replacement costs can be reduced by $6,000 annually with regular cleaning. Regular cleaning should double the life span of projector bulbs in use [200 at $60 (3.5 yr lifespan cost) versus 200 at 30 (7-year lifespan cost) = $6,000 savings annually].

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Clean Projector Filters	$6,000	$6,000	$6,000	$6,000	$6,000

10.5 USER AND SYSTEMS SECURITY

The costs and damages related to access security violations or to critical systems misuse can be huge, can result in major delays and disruptions to services, and can be a major liability issue to the school district. Furthermore, identity theft or unauthorized access to sensitive and confidential personal information can be very damaging and costly.

Information systems, with increasing frequency, provide access to sensitive information and enable changes to systems which can significantly impact users and services. As stated previously, the parent portal makes available confidential and sensitive student information

which were formerly available to authorized school users and administrators only. Having this information available to parents potentially involves 20,000 additional users outside of the school setting having access to very sensitive information and communications. Having appropriate procedures and controls in place is essential.

FINDING

Ohio state auditors include specific recommendations to TPS relating to documenting and managing user passwords and system authorizations (i.e. terminating or updating system access and authorizations when staff positions are terminated or change). Interviews with staff indicated that the procedures and timely updates to system authorizations are not regularly monitored.

RECOMMENDATION

Recommendation 10-17:

Develop a process and take steps to ensure timely amending or termination of individual access and authorization privileges relating to secure systems data or programming changes.

A list of those having access and authorizations for making changes to secure data systems (e.g. payroll, finance, student grades and transcripts) should be reviewed immediately and authorization terminations due to transfers or staff turnover should be attended to within 24-48 hours.

The access security form used when staff are provided a network system password should also stress the individual user's responsibility to safeguard the password and authorizations provided. This notice should include a statement of the user's responsibility to take necessary steps to request changes to the authorizations provided should job responsibilities or placements change. It is recommended that TPS develop a Computer User's Handbook, which would include user responsibilities, legal requirements, and information about computer and system security expectations.

Exhibit 10-13 provides an example table of contents for a Computer User Handbook.

As can be seen, there should be written policies and regular attention to these tasks to ensure that change access authorizations—by programs, systems staff, or authorized users—be updated as responsibilities and position changes occur. Notification of such changes should occur in a timely order, either through personnel or by staff supervisors.

Secure systems should have such changes made within 48 hours or less as staff responsibilities, assignments, or employment status changes. Secure systems include payroll, finance, student grades, transcripts, IEP, and special programs information.

Exhibit 10-13
Example Computer Use Procedures Manual
Table of Contents

Table of Contents

Employee Computer Operating and Security

Purpose **4**
Introduction – responsible use **5**
Computer Users **6**
Unauthorized Access
Computer Sabotage
Passwords
Password Selection and Protection
Password Cracking
Easy to Remember and Hard to Crack
Password Access
Snooping
Hackers
Viruses, Worms and Trojan horses
Computer Security Breaches—Who to Contact
Confidentiality 11
General
Handling Confidential Information
CIPA and FERPA requirements
Physical Security **13**
Computer Theft
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Off-Site Computers
BYOD
Administrative Matters **15**

Back-up
Copyright Infringement
Harassment, Threats and Discrimination
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Changes to TPS Computers
Purchases of Computer Software and Equipment
Disposal of TPS Data
File Recovery
Personal Use of Computers
Proprietary Information
Reporting Policy Violations
Termination of Employment
Employee Position Changes
Privacy **24**
Monitoring Computer Communications and Systems
Lawsuits and Subpoenas
External Communications **25**
Third Parties
Dangers of the Internet
Internet Connections
Business Reputations
Remote Access
E-Mail **27**
Electronic Communications
Dangers and Pitfalls of E-mail
Rules of E-mail
Forwarding Information
SPAM
Intranet **30**
Local Area Network **30**
Signature Form confirming Receipt of Employee Computer Operating and Security Policy **32**
Glossary of Terms **33**

Source: Created by Evergreen Solutions, 2013.

Also, it is recommended that a security incident response procedure for any situation involving breaches of confidential and protected data be established and that school and department supervisors understand that these situations warrant immediate attention where mission critical systems (e.g. IT system changes, payroll adjustments) or change access to personally identifiable data is involved. Situations that typically involve law enforcement and forensic investigation of reported incidents of illegal computer usage and cyber-crime (such as pornography, etc.) should be immediately reported to both school or central office administration and the designated Security Officer in the Computer Services Department.

The Director of Computer Services should create the necessary staff change notification procedures and draft a policy, including the consequence of failure to report staff changes where mission critical systems or personally identifiable confidential information is involved. The proposed policy should be reviewed by the Information Services and Technology Committee and recommended to the Superintendent for approval by the Board.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Currently, TPS network communications (WAN and LAN) lack quality of service (QOS) (e.g. provisioning of bandwidth, prioritization of applications use of bandwidth, bandwidth monitoring and management tools). This situation can result in system access and communications being shut down due to unintended or inappropriate high-volume system uses or denial of service attacks. As one example, a lab class of students downloading a video can consume significant bandwidth and shut down administrative, instructional, or IP phone use.

RECOMMENDATION

Recommendation 10-18:

Address the specific requirements for, and implement quality of service options with, the district's primary network services/infrastructure providers (e.g. Cisco, Brocade) and implement an improvement plan.

QOS bandwidth use can be automatically monitored and managed to reserve and protect specified bandwidth allocations for certain applications (e.g. phones likely to be used in an emergency). Specified applications must be prioritized so that student registration, grading, scheduling tasks or research have a higher priority than for example, library research activity.

As contending loads increase, expected with on-line student assessments and teacher use of instructional and grade book resources on-line, network-based telephones and security, and other monitoring and security tools (intrusion detection and control options) must be protected from inadvertent peak loads caused by less critical applications or users.

QOS monitoring, provisioning, and prioritization of services, along with prioritized user accounts, should be part of the overall networking services strategy in order to protect WAN and LAN network-based communications and peak load/denial of service scenarios on critical services.

Essential services and service levels for administrative voice and data communications—as related to student and staff information access, emergency communications, and critical on-line services—should be identified and prioritized as the basis for planning for necessary QOS enhancements districtwide.

Premise equipment (switches and communications configurations) need to be capable of and compatible for reliable QOS. Technical staff needs the necessary tools and training to utilize these resources. The necessary equipment standards need to be set. These expenses qualify for Erate funding and can be implemented at no additional costs to the school district.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

10.6 INVENTORY AND CONTROL

Organizations that rely heavily on a broad range of technology capital are faced with a situation where effective inventory management is a rather complex and critical factor to their long-term goals. Aspects of the situation that they face include long procurement lead times, extreme volatility in demand for maintenance and repair, individually customized requests for products, and short product life cycles. These factors make technology equipment management rather difficult. Traditional inventory control methods often do not take these critical aspects into account, resulting in an ineffective process for inventory and control management.

TPS has made substantial gains in its fixed asset inventory process. In 2010, a follow-up audit was conducted by the University of Toledo's Director of Internal Audit on the corrective actions taken by TPS in response to the Special Audit conducted by the Ohio Auditor of State's (AOS) office for the period July 1, 2001 through December 31, 2008.

The follow-up audit included the following regarding TPS inventory and control:

> *The Superintendent, Business Manager and Treasurer conducted reviews of the fixed asset and inventory control procedures and made adjustments where necessary to ensure items of enduing value are being received, tagged, and recorded… The District will contract with a fixed asset valuation company to inventory all fixed assets and controllable assets. The District plans on this service to occur on or about June 30, 2010 to align with the fiscal reporting period. The District will provide administrators (principals, directors, etc.) with detailed reports listing equipment and controllable assets located in their buildings and departments. These reports are to be used to verify equipment/assets and note any discrepancies… In my opinion, with the exception of fixed asset inventory and valuation, all action plans scheduled for implementation by TPS have been put into place and are*

operating as intended by management. Further, I am confident in the intentions of TPS management to fully implement the remaining action plan in a timely manner.

Several years later, TPS has made even greater gains in the area of inventory and control, addressing some of the areas of concern brought to attention during the auditing process. **Exhibit 10-14** provides the description of the current inventory and control process provided to Evergreen. As can be seen, inventory and control of TPS fixed assets, including technology assets, are handled primarily at the global level. The current process limits the span of control each individual department has over this function, but represents a standardized work flow for the process.

Notwithstanding, weaknesses still exist in the process. While on-site, Evergreen identified the following struggles regarding the current inventory and control process:

- TPS contracted for a complete inventory of fixed assets in May 2012. The vendor tagged all of the assets, but now some assets have as many as three different tags. Further, the inventory will quickly become useless if TPS does not update their information systems plan (SunGard) for continuous tracking of inventory.

- Department leaders feel that the inventory and control process is a sole responsibility of the business office; rather than a joint, ongoing effort.

- No textbook inventory has been completed; TPS is progressing toward a solution for this issue and has just recently received approval to complete the project (see **Chapter 3, Section 3.6**).

Exhibit 10-15 displays the Board policy on TPS inventory and control of fixed assets. Evergreen provides this overview of inventory and control in the broad sense to put into context specific findings in the area of technology inventory and control in the Computer Services Department.

TPS Computer Services maintains a comprehensive and detailed list of the department's technology inventory, including the type, location, and serial number of equipment. **Exhibits 10-16** and **10-17** display an overview of technology hardware inventory in TPS by location, including both computers, servers, and other inventory.

Exhibit 10-16 shows that TPS maintains an inventory of 12,271 active computers and 84 retired machines, for a total of 12,355 computers. **Exhibit 10-17** shows that TPS has 108 servers in inventory, including 59 at the Buckeye Data Center and 49 at the TPS central office. TPS also maintains 814 other major network devices across all school locations. Not shown in these exhibits is the inventory of software maintained on TPS equipment. The TPS Computer Services Department stated that 850,538 various software installations have been completed from August 2011 through January 2013, with much of this software still maintained as part of the Department's inventory.

It was apparent from Evergreen's interviews that Computer Services employees actively monitor inventory, but feel restricted on their involvement in the overall process.

Exhibit 10-14
Description of Inventory and Control in Toledo Public Schools

***EQUIPMENT PURCHASES**: Departments, without equipment accounts, wishing to order equipment must complete an Equipment Order Form. They must attach a quote or a copy of the catalog page, as well as the account number from which the money is taken. The form is sent to the appropriate assistant superintendent or director for approval. Once approved, the form goes to the Office of Management and Budget (OMB) and the funds are moved from the department's account into a district-wide equipment account. Next, the form is sent to the Business Services Department and the Business Division Manager enters the PR.*

***EQUIPMENT DELIVERY**: All equipment ordered is delivered to the TPS Warehouse for tagging and inventory purposes. There are several procedures in place to insure that the equipment is delivered to the warehouse. The Business Division Manager creates the PR, as stated above, using the correct "ship to" code for the warehouse. All PRs using a "640" equipment object code are routed, via Sungard workflow, to the Business Division Manager for approval. PRs that do not have the FPS Warehouse as the "ship to" code are rejected and returned to the originator for correction. Treasury Specialists review all PRs prior to numbering. If equipment is ordered, they also cheek to ensure the TPS warehouse is listed as the "ship to" address. They also verify that the correct "640" equipment account is used on the PR. This adds an additional level of checks and balances to be sure that equipment is delivered to the warehouse for tagging and inventory purposes.*

***TPS WAREHOUSE PROCEDURE**: When equipment is delivered to the warehouse, the PO is located on the packing slip or the box. The PO number is then entered into Sungard to identify the originator of the PO as well as to identify the cost of the ordered equipment. Email notification is sent to the originator that the equipment was received at the warehouse. The equipment is then secured in the locked cage area of the warehouse. Equipment is documented and tagged within 24 hours of delivery. Next, the equipment is delivered to the location designated on the PO by the originator. A hard copy of the inventory information is kept at the warehouse. It is forwarded to the Director of Accounts Payable on a monthly basis, as he is responsible for the District's fixed assets and the CAFR report.*

***EQUIPMENT AT END OF LIFE CYCLE:** When a piece of equipment is no longer usable, a Team Works work order is created to pick up the equipment. Once the item is retrieved by the Warehouse truck driver, the tag is removed, and it is documented. Removed tags are forwarded to the Director of Accounts Payable and the equipment is removed from the inventory. The equipment will then be stored until an auction is scheduled.*

***EXCESS EQUIPMENT:** A TeamWorks work order is created to pick up equipment. If the equipment is still in usable condition it is stored at a secure location until such time as a request for this type of equipment is made. Schools or departments in need of equipment are encouraged to contact the foreman of Logistics and Delivery. The foreman will check the stored equipment to see if requests can be tilled. Equipment's new location is then documented.*

***EQUIPMENT INVENTORY:** In the spring of 2012, a district-wide inventory was performed by Probar. As a result, recommendations were made to improve warehouse and inventory processes and procedures. Some of the recommended procedures have been implemented. Additional procedures are in the process of being implemented including the utilization of a hand held scanner that will read inventory tag barcodes and adjust the inventory automatically. Spot checking inventory weekly and inventory through exclusion are also in the process of being implemented.*

Source: TPS Treasurer's Office, 2013.

Exhibit 10-15
TPS Inventory Policy

Book: BOARD POLICY MANUAL
Section: Section D: Fiscal Management
Title: Inventories (Fixed Assets)
Number: DID
Status: Active
Legal:
ORC 117.38
ORC 3313.20
Adopted: August 18, 2009
The Board, as steward of this District's property, recognizes that efficient management and full replacement upon loss requires accurate inventory and properly maintained property records.

The District conducts a complete inventory every five years, by physical count, of all District-owned equipment and supplies. For purposes of this policy, "equipment" means a unit of furniture or furnishings, an instrument, a machine, an apparatus or articles which retain shape and appearance with use, is nonexpendable and does not lose its identity when incorporated into a more complex unit.

This District maintains a fixed asset accounting system. The fixed asset system maintains sufficient information to permit:

1. *preparation of year-end financial statements in accordance with generally accepted accounting principles;*
2. *adequate insurance coverage and*
3. *control and accountability.*

Each building and additions to buildings are identified by location or name and are described in detail (e.g., size, number of floors, square footage, type of construction, etc.) with the value shown for all individual structures.

Fixed equipment is inventoried by building, floor and room name or number; each item is to be listed individually. (Leased equipment that the District will eventually own must be inventoried.)

Movable equipment is inventoried by building, floor and room name or number; each item is to be listed individually. Any item that has a model number or serial number has that number noted in the description for full identification. All items assigned to a building are the building administrator's responsibility.

All equipment purchased, after the initial inventory, as capital outlay or replacement with a cost of $5,000 or more and with an estimated useful life of five years or more is tagged and made part of the equipment inventory. As determined by the Treasurer and Chief Business Manager, additional items with a purchase cost of less than $5,000 may be required to be tagged and inventoried. For fixed asset reporting purposes, all equipment in excess of $5,000 is used.

A listing of all equipment is maintained for each building and department. This listing is updated annually by the close of the school year. This updated listing is then submitted to the Treasurer's office for audit purposes.

A physical inventory of supplies is taken at the building level at the close of the school year. This updated listing is then submitted to the Treasurer's office for audit purposes.
The Treasurer is assisted by the Chief Business Manager, principals, directors, supervisors and professional and support staffs in the performance of this function.

Source: TPS Board Policy Manual, 2013.

Exhibit 10-16
TPS Computer Inventory by Location

Status	Location	Total	Status	Location	Total
Active	Admin Building	296		McTigue	181
	AG Center	58		Media Services	20
	Arlington	134		Navarre	180
	Aviation	14		Oakdale	171
	Beverly	233		Old West End Academy	128
	Birmingham	167		Ottawa River	182
	Bowsher	295		Raymer	185
	Burroughs	143		Reynolds	168
	Byrnedale	170		Riverside	176
	Chase	142		Robinson	241
	Crossgates Pre-School	42		Rogers	330
	DeVeaux	160		Rosa Parks	144
	DeVilbiss/TTA	222		Scott	263
	East Broadway	205		Sherman	141
	Edgewater	98		Spring	147
	Elmhurst	153		Start	299
	Garfield	160		Stewart Academy	107
	Glendale-Feilbach	184		Summit Annex	1
	Glenwood	177		TECHS	19
	Grove Patterson Academy	147		Waite	276
	Harvard	151		Westfield Achievement	57
	Hawkins	113		Whittier	133
	Jones	192		Woodward	198
	Keyser	153		Blank	3,920
	King Academy	120	**Subtotal**		**12,271**
	Larchmont	180	Retired	Woodward	1
	Leverette	164		Blank	83
	Longfellow	203	**Subtotal**		**84**
	Mckinley	128	**Total**		**12,355**

Source: TPS Computer Services Department, 2013.

Exhibit 10-17
TPS Server Inventory by Location

Type and Location	Count
Servers	**108**
Buckeye Data Center	59
Central Office	49
Other Major Network Devices (controllers, firewalls, etc.) – All Locations	**814**

Source: TPS Computer Services Department, 2013.

FINDING

The TPS Computer Services Department has no formal written plan for preventative maintenance or upkeep on individual technology equipment. During interviews with members of the staff assigned to the Computer Services Department, it was shared that the Department does not have a standardized preventative maintenance and upkeep schedule or process for hardware.

Preventative maintenance is often free or nearly free, and can dramatically increase the lifespan of computer systems. TPS is conducting regular software updates and basic maintenance operations, but the formalization and accountability that comes with an official checklist is needed and cannot easily be replicated. Because of the services TPS provides, it would be beneficial to perform some routine hardware maintenance (such as cleaning key boards and screens).

RECOMMENDATION

Recommendation 10-19:

Develop and implement a Preventative Maintenance Checklist as a foundation for a districtwide annual maintenance plan for TPS computers.

An example preventative maintenance checklist for computers and IT equipment is displayed in **Exhibit 10-18**. The list is not all inclusive but a good start, and the exhibit includes both hardware maintenance as well as software maintenance. Hardware maintenance preserves the length of service of the internal components of a machine, while software maintenance activities can preserve the speed of the computer.

Exhibit 10-18
Sample Preventative Maintenance Checklist

□	Blow Out Keyboard
□	Blow Out Back of CPU Unit; Fan
□	Blow Out Printer
□	Clean Print Heads With Alcohol
□	Clean Monitor Screens and Glare Covers
□	Empty Downloads Folder
□	Empty Cookies Folder
□	Empty History Folder
□	Delete Downloaded and Non District Owned Programs
□	Empty Recycle Bin
□	Install New Edition of Antivirus Software
□	Run Antivirus Software
□	Install Ad-Aware Software
□	Run Ad-Aware Software
□	Remind Workers to Delete Files that they no Longer Use
□	Remind Workers that Downloads Will Affect The Performance of the Machine.
□	Have Worker Sign Computer Use and Terms Agreement

Source: Created by Evergreen Solutions, 2013.

TPS Computer Services staff should incorporate the steps shown in **Exhibit 10-18** when working on equipment for other reasons. For instance, when a Computer Technician is called out to diagnose a computer issue, these additional steps can be applied at that time and only require a few added minutes to the call. TPS should track which machines receive the routine maintenance, and ensure that all equipment has received the treatment a minimum of one time per year.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

TPS does not have an effective policy and procedure in place for the disposal of its end-of-life technology inventory. The process for disposal is currently slow and ineffective, resulting in unsecured surplus hardware in TPS facilities and the potential for exposure of sensitive TPS data. The disposal process is currently completed by TPS purchasing and warehouse staff, does not involve TPS Computer Services staff, and does not stipulate appropriate procedures to decommission technology equipment.

Many end-of-life units likely contain confidential, personally identifiable staff or student information. As examples, electronic letters or copies of emails (with or without attachments) relating to discipline actions, psychological reports or communications, and personally identifiable student test or grade information are often stored in the memory of end-user devices (such as computers, cell phones, mobile devices). Interviewees stated that there are no regular procedures for cleaning such devices prior to these items being reassigned or moved to other locations. This is a high-risk situation that warrants attention.

Effective technology disposal, at the very minimum, includes consultation with IT staff, a process for wiping hard drives, and removal of user accesses associated with any particular machine. In 2009, Computer World published an article titled “Frankly Speaking: The Do's and Don'ts of dealing with surplus PCs,” that highlighted the steps involved in an effective computer disposal process. A summary of the ten most important and applicable steps include:

1. *Make a PC decommissioning checklist -- and make sure every item on the checklist is completed before the PC is tagged as ready for disposal.*

2. *Decommission each PC before it's removed from an employee's desk. It has power, and it's in running condition, so run software to thoroughly erase the hard disk immediately. That way, by the time you start hauling away the hardware, you know it's safe to dispose of.*

3. *Don't remove hard drives. That's an ongoing cost with no productive benefit.*

4. *Don't decommission hard drives by degaussing them, drilling holes in them, or smashing them with sledgehammers. That's a waste of time, often ineffective and frequently dangerous.*

5. *Track the total cost of decommissioning each PC.*

6. *Make sure you vet all PC disposal plans with leadership. Most of the time the hardware needs to be written off somehow.*

7. *Don't send decommissioned PCs off to recyclers if you can avoid it. That's a cost with no benefit.*

8. *Label every ready-to-dispose-of PC with the name of the employee who decommissioned it, its tag numbers, the time and the date.*

9. *Keep some PCs after they've been decommissioned for parts or to swap in when remaining employees have PC problems. Decide in advance the criteria for keeping a PC.*

10. *Don't keep all decommissioned PCs. You'll end up with the ongoing cost of storing PCs that will rapidly decline in value.*

The goal of an established and comprehensive computer disposal process is to ensure that an unnecessary surplus of old and unused technology equipment is not acquired, unused inventory is discarded in a timely manner, and that sensitive student and staff data are not exposed once equipment is discarded.

RECOMMENDATION

Recommendation 10-20:

Implement a technology equipment disposal process for decommissioning and disposal of unused technology inventory.

TPS needs a tougher inventory disposal policy and procedure. A policy and procedure should be created to ensure that sensitive data and student information is removed from all hardware by Computer Services personnel before being collected by Warehouse staff. The process should also ensure the timely disposal of all surplus equipment to avoid build-up of this equipment in TPS facilities.

Appropriate control procedures to attend to cleansing such devices need to be consistently implemented as soon as possible. (Note: It is generally recognized that deleting files or trashing electronic data are not sufficient). The electronic storage capability may be physically destroyed, or an acceptable level of electronic cleansing is necessary (e.g. DBAN, DOD degassing). Law suits and potential damages to the school district can result where sensitive information is inadvertently shared.

In addition to the source above, another good policy/procedure example for reference is: *http://its.fsu.edu/Security/IT-Security/Data-Cleansing.*

FISCAL IMPACT

This recommendation can be implemented with existing resources.

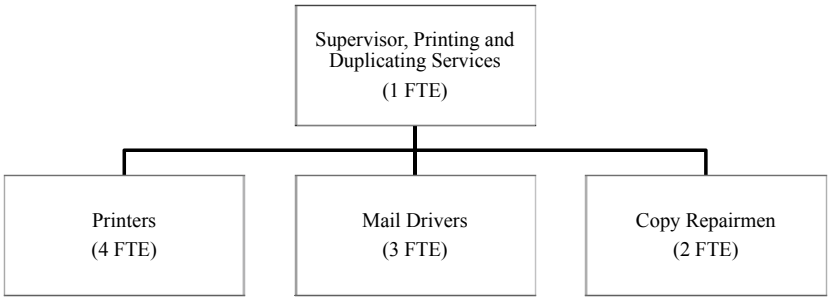
10.7 PRINT SHOP

Toledo Public Schools has an internal Print Shop that handles bulk mailing, mail delivery, document reproduction, copier repair, copier training, and all other print-related services for TPS employees. The Print Shop oversees the Lexmark printer program which provides centralized printers to staff in all TPS locations. The Print Shop is organized under Business Services within the TPS organizational structure.

The Print Shop operates three shifts, five days per week, and 12 months per year. The Print Shop provided approximately 40 million prints to TPS employees over the last fiscal year. The primary equipment within the Print Shop includes two Xerox DocuTechs, 259 Lexmark Multi-function printers, 187 Lexmark desktop printers, and other equipment such as laminators and poster makers in various district locations.

Exhibit 10-19 displays the organizational chart for the TPS Print Shop. The Print Shop is composed of ten employees, including one Supervisor, four Printers, three Mail Drivers, and two Copy Repairmen.

Exhibit 10-19
Print Shop Organizational Chart



Source: TPS Print Shop, 2013.

Responsibilities of each of the Print Shop positions are described below:

Supervisor, Printing and Duplicating Services *– Manages and oversees printers, mail drivers, and copy repairmen. Responsible for software and physical machine implementation for new MFP copy machines. Provides expense reports, quotes, and assigns costs for print jobs. Assists with completing print jobs. Troubleshoots issues. Manages the District's postage accounts. Trains district staff.*

Printers *– Complete and submit print jobs for the district. Work with originators on layout and design.*

Mail Drivers *– Sort and deliver mail to all district locations. Deliver completed print jobs to originators.*

***Copy Repairmen** – Repair copy and duplicating equipment. Program and install new multi-function copy machines. Train district staff on proper use of machines.*

The Print Shop is located at Woodward High School, approximately one mile from the TPS central office. The Print Shop occupies several classroom spaces as well as limited office space. The main printing services area occupies two combined classrooms and the printer repairmen and poster printing equipment are located in another classroom.

TPS recently completed an overhaul of the district's copier and printer program. The update included removal of desktop printers from district buildings, which were replaced by multi-function Lexmark copier machines in central locations (such as a main hallway or office) throughout TPS schools. The new machines allow all staff to copy, scan, and print materials as needed. Scanned materials can be sent back to the employee's computer, stored in the cloud and printed at any location, or sent to the TPS Print Shop. All TPS employees are issued key fobs which allow quick access/login to the machines. In the event an employee does not wish to use the on-location Lexmark copiers, they have the option of sending hard copy materials directly to the Print Shop for processing.

FINDING

The Print Shop uses a number of forms and processes to collect, route, and respond to user requests. Four separate forms are used for Print Shop processes, including three for printing requests and one for printer repair requests. Users (teachers and administrators) must complete a separate form for each copy or printer repair job needed. The printer repair request process is separate from repair requests made for other district technology. Other district technology repair requests, such as computer helpdesk requests, are routed through the TPS Computer Services Department. Consolidating the multiple Print Shop request processes with the process used in the Computer Services Department would streamline technology-related user request processes and make it easier on district leaders to track and monitor activity. Although the Print Shop is located under Business Services, consolidating all user request processes related to technology (computers, networking, copiers, printers, etc.) would benefit TPS.

Exhibit 10-20 displays the office equipment repair request form used by the Print Shop. The form is completed online by TPS staff and delivered via email or mail. **Exhibits 10-21** through **10-23** display additional forms used by TPS staff to request specific printing services. The multiple forms used in the Print Shop could be consolidated to streamline the process for district stakeholders, and eliminate or reduce printing costs for the forms. Combining these forms with the Help Desk process in the Computer Services Department would further act to simplify processes, and allow for district leaders to better track and analyze service levels and demand.

RECOMMENDATION

Recommendation 10-21:

Implement the Computer Services Help Desk process in the TPS Print Shop for all user requests.

Exhibit 10-20
Print Shop Repair Request Form

***Date:**

***Type of Equipment:** *(Check One) ☐ Risograph ☐ Copier ☐ Laminator

**School:*

Other if applicable:

***Address:**

Make:** ***Model #:

Location /Room#:

***Serial # :**

Phone :

***TPS ID#:**

Originator:

***These items must be filled in completely.**

Nature of Problem:

TO FILL IN THIS FORM, CLICK ON THE YELLOW BOX AND START TYPING. TO GO TO NEXT FIELD, USE TAB KEY OR CLICK ON NEXT BOX. DO NOT USE RETURN OR ENTER KEY. WHEN FINISHED, ***CLICK THE SAVE ICON IN THE TOOL BAR, OR GO TO FILE SAVE,*** *AND EMAIL TO PRINTSHOP@TPS.ORG - OR PRINT OUT AND* ***FAX TO 419-671-8540****.*
IF YOU HAVE QUESTIONS, ***PLEASE CALL 419-671-8555***

DO NOT WRITE THIS LINE – **COPIER REPAIR TECHNICIAN USE ONLY**

Date Repaired_____ Copy Count_____

Parts Used Listed Below **Description**

Signature of Serviceperson_____ Total_____

Comments_____

Source: TPS Print Shop, 2013.

Exhibit 10-21
Teacher's Document Reproduction Form

Date Sent: *Date Needed:*

School: *Bldg. No.:* *Teacher's Name:*

Brief Project Description:

Subject: *Grade Level:* *Unit and/or Page No.'s:*

Total Number of Pages: *Number of Copies per page* *Total Copies*

Original: ☐ *1 sided* ☐ *2 sided* ☐ *Mixed (see originals)*

Finished Copy: ☐ *1 sided* ☐ *2 Sided* ☐ *Mixed (see originals)*

Paper Size: ☐ *8-1/2 x 11* ☐ *8-1/2x14* ☐ *11x17*

Additional Instructions:

☐ *Collate* ☐ *Staple* ☐ *Upper Left* ☐ *Double Side* ☐ *Left Horizontal* ☐ *Center Fold (booklet)*

☐ *3-hole Drill*

Additional information:

To fill in this form, Click on the yellow box and start typing. Boxes only need to be checked with an "x". When you have finished filling out this form, please click SAVE AS , and name your document something that will be easy to find. GO to your email account and create a new email to printshop@tps.org. Attach this along with your document you want printed by using the attachment browser. Be sure you click "Add to List" after you have attached your documents. You will receive a reply from the print shop when this document has been received This is an automated answer to let you know your email has been received. If you do not receive a reply, contact the print shop at 419-671-8555.

Source: TPS Print Shop, 2013.

Exhibit 10-22
Hardcopy Reproduction Form

Toledo Public Schools
The Power Of Learning

Document Reproduction Center Copy Order Form

	MON	TUES	WED	THUR	FRI
Date Sent					
Date Needed					

School_____Building No. _____ Teacher _____

Title of first page or project name _____

Subject _____ Grade Level _____ Unit & Pg. No.'s_____

Total no. of pages _____ X No. of copies per page _____ = Total copies _____

Original	Copy
☐ 1 side	☐ 1 side
☐ 2 side	☐ 2 side

Paper Size
☐ 8-1/2 x 11 White
☐ 8-1/2 x 14 White
☐ 11x17 White ☐ Make Booklet

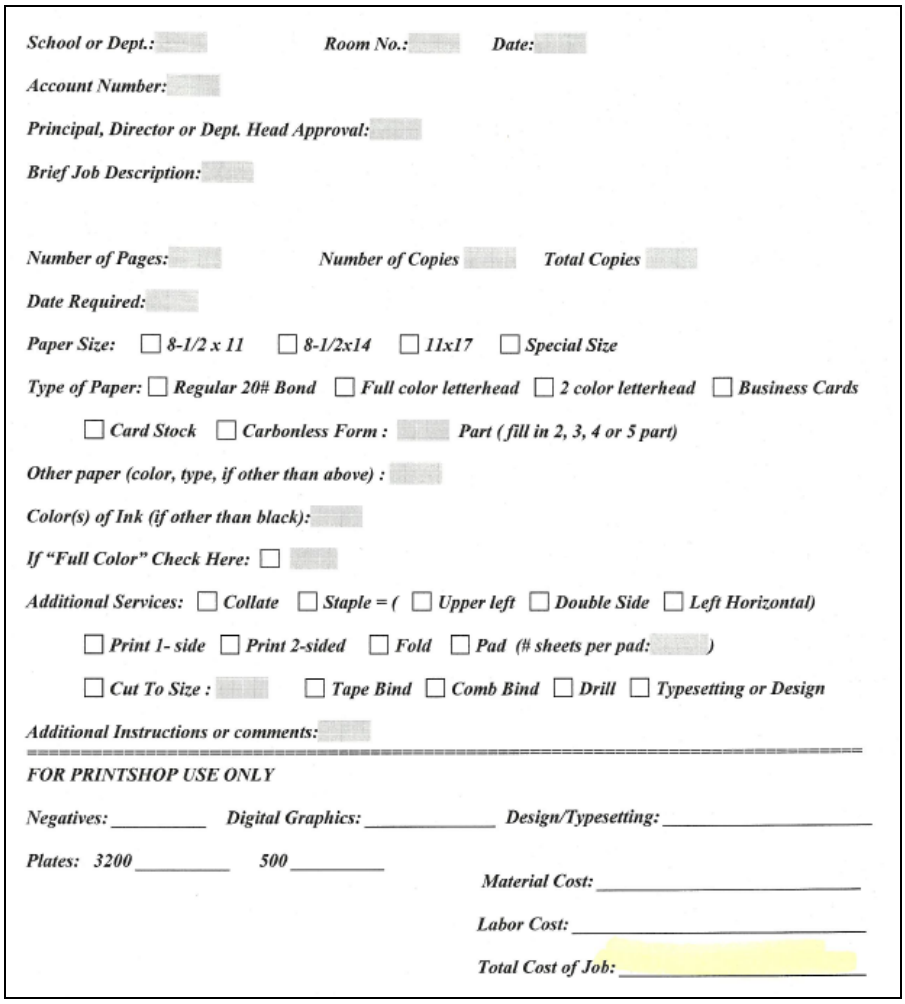
Collate ☐

Stapling Options
☐ Upper Left
☐ Double Side
☐ Left Horizontal

White & Yellow - Printshop Pink - School Goldenrod - Teacher keeps

Source: TPS Print Shop, 2013.

Exhibit 10-23
Administrative Requisition Form



School or Dept.: Room No.: Date:

Account Number:

Principal, Director or Dept. Head Approval:

Brief Job Description:

Number of Pages: Number of Copies Total Copies

Date Required:

Paper Size: ☐ 8-1/2 x 11 ☐ 8-1/2x14 ☐ 11x17 ☐ Special Size

Type of Paper: ☐ Regular 20# Bond ☐ Full color letterhead ☐ 2 color letterhead ☐ Business Cards

☐ Card Stock ☐ Carbonless Form : Part (fill in 2, 3, 4 or 5 part)

Other paper (color, type, if other than above) :

Color(s) of Ink (if other than black):

If "Full Color" Check Here: ☐

Additional Services: ☐ Collate ☐ Staple = (☐ Upper left ☐ Double Side ☐ Left Horizontal)

☐ Print 1- side ☐ Print 2-sided ☐ Fold ☐ Pad (# sheets per pad:)

☐ Cut To Size : ☐ Tape Bind ☐ Comb Bind ☐ Drill ☐ Typesetting or Design

Additional Instructions or comments:

==========

FOR PRINTSHOP USE ONLY

Negatives: _____ Digital Graphics: _____ Design/Typesetting: _____

Plates: 3200 _____ 500 _____

Material Cost: _____

Labor Cost: _____

Total Cost of Job: _____

Source: TPS Print Shop, 2013.

TPS should combine Print Shop user forms and processes with the Computer Services Help Desk process to streamline all technology-related operations. Providing one streamlined interface for printer repair requests, print requests, and Help Desk ticketing will make it easier for users to access and request service. This change will also provide district leadership with consolidated data on service levels for all technology-related operations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The TPS Print Shop has two Copier Repairmen assigned to the 259 Lexmark printers and approximately 40 laminators across the district. The Copier Repairmen are specifically trained to service the Lexmark machines. Services performed on copier machines include regular maintenance such as dusting, replenishing toner, and clearing jams.

Service requests are generated by school administrators who physically identify equipment problems. In addition, each Lexmark printer has a self-diagnostic tool built in that alerts the technicians to problems via an online dashboard; such as jams. Together, the self-diagnostic tool and manual user repair requests create the work queue for copier repair services. The majority of printer repairs are conducted in the field, with only major work requiring printers be returned to the Print Shop for service work.

During the initial rollout and implementation of the Lexmark printer program, Copier Repairmen played a critical role in familiarizing end users with use of the Lexmark printers and responding to the influx of issues that are typically associated with large-scale technology implementation efforts. However, rollout of the Lexmark printer program is now approximately 97 percent complete, indicating that much of the rollout work is accomplished.

During interviews with Print Shop staff, Evergreen found that a historical log of printer repair work performed by the Copier Repairmen is not maintained; it can only be viewed as an active list at any given point in time. Therefore, Evergreen consultants could not determine the exact service level demand. However, it was observed that the current backlog of printer repair requests totaled 11 repairs at the time of Evergreen's visit. This does not represent a significant workload for the Copier Repairmen.

RECOMMENDATION

Recommendation 10-22:

Eliminate one Copier Repairman from the TPS Print Shop.

TPS should eliminate one Copier Repairman position from the TPS Print Shop. The current maintenance and repair backlog does not necessitate the use of two full-time positions, and completion of the printer program rollout will decrease the amount of available work. TPS should use other internal resources to complete maintenance and repair work in the event work load becomes excessive for the remaining Copier Repairman.

Options that exist for extra assistance include the use of Computer Technicians once Print Shop services are consolidated with Computer Services (See **Recommendation 10-1**) or the use of OfficeMax technicians. The contract between OfficeMax and TPS for the Lexmark printer program stipulates a $100 hourly labor fee for labor or service on the Lexmark machines by OfficeMax technicians.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

Evergreen estimates that eliminating a Copier Repairman will produce a cost savings of $60,690 per year, including benefits ($39,582.40 in salary + 18.6 percent in benefits and all other supplements + $13,745 = $60,689.73].

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Eliminate One Copier Repairman	$60,690	$60,690	$60,690	$60,690	$60,690

FINDING

TPS relies heavily on printing services to deliver instructional material for the classroom, print grade reports and other student reports, and produce forms and materials for the services provided by TPS. As mentioned previously, TPS printed approximately 40 million copies over the previous fiscal year, generating substantial printing costs along the way.

TPS has made efforts to assess printing costs and determine if there is a way to reduce these expenditures. At this point, the consensus has been that in-house Print Shop services have approximately the same cost impact as using an external provider; however, maintaining services in-house provides some additional value that could not be obtained from external providers, such as timeliness of service. Evergreen's analysis on printing costs yielded the same conclusion.

The inherent issue with printing services costs is the overall use of printing services, versus how a district acquires printing services (in-house versus externally). Reducing printing costs by any measurable amount is achievable through limitations on print quantity.

Exhibit 10-24 displays the average number of prints per student by TPS location for the 2012-13 school year (year-to-date). The average number of prints per student across all locations is 402, with total prints at 17.4 million. The average of 402 was calculated by averaging the "Prints per Student" column (columns 4 and 8) of **Exhibit 10-24**. The "Prints per Student" column was calculated by dividing the total prints at each school by the enrollment at that school. The data indicate that some locations have a much higher level of prints per student than the overall average. The number of prints represents those prints mailed in or submitted manually to the Print Shop by teachers, with a separate row for administrators. Teacher prints are not billed out, whereas the "administrator" prints are billed out. The number of prints displayed also does not include prints completed on the TPS Lexmark on-location copier machines.

TPS provided Evergreen with a Lexmark Prints Report that indicated users have made approximately 10.1 million copies to date using these devices during the 2012-13 school year. The average number of prints across all Lexmark users was 4,481 prints, with a high of 38,815 and a low of one.

Between prints completed on the Lexmark on-location copiers (10.1 million) and prints completed for TPS staff by the Print Shop (17.4 million), total prints for 2012-13 (year to date) are approximately 27.5 million.

Exhibit 10-24
Comparison of Prints per Student by TPS Location

Location	Total Prints 2012-13 YTD	Enrollment	Prints Per Student	Location	Total Prints 2012-13 YTD	Enrollment	Prints Per Student
Arlington	135,844	447	304	Sherman	149,811	330	454
Beverly	134,976	669	202	Spring	138,513	280	495
Birmingham	108,498	412	263	Stewart	97,705	239	409
Burroughs	265,920	413	644	Walbridge	111,623	328	340
Chase STEM	189,943	267	711	Westfield	3,448	NA	NA
Rosa Parks	203,250	251	810	Whittier	280,934	575	489
Crossgates	103,459	428	242	Glendale-Feilbach	40,563	403	101
Edgewater	60,664	184	330	Jones	83,894	327	257
Elmhurst	527,047	474	1112	East Broadway	419,016	434	965
Garfield	127,864	400	320	Leverette	204,898	377	543
Glenwood	73,642	243	303	Robinson	39,263	357	110
Harvard	107,651	424	254	McTigue	179,351	438	409
Hawkins	99,811	387	258	Byrnedale	130,979	426	307
Heatherdowns	441	NA	NA	Deveaux	188,126	366	514
Keyser	89,940	294	306	Bowsher	497,577	1,232	404
Larchmont	246,155	503	489	Toledo Early College	22,785	222	103
Longfellow	118,707	612	194	Rogers	297,322	781	381
McKinley	63,041	297	212	Scott	160,857	599	269
Marshall	164,229	332	495	Start	708,995	1,397	508
Navarre	311,493	498	625	Waite	611,343	943	648
Oakdale	35,624	429	83	Woodward	524,232	620	846
Old Orchard	139,793	429	326	Toledo Technology Academy	47,234	188	251
Ottawa River	126,763	466	272	Mayfair	40,641	NA	NA
Old West End	22,943	301	76	Robinson	0	357	0
Grove Patterson	109,036	390	280	Ryder	0	NA	NA
Pickett	135,242	278	486	YTC	4,302	NA	NA
Raymer	125,599	567	222	Unknown Locations	86,624	NA	NA
Reynolds	223,359	362	617				
Riverside	211,871	421	503	Administration	7,959,626	NA	NA
King	170,821	231	739	**Total/Average**	**17,463,288**	**---**	**402***

Source: Created by Evergreen Solutions with data from TPS Print Shop, 2013.

*Equals the average number of prints per student across all schools displayed. Not displayed are the total prints per student of 1,265, calculated by dividing total prints (27.5 million) by TPS 2012-13 enrollment (21,739).

RECOMMENDATION

Recommendation 10-23:

Implement a cap on the total number of prints per user allowed in TPS.

TPS should implement a cap on the number of prints allowed per user to reduce total printing costs within the district. TPS should implement a generous cap at first, and annually assess the limit to determine if adjustments need to be made.

This recommendation is subject to contract negotiations.

FISCAL IMPACT

For the Lexmark on-location copiers, a recommended cap of 10,000 prints per user (double the average) will generate a savings of at least $16,799 annually, with higher savings likely once applied to a full fiscal year. This figure is achieved by identifying all users with total prints exceeding 10,000 using 2012-13 year to date data and subtracting 10,000 from their total prints to achieve the total number of excess prints over the 10,000 print limit. Using this approach, it can be determined that there were 1,150,627 prints attributed to users exceeding the theoretical cap of 10,000 prints. Assuming a cost per print of $.0146, a savings of $16,799 could be achieved by eliminating these extra prints.

Because the 17.4 million Print Shop prints displayed in **Exhibit 10-24** are not tracked by user, a similar cost savings analysis to that conducted for the Lexmark on-location copiers could not be completed. However, applying the approximate reduction in total Lexmark on-location copier prints achieved through the capping process of 11.4 percent (1,150,627/10,119,035) , it can be estimated that capping Print Shop prints would reduce total prints by 1,990,815 (11.4 percent x 17,463,288). Using the established cost per print of $.0146, total annual savings is estimated at $29,066 (1,990,815 x $.0146). Again, it is anticipated that the actual savings achieved will be higher once applied to a full fiscal year.

Total projected annual savings is $45,866.

Recommendation	2013-14	2014-15	2015-16	2016-17	2017-18
Limit Number of Prints Per TPS User	$45,866	$45,866	$45,866	$45,866	$45,866

CHAPTER 11:
FISCAL IMPACT OF RECOMMENDATIONS

11.0 FISCAL IMPACT OF RECOMMENDATIONS

The Evergreen Team has developed 167 recommendations in this report. Fifty-nine (59) of the recommendations have fiscal implications. **Exhibit 11-1** shows the total costs and savings for study recommendations that have a fiscal impact. As can be seen, the total net savings is approximately $90.8 million over five years for operational efficiencies in Toledo Public Schools. Specifically, this stems from total costs of $2.9 million (includes one-time costs) and overall savings of $93.7 million (includes one-time savings). It is important to keep in mind that the identified savings and costs are incremental and cumulative.

Exhibit 11-1
Fiscal Impact Summary

Cost Savings	Years					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
	2013-14	2014-15	2015-16	2016-17	2017-18		
TOTAL COSTS	($511,325)	($474,551)	($427,611)	($419,551)	($422,611)	($2,111,410)	($812,500)
TOTAL SAVINGS	$17,191,757	$18,575,191	$19,025,757	$19,175,757	$19,175,757	$92,999,980	$708,800
TOTAL NET SAVINGS	$16,680,432	$18,100,640	$18,598,146	$18,756,206	$18,753,146	$90,888,570	($103,700)
TOTAL FIVE-YEAR NET SAVINGS PLUS ONE-TIME COSTS							$90,784,870

Exhibit 11-2 shows costs and savings by chapter for recommendations in **Chapter 2** through **10**. Some of these savings will have an immediate direct impact whereas others are estimated projections.

There are 108 additional recommendations in this report that do not have a fiscal impact. These recommendations are included in **Chapter 2** through **10** of the full report. In general, these recommendations do not have associated costs or savings because they can be implemented with existing Toledo Public Schools resources or their fiscal impact is undetermined based on the specific recommendation.

As Toledo Public Schools looks toward the future, and plans for the sustainment of efficient and effective operations, these recommendations will serve as a research-based, best practice approach to structuring the way in which Toledo Public Schools delivers educational services to the students of today and tomorrow.

Exhibit 11-2
Annual Costs and Savings by Year for Each Recommendation

Chapter/Recommendation		Estimated (Costs)/Savings					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
		2013-14	2014-15	2015-16	2016-17	2017-18		
CHAPTER 2: DISTRICT ORGANIZATION AND MANAGEMENT								
2-8	Create Deputy Superintendent and Eliminate One Assistant Superintendent	($20,000)	($20,000)	($20,000)	($20,000)	($20,000)	($100,000)	
2-12	Eliminate 15 Assistant Principals	$1,278,750	$1,278,750	$1,278,750	$1,278,750	$1,278,750	$6,393,750	
2-13	Reduce Clerical Staff at Schools	$411,600	$411,600	$411,600	$411,600	$411,600	$2,058,000	
2-18	Hire an In-House Attorney and Paralegal and Reduce Legal Expenditures by $15 per Student	$146,000	$146,000	$146,000	$146,000	$146,000	$730,000	
2-21	Hire Communications Manager	($78,382)	($78,382)	($78,382)	($78,382)	($78,382)	($391,910)	
Chapter 2 Subtotal		**$1,737,968**	**$1,737,968**	**$1,737,968**	**$1,737,968**	**$1,737,968**	**$8,689,840**	**$0**
CHAPTER 3: EDUCATIONAL SERVICES DELIVERY								
3-1	Adopt the Proposed Organizational Structure	($146,069)	($257,384)	($257,384)	($257,384)	($257,384)	($1,175,605)	
3-8	Eliminate Duplicative Programs	$300,000	$300,000	$300,000	$300,000	$300,000	$1,500,000	
3-10	Eliminate Seven District-level Teachers on Special Assignment	$529,620	$529,620	$529,620	$529,620	$529,620	$2,648,100	
3-11	Eliminate Some Supplements	$900,000	$900,000	$900,000	$900,000	$900,000	$4,500,000	
3-14	Eliminate Medicaid Supplements	$80,743	$80,743	$80,743	$80,743	$80,743	$403,715	
3-15	Eliminate 14.5 CD Teacher positions and Eliminate 73 ED Paraprofessional Positions	$3,647,398	$3,647,398	$3,647,398	$3,647,398	$3,647,398	$18,236,990	
3-18	Implement Accountability for Textbooks	$1,032,000	$1,032,000	$1,032,000	$1,032,000	$1,032,000	$5,160,000	
Chapter 3 Subtotal		**$6,343,692**	**$6,232,377**	**$6,232,377**	**$6,232,377**	**$6,232,377**	**$31,273,200**	**$0**

Exhibit 11-2 (Continued)
Annual Costs and Savings by Year for Each Recommendation

Chapter/Recommendation		Estimated (Costs)/Savings					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
		2013-14	2014-15	2015-16	2016-17	2017-18		
CHAPTER 4: HUMAN RESOURCES MANAGEMENT								
4-2	Eliminate the Director of Human Resources	$99,802	$99,802	$99,802	$99,802	$99,802	$499,010	
4-4	Create a Benefits Coordinator Position	($61,185)	($61,185)	($61,185)	($61,185)	($61,185)	($305,925)	
4-10	Implement Web-Training Curriculum	($5,000)	($5,000)	($5,000)	$0	$0	($15,000)	
4-15	Implement Document Imaging System	($50,000)	($50,000)	$0	$0	$0	($100,000)	
4-18	Expand the Urban Leadership Development Program (ULDP)	$0	$90,500	$90,500	$90,500	$90,500	$362,000	
4-20	Conduct Classification and Compensation Study	$0	$0	$0	$0	$0	$0	($125,000)
Chapter 4 Subtotal		**($16,383)**	**$74,117**	**$124,117**	**$129,117**	**$129,117**	**$440,085**	**($125,000)**
CHAPTER 5: FINANCIAL MANAGEMENT								
5-1	Reorganize the Treasurer's Division	$29,118	$29,118	$29,118	$29,118	$29,118	$145,590	
5-2	Fully Implement the SunGard Finance Capabilities	$0	$115,513	$115,513	$115,513	$115,513	$462,052	
5-5	Adjust TPS Contribution to Fund 024	$2,500,000	$2,500,000	$2,500,000	$2,500,000	$2,500,000	$12,500,000	
5-7	Adopt Nationally Recognized Standards for Budget Preparation	($1,100)	($1,100)	($1,100)	($1,100)	($1,100)	($5,500)	
5-8	Implement a Purchasing Card (P-Card) System	$13,000	$13,000	$13,000	$13,000	$13,000	$65,000	
5-9	Centralize TPS Purchasing Functions	$50,000	$50,000	$50,000	$50,000	$50,000	$250,000	
5-10	Convert Human Resources and Payroll to SunGard	$0	$165,000	$336,492	$336,492	$336,492	$1,174,476	($600,000)
Chapter 5 Subtotal		**$2,591,018**	**$2,871,531**	**$3,043,023**	**$3,043,023**	**$3,043,023**	**$14,591,618**	**($600,000)**

Exhibit 11-2 (Continued)
Annual Costs and Savings by Year for Each Recommendation

Chapter/Recommendation		Estimated (Costs)/Savings					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
		2013-14	2014-15	2015-16	2016-17	2017-18		
CHAPTER 6: FACILITIES								
6-3	Prepare a Five-Year Facilities Master Plan	$0	$0	$0	$0	$0	$0	($30,000)
6-4	Dispose of Surplus TPS Facilities	$1,271,500	$1,388,097	$233,193	$233,193	$233,193	$3,359,176	
6-6	Relocate Central Office into an Existing Building	$211,000	$211,000	$211,000	$211,000	$211,000	$1,055,000	
6-7	Consolidate Two Sets of K-8 Schools	$0	$297,000	$900,000	$900,000	$900,000	$2,997,000	
6-10	Analyze Workload To Determine Optimum Labor Source	$155,370	$155,370	$155,370	$155,370	$155,370	$776,850	
6-11	Conduct Professional Development in Facilities Management	$0	$0	$0	$0	$0	$0	($7,500)
6-12	Migrate to Mobile Device-based Maintenance Process	$28,363	$44,196	$44,196	$44,196	$44,196	$205,147	
6-13	Sell Surplus Property	$0	$0	$0	$0	$0	$0	$500,000
6-14	Replace Boiler Operators with Site Coordinators	$0	$58,587	$58,587	$58,587	$58,587	$234,348	
6-17	Implement Energy Management Conservation Program	$1,212,443	$1,212,443	$1,212,443	$1,212,443	$1,212,443	$6,062,215	
6-18	Increase Community Use of Facilities Revenue	$170,648	$287,500	$287,500	$287,500	$287,500	$1,320,648	
Chapter 6 Subtotal		**$3,049,324**	**$3,654,193**	**$3,102,289**	**$3,102,289**	**$3,102,289**	**$16,010,384**	**$462,500**

Exhibit 11-2 (Continued)
Annual Costs and Savings by Year for Each Recommendation

Chapter/Recommendation		Estimated (Costs)/Savings					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
		2013-14	2014-15	2015-16	2016-17	2017-18		
CHAPTER 7: FOOD SERVICE								
7-4	Establish Meals per Labor Hour Standards for Each School	$140,520	$140,520	$140,520	$140,520	$140,520	$702,600	
7-8	Charge Appropriate and Eligible Annual Expenditures to the Food Services Fund	$0	$0	$150,000	$300,000	$300,000	$750,000	
7-9	Explore and Implement Automation and Integrate Systems	$0	$44,030	$44,030	$44,030	$44,030	$176,120	($50,000)
7-12	Establish and Enforce a Board Policy Regarding the Provision of Alternative Meals	$5,000	$5,000	$5,000	$5,000	$5,000	$25,000	
7-13	Purchase and Install POS Systems and Terminals and Reduce Staffing	($144,239)	$397,522	$397,522	$397,522	$397,522	$1,445,849	
7-14	Maintain Full-Priced Meal Rates at or Near Federal Reimbursement Rates	$232,080	$232,080	$232,080	$232,080	$232,080	$1,160,400	
Chapter 7 Subtotal		**$233,361**	**$819,152**	**$969,152**	**$1,119,152**	**$1,119,152**	**$4,259,969**	**($50,000)**
CHAPTER 8: TRANSPORTATION								
8-3	Implement an Incentive Program for Transportation Employees	($1,500)	($1,500)	($1,500)	($1,500)	($1,500)	($7,500)	
8-9	Implement 14-Year Bus Replacement Cycle	$168,000	$168,000	$168,000	$168,000	$168,000	$840,000	
8-10	Eliminate Excess Spare Buses	$77,698	$77,698	$77,698	$77,698	$77,698	$388,490	$112,000
8-12	Eliminate 44 Buses	$1,483,408	$1,483,408	$1,483,408	$1,483,408	$1,483,408	$7,417,040	$96,800
Chapter 8 Subtotal		**$1,727,606**	**$1,727,606**	**$1,727,606**	**$1,727,606**	**$1,727,606**	**$8,638,030**	**$208,800**

Exhibit 11-2 (Continued)
Annual Costs and Savings by Year for Each Recommendation

Chapter/Recommendation		Estimated (Costs)/Savings					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
		2013-14	2014-15	2015-16	2016-17	2017-18		
CHAPTER 9: SAFETY AND SECURITY								
9-1	Eliminate One Campus Protection Officer	$46,494	$46,494	$46,494	$46,494	$46,494	$232,470	
9-3	Reduce School Resource Officer (SRO) Overtime	$17,776	$17,776	$17,776	$17,776	$17,776	$88,880	
9-7	Establish Safety and Security Training Program	($3,850)	$0	($3,060)	$0	($3,060)	($9,970)	
Chapter 9 Subtotal		**$60,420**	**$64,270**	**$61,210**	**$64,270**	**$61,210**	**$311,380**	**$0**
CHAPTER 10: TECHNOLOGY MANAGEMENT								
10-1	Eliminate One Technology Support Position	$60,270	$60,270	$60,270	$60,270	$60,270	$301,350	
10-5	Select Equipment, Improve Efficiency, and Ensure Consistency	$200,000	$200,000	$200,000	$200,000	$200,000	$1,000,000	
10-7	Eliminate Unused Phone Lines	$45,600	$45,600	$45,600	$45,600	$45,600	$228,000	
10-8	Phase Out and Consolidate Current Voicemail Systems	$30,000	$30,000	$30,000	$30,000	$30,000	$150,000	
10-11	Complete Implementation of Service Desk	$25,000	$81,000	$81,000	$81,000	$81,000	$349,000	
10-14	Eliminate 42 Data Support Positions	$0	$0	$830,978	$830,978	$830,978	$2,492,934	
10-15	Secure Additional Erate Funding	$480,000	$390,000	$240,000	$240,000	$240,000	$1,590,000	
10-16	Clean Filters	$6,000	$6,000	$6,000	$6,000	$6,000	$30,000	
10-22	Eliminate One Copier Repairmen	$60,690	$60,690	$60,690	$60,690	$60,690	$303,450	
10-23	Implement a Cap on the Number of Prints Per TPS User	$45,866	$45,866	$45,866	$45,866	$45,866	$229,330	
Chapter 10 Subtotal		**$953,426**	**$919,426**	**$1,600,404**	**$1,600,404**	**$1,600,404**	**$6,674,064**	**$0**
TOTAL COSTS		**($511,325)**	**($474,551)**	**($427,611)**	**($419,551)**	**($422,611)**	**($2,111,410)**	**($812,500)**
TOTAL SAVINGS		**$17,191,757**	**$18,575,191**	**$19,025,757**	**$19,175,757**	**$19,175,757**	**$92,999,980**	**$708,800**
TOTAL NET SAVINGS		**$16,680,432**	**$18,100,640**	**$18,598,146**	**$18,756,206**	**$18,753,146**	**$90,888,570**	**($103,700)**
TOTAL FIVE-YEAR NET SAVINGS PLUS ONE-TIME COSTS								**$90,784,870**

APPENDIX
SURVEY RESULTS

Toledo Public Schools
District Administrators
Compared to Peers

B. District Administration

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
4. The district's strategic plan guides daily decision making.	38.6%	27.1%	82.6%	6.9%
5. I know how my work activities and objectives tie to the district's strategic plan.	54.7%	34.3%	91.5%	3.4%
6. School board members know and understand the educational needs of students in the school district.	29.5%	45.1%	72.4%	22.3%
7. School board members know and understand the operations of the school district.	19.2%	58.9%	69.9%	24.5%
8. The Superintendent is a respected and effective instructional leader.	17.8%	54.8%	78.8%	6.2%
9. The Superintendent is a respected and effective business manager.	13.7%	61.6%	75.9%	7.0%
10. The district administration is efficient.	38.3%	50.7%	78.5%	12.7%
11. The district administration supports the educational process.	63.0%	16.5%	86.4%	6.4%
12. School-based personnel play an important role in making decisions that affect schools in the district.	30.2%	42.4%	82.3%	8.9%
13. Principals are effective instructional leaders in their schools.	39.7%	19.2%	76.5%	16.3%
14. Principals are effective managers of the staff and teachers in their schools.	43.9%	20.5%	79.5%	12.0%
15. Most administrative practices in the school district are highly efficient and effective.	26.0%	58.9%	74.0%	13.4%
16. Administrative decisions are made promptly and decisively.	21.9%	63.0%	70.9%	16.6%
17. School district administrators are easily accessible and open to input.	45.2%	39.7%	83.6%	11.5%
18. Authority for administrative decisions is delegated to the lowest possible level.	12.3%	56.2%	46.2%	34.0%
19. Bottlenecks exist in many administrative processes that cause unnecessary time delays.	80.9%	12.3%	23.0%	63.0%
20. The school district has too many layers of administrators.	20.6%	57.5%	9.3%	76.0%
21. District administrators provide quality service to schools.	64.4%	17.8%	91.2%	6.3%

C. INSTRUCTION

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
22. The district uses detailed classroom-level data for instructional decision-making.	46.6%	16.4%	31.8%	27.0%
23. Students find curriculum, course selections, and lessons relevant to their needs and interests.	34.3%	19.1%	44.4%	9.8%
24. The district has effective special programs for the following:				
a. Honors/Gifted and Talented Education	16.5%	46.5%	73.8%	10.5%
b. Special Education	54.7%	16.5%	76.4%	9.0%
c. Head Start and Even Start Programs	20.8%	13.9%	60.3%	7.6%
d. Advanced Placement	33.3%	16.7%	70.6%	6.0%
e. Alternative Education	31.5%	24.6%	65.1%	12.7%
f. English as Second Language (ESL)	32.8%	15.1%	61.7%	13.4%
g. Career and Vocational	52.1%	17.8%	64.9%	15.4%
h. Dropout Prevention	23.6%	25.0%	44.5%	21.7%
25. Parents are immediately notified if a child is absent from school.	37.5%	15.3%	57.3%	15.1%
26. Teacher turnover is low.	21.9%	41.1%	53.7%	24.8%
27. Educational programs are regularly and objectively evaluated.	13.6%	48.0%	66.9%	17.2%
28. Teacher openings are filled quickly.	13.7%	56.2%	65.6%	14.1%
29. Teachers are held accountable for ensuring students learn.	20.6%	50.6%	68.1%	18.7%
30. Principals are held accountable for ensuring students learn.	26.0%	38.3%	75.4%	13.0%
31. Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	31.5%	34.3%	31.6%	43.8%
32. Teachers/teacher groups use data to tailor learning experiences for individual students/student groups.	39.7%	27.4%	36.8%	30.0%
33. All schools have equal access to educational materials such as computers, television monitors, and science labs.	45.2%	30.1%	62.5%	22.4%
34. Our schools can be described as “good places to learn.”	64.4%	15.1%	83.3%	5.6%
35. NCLB has been effectively implemented in our school district.	30.2%	24.6%	73.8%	7.4%

D. HUMAN RESOURCES

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
36. Salary levels in the school district are competitive.	12.0%	84.0%	43.5%	41.6%
37. My salary level is adequate for my level of work and experience.	26.7%	72.0%	45.3%	40.8%
38. Teachers who do not meet expected work standards are disciplined.	5.3%	64.0%	39.7%	35.7%
39. Staff who do not meet expected work standards are disciplined.	12.0%	70.7%	49.5%	33.6%
40. The district has a good orientation program for new employees.	25.3%	54.7%	71.3%	17.1%
41. The district accurately projects future staffing needs.	24.0%	58.7%	53.3%	23.8%
42. The district has an effective employee recruitment program.	8.0%	66.7%	47.5%	20.9%
43. District employees receive annual performance evaluations.	84.0%	13.3%	72.6%	18.8%
44. The district rewards competence and experience, and provides qualifications needed for promotion.	9.3%	85.4%	39.3%	40.6%
45. I am satisfied with my job in the school district.	60.0%	36.0%	80.0%	2.5%
46. I am actively looking for a job outside the school district.	22.7%	44.0%	3.6%	71.7%
47. The district has a fair and timely grievance process.	32.0%	34.7%	53.3%	13.7%
48. There are not enough high quality professional development opportunities for teachers.	15.1%	30.1%	14.0%	69.2%
49. There are not enough high quality professional development opportunities for school administrators.	65.3%	9.3%	26.3%	64.4%

E. COMMUNITY INVOLVEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
50. The district regularly communicates with parents.	51.4%	26.4%	74.4%	9.7%
51. Parents play an active role in decision-making in our schools.	33.3%	33.3%	54.9%	29.1%
52. Teachers regularly communicate with the parents of the students they teach.	30.6%	22.2%	65.5%	18.5%
53. Most parents seem to know what goes on in our schools.	22.2%	40.3%	56.5%	22.3%
54. The school district explains test results to parents.	30.6%	27.8%	60.5%	22.3%

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
55. Schools have plenty of volunteers to help student and school programs.	8.5%	50.7%	50.9%	23.8%
56. At least some local businesses are actively involved in supporting our schools.	77.8%	4.2%	71.9%	5.8%

F. FACILITIES USE AND MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	21.9%	37.0%	61.9%	15.4%
58. Schools are clean.	83.6%	6.9%	85.5%	10.8%
59. Our schools have sufficient space and facilities to support the instructional programs.	45.2%	34.2%	54.6%	39.3%
60. Schools are well-maintained.	72.6%	12.3%	80.0%	14.0%
61. Repairs are made in a timely manner.	35.6%	35.6%	66.7%	23.6%
62. District facilities are open for community use.	49.3%	15.1%	81.7%	3.9%
63. Emergency maintenance is handled promptly.	58.9%	6.8%	78.4%	10.2%
64. The district has an effective energy management program.	24.6%	13.7%	56.9%	15.3%

G. FINANCIAL MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
65. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	10.8%	31.1%	57.1%	13.3%
66. Campus administrators are well trained in fiscal management techniques.	6.8%	43.2%	44.7%	20.4%
67. Funds are managed wisely to support education in the school district.	26.0%	32.9%	82.9%	6.1%
68. The district's financial reports are easy to understand and read.	21.6%	28.4%	49.3%	18.0%
69. Campus and program administrators have sufficient access to the financial data they need.	33.8%	17.6%	78.7%	7.3%
70. Financial reports are made available to community members when asked.	33.8%	2.8%	69.9%	1.4%

H. PURCHASING

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
71. The Purchasing Office gets me what I need when I need it.	40.5%	36.5%	70.1%	16.3%
72. The school district purchases the highest quality materials and equipment at the lowest possible cost.	27.0%	28.4%	62.6%	14.8%
73. The purchase order process is efficient and effective.	27.0%	48.7%	53.2%	22.6%
74. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	25.7%	29.8%	66.1%	12.6%

I. TRANSPORTATION

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
75. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	13.7%	43.8%	12.5%	59.3%
76. There are sufficient buses and drivers to meet extracurricular needs of students.	21.9%	20.6%	45.0%	36.3%
77. Buses are often broken down, disrupting services.	1.4%	41.1%	10.8%	62.2%
78. The process for requesting a field trip is efficient and effective.	26.1%	9.5%	58.8%	14.3%
79. Bus drivers effectively handle discipline issues on the buses.	21.9%	12.3%	29.5%	34.9%
80. Students do not feel safe riding school district buses.	1.4%	32.9%	11.3%	56.4%
81. Bus ride times are too long.	12.3%	17.8%	14.4%	22.1%

J. FOOD SERVICES

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
82. The Food Services Department provides nutritious and appealing meals and snacks.	21.9%	43.8%	60.4%	14.4%
83. Vending machines are not available to students during lunch periods.	30.1%	19.2%	60.4%	13.5%
84. Snacks and drinks available through the vending machines are nutritious.	21.1%	23.9%	44.4%	22.9%
85. Bus riders get to school with enough time to eat breakfast.	34.7%	9.7%	69.4%	9.7%
86. Cafeterias are calm environments in which to eat.	15.1%	41.1%	75.8%	13.0%

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
87. Students spend too long waiting in line to get their lunches.	11.0%	28.8%	28.2%	32.8%
88. Many students bring their lunch from home every day.	11.1%	37.5%	14.4%	31.3%

K. TECHNOLOGY MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
89. Students regularly use computers.	64.9%	6.8%	88.9%	7.3%
90. Teachers receive training in how to integrate technology into the classroom.	43.8%	21.9%	80.7%	6.5%
91. Teachers are expected to integrate technology into the classroom.	67.6%	4.1%	87.4%	3.5%
92. Teachers know how to use computers in the classroom.	52.7%	20.3%	79.5%	7.2%
93. The district Web site is a useful tool.	54.1%	28.4%	80.5%	13.5%
94. I get assistance quickly when I have a computer problem.	33.8%	60.8%	87.8%	9.6%
95. The school district provides adequate instructional technology.	36.5%	29.7%	81.2%	8.1%
96. The school district provides adequate administrative technology.	39.2%	47.3%	84.7%	12.9%
97. I have adequate equipment and computer support to conduct my work.	54.1%	41.9%	92.9%	6.6%
98. Teachers and students have fast and easy access to the Internet.	58.1%	16.2%	85.5%	5.5%
99. Most administrative processes (purchasing, payroll etc.) are done on-line.	41.9%	31.1%	51.8%	29.1%

L. OVERALL OPERATIONS

School District Operation	TPS		Peers	
	Need Major/Some Improvement	Adequate/ Outstanding	Need Major/Some Improvement	Adequate/ Outstanding
a. Strategic Planning	66.2%	9.5%	46.6%	41.1%
b. Curriculum Planning	58.9%	12.3%	49.4%	36.7%
c. Facilities Planning	49.3%	30.2%	48.7%	33.8%
d. Budgeting	63.5%	24.4%	45.9%	46.7%
e. Financial Management	62.2%	25.7%	42.7%	47.9%
f. Asset Management	55.4%	16.2%	55.7%	31.0%
g. Risk Management	45.9%	18.9%	44.0%	35.3%
h. Community Relations	81.1%	9.5%	36.9%	43.7%
i. Program Evaluation	70.3%	9.5%	46.0%	32.0%
j. Instructional Coordination	54.0%	14.9%	52.4%	29.6%
k. Student Support Services	52.0%	20.5%	45.4%	36.8%
l. Federal Programs Coordination	36.5%	25.7%	45.7%	30.8%
m. Instructional Technology	51.4%	26.4%	45.3%	40.0%
n. Administrative Technology	69.8%	21.9%	47.8%	42.0%
o. Grants Administration	49.3%	17.8%	45.7%	36.1%
p. Personnel Recruitment	79.1%	7.0%	53.0%	30.9%
q. Personnel Selection	75.3%	19.2%	46.1%	33.4%
r. Personnel Evaluation	65.8%	30.1%	51.4%	31.7%
s. Personnel Retention	73.0%	21.6%	61.2%	30.9%
t. Professional Development	72.9%	20.3%	45.4%	46.6%
u. Safety And Security	54.1%	37.8%	43.0%	45.7%
v. Facilities Maintenance	33.8%	54.1%	41.8%	49.5%
w. Custodial Services	33.8%	54.0%	40.7%	48.8%
x. Food Services	49.3%	26.0%	23.3%	60.7%
y. Transportation	41.1%	38.3%	26.4%	50.9%

Toledo Public Schools
School Administrators
Compared to Peers

B. District Administration

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
4. The district's strategic plan guides daily decision making.	50.0%	24.3%	83.4%	11.7%
5. I know how my work activities and objectives tie to the district's strategic plan.	69.3%	22.7%	81.7%	4.4%
6. School board members know and understand the educational needs of students in the school district.	28.0%	50.7%	57.1%	30.8%
7. School board members know and understand the operations of the school district.	29.7%	50.0%	59.7%	31.0%
8. The Superintendent is a respected and effective instructional leader.	10.8%	68.9%	85.2%	5.0%
9. The Superintendent is a respected and effective business manager.	12.2%	60.8%	84.5%	5.7%
10. The district administration is efficient.	26.0%	54.8%	68.4%	15.1%
11. The district administration supports the educational process.	56.2%	32.9%	88.3%	4.6%
12. School-based personnel play an important role in making decisions that affect schools in the district.	41.9%	52.7%	71.9%	18.0%
13. Principals are effective instructional leaders in their schools.	54.7%	29.3%	88.5%	9.1%
14. Principals are effective managers of the staff and teachers in their schools.	70.3%	14.9%	93.6%	4.4%
15. Most administrative practices in the school district are highly efficient and effective.	25.7%	62.2%	69.7%	15.5%
16. Administrative decisions are made promptly and decisively.	25.7%	66.2%	69.5%	16.4%
17. School district administrators are easily accessible and open to input.	38.7%	53.3%	82.1%	7.7%
18. Authority for administrative decisions is delegated to the lowest possible level.	8.2%	60.3%	40.2%	35.5%
19. Bottlenecks exist in many administrative processes that cause unnecessary time delays.	77.0%	9.5%	38.7%	43.1%
20. The school district has too many layers of administrators.	37.3%	46.7%	10.7%	61.9%
21. District administrators provide quality service to schools.	36.0%	40.0%	77.4%	12.5%

C. INSTRUCTION

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
22. The district uses detailed classroom-level data for instructional decision-making.	56.8%	23.0%	66.8%	25.9%
23. Students find curriculum, course selections, and lessons relevant to their needs and interests.	43.2%	41.9%	59.1%	23.4%
24. The district has effective special programs for the following:				
a. Honors/Gifted and Talented Education	21.3%	64.0%	68.3%	14.4%
b. Special Education	68.9%	28.4%	80.1%	10.2%
c. Head Start and Even Start Programs	18.7%	21.3%	58.1%	6.8%
d. Advanced Placement	44.0%	24.0%	68.0%	7.1%
e. Alternative Education	35.1%	33.8%	62.3%	17.4%
f. English as Second Language (ESL)	37.3%	36.0%	62.7%	19.4%
g. Career and Vocational	54.7%	18.7%	39.4%	26.5%
h. Dropout Prevention	20.0%	44.0%	41.7%	21.1%
25. Parents are immediately notified if a child is absent from school.	60.0%	32.0%	83.7%	11.5%
26. Teacher turnover is low.	26.7%	61.3%	58.7%	32.4%
27. Educational programs are regularly and objectively evaluated.	13.3%	66.7%	65.5%	25.1%
28. Teacher openings are filled quickly.	20.0%	69.3%	51.6%	41.0%
29. Teachers are held accountable for ensuring students learn.	21.6%	71.6%	87.8%	11.1%
30. Principals are held accountable for ensuring students learn.	50.7%	37.3%	92.9%	2.4%
31. Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	39.7%	45.2%	59.2%	29.8%
32. Teachers/teacher groups use data to tailor learning experiences for individual students/student groups.	60.0%	30.7%	80.7%	16.0%
33. All schools have equal access to educational materials such as computers, television monitors, and science labs.	42.7%	48.0%	61.2%	32.2%
34. Our schools can be described as “good places to learn.”	55.4%	16.2%	89.2%	3.5%
35. NCLB has been effectively implemented in our school district.	35.1%	27.0%	75.7%	3.4%

D. HUMAN RESOURCES

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
36. Salary levels in the school district are competitive.	7.9%	90.8%	44.2%	35.5%
37. My salary level is adequate for my level of work and experience.	10.5%	88.2%	32.3%	45.1%
38. Teachers who do not meet expected work standards are disciplined.	13.2%	75.0%	63.9%	21.8%
39. Staff who do not meet expected work standards are disciplined.	18.4%	67.1%	66.3%	16.9%
40. The district has a good orientation program for new employees.	17.1%	53.9%	72.8%	16.5%
41. The district accurately projects future staffing needs.	14.5%	69.7%	59.6%	21.8%
42. The district has an effective employee recruitment program.	11.8%	61.8%	59.1%	23.8%
43. District employees receive annual performance evaluations.	48.7%	40.8%	82.6%	1.6%
44. The district rewards competence and experience, and provides qualifications needed for promotion.	5.3%	88.2%	38.5%	34.7%
45. I am satisfied with my job in the school district.	50.0%	31.6%	75.0%	3.4%
46. I am actively looking for a job outside the school district.	31.6%	40.8%	7.9%	58.2%
47. The district has a fair and timely grievance process.	24.0%	38.7%	66.1%	1.6%
48. There are not enough high quality professional development opportunities for teachers.	36.8%	43.4%	21.1%	64.3%
49. There are not enough high quality professional development opportunities for school administrators.	70.7%	18.7%	49.5%	40.8%

E. COMMUNITY INVOLVEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
50. The district regularly communicates with parents.	56.6%	34.2%	91.7%	3.5%
51. Parents play an active role in decision-making in our schools.	18.4%	60.5%	50.4%	29.1%
52. Teachers regularly communicate with the parents of the students they teach.	48.7%	44.7%	74.8%	20.0%
53. Most parents seem to know what goes on in our schools.	36.8%	53.9%	61.4%	26.4%
54. The school district explains test results to parents.	36.8%	46.1%	65.3%	25.7%

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
55. Schools have plenty of volunteers to help student and school programs.	17.3%	78.7%	73.3%	17.4%
56. At least some local businesses are actively involved in supporting our schools.	77.6%	13.2%	83.4%	9.3%

F. FACILITIES USE AND MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	34.2%	40.8%	74.7%	11.4%
58. Schools are clean.	80.3%	13.2%	79.5%	16.0%
59. Our schools have sufficient space and facilities to support the instructional programs.	38.7%	60.0%	53.7%	42.2%
60. Schools are well-maintained.	60.5%	28.9%	72.8%	26.2%
61. Repairs are made in a timely manner.	22.4%	71.1%	70.8%	24.6%
62. District facilities are open for community use.	72.4%	9.2%	87.5%	1.9%
63. Emergency maintenance is handled promptly.	60.0%	24.0%	77.5%	11.0%
64. The district has an effective energy management program.	21.3%	28.0%	59.4%	11.8%

G. FINANCIAL MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
65. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	24.7%	48.1%	70.2%	15.7%
66. Campus administrators are well trained in fiscal management techniques.	7.8%	74.0%	57.8%	25.5%
67. Funds are managed wisely to support education in the school district.	28.6%	51.9%	65.2%	13.6%
68. The district's financial reports are easy to understand and read.	10.4%	51.9%	52.1%	16.2%
69. Campus and program administrators have sufficient access to the financial data they need.	26.7%	37.3%	71.5%	10.0%
70. Financial reports are made available to community members when asked.	21.1%	3.9%	61.5%	0.3%

H. PURCHASING

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
71. The Purchasing Office gets me what I need when I need it.	21.3%	37.3%	76.6%	8.2%
72. The school district purchases the highest quality materials and equipment at the lowest possible cost.	13.3%	53.3%	62.3%	7.4%
73. The purchase order process is efficient and effective.	14.9%	58.1%	65.8%	14.1%
74. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	17.6%	47.3%	49.4%	21.6%

I. TRANSPORTATION

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
75. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	24.3%	47.3%	14.0%	66.6%
76. There are sufficient buses and drivers to meet extracurricular needs of students.	21.3%	37.3%	47.4%	40.9%
77. Buses are often broken down, disrupting services.	1.4%	35.6%	12.3%	68.1%
78. The process for requesting a field trip is efficient and effective.	54.7%	22.7%	68.3%	15.5%
79. Bus drivers effectively handle discipline issues on the buses.	26.0%	43.8%	35.2%	45.4%
80. Students do not feel safe riding school district buses.	5.4%	37.8%	13.6%	64.3%
81. Bus ride times are too long.	20.3%	21.6%	27.7%	36.9%

J. FOOD SERVICES

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
82. The Food Services Department provides nutritious and appealing meals and snacks.	18.7%	73.3%	63.0%	18.0%
83. Vending machines are not available to students during lunch periods.	66.2%	21.6%	71.1%	16.7%
84. Snacks and drinks available through the vending machines are nutritious.	10.7%	29.3%	37.5%	28.1%
85. Bus riders get to school with enough time to eat breakfast.	46.7%	22.7%	83.0%	10.6%
86. Cafeterias are calm environments in which to eat.	43.2%	36.5%	81.2%	14.6%

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
87. Students spend too long waiting in line to get their lunches.	25.3%	60.0%	25.9%	69.2%
88. Many students bring their lunch from home every day.	26.4%	54.2%	25.2%	62.6%

K. TECHNOLOGY MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
89. Students regularly use computers.	90.5%	6.8%	90.2%	8.0%
90. Teachers receive training in how to integrate technology into the classroom.	46.7%	42.7%	86.2%	6.1%
91. Teachers are expected to integrate technology into the classroom.	82.7%	13.3%	97.2%	2.8%
92. Teachers know how to use computers in the classroom.	53.3%	33.3%	81.4%	13.0%
93. The district Web site is a useful tool.	46.7%	30.7%	92.7%	4.3%
94. I get assistance quickly when I have a computer problem.	41.3%	49.3%	92.5%	5.1%
95. The school district provides adequate instructional technology.	31.1%	52.7%	86.1%	12.5%
96. The school district provides adequate administrative technology.	30.7%	50.7%	88.6%	10.6%
97. I have adequate equipment and computer support to conduct my work.	52.0%	36.0%	93.8%	5.9%
98. Teachers and students have fast and easy access to the Internet.	51.4%	39.2%	87.7%	11.8%
99. Most administrative processes (purchasing, payroll etc.) are done on-line.	50.0%	29.7%	71.0%	11.6%

L. OVERALL OPERATIONS

School District Operation	TPS		Peers	
	Need Major/Some Improvement	Adequate/ Outstanding	Need Major/Some Improvement	Adequate/ Outstanding
a. Strategic Planning	78.6%	10.0%	46.9%	48.2%
b. Curriculum Planning	75.7%	14.9%	46.2%	52.2%
c. Facilities Planning	58.1%	23.0%	40.4%	53.1%
d. Budgeting	74.0%	12.3%	28.5%	66.3%
e. Financial Management	76.7%	9.6%	31.1%	63.6%
f. Asset Management	48.6%	10.8%	24.7%	41.5%
g. Risk Management	41.1%	12.3%	19.5%	53.8%
h. Community Relations	73.3%	22.7%	36.2%	46.8%
i. Program Evaluation	75.7%	10.8%	31.4%	63.1%
j. Instructional Coordination	68.9%	14.9%	27.6%	67.7%
k. Student Support Services	63.5%	23.0%	42.4%	51.4%
l. Federal Programs Coordination	45.9%	25.7%	35.7%	56.9%
m. Instructional Technology	62.7%	26.7%	41.1%	56.2%
n. Administrative Technology	60.8%	27.0%	30.9%	54.1%
o. Grants Administration	41.9%	21.6%	46.7%	40.1%
p. Personnel Recruitment	73.3%	6.7%	39.1%	41.8%
q. Personnel Selection	78.1%	12.3%	32.9%	49.6%
r. Personnel Evaluation	75.3%	17.8%	49.9%	42.2%
s. Personnel Retention	74.3%	12.2%	40.3%	56.4%
t. Professional Development	63.9%	27.8%	53.5%	46.4%
u. Safety And Security	64.9%	31.1%	45.2%	51.9%
v. Facilities Maintenance	57.3%	33.3%	50.5%	47.0%
w. Custodial Services	49.3%	44.0%	31.2%	54.5%
x. Food Services	52.0%	33.3%	32.5%	51.4%
y. Transportation	49.3%	32.9%	41.1%	54.0%

Toledo Public Schools
Teachers
Compared to Peers

B. District Administration

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
4. The district's strategic plan guides daily decision making.	44.0%	24.4%	62.8%	11.7%
5. I know how my work activities and objectives tie to the district's strategic plan.	67.3%	16.3%	75.1%	10.9%
6. School board members know and understand the educational needs of students in the school district.	22.2%	54.2%	49.5%	33.9%
7. School board members know and understand the operations of the school district.	21.2%	47.7%	54.6%	26.4%
8. The Superintendent is a respected and effective instructional leader.	23.7%	39.4%	67.5%	16.3%
9. The Superintendent is a respected and effective business manager.	23.8%	35.5%	66.9%	14.5%
10. The district administration is efficient.	15.6%	62.3%	58.4%	26.3%
11. The district administration supports the educational process.	34.3%	41.3%	73.8%	15.8%
12. School-based personnel play an important role in making decisions that affect schools in the district.	39.2%	43.0%	57.7%	26.6%
13. Principals are effective instructional leaders in their schools.	55.6%	27.0%	72.8%	20.3%
14. Principals are effective managers of the staff and teachers in their schools.	56.6%	25.4%	74.8%	19.8%
15. Most administrative practices in the school district are highly efficient and effective.	21.2%	56.4%	54.1%	24.5%
16. Administrative decisions are made promptly and decisively.	21.0%	57.1%	55.3%	24.3%
17. School district administrators are easily accessible and open to input.	25.4%	50.5%	61.4%	22.5%
18. Authority for administrative decisions is delegated to the lowest possible level.	12.5%	35.4%	28.5%	24.3%
19. Bottlenecks exist in many administrative processes that cause unnecessary time delays.	68.7%	11.3%	33.6%	29.0%
20. The school district has too many layers of administrators.	67.7%	15.4%	34.0%	34.1%
21. District administrators provide quality service to schools.	19.3%	45.5%	58.7%	18.6%

C. INSTRUCTION

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
22. The district uses detailed classroom-level data for instructional decision-making.	48.1%	25.5%	50.9%	29.8%
23. Students find curriculum, course selections, and lessons relevant to their needs and interests.	43.2%	33.2%	54.8%	29.5%
24. The district has effective special programs for the following:				
a. Honors/Gifted and Talented Education	27.1%	49.9%	61.5%	24.3%
b. Special Education	64.4%	24.0%	71.2%	21.2%
c. Head Start and Even Start Programs	26.3%	16.8%	54.9%	6.3%
d. Advanced Placement	38.7%	21.6%	58.4%	10.4%
e. Alternative Education	36.5%	24.0%	51.9%	21.6%
f. English as Second Language (ESL)	33.7%	16.4%	50.5%	22.4%
g. Career and Vocational	44.9%	25.4%	46.9%	20.5%
h. Dropout Prevention	17.5%	33.4%	35.9%	23.2%
25. Parents are immediately notified if a child is absent from school.	55.2%	16.2%	60.8%	16.0%
26. Teacher turnover is low.	33.5%	42.4%	41.3%	44.7%
27. Educational programs are regularly and objectively evaluated.	27.1%	46.8%	57.6%	21.2%
28. Teacher openings are filled quickly.	17.6%	67.0%	61.5%	23.7%
29. Teachers are held accountable for ensuring students learn.	70.1%	18.8%	86.0%	7.7%
30. Principals are held accountable for ensuring students learn.	43.5%	37.5%	72.5%	13.7%
31. Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	47.0%	40.1%	61.3%	28.7%
32. Teachers/teacher groups use data to tailor learning experiences for individual students/student groups.	74.5%	12.2%	73.3%	17.2%
33. All schools have equal access to educational materials such as computers, television monitors, and science labs.	25.1%	62.6%	49.5%	34.4%
34. Our schools can be described as “good places to learn.”	65.9%	20.7%	83.8%	8.6%
35. NCLB has been effectively implemented in our school district.	35.2%	20.1%	58.2%	10.1%

D. HUMAN RESOURCES

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
36. Salary levels in the school district are competitive.	9.1%	83.5%	39.7%	47.1%
37. My salary level is adequate for my level of work and experience.	12.0%	81.5%	34.9%	56.8%
38. Teachers who do not meet expected work standards are disciplined.	23.1%	56.2%	29.4%	37.7%
39. Staff who do not meet expected work standards are disciplined.	18.5%	57.2%	28.2%	35.2%
40. The district has a good orientation program for new employees.	48.5%	22.0%	51.4%	23.1%
41. The district accurately projects future staffing needs.	9.0%	72.2%	45.6%	24.6%
42. The district has an effective employee recruitment program.	5.3%	53.9%	41.1%	20.4%
43. District employees receive annual performance evaluations.	27.3%	46.8%	81.6%	6.9%
44. The district rewards competence and experience, and provides qualifications needed for promotion.	10.2%	72.7%	30.3%	43.9%
45. I am satisfied with my job in the school district.	55.9%	30.0%	81.5%	9.4%
46. I am actively looking for a job outside the school district.	19.4%	56.3%	18.8%	65.4%
47. The district has a fair and timely grievance process.	26.1%	31.5%	29.7%	13.3%
48. There are not enough high quality professional development opportunities for teachers.	42.8%	36.6%	29.8%	53.7%
49. There are not enough high quality professional development opportunities for school administrators.	15.3%	17.7%	12.2%	27.3%

E. COMMUNITY INVOLVEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
50. The district regularly communicates with parents.	57.5%	20.3%	76.2%	9.2%
51. Parents play an active role in decision-making in our schools.	22.6%	54.1%	47.2%	29.2%
52. Teachers regularly communicate with the parents of the students they teach.	72.9%	12.1%	85.3%	11.6%
53. Most parents seem to know what goes on in our schools.	31.0%	54.8%	53.8%	29.7%
54. The school district explains test results to parents.	32.3%	36.4%	53.4%	28.1%

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
55. Schools have plenty of volunteers to help student and school programs.	12.0%	71.7%	37.9%	44.1%
56. At least some local businesses are actively involved in supporting our schools.	56.9%	23.2%	62.3%	18.3%

F. FACILITIES USE AND MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	19.6%	47.0%	49.0%	23.5%
58. Schools are clean.	67.8%	25.4%	64.4%	27.7%
59. Our schools have sufficient space and facilities to support the instructional programs.	42.9%	49.3%	45.9%	46.0%
60. Schools are well-maintained.	57.5%	30.9%	60.3%	31.7%
61. Repairs are made in a timely manner.	29.2%	59.2%	50.5%	38.9%
62. District facilities are open for community use.	51.0%	14.4%	66.8%	7.4%
63. Emergency maintenance is handled promptly.	45.5%	23.7%	68.9%	14.0%
64. The district has an effective energy management program.	19.0%	26.2%	46.5%	19.1%

G. FINANCIAL MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
65. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	19.0%	32.9%	41.7%	23.2%
66. Campus administrators are well trained in fiscal management techniques.	11.2%	25.7%	41.9%	7.7%
67. Funds are managed wisely to support education in the school district.	9.0%	56.1%	41.2%	24.8%
68. The district's financial reports are easy to understand and read.	8.6%	39.3%	25.2%	16.6%
69. Campus and program administrators have sufficient access to the financial data they need.	9.8%	21.1%	34.7%	5.7%
70. Financial reports are made available to community members when asked.	12.1%	9.9%	34.7%	3.0%

H. PURCHASING

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
71. The Purchasing Office gets me what I need when I need it.	27.8%	40.0%	52.6%	23.4%
72. The school district purchases the highest quality materials and equipment at the lowest possible cost.	16.2%	44.7%	39.9%	20.2%
73. The purchase order process is efficient and effective.	25.2%	43.9%	53.4%	24.3%
74. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	30.3%	45.6%	43.1%	32.5%

I. TRANSPORTATION

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
75. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	18.9%	41.2%	14.5%	67.7%
76. There are sufficient buses and drivers to meet extracurricular needs of students.	19.9%	30.0%	43.5%	26.7%
77. Buses are often broken down, disrupting services.	4.5%	27.6%	6.2%	61.4%
78. The process for requesting a field trip is efficient and effective.	30.7%	28.9%	54.5%	16.9%
79. Bus drivers effectively handle discipline issues on the buses.	16.4%	13.2%	26.3%	18.9%
80. Students do not feel safe riding school district buses.	6.9%	21.5%	10.5%	46.4%
81. Bus ride times are too long.	8.9%	14.2%	21.2%	21.8%

J. FOOD SERVICES

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
82. The Food Services Department provides nutritious and appealing meals and snacks.	23.6%	53.5%	45.7%	32.4%
83. Vending machines are not available to students during lunch periods.	54.5%	18.2%	62.4%	17.7%
84. Snacks and drinks available through the vending machines are nutritious.	13.5%	25.2%	23.2%	28.9%
85. Bus riders get to school with enough time to eat breakfast.	34.3%	15.8%	65.9%	9.5%
86. Cafeterias are calm environments in which to eat.	24.9%	55.6%	38.2%	39.9%

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
87. Students spend too long waiting in line to get their lunches.	27.7%	31.7%	40.4%	35.6%
88. Many students bring their lunch from home every day.	18.5%	48.8%	15.7%	49.8%

K. TECHNOLOGY MANAGEMENT

Survey Statement	TPS		Peers	
	SA + A	SD + D	SA + A	SD + D
89. Students regularly use computers.	69.1%	25.2%	82.9%	13.2%
90. Teachers receive training in how to integrate technology into the classroom.	44.2%	44.2%	78.6%	16.2%
91. Teachers are expected to integrate technology into the classroom.	82.5%	9.2%	91.8%	3.5%
92. Teachers know how to use computers in the classroom.	66.7%	21.4%	77.7%	10.0%
93. The district Web site is a useful tool.	49.7%	26.5%	78.7%	9.1%
94. I get assistance quickly when I have a computer problem.	40.2%	50.3%	67.1%	26.4%
95. The school district provides adequate instructional technology.	37.0%	51.3%	71.4%	22.3%
96. The school district provides adequate administrative technology.	19.4%	23.7%	55.9%	12.4%
97. I have adequate equipment and computer support to conduct my work.	48.4%	45.9%	70.7%	25.2%
98. Teachers and students have fast and easy access to the Internet.	57.7%	34.6%	72.1%	17.8%
99. Most administrative processes (purchasing, payroll etc.) are done on-line.	18.4%	14.2%	35.2%	10.7%

L. OVERALL OPERATIONS

School District Operation	TPS		Peers	
	Need Major/Some Improvement	Adequate/ Outstanding	Need Major/Some Improvement	Adequate/ Outstanding
a. Strategic Planning	59.4%	12.9%	35.8%	37.5%
b. Curriculum Planning	66.1%	24.3%	42.6%	50.0%
c. Facilities Planning	53.2%	21.9%	33.7%	36.5%
d. Budgeting	70.0%	8.2%	46.6%	29.7%
e. Financial Management	67.7%	8.3%	34.2%	33.5%
f. Asset Management	48.6%	8.9%	36.5%	19.9%
g. Risk Management	43.8%	9.8%	21.4%	33.5%
h. Community Relations	77.0%	12.3%	45.3%	43.8%
i. Program Evaluation	60.8%	17.6%	35.8%	43.7%
j. Instructional Coordination	58.7%	21.9%	46.2%	39.0%
k. Student Support Services	55.1%	25.0%	49.0%	38.9%
l. Federal Programs Coordination	34.3%	21.0%	29.2%	39.1%
m. Instructional Technology	62.3%	25.8%	39.6%	53.0%
n. Administrative Technology	33.2%	17.4%	7.3%	15.2%
o. Grants Administration	34.5%	12.7%	22.3%	32.2%
p. Personnel Recruitment	51.4%	11.2%	29.3%	42.3%
q. Personnel Selection	54.3%	13.4%	31.8%	46.1%
r. Personnel Evaluation	52.2%	29.4%	33.9%	55.4%
s. Personnel Retention	55.2%	20.6%	37.7%	46.2%
t. Professional Development	58.0%	33.3%	41.8%	52.8%
u. Safety And Security	58.6%	32.1%	25.9%	39.0%
v. Facilities Maintenance	43.0%	42.6%	34.0%	48.4%
w. Custodial Services	39.8%	48.6%	37.3%	55.8%
x. Food Services	50.7%	35.1%	27.7%	36.5%
y. Transportation	36.8%	34.7%	23.0%	58.2%